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Financing of the United Nations Organization Stabilization

Mission in the Democratic Republic of the Congo

Budget performance for the period from 1 July 2022 to 30 June 2023 and proposed budget for the period from 1 July 2024 to 30 June 2025 for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Report of the Advisory Committee on Administrative and Budgetary Questions

Appropriation for 2022/23	\$1,030,269,900
Expenditure for 2022/23	\$1,015,835,500
Unencumbered balance for 2022/23	\$14,434,400
Appropriation for 2023/24	\$1,064,353,200
Projected expenditure for 2023/24 ^a	\$1,042,554,800
Projected underexpenditure for 2023/24	\$21,798,400
Proposal submitted by the Secretary-General for 2024/25	\$918,458,000
Adjustment recommended by the Advisory Committee for 2024/25	\$4,974,500
Recommendation of the Advisory Committee for 2024/25	\$913,483,500

^a Estimates as at 29 February 2024.



I. Introduction

1. During its consideration of the reports on the financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) ([A/78/640](#) and [A/78/741](#)), 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 15 March 2024. The comments and recommendations of the Advisory Committee on cross-cutting issues related to peacekeeping operations are contained in its report thereon ([A/78/744](#)), and those pertaining to the findings and recommendations of the Board of Auditors on United Nations peacekeeping operations for the period from 1 July 2022 to 30 June 2023 are contained in its related report ([A/78/804](#)).

II. Budget performance report for the period from 1 July 2022 to 30 June 2023

2. In its resolution [76/284](#), the General Assembly appropriated an amount of \$1,030,269,900 gross (\$1,003,044,700 net) for the maintenance of the Mission for the period from 1 July 2022 to 30 June 2023. Expenditure for the period totalled \$1,015,835,500 gross (\$989,170,400 net) for a budget implementation rate of 98.6 per cent. The resulting unencumbered balance of \$14,434,400 in gross terms represents 1.4 per cent of the overall level of resources approved for the financial period. The unencumbered balance reflects higher-than-budgeted expenditure under military and police personnel (\$5,070,800, or 1.0 per cent), and lower requirements under civilian personnel (\$14,634,600, or 5.4 per cent) and operational costs (\$4,870,600, or 1.9 per cent). A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of MONUSCO for 2022/2023 ([A/78/640](#)).

3. The Advisory Committee was informed that unliquidated obligations amounted to \$101,857,700 (or 9.9 per cent of the total appropriation) as at 30 June 2023 for the 2022/23 period, representing a decrease of \$56,414,700 (or 35.6 per cent) compared with \$158,272,400 as at 30 June 2022 for the 2021/22 period. Upon enquiry, the Committee was informed that, as at 31 March 2024, unliquidated obligations had decreased to \$11,353,565 (or 1.1 per cent of the total appropriation) for the 2022/23 period, and were composed of costs for military and police personnel (\$1,840,574), civilian personnel (\$1,634,733) and operational costs (\$7,878,258). Unliquidated obligations for prior periods under military and police personnel were as follows: \$4,436,150 in 2018/19; \$3,044,946 in 2019/20; \$1,455,049 in 2020/21; and \$919,133 in 2021/22. The Committee discusses unliquidated obligations in its report on cross-cutting issues related to peacekeeping operations ([A/78/744](#)).

4. Regarding redeployments, group I (military and police personnel) was the recipient of redeployed funds of \$5,070,800 to cover increased costs for rations, travel on deployment, rotation and repatriation, and contingent-owned equipment freight costs, as well as a higher mission subsistence allowance rate. Of that amount, \$4,674,600 originated from group II (civilian personnel) and \$396,200 from group III (operational costs), and was possible mainly owing to higher vacancy rates and lower common staff costs and salaries due to a reduced post adjustment multiplier, as well as to lower costs for air operations following the suspension of non-emergency flights over North Kivu after an incident in which a helicopter was fired upon. **The Advisory Committee looks forward to more detailed information on common staff costs in the supplementary information in the context of the next budget submission.**

Matters pertaining to the report of the Board of Auditors

5. 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 2023 (A/78/5 (Vol. II), chap. II). Regarding MONUSCO, the Board reviewed, inter alia, the management of budget processes, the management of the civilian component of multidimensional peacekeeping operations and cost recovery (ibid., sects. C, D and E). The Board observed risks and challenges in connection with the transition of MONUSCO and, inter alia, recommended that the Administration review the cost-recovery accumulated surplus of MONUSCO and make the necessary adjustments. **The Advisory Committee concurs with the findings of the Board of Auditors and trusts that the recommendations will be implemented in a timely manner.**

III. Information on performance for the current period

6. Regarding current and projected expenditure for the period from 1 July 2023 to 30 June 2024, the Advisory Committee was informed upon enquiry that, as at 29 February 2024, expenditure amounted to \$829,308,615 (gross). At the end of the current period, the estimated total expenditures would amount to \$1,042,554,800 (gross) (or 98 per cent), resulting in an unencumbered balance of \$21,798,400, reflecting an underexpenditure of 2.0 per cent below the appropriation of \$1,064,353,200. Upon enquiry, the Committee was informed that, as at 31 March 2024, commitments made against the appropriation amounted to \$289,473,004 (or 28.1 per cent) of the total appropriation for the 2023/24 period, comprising military and police personnel (\$213,514,543), civilian personnel (\$6,819,689) and operational costs (\$69,138,771).

7. The Advisory Committee was informed that, as at 13 February 2024, a total of \$25,929,384,700 had been assessed on Member States since the inception of MONUSCO. Payments received amounted to \$25,488,612,100, leaving an outstanding balance of \$440,772,600. As at the same date, the cash available to the Mission amounted to \$381,834,900, which was sufficient to cover the three-month operating reserve of \$170,738,400 (excluding reimbursements to troop- and police-contributing countries). The Committee was also informed that, as at 30 September 2023, the outstanding balance for contingent-owned equipment amounted to \$66,380,100.

8. The Advisory Committee was informed that, as at 31 December 2023, an amount of \$10,200,600 had been paid to settle 390 death and disability claims since the inception of MONUSCO, and that 24 claims were pending. **The Advisory Committee notes the high number of death and disability claims and trusts that the outstanding claims will be settled expeditiously.**

IV. Proposed budget for the period from 1 July 2024 to 30 June 2025

A. Mandate and planning assumptions

9. The mandate of MONUSCO was established by the Security Council in its resolution 1925 (2010) and was most recently extended by the Council until 20 December 2024 in its resolution 2717 (2023). The planning assumptions and mission support initiatives for 2024/25 are summarized in section I.B of the report of the Secretary-General on the proposed budget (A/78/741). During 2024/25, MONUSCO will operate in two provinces, North Kivu and Ituri, following its withdrawal from South Kivu and the closure of the field offices in Bukavu and Uvira in the 2023/24 period. It is also indicated that MONUSCO will continue to create an enabling environment for a gradual drawdown from North Kivu and Ituri in line with

the revised transition plan and take the necessary measures to implement the comprehensive disengagement plan prepared by the joint working group composed of representatives from MONUSCO and the Government, of which the Security Council took note in resolution [2717 \(2023\)](#). The Advisory Committee addresses the transition and disengagement of MONUSCO in the paragraphs below, as appropriate.

B. Resource requirements

Financial resources

(Thousands of United States dollars)

Category	Apportionment (2022/23)	Expenditure (2022/23)	Apportionment (2023/24)	Expenditure as at 29 February 2024	Cost estimates (2024/25)	Variance	
						Amount	Percentage
Military and police personnel	510 727.8	515 798.6	538 643.3	474 828.7	423 078.4	(115 564.9)	(21.5)
Civilian personnel	268 766.8	254 132.2	258 207.7	181 187.8	237 376.1	(20 831.6)	(8.1)
Operational costs	250 775.3	245 904.7	267 502.2	173 274.5	258 003.5	(9 498.7)	(3.6)
Gross requirements	1 030 269.9	1 015 835.5	1 064 353.2	829 291.0	918 458.0	(145 895.2)	(13.7)

10. The proposed requirements for 2024/25 amount to \$918,458,000 and reflect a decrease of \$145,895,200, or 13.7 per cent, compared with the apportionment of \$1,064,353,200 for the period 2023/24. Detailed information on the financial resources and an analysis of variances is provided in sections II and III of the report of the Secretary-General on the proposed budget ([A/78/741](#)).

1. Military and police personnel

Category	Authorized 2022/23 ^a	Actual as at 30 June 2023	Authorized 2023/24 ^a	Actual as at 29 February 2024	Authorized ^a and proposed 2024/25	Variance
	(1)	(2)	(3)	(4)	(5)	(6)=(5)-(3)
Military observers	660	502	660	488	600	(60)
Military contingent personnel	13 140/13 500 ^b	12 545	13 500	12 563	11 500	(2 000)
United Nations police	591	380	591	374	443	148
Formed police unit personnel	1 410	1 229	1 410	1 266	1 270	140

^a Represents the highest level of authorized strength.

^b The level of authorized strength was revised by the Security Council in its resolution [2666 \(2022\)](#) of 20 December 2022.

11. The proposed resources for military and police personnel for 2024/25 amount to \$423,078,400, reflecting a decrease of \$115,564,900, or 21.5 per cent, compared with the apportionment for 2023/24. The decreased requirements are attributable primarily to the lower deployment, and reduced travel, of military contingents, United Nations police and formed police unit personnel and the related repatriation of contingent-owned equipment, offset in part by higher reimbursement rates for contingent-owned equipment approved by the General Assembly in resolution [77/303](#), compared with 2023/24 ([A/78/741](#), paras. 147–152).

Delayed deployment

12. The table below provides a summary of the delayed deployment factors for military and police personnel for 2022/23 and 2023/24, as well those proposed for the 2024/25 period.

Delayed deployment factors

(Percentage)

<i>Category</i>	<i>Approved 2022/23</i>	<i>Actual as at 30 June 2023</i>	<i>Approved 2023/24</i>	<i>Actual as at 29 February 2024</i>	<i>Actual average as at 29 February 2024</i>	<i>Proposed 2023/24</i>
Military and police personnel						
Military observers	23.0	23.9	23.0	26.1	24.4	23.3
Military contingents	2.1	7.1	4.7	6.9	7.3	8.7
United Nations police	26.4	35.7	30.7	36.7	35.4	30.7
Formed police units	12.8	12.8	0.0	10.2	12.8	17.3

Contingent-owned equipment

13. Requirements for contingent-owned equipment from 1 July 2024 to 30 June 2025 are based on standard reimbursement rates for major equipment (wet lease) and self-sustainment and amount to \$114,786,000 during 2024/25 (ibid., para. 133). Upon enquiry, the Advisory Committee was informed, inter alia, that challenges in carrying out inspections of contingent-owned equipment included anti-MONUSCO protests, security challenges as a result of activities of armed groups and bad roads owing to the rainy season. In addition, while the operational impact of unserviceable contingent-owned equipment affects mainly engineering units, as most of their contingent-owned equipment is essential equipment, this does not significantly degrade the units' operational capabilities. Deductions for absent or non-functional major contingent-owned equipment are applied to troop- or formed police-reimbursement costs and to payments to troop- and police-contributing countries and are taken into account when preparing the budget proposal.

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

2. Civilian personnel

<i>Category</i>	<i>Approved 2022/23</i>	<i>Encumbered as at 30 June 2023</i>	<i>Approved 2023/24</i>	<i>Encumbered as at 29 February 2024</i>	<i>Proposed 2024/25</i>	<i>Variance</i>
	<i>(1)</i>	<i>(2)</i>	<i>(3)</i>	<i>(4)</i>	<i>(5)</i>	<i>(6)=(5)-(3)</i>
Posts						
International staff	687	597	670	605	623	(47)
National Professional Officers	190	172	200	171	170	(30)
National General Service staff	1 407	1 319	1 408	1 232	1 161	(247)
General temporary assistance						
International staff	5	5	5	4	4	(1)
National Professional Officers	10	7	11	6	7	(4)
National General Service staff	46	44	46	36	30	(16)
United Nations Volunteers						
International	307	291	291	282	247	(44)
National	15	15	32	29	28	(4)
Government-provided personnel	90	51	90	45	90	—
Total	2 757	2 501	2 753	2 410	2 360	(393)

15. The proposed resources for civilian personnel for 2024/25 amount to \$237,376,100, reflecting a decrease of \$20,831,600, or 8.1 per cent, compared with the appropriation for 2023/24. The Secretary-General indicates that the decrease is attributable to: (a) the proposed abolishment of 47 international posts, 30 National Professional Officer posts, 247 national General Service posts, 44 international and 4 national United Nations Volunteer positions, as well as 4 National Professional Officer, 1 international and 16 national General Service general temporary assistance positions as a result of the closure of the field office in Bukavu and the sub-office in Uvira (336 posts and positions); (b) the completion of the transfer of the Mission's functions to the Government in Kalemie, Kananga and Tshikapa (26 posts and positions), and the transfer of the functions related to the provision of security and field technology services at the Entebbe Support Base to the Regional Service Centre in Entebbe, Uganda (31 posts); and (c) a lower number of government-provided personnel to be deployed, from 58 in the 2023/24 period to 40 in the 2024/25 period, as a result of the Mission's withdrawal from South Kivu (*ibid.*, para. 45).

Recommendations on posts and positions

16. The Secretary-General proposes a total of 2,471 civilian posts and positions for 2024/25, which reflects, as described in detail in section E of the proposed budget of the Secretary-General: (a) the abolishment of 393 posts and positions (47 international staff (1 D-1, 1 P-5, 4 P-4, 12 P-3, 3 P-2, 23 Field Service), 30 National Professional Officers, 247 national General Service staff, 44 international United Nations Volunteers, 4 national United Nations Volunteers, 1 international general temporary assistance position, 4 national general temporary assistance positions and 16 national general temporary assistance positions/national General Service staff); (b) the reassignment of 1 staff member (Field Service); and (c) the redeployment of 1 staff member (national General Service). All 393 posts and positions proposed for abolishment are related to the closure of the field office in Bukavu and the sub-office in Uvira, the withdrawal of the residual capacity from Kalemie, Kananga and Tshikapa and the transfer of security and field technology services at the Entebbe Support Base (see para. 31 below). The Advisory Committee notes that of the 393 posts and positions proposed for abolishment, 301 (77 per cent) are national posts and positions, and 92 (23 per cent) are international posts and positions, contrary to the expectation for more nationalization of posts and positions (see also para. 36 below).

Residual capacity, including Radio Okapi

17. It is indicated in the proposed budget of the Secretary-General that MONUSCO will maintain a residual civilian presence in South Kivu in order to ensure a gradual and responsible transfer of the Mission's responsibilities to the Congolese authorities in line with the disengagement plan, working closely with the United Nations country team and national authorities. Upon enquiry, the Advisory Committee was informed that the residual capacity, comprising 43 staff (11 international staff, 22 national staff, 1 United Nations Volunteer, 3 government-provided personnel, 5 United Nations police officers and 1 individual contractor) would be maintained in Bukavu, South Kivu, to address key areas of the disengagement plan and the South Kivu provincial transition priorities, including human rights, civil affairs, disarmament, demobilization and reintegration, child protection and Radio Okapi, as well as to provide support, coordination, analysis and security. The Committee was also informed that following the proposed abolishment of five Public Information Assistant (national General Service) posts at Radio Okapi¹ (A/78/741, para. 103),

¹ The five posts proposed for abolishment at Radio Okapi are located in component 2, support to stabilization and the strengthening of State institutions in the Democratic Republic of the Congo

continued access to public information through Radio Okapi had been identified as a priority, with one post of Assistant Public Information Officer (National Professional Officer) and one post of Public Information Assistant (national General Service) to be retained as part of the residual capacity to ensure a smooth transition with the United Nations Communications Group. In addition, discussions on the future configuration of Radio Okapi were ongoing. Regarding the security of the residual civilian team, the Committee was informed that seven security posts, namely one Security Officer (Field Service), one Associate Security Coordination Officer (National Professional Officer) and five Field Security Guards (national General Service), would remain in Bukavu to provide security. **The Advisory Committee trusts that an update on the residual capacity, including the envisaged role of Radio Okapi, in close coordination with the host country, will be provided in the next MONUSCO budget report.**

Vacancy rates

Vacancy rates

(Percentage)

Category	Budgeted 2022/23	Actual 2022/23	Budgeted 2023/24	Actual as at 31 December 2023	Actual average January– December 2023	Actual as at 29 February 2024	Actual average as at 29 February 2024	Proposed 2024/25
Civilian personnel								
International staff	11.5	11.5	11.5	10.0	11.6	9.7	11.0	10.0
National staff								
National Professional Officers	6.0	8.9	8.3	14.5	11.8	14.5	14.5	11.8
National General Service staff	6.3	6.3	6.4	7.1	6.6	12.5	8.4	6.6
United Nations Volunteers								
International volunteers	5.0	6.5	6.1	3.8	5.4	3.1	4.5	3.8
National volunteers	9.1	0.0	0.0	9.4	16.7	9.4	15.6	9.4
Temporary positions								
International staff	16.7	20.0	20.0	20.0	20.0	20.0	20.0	20.0
National Professional Officers	25.0	30.0	30.0	36.4	36.4	45.5	36.4	36.4
National General Service staff	0.7	4.3	2.2	4.3	6.5	21.7	8.7	4.3
Government-provided personnel	38.9	46.7	35.6	50.0	47.8	50.0	47.8	55.6

18. The Advisory Committee notes that the proposed vacancy rates for international staff differ from the actual and actual average as at 29 February 2024. The Committee also notes that the actual vacancy rate as at 29 February 2024 and the actual average rate as at the same date were as follows: (a) 9.7 and 11.0 per cent for international staff; (b) 14.5 and 14.5 per cent for National Professional Officers; (c) 6.5 and 8.4 per cent for National General Service staff; (d) 3.1 and 4.5 per cent for international United Nations Volunteers; (e) 9.4 and 15.6 per cent for national United Nations Volunteers; (f) 20.0 and 20.0 per cent for temporary positions; and (g) 50.0 and 47.8 per cent for Government-provided personnel. **The Advisory Committee trusts that the Secretary-General will provide updated information on the latest actual and actual average vacancy rates to the General Assembly at the time of its consideration of the present report, along with clear justification where the proposed rates differ from the actual rates.** The Committee discusses vacancy rates in its report on cross-cutting issues related to peacekeeping operations ([A/78/744](#)).

and key governance and security reforms.

Vacant posts

19. Upon enquiry, the Advisory Committee was informed that, as at 29 February 2024, there were 282 vacant posts (1 Assistant Secretary-General, 1 D-1, 5 P-5, 3 P-4, 20 P-3, 5 P-2, 30 Field Service, 176 General Service, 29 National Professional Officer, 12 United Nations Volunteer). Thirteen posts (9 national General Service, 4 National Professional Officer) had been vacant for longer than 24 months (between 26 and 58 months), and were in various stages of recruitment. The Committee was also informed that, as MONUSCO was in transition, filling posts through generic job openings had become challenging, as rosters did not provide a sufficient number of qualified candidates, especially female candidates, while the extent to which generic job openings could be modified to focus on the transition was limited. In addition, attracting and retaining staff was difficult owing to the eventual drawdown of the Mission and the resulting lack of security with regard to long-term employment. **The Advisory Committee trusts that an update on the recruitment of vacant posts, and the envisaged action in the context of the transition and disengagement of MONUSCO, will be provided to the General Assembly at the time of its consideration of the present report and in the next budget proposal (see also para. 36 below).**

20. **Subject to its recommendations above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for civilian personnel.**

3. Operational costs

(Thousands of United States dollars)

Category	Apportionment (2022/23)	Expenditure (2022/23)	Apportionment (2023/24)	Expenditure as at 29 February 2024	Cost estimates (2024/25)	Variance	
	(1)	(2)	(3)	(4)	(5)	Amount (6)=(5)-(3)	Percentage (5)=(4)÷(2)
Operational costs							
Civilian electoral observers	—	—	—	—	—	—	—
Consultants and consulting services	584.8	632.3	516.9	458.4	885.2	368.3	71.3
Official travel	4 558.3	4 432.4	4 897.2	2 688.6	4 618.4	(278.8)	(5.7)
Facilities and infrastructure	45 609.7	70 161.9	49 573.1	39 165.8	47 314.8	(2 258.3)	(4.6)
Ground transportation	10 579.9	12 833.6	8 582.3	6 325.0	8 441.7	(140.6)	(1.6)
Air operations	99 676.1	64 963.7	115 684.7	58 949.9	103 386.5	(12 298.2)	(10.6)
Marine operations	690.0	1 200.9	910.0	607.1	1 140.0	230.0	25.3
Communications and information technology	39 824.6	40 614.4	41 022.7	31 795.4	38 813.9	(2 208.8)	(5.4)
Medical	2 237.4	1 767.2	1 973.5	764.0	1 356.8	(616.7)	(31.2)
Special equipment	—	—	—	—	—	—	—
Other supplies, services and equipment	45 764.5	48 050.4	43 091.8	31 921.0	50 796.2	7 704.4	17.9
Quick-impact projects	1 250.0	1 247.9	1 250.0	599.3	1 250.0	—	—
Total	250 775.3	245 904.7	267 502.2	173 274.5	258 003.5	(9 498.7)	(3.6)

21. The proposed resources for operational costs for 2024/25 amount to \$258,003,500, which represents a net decrease of \$9,498,700, or 3.6 per cent, compared with the apportionment for 2023/24 in the amount of \$267,502,200. The proposed decrease reflects lower requirements under all categories except consultants and consulting services, marine operations, and other supplies, services and equipment (see also [A/78/741](#), sects. II and III).

22. The Advisory Committee is not fully convinced that the justifications provided support some of the requirements listed below and makes the following observations and recommendations:

(a) *Consultants and consulting services.* The proposed resources amount to \$885,200 for 2024/25, representing an increase of \$368,300, or 71.3 per cent, compared with the approved level of \$516,900 for 2023/24, while expenditure amounted to \$632,300 for 2022/23 and \$458,400 as at 29 February 2024. **In view of recent underexpenditure patterns, as well as the anticipated implementation level during the transition and disengagement of MONUSCO, the Advisory Committee recommends a reduction of 10 per cent (\$88,500) to the proposed resources for consultants and consulting services;**

(b) *Facilities and infrastructure.* The proposed resources amount to \$47,314,800 for 2024/25, representing a decrease of \$2,258,300, or 4.6 per cent, compared with the approved level of \$49,573,100 for 2023/24, while expenditure amounted to \$70,161,900 for 2022/23 and to only \$39,165,800 as at 29 February 2024. The Advisory Committee notes significant underexpenditure, as at 31 December 2023, as follows: (i) with regard to the acquisition of engineering supplies, expenditure amounted to \$447,900 (17 per cent) against an apportionment of \$2,669,400; (ii) with regard to the acquisition of prefabricated facilities, accommodation and refrigeration equipment, expenditure amounted to \$1,058,800 (39 per cent) against an apportionment of \$2,684,000; (iii) with regard to the acquisition of water treatment and fuel distribution equipment, expenditure amounted to \$323,500 (18 per cent) against an apportionment of \$1,737,700; (iv) with regard to construction, alteration, renovation and major maintenance, expenditure amounted to \$928,500 (32 per cent) against an apportionment of \$2,907,100, while in 2022/23 expenditure amounted to \$738,700 (23 per cent) against an apportionment of \$3,253,700; and (v) with regard to construction materials and field defence supplies, expenditure amounted to \$719,400 (17 per cent) against an apportionment of \$4,195,000, while in 2022/23 expenditure amounted to \$3,171,400 (78 per cent) against an apportionment of \$4,084,100. Upon enquiry, the Committee was informed that MONUSCO planned to continue to implement major construction projects in the areas where it was still present (namely North Kivu and Ituri), including the construction of new camps for new contingents and the consolidation of premises, which would require the replacement of prefabricated buildings with United Nations-provided accommodations. **In view of the ongoing transition and disengagement of MONUSCO and the resulting reduced military, police and civilian staffing, the Advisory Committee considers that certain activities could be minimized, including major construction projects or the construction of new prefabricated buildings. In view of the most recent patterns of expenditure, the Committee therefore recommends a reduction of 3 per cent (\$1,362,300) to the proposed resources of \$45,410,400 under facilities and infrastructure;**

(c) *Ground transportation.* The proposed resources amount to \$8,441,700 for 2024/25, representing a decrease of \$140,600, or 1.6 per cent, compared with the approved level of \$8,582,300 for 2023/24, while expenditure amounted to \$12,833,600 for 2023/24 and only \$6,325,000 as at 29 February 2024. **In view of the ongoing transition and disengagement of MONUSCO and the resulting reduced need for vehicles, resulting in lower related expenditures, further efficiencies could be identified. Taking into consideration the underexpenditure in the current period, the Advisory Committee recommends a reduction of 5 per cent (\$422,100) to the proposed resources of \$8,441,700 under ground transportation;**

(d) *Air operations.* The proposed resources amount to \$103,386,500 for 2024/25, representing a decrease of \$12,298,200, or 10.6 per cent, compared with the approved level of \$115,684,700 for 2023/24, while expenditure amounted to

\$64,963,700 for 2022/23 and only \$58,949,900 as at 29 February 2024. Upon enquiry, the Advisory Committee was informed that the approved budget of the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic for 2023/24 included a provision for one C-130 aircraft on a cost-sharing basis with MONUSCO but that the arrangement did not materialize, as the earmarked assets were not available. The approved budget of MONUSCO for 2023/24 includes a provision for one C-130 on a cost-sharing basis, to be used by field missions on an as-available and as-required basis, paying the cost of the actual flight hours used. Furthermore, the Secretariat is in the process of establishing an on-call letter of assist in support of regional missions on pay-as-you go basis. Regarding the unmanned aerial systems, recent underexpenditure was related to their underperformance between June 2021 and mid-September 2023 owing to six accidents, after which minimum full operational capability was not possible. The Committee was informed that after the situation was resolved, full operational capability was maintained from 12 September 2023. Furthermore, during 2022/23, the lower number of flight hours were the result of the security situation as a result of the ongoing fighting with the Mouvement du 23 Mars, the firing upon of United Nations aircraft and a range of emerging risks, and delays in the deployment of seven helicopters to replace eight helicopters repatriated by one troop-contributing country in September 2022. **The Advisory Committee recalls its previous concerns about the management of unmanned aerial systems in the Mission (see [A/76/760/Add.4](#), para. 32, and [A/75/822/Add.6](#), para. 35) and trusts that further information will be provided to the General Assembly during its consideration of the present report and, in particular, in view of the transition and disengagement of MONUSCO, that an update will be included in the next budget report. Taking into consideration the patterns of expenditure under air operations as a whole in the light of the transition and disengagement of MONUSCO, as well as the operational challenges owing to the operability of unmanned aerial systems, the Committee recommends a reduction of 3 per cent (\$3,101,600) to the proposed resources of \$103,386,500 under air operations.** The Committee discusses unmanned aerial systems in its report on cross-cutting issues related to peacekeeping operations ([A/78/744](#)).

Quick-impact projects

23. Information on quick-impact projects is provided in paragraphs 143 to 145 of the proposed budget of the Secretary-General, with the proposed resources of \$1,250,000 reflecting no change compared with 2023/24 for 41 projects. As indicated above, as at 29 February 2024, total expenditure for 2023/24 amounted to \$599,300, or 48 per cent, of the apportionment. In the 2024/25 period, the quick-impact projects would continue to include the provision of lighting through the installation of solar panels for markets and key public areas; the construction or rehabilitation of critical health centres, school buildings and water points; the construction of and provision of equipment to vocational training centres; bridge repairs; the rehabilitation of Congolese National Police stations or outposts and administration buildings; and the provision of psychosocial support to victims of sexual- and gender-based violence. **The Advisory Committee continues to encourage the Mission to fully utilize its resources for the implementation of quick-impact projects and to ensure their long-lasting positive impact on the lives of the local population, while also consolidating the Mission's legacy during its transition and disengagement phase (see also para. 28 below).** The Committee discusses quick-impact projects in its report on cross-cutting issues related to peacekeeping operations ([A/78/744](#)).

Programmatic activities, including demining

24. The estimated resource requirements for programmatic activities for the period from 1 July 2024 to 30 June 2025 are estimated at \$27,239,300, as set out below (A/78/741, paras. 141 and 142).

Programmatic activities, 2024/25

(Thousands of United States dollars)

<i>Category</i>	<i>Proposed amount</i>
Mine detection and mine clearing services	4 155.6
Rule of law and security sector reform	4 233.3
Promotion and protection of human rights	1 540.0
Community stabilization projects	2 793.9
Peace consolidation	6 200.0
Confidence-building and trust in security institutions	750.0
Community violence reduction	3 000.0
Disarmament, demobilization, reintegration and repatriation	2 016.5
Women and peace and security	930.0
Youth, peace and security	80.0
Small arms and light weapons management	740.0
Sanctions regime	800.0
Total	27 239.3^a

^a Total expenditure for the 2022/23 period: \$14,171,500. Total approved amount for the 2023/24 period: \$14,844,100. Due to the new standardized categorization applied across the missions from 2024/25 budget, only the total amount is provided in the current report for comparison purposes.

25. For mine detection and mine clearing services, an amount of \$4,155,600 is proposed, with MONUSCO to continue building the capacity of the national security forces to clear mines, dispose of explosive ordnance, mark, register and safely manage weapons and ammunition and implement and evaluate related strategies and national action plans to ensure the protection of civilians (ibid., para. 27). Upon enquiry, the Advisory Committee was informed that the Mission's mine action activities would be limited to North Kivu and Ituri from May 2024. The mine action programme would be implemented by the Mine Action Service through the United Nations Office for Project Services (UNOPS) but that no changes were proposed to the contractual arrangement for the current mine action personnel, who would continue to be contracted through UNOPS.

26. **Subject to its recommendations in paragraph 22 above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for operational costs.**

V. Other matters

Transition and disengagement of the Mission

27. Detailed information, including background, on the Mission's transition and disengagement is provided in section I of the proposed budget. Upon enquiry, the Advisory Committee was informed that there was no time frame for a complete exit

and liquidation of MONUSCO. The current disengagement plan (see [S/2023/904](#)) foresees the cessation of operations by 30 April 2024 in South Kivu, in line with Security Council resolution [2717 \(2023\)](#). The withdrawal from South Kivu, the closure of the field office in Bukavu and the sub-office in Uvira, the withdrawal of the residual capacity from the Kasai region and Tanganyika, and the transfer of functions related to the provision of security and field technology services at the Entebbe Support Base to the Regional Service Centre in Entebbe has resulted in a reduction in the number of uniformed personnel to be deployed of 2,877 personnel, the abolishment of 393 posts and positions, a reduction in the aircraft fleet of seven helicopters and an overall reduction in the proposed budget. Furthermore, MONUSCO has undertaken a joint capacity assessment with the United Nations country team, focused on its transition in South Kivu, North Kivu and Ituri, to identify critical resource gaps, including a planned increase in programmatic requirements to support the scaling up of national and provincial capacity to support priority areas in the three provinces. The start date for the implementation of the next phases of the disengagement plan in North Kivu and Ituri has not yet been identified. In line with resolution [2717 \(2023\)](#), by 30 June 2024 MONUSCO will provide, in coordination with relevant stakeholders, including in liaison with civil society, an update on the implementation of the comprehensive disengagement plan and proposals for the next steps of the gradual, responsible and sustainable withdrawal of the Mission. Furthermore, throughout the deployment of the East African Community Regional Force, which constitutes the military track of the East African Community-led Nairobi process, MONUSCO has provided information to enhance the common operational picture and situational awareness. The Mission continues to operate in a very crowded environment, which includes the presence of bilateral forces and the ongoing deployment of the Southern African Development Community mission to the Democratic Republic of the Congo, which began on 15 December 2023 and is not yet at its full operational capability, but started military operations on 28 January 2024.

28. With regard to the legacy of MONUSCO in the Democratic Republic of the Congo, the Advisory Committee was informed, upon enquiry, that the Mission was established by the Security Council in its resolution [1925 \(2010\)](#) to replace the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), and its legacy would cover the entire period since the first deployment of MONUC in 1999. In terms of the overall MONUSCO-MONUC legacy in the country, MONUSCO will, for example, continue to build national capacity and ensure that its national General Service staff and National Professional Officers are properly equipped with the right training and soft skills to assume functions in the public and private sectors and with United Nations agencies, funds and programmes after the Mission's departure. The Committee was also informed that, in the context of the disengagement from South Kivu and with regard to the Mission's assets, the positive legacy will be demonstrated through the handover of completely functional bases to State security institutions. The handover of functional assets for the Kavumu airport is already planned to ensure the continued functioning of the airport after the Mission's departure. The Committee was informed that it was not possible to prepare a detailed asset disposal plan until the exit of MONUSCO was mandated. In that connection, the Committee was informed that lessons learned from recent transitions of peacekeeping missions were being applied, including with regard to asset disposal, environmental matters and administrative matters.

29. The Advisory Committee welcomes that the Mission is applying lessons learned from other closing, or closed, missions and looks forward to information thereon in the context of future reports on MONUSCO. The Committee trusts that preparations for an asset disposal plan will commence without delay, include anticipated donation requests and measures against the loss of assets and be gradually implemented throughout the transition and disengagement of

MONUSCO to ensure that the Mission is well prepared for an orderly and efficient disposal process, in particular should action on short-notice be necessary as has been the case with other missions (see also [A/77/767/Add.8](#), para. 33). The Committee trusts that specific information on the various aspects of the legacy of MONUSCO will be included in future reports.

Electoral assistance

30. No resources related to electoral support have been included in the budget proposal for 2024/25. The Advisory Committee was informed, upon enquiry, that the logistical support provided by MONUSCO was expected to continue until at least March 2024, according to the time frame communicated by the Independent National Electoral Commission, with senatorial and gubernatorial elections expected in March 2024. **The Advisory Committee trusts that an update on the status of the current electoral process, and any potential impact on MONUSCO operations, will be provided to the General Assembly at the time of its consideration of the present report.**

Cooperation with the Regional Service Centre in Entebbe, Uganda

31. It is indicated the proposed budget that the Mission will continue to transfer services currently performed by MONUSCO at the Entebbe Support Base to the Regional Service Centre in Entebbe. While MONUSCO will continue to manage the base and provide logistical and technical support services to the Regional Service Centre and other tenants, the functions related to the provision of field technology services and safety and security will be transferred to the Regional Service Centre as part of the phased approach for handing over functions performed by MONUSCO to the Regional Service Centre. Throughout the 2024/25 period, MONUSCO will continue to provide logistical support, including utilities, fuel, aviation and passenger services, maintenance of premises, maintenance of vehicles and other transportation services and general supplies on a cost-reimbursable basis, based on the number of staff of each entity's presence at the base, as detailed in the operational-level agreements ([A/78/741](#), para. 48). Upon enquiry, the Advisory Committee was informed that in October 2022, MONUSCO and the Regional Service Centre reviewed non-transactional functions performed by MONUSCO at the Entebbe Support Base that could gradually be transferred to the Regional Service Centre, resulting in the transfer of protocol and liaison functions with the Government of Uganda to the Regional Service Centre during 2023/24. During the 2024/25 period, MONUSCO will transfer functions related to field technology and security and safety to the Regional Service Centre, while functions pertaining to facilities management, medical support and logistics support to tenants will also be gradually transitioned. The Committee was also informed that any further transfer of responsibilities would be assessed in the context of the Mission's exit strategy and in a gradual manner to ensure that the Regional Service Centre is capable of providing these services. **The Advisory Committee trusts that information regarding any changes that may affect the operations of MONUSCO and regarding its use of the Regional Service Centre in Entebbe will be presented in future budget proposals, as appropriate.** The Committee also discusses the transfer of functions in its recent report on the budget performance for the period from 1 July 2022 to 30 June 2023 and proposed budget for the period from 1 July 2024 to 30 June 2025 for the Regional Service Centre in Entebbe, Uganda ([A/78/744/Add.6](#), paras. 13–16).

Efficiency measures

32. It is indicated in the proposed budget that the cost estimates for 2024/25 take into account an amount of \$324,500 as a result of anticipated efficiency gains, comprising: (a) \$238,500 resulting from reduced generator fuel consumption

(220,300 litres) following the installation of a photovoltaic farm in a camp in Beni and the connection of camps in Bunia and Beni to hydroelectric power lines; and (b) \$86,000 as a result of reduced maintenance costs. Upon enquiry, the Advisory Committee was informed that further efficiency measures include: solar energy farms, which produce 29 per cent of the Mission's energy; the replacement of lighting fixtures with light-emitting diodes; the introduction of the electronic vehicle refuelling system; a reduction in the use of printed materials and an increase in reliance on online systems; the refurbishment of light passenger vehicles and heavy equipment rather than their replacement; and implementation of the field remote infrastructure monitoring system with a network of 300 sensors, facilitating the comprehensive monitoring of power usage. **The Advisory Committee considers that opportunities for efficiency measures will continue to arise during the transition and disengagement phase of MONUSCO and trusts that an update thereon will be presented in the context of the next budget proposal.**

Misinformation and disinformation

33. It is indicated in the proposed budget that MONUSCO will undertake various initiatives aimed at supporting national efforts to address hate speech, incitement to violence and misinformation and disinformation, including: (a) monitoring, anticipating and responding to disinformation campaigns, and supporting plans aimed at sustaining Radio Okapi; (b) collaborating with the Office of the United Nations High Commissioner for Human Rights on supporting efforts to prevent and respond to hate speech and incitement to violence as well as disinformation and misinformation; (c) organizing multimedia public information campaigns through social media posts, including impact videos, stories and photographs showcasing the Mission's work and legacy; and (d) implementing a community engagement programme (quick-impact project) aimed at building the capacity of the media and civil society organizations to track and respond to misinformation and disinformation or hate speech ([A/78/741](#), paras. 36, 73, 89 and 142 (d)). Upon enquiry, the Advisory Committee was informed that MONUSCO was conducting daily monitoring and analysis of disinformation and misinformation on social media platforms and on 200 chat groups and provided regular reports to the leadership to help inform decision-making. In addition, MONUSCO had trained approximately 200 civil society representatives and journalists in detecting disinformation and misinformation and developed 20 chat group networks to support the dissemination of factually correct information. **The Advisory Committee trusts that MONUSCO will continue to pursue further efforts to prevent and respond to instances of misinformation and disinformation, and that information thereon will be provided in future MONUSCO reports.** The Committee discusses misinformation and disinformation in its report on cross-cutting issues related to peacekeeping operations ([A/78/744](#)).

Prevention of sexual exploitation and abuse

34. It is indicated in the proposed budget that, as part of its programmatic activities, following the drawdown from South Kivu and ahead of the progressive withdrawal from North Kivu and Ituri, MONUSCO will implement a project to support victims of sexual exploitation and abuse committed by uniformed or civilian personnel ([A/78/741](#), para. 141 (c)). Upon enquiry, the Advisory Committee was informed that from 2019 to 20 February 2024, 161 allegations of sexual exploitation and abuse had been reported and that 122 of these cases had taken place before 2019, and that 39 new cases had been reported since 2019. As at 20 February 2024, there were 76 pending cases of sexual exploitation and abuse, involving 62 uniformed personnel, and

14 civilians.² The Committee was provided with a breakdown of cases between 2019 and 20 February 2024, as set out below.

Cases of sexual exploitation and abuse, 2019 to 20 February 2024

	2019	2020	2021	2022	2023	As at 20 February 2024
Number of cases	15	19	23	47	51	6

35. **The Advisory Committee trusts that MONUSCO will continue to pursue further efforts to prevent sexual abuse and exploitation, and the accountability of perpetrators, while ensuring protection and support to victims, and that information thereon will be provided in future reports.** The Committee discusses the special measures for protection against sexual abuse and exploitation in its related report (A/78/819) as well as in its report on cross-cutting issues related to peacekeeping operations (A/78/744).

Nationalization of posts and positions

36. It is indicated in the proposed budget that MONUSCO will continue to review its staffing requirements in line with its priorities and endeavour to nationalize posts whenever feasible. A total of 33 posts and positions have been nationalized effective 1 July 2023, including 17 international posts to national posts and 16 international United Nations Volunteer positions to national United Nations Volunteer positions. Upon enquiry, the Advisory Committee was informed that, in view of the proposed abolishment of 393 posts and positions, the Mission could not identify instances for the nationalization of posts and positions in the budget proposal for 2024/25. **The Advisory Committee reiterates the importance of the nationalization of posts and positions, which is aimed at building national capacity. Notwithstanding the ongoing transition and disengagement of MONUSCO, the Committee trusts that efforts will be made to nationalize posts and that an update will be provided in the context of the next budget submission (see A/77/767/Add.8, para. 23).** The Committee discusses the nationalization of posts and positions in its report on cross-cutting issues related to peacekeeping operations (A/78/744).

Future employment support for national and international staff of the Mission

37. Upon enquiry, the Advisory Committee was informed that, throughout the transition and disengagement process, MONUSCO had implemented initiatives to support national staff in their search for employment opportunities. More than 400 national staff so far had attended information and training sessions on recruitment procedures used by United Nations agencies, funds and programmes. In addition, those United Nations entities shared their job openings with MONUSCO, and the Mission had notified its national staff so they could apply through online portals. Online and in-person career development workshops for national staff had been organized by the Training Unit to enhance skills, compile resumes and prepare for interviews. Vocational training opportunities, including in agriculture, logistics, automobile mechanics and business, aimed at upskilling and reskilling national staff, had been identified, and job fairs were being planned in various locations to provide national staff with an opportunity to interact with United Nations agencies, private sector entities and government organizations. In that connection, the Committee recalls that, in accordance with the administrative instruction on downsizing or

² The Advisory Committee was informed that further information is available online at <https://conduct.unmissions.org>.

restructuring resulting in termination of appointments ([ST/AI/2023/1](#)), staff are grouped and prioritized for consideration based on a set criteria and contractual status when applying to job openings advertised in Inspira, and are to be accorded priority consideration for selection, provided they meet the minimum requirements. **The Advisory Committee trusts that efforts will continue to be made by MONUSCO to assist national staff at all levels in finding employment opportunities, including by collaborating with the United Nations country team, as well as with other international and national agencies present in the country.**

Civilian staffing review

38. Upon enquiry, the Advisory Committee was informed that the most recent comprehensive civilian staffing review in MONUSCO had been conducted in November 2016, and that a review was currently under way with results expected in July 2024. **The Advisory Committee trusts that an update on the progress made on the current civilian staffing review will be presented to the General Assembly at the time of its consideration of the present report, as well as in the context of the next budget proposal.** The Committee discusses civilian staffing reviews in its report on cross-cutting issues related to peacekeeping operations ([A/78/744](#)).

Gender statistics

39. Upon enquiry, the Advisory Committee was informed that, as at 29 February, of 2,049 MONUSCO national and international staff at all levels, 451 (22 per cent) were female and 1,598 (78 per cent) were male. **The Advisory Committee trusts that MONUSCO will further pursue its efforts to improve gender representation in the Mission (see para. 19).**

VI. Conclusion

40. The actions to be taken by the General Assembly with regard to the financing of MONUSCO for the period from 1 July 2022 to 30 June 2023 are indicated in section V of the report of the Secretary-General on the budget performance of MONUSCO for the period from 1 July 2021 to 30 June 2022 ([A/78/640](#)). **The Advisory Committee recommends that the unencumbered balance of \$14,434,400 for the period from 1 July 2022 to 30 June 2023, and other revenue/adjustments amounting to \$41,227,700 from investment revenue (\$7,088,900), other/miscellaneous revenue (\$11,596,200) and the cancellation of prior period obligations (\$22,542,600) be credited to Member States.**

41. The actions to be taken by the General Assembly with regard to the financing of the Mission for the period from 1 July 2024 to 30 June 2025 are indicated in section IV of the report of the Secretary-General on the proposed budget for MONUSCO for the period from 1 July 2024 to 30 June 2025 ([A/78/741](#)). **Subject to its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$4,974,500, from \$918,458,000 to \$913,483,500. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$913,483,500 for the maintenance of the Mission for the 12-month period from 1 July 2024 to 30 June 2025.**