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Annual programme budget 2022 of the Office of the United Nations High Commissioner for Refugees

Report by the High Commissioner

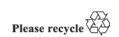
Addendum

Report of the Advisory Committee on Administrative and Budgetary Ouestions¹

I. Introduction

- 1. The Advisory Committee on Administrative and Budgetary Questions has considered an advance version of the annual programme budget 2022 of the Office of the United Nations High Commissioner for Refugees (A/AC.96/1213). During its consideration of the report, the Committee was provided with additional information and clarification concluding with written responses received on 13 September 2021.
- 2. Although UNHCR indicates in paragraph 6 of its budget report that the proposed programme budget (extrabudgetary) for 2022 should be read in conjunction with the United Nations proposed programme (regular) budget for 2022, part VI, human rights and humanitarian affairs, section 25, International protection, durable solutions and assistance to refugees, the related documents were received more than three months apart: the proposed programme budget for 2022 was submitted to the Advisory Committee only on Friday, 6 August 2021, as its spring session was drawing to a close, while the proposed programme (regular) budget was already submitted on Thursday, 15 April 2021. On an exceptional basis and as a courtesy, the Committee rearranged its schedule in order to enable the consideration of the UNHCR programme budget submission as the last item of the spring session, while its Secretariat staff subsequently drafted the related report of the Committee during the summer break, i.e., out of session. The Committee ensured the scheduling, as a priority, of its discussion of the present report promptly at the start of its fall session, on 13 September 2021,

¹ As per the decision contained in paragraph 19 of A/71/12/Add.1, this document is not subject to the standard submission pattern for official documents and is excluded from simultaneous distribution.





^{*} Reissued for technical reasons on 29 September 2021.

in order to provide its observations and recommendations to the UNHCR Standing Committee in time for its meeting on 15 and 16 September 2021. The Advisory Committee points out that other large predominantly field-based entities which are also funded from voluntary contributions and generally operate in the same locations, and therefore under the same conditions on the ground as UNHCR, are able to submit their budget proposals early during any given session of the Committee, for example the United Nations Development Programme and the World Food Programme. Other entities, for example UN-Women and UN-Habitat, submit their extrabudgetary budget reports at the same time as their respective sections under the proposed programme budget in order to allow for the Committee's concurrent consideration of both. The Committee stresses that in the future, a short-notice consideration of a belatedly submitted UNHCR annual programme budget can, in all likelihood, not be accommodated. The Committee therefore expects that future UNHCR extrabudgetary reports are submitted at the same time as those pertaining to the regular budget contribution under the proposed programme budget for section 25, International protection, durable solutions and assistance to refugees (see also para. 8 below). Furthermore, the Committee encourages UNHCR to consult with the aforementioned entities on any lessons learned and proven successful practices, in order to obtain guidance on the preparation of timely and realistic budget proposals for large predominantly field-based operations.

3. The Advisory Committee will consider the financial report and audited financial statements for the year ended 31 December 2020 and the report of the Board of Auditors on the voluntary funds administered by the United Nations High Commissioner for Refugees during its fall session 2021. The Committee will include its main observations on any issues specific to UNHCR in its related report, which will be presented to the General Assembly in the fourth quarter of 2021.

II. Financial resources and related matters

Table 1
Revised and current budgets for 2021 and proposed 2022

(in thousands of US dollars) 2021 budget 2022 Variance Variance Revised Current Рторозей Proposed vs Current Proposed is Resised West and Central Africa 689.184 8% 724,691 8% 824,260 9% 99,569 14% 135,076 209 East and Horn of Africa & the Great Lakes 1,706,085 20% 1,881,135 21% 1,880,186 21% (950)0% 174,100 10% 345.001 4% 388 514 4% 436.508 596 47,995 12% 91.507 27% Southern Africa Middle East and North Africa 2,647,794 31% 2,706,897 30% 2,432,453 27% (274,444) -10% (215,341) - 89% Asia and the Pacific 9% 820.019 996 848.124 9% 28.105 3% 92,955 12% 755.169 709,342 896 694,883 8% 591,261 7% (103,622)-15% (118,081)-17% 573,802 79% 712.350 8% 779.374 9% 67.024 9% 205.572 36% America: 506 Subtotal field 7,426,378 86% 7.928,488 87% 7,792,167 87% (136,321) -296365,788 519,218 554,133 520,803 (33,330)1,585 0% 3% 9% 220.253 222.298 2% 241.038 3% 18,739 896 20,784 596 8,165,850 8,704,920 95% 8,554,008 95% (150,912)-2% 388,158 Subtotal programme d'activities 417,985 415,391 5% 427,700 5% 12,310 3% 9,716 296 Operational reserve "New or additional activities 20,000 20,000 (20,000)-100% (20,000)-100% mandate-related" reserve Transor Professional Officer 12.000 096 12.000 8,615,835 100% 9,152,310 100% 8,993,708 (158,602)377,873 496 100%

4. As indicated in table 1 above, the consolidated 2022 budgetary requirements of the Office of the United Nations High Commissioner for Refugees for regional programmes, headquarters and global programmes, amount to \$8,993,708,000, and reflect a decrease of \$158,602,000 (2.0 per cent) as compared with the current budget of \$9,152,310,000,

approved as at 30 June 2021. The consolidated 2022 budgetary requirements comprise: (a) \$8,554,000,000 for global programmed activities, (b) \$427,700,000 for the operational reserve, and (c) \$12,000,000 for the Junior Professional Officer (JPO) Fund which, according to information provided upon request, represents donor countries' contributions for financing the salaries and other entitlements of UNHCR's JPO personnel (see also A/AC.96/1213, para 54 - 67). Upon enquiry, the Advisory Committee was informed that the JPO Fund is entirely financed from earmarked voluntary contributions from member states. The Advisory Committee looks forward to an update on the implementation, including lessons learned, of UNHCR's Junior Professional Officers programme, as well information on the modalities of the financing of JPOs from developing countries, in the context of the next budget report.

5. The report indicates that the annual programme budget complies with the revised Financial Rules for Voluntary Funds Administered by the High Commissioner for Refugees (A/AC.96/503/Rev.11) which were approved at the seventy-first plenary session of the Executive Committee, effective from 1 January 2022. The proposed annual budget for 2022: (a) introduces "impact areas" established under UNHCR's new global results framework; (b) establishes an annual budget period, thereby replacing the biennial programme budget cycle; and (c) streamlines reserves, whereby, in accordance with UNHCR's revised financial rules, effective January 2022, the operational reserve is constituted at an equivalent of five per cent of the proposed programmed activities in the programme budget being submitted for approval, while the "new or additional activities - mandate-related" reserve has been discontinued (A/AC.96/1213, summary, and para. 56).

Table 2
Revised and current budgets for 2021
(in thousands of US dollars)

		2021		Variance		
		Revised		Current	Current vs Revised	
		% over		% over		Percentag
	Amount	total	Amount	total	Amount	e change
West and Central Africa	689,184	8%	724,691	8%	35,507	5%
East and Horn & Great Lakes	1,706,085	20%	1,881,135	21%	175,050	10%
Southern Africa	345,001	4%	388,514	4%	43,513	13%
Middle East and North Africa	2,647,794	31%	2,706,897	30%	59,103	2%
Asia and the Pacific	755,169	9%	820,019	9%	64,850	9%
Europe	709,342	8%	694,883	8%	(14,459)	-2%
Americas	573,802	7%	712,350	8%	138,547	24%
Subtotal field	7,426,378	86%	7,928,488	87%	502,110	7%
Global programmes	519,218	6%	554,133	6%	34,915	7%
Headquarters	220,253	3%	222,298	2%	2,045	1%
Subtotal programmed						
activities	8,165,850	95%	8 704 920	95%	539 070	7%
Operational reserve (OR)	417,985	5%	415,391	5%	(2,594)	-1%
"New or additional activities – mandate-related" reserve	20,000	0%	20,000	0%	_	0%
Junior Professional Officers	12,000	0%	12,000	0%	-	0%
Total	8,615,835	100%	9 152 310	100%	536,476	6%

- 6. As indicated in table 2 above, the current budget for 2021, in the amount of \$9,152,310,000 represents an increase of \$536,476,000 (6 per cent) as compared with the revised budget 2021 of \$8,615,835,000. This increase is the result of two supplementary budgets, as follows: (a) a supplementary budget of \$454,826,000 to: (i) mitigate the socioeconomic and protection impacts of the coronavirus (COVID-19) pandemic; and (ii) support critical needs with respect to health; water, sanitation and hygiene, and shelter that could not be mainstreamed into the 2021 global appeal; and (b) a supplementary budget of \$81,649,000 to meet needs arising from the Ethiopia emergency (see also A/AC.96/1213, para. 29 33, and annex I, table 6), The Advisory Committee considers that the presentation of the annual programme budget should include the evolution of expenditures (actual and projected by item of expenditure, with justifications), as well as detailed staffing plans and tables. The Committee expects that the aforementioned information will be presented in all future budget submissions in order to enable a more efficient consideration of the budget.
- 7. The proposed resources for 2022² for the regular budget contribution for section 25, International protection, durable solutions and assistance to refugees, amount to \$43,181,800 (before recosting) and reflect no change as compared to the appropriation for 2021. The General Assembly will consider the related report of the Advisory Committee in the main part of its 76th session (A/76/6 (Sect. 25), tables 25.3, 25.6 and 25.8).

Budget methodology and use of software applications

8. As indicated in the budget report, UNHCR's planning and budgeting methodology is based on a comprehensive assessment of the humanitarian and protection needs of persons of concern, whereby needs-based plans are developed through a participatory approach, in consultation with various stakeholders at the operational level. It is also indicated that the proposed budget reflects UNHCR's new global results framework, which uses a simplified and more flexible results structure and enables multi-year planning, supported by COMPASS, a new planning, budgeting, monitoring and reporting system. The Advisory Committee notes the new budgeting tool, COMPASS, and the change in format of the budget report, based on the new annual budget cycle, and expects that this will facilitate a more predictive, efficient and timely preparation of the budget document (see para. 2 above).

Enterprise resource planning solution

Upon enquiry, the Advisory Committee was informed that according to the so-called "best-of-breed" approach, individual software solutions from different providers are chosen based on which would best suit the operational processes. The Committee was furthermore informed that UNHCR has chosen software solutions from different vendors, including for human resources management and financial management. The Committee was also informed that the current enterprise resource planning system was not compatible with cloud technology and that UNHCR is in the process of identifying a solution to meet its strategic and operational requirements, and of reviewing and assessing the programmes of other United Nations entities. The Committee was furthermore informed that the concrete achievements from the existing software solutions would be quantifiable in 2022, and that most of the costs would be streamlined, or absorbed, within existing budgets. The Advisory Committee trusts that UNHCR will ensure that its new enterprise resource planning system will be compatible and enable a seamless interface with all the systems of those entities UNHCR collaborates with, including the United Nations Secretariat which currently utilizes Umoja. The Committee looks forward to an update on the status of the selection of the new enterprise resource planning system in the context of the next budget report.

² The General Assembly approved the change from a biennial to an annual programme budget period on a trial basis, beginning with the budget for 2020, with the Secretary-General to conduct a review thereon in 2022 (A/Res/72/266).

III. Staffing

Table 3 Number of UNHCR's workforce, 2017-2020

Total	15,080	16,247	17,413	17,878
Affiliates	3,495	4,184	4,580	4,542
Staff	11,585	12,063	12,833	13,336
Category of workforce	2017	2018	2019	2020

Source: A/76/5/Add.5, table II.11

Staff in-between assignments

Staff in-between assignments are categorized as staff members who have completed their assignment and have not yet been reassigned (A/AC.96/1213, para. 109). Upon enquiry, the Advisory Committee was informed that staff in-between assignments do not hold a different administrative status compared to assigned staff members and that their assignments pertain, inter alia, to emergency or temporary functions of six months or longer or missions under six months in duration; undertake duties of newly established and vacated positions until posts are filled; and work on special projects or specific earmarked funding activities. Also upon enquiry, the Committee was provided with information on the number of staff in-between assignments, as follows: (a) as at 30 June 2019: 22 staff, (b) as at 15 June 2020: 40 staff, and (c) as at 30 June 2021, 23 staff. The Committee was also informed that the higher number of staff in-between assignments in 2020 was the result of COVID-19-related travel restrictions preventing new appointees and temporary assignments from reaching their duty stations in the field. The Advisory Committee expects that UNHCR will provide to the Executive Committee at the time of its consideration of the present report, as well as in the context of the next budget report, details on the concrete steps taken to further reduce the number of staff in-between assignments, and updated information on the related financial implications.

Affiliate workforce

- 11. The affiliate workforce includes United Nations volunteers, individuals who are deployed or seconded to UNHCR from a partner organization, government or other external entity, and consultants (A/AC.96/1213, para. 111). Upon enquiry, the Advisory Committee was provided with further details on the affiliate workforce, as follows:
 - (a) individual consultants.
- (b) individual contractors: employed by UNHCR under a contract of limited duration to provide skills or knowledge for the performance of a specific task or piece of work and engaged under an individual contract issued directly by UNHCR.
- (c) individual contractor under arrangement with the United Nations Office for Project Services (UNOPS) or another affiliate partner organization: employed and administered under an agreement between UNOPS and UNHCR.
- (d) United Nations Volunteers (UNV): employed under a contract issued by the UNV organization.

12. Upon enquiry, the Advisory Committee was provided with information showing the number of international and local individual contractors under contract with UNHCR, and individual contractors under contract with UNOPS, from 2018 to 30 June 2021, as follows:

Table 4 International and local individual contractors under contract with UNHCR, and under contract with UNOPS, from 2018 to 30 June 2021

Year	Type of recruitment	International	Local/Other	Total
2018	Individual contractor	27	172	199
	UNOPS individual contractor			
	agreement	294	2,498	2,792
	2018 Total	321	2,670	2,991
2019	Individual contractor	22	103	125
	UNOPS individual contractor			
	agreement	282	2,778	3,060
	2019 Total	304	2,881	3,185
2020	Individual contractor	22	145	167
	UNOPS individual contractor			
	agreement	291	2,723	3,014
	2020 Total	313	2,868	3,181
30 June 2021	Individual contractor	23	143	166
	UNOPS individual contractor			
	agreement	282	2,733	3,015
	30 June 2021 Total	305	2,876	3,181

- 13. As indicated in table 3 above, the number of individual contractors has remained high, notwithstanding the repeated recommendations of both the Board of Auditors and the Advisory Committee to decrease the number of such personnel.
- The Advisory Committee was informed, upon enquiry, that the long-standing instruction (UNHCR/AI/2020/7) has been replaced by a new administrative instruction (UNHCR/AI/2020/7) which has established near-identical entitlements to both contractor categories, namely the UNOPS-administered individual contractor agreement and the UNHCR-issued individual contractor, including with respect to leave entitlements. The Committee was also informed that the only remaining difference between the two categories pertains to health insurance, whereby UNHCR currently provides health insurance through UNOPS to the local UNOPS-administered contractors, while the same type of insurance was currently not available to UNHCR-administered individual local contractors. The Committee was informed that UNHCR is committed to engaging international insurance providers to resolve this discrepancy. The Advisory Committee expects that UNHCR will redouble its efforts to ensure that health insurance will be available to UNHCR-administered individual local contractors as soon as possible and requests an update thereon in the context of the next budget report. Furthermore, the Committee trusts that UNHCR will consider using the experience and lessons learned from other United Nations entities, including UNICEF, in order to reduce the number of individual contractors and on a case-by-case basis regularize, under extrabudgetary resources, any individual contractor functions which are of a continuous nature.

Gender statistics

Table 5
Staff distribution by gender and grade, 2017 - 30 June, for all contract types (in percentage)

Staff percent distribution by Gender, Grade Group, year 2017-JUN 2021 (all UNHCR, incl. all contract types)										
	2017		2018		2019		2020		Jun-21	
	M	F	M	F	M	F	M	F	M	F
P5 and above	56.7%	43.3%	56.3%	43.7%	55.6%	44.4%	55.3%	44.7%	56.3%	43.7%
P1-P4	54.8%	45.2%	54.1%	45.9%	53.2%	46.8%	52.8%	47.2%	51.8%	48.2%
JPO	27.7%	72.3%	25.0%	75.0%	21.5%	78.5%	25.0%	75.0%	29.9%	70.1%
FS	63.0%	37.0%	50.0%	50.0%	55.6%	44.4%	47.6%	52.4%	57.1%	42.9%
NO	55.6%	44.4%	55.0%	45.0%	55.0%	45.0%	54.2%	45.8%	54.9%	45.1%
GS	64.5%	35.5%	64.1%	35.9%	62.8%	37.2%	62.8%	37.2%	62.8%	37.2%
Total	61.0%	39.0%	60.4%	39.6%	59.3%	40.7%	59.1%	40.9%	58.9%	41.1%

15. As indicated in table 4 above, which was provided to the Advisory Committee upon enquiry, as at 30 June 2021, 41.1 per cent of staff were female, and 58.9 per cent were male. The Committee was also informed that UNHCR has been working towards achieving 50/50 gender parity, and that the Recruitment and Assignments Administrative Instruction, issued in 2017, introduced special temporary and general measures to attract, retain and develop a gender diverse and inclusive workforce. The Advisory Committee notes the efforts of UNHCR towards achieving gender parity and looks forward to the presentation of improved gender parity statistics in the context of the next budget report.

IV. Other matters

Resident coordinator system

As indicated in the budget report, UNHCR will remain engaged in the United Nations development system reform, including the resident coordinator system (A/AC.96/1213, para. 53). Upon enquiry, the Advisory Committee was informed that UNHCR continues to advocate for the Mutual Accountability Framework and Working Arrangements that enables cooperation and collaboration at country, regional and global levels, while defining their roles, responsibilities, and accountabilities. The Committee was also informed that, in the view of UNHCR, the principle of mutual accountability between resident coordinators and heads of agencies and reciprocity must remain anchored and reflected in mutual performance appraisals as set out by General Assembly resolution 72/279, which states, inter alia, the need for full mutual and collective performance appraisals, including United Nations country team heads informing the performance assessment of resident coordinators. The Committee was also informed that the key documents related to the resident coordinator system, namely the aforementioned Framework and Arrangements, were expected to be endorsed by the stakeholders in the fall of 2021. The Advisory Committee expects that detailed information on the Mutual Accountability Framework and Working Arrangements will be provided in the context of the next budget report. Furthermore, the Committee reiterates that information on any operational and/ or financial support provided by UNHCR to the resident coordinator system, as well as information on areas of potential improvements, will be presented in a transparent manner in the next budget report (see also para. 19 below and A/AC/96/1202/Add.1, para. 14).

Decentralization and regionalization

As indicated in the budget report, since 2017 UNHCR has engaged in a global transformation process that reflects its engagement with important reforms to the United Nations development system, strategic investments in data and digitalization, and progress in improving its risk management capacity. In October 2019, UNHCR issued guidance on the roles and responsibilities in the framework of the new organizational architecture, accountabilities and authorities for country operations, regional bureaux and headquarters divisions. A revision of the guidance is now underway in order to accommodate the feedback on its implementation since the regionalized bureaux became operational in January 2020 (A/AC.96/1213, annex II). As indicated in the report of the Board of Auditors for the period ended December 2020, UNHCR has identified a need to revisit the three lines of defence model, with the Board noting that a draft roadmap to steer the decentralization and regionalization process was in principle endorsed, but that the due dates and steps had not been achieved and the main task of headquarters' alignment had not yet been included in the roadmap. The Board recommended that UNHCR prioritize the redefinition and alignment of roles and responsibilities at the regional bureaux and at headquarters' entities and ensure that the roles of the redefined structures are reflected in the regulatory framework as applicable (A/75/5/Add.6, paras. 65 - 74). The Advisory Committee intends to discuss this matter further in the context of its consideration of the report of the Board of Auditors for the period ended December 2020 (see para. 3 above).

Business Innovation Group

- 18. The Advisory Committee recalls that, in his report on Repositioning the United Nations development system to deliver on the 2030 Agenda (A/72/684), the Secretary-General set out a number of targets to reform the United Nations Development System (UNDS), including through the Business Innovations Strategic Results Group (BIG) to deliver on the proposals envisioned to maximize programmatic gains through more efficient and effective back-office operations. The Committee also recalls that in paragraph 14 of its resolution 72/279, the General Assembly emphasized the need to ensure full achievement of the efficiency gains envisioned in the aforementioned report of the Secretary-General in a timely manner and to redeploy those efficiency gains for development activities, including coordination. The Committee has provided related observations and recommendations thereon in its report on the Revised estimates relating to the resident coordinator system under section 1, Overall policymaking, direction and coordination (A/73/579) (see also A/AC/96/1202/Add.1, paras. 13 14).
- 19. Upon enquiry, the Advisory Committee was informed that for the BIG initiative, the High Commissioner for Refugees and the Executive Director of the World Food Programme served as the co-chairs to revitalise the United Nations operational platform in certain key areas including finance, human resources, information technology, procurement and administration. The Committee was also informed that the initiative concluded with a redesigned Business Operations Strategy (BOS2), Common Business Operations design and Common Premises framework, and that the completed BIG workstreams were handed over to the United Nations Development Coordination Office for implementation. Furthermore, as the BIG efficiencies were progressively coming online, UNHCR was in the process of promoting its own efficiencies through interagency collaborations, including with the United Nations Development Coordination Office. The Advisory Committee notes the efforts of UNHCR and the progress made with respect to the Business Innovations Group, and trusts that detailed information, including quantifiable savings and efficiency gains, will be included in future budget submissions.

Impact of the coronavirus (COVID-19) pandemic and lessons learned

- 20. Upon enquiry, the Advisory Committee was informed that UNHCR has adapted its operations to ensure a "stay-and-deliver" approach, as follows:
- (a) Regional Bureaux and their strategic capacity were leveraged to swiftly develop emergency plans tailored to regional needs.
 - (b) Resource allocation processes were streamlined.

- (c) UNHCR adapted programming, updated online guidance and tools, and expanded community mechanisms, assisting two million women and girls through 24/7 helplines.
- (d) UNHCR provided services and assistance remotely, for example, high-risk pregnancy telemedicine in Jordan and contactless cash in Ecuador.
- (e) Through the Global Protection Cluster, UNHCR issued guidance to all field clusters and, with the International Red Cross Organization, issued common COVID-19 protection messages.
- (f) Special measures to ensure health and safety of workforce were implemented that stayed and delivered in hardship or security-challenged environments.
- 21. The Advisory Committee was also informed, upon enquiry, that the total requirements related to the COVID-19 pandemic in 2020 amounted to \$745 million, comprising \$404 million funded through a supplementary budget appeal; and \$341 million through a reprioritization from UNHCR's existing resources. Furthermore, at the end of 2020, the total voluntary contributions and pledges to the COVID-19 appeal amounted to \$470 million. In December 2020, UNHCR launched a supplementary appeal for 2021 in the amount of \$924 million for COVID-19, as follows: (a) \$469 million was mainstreamed into the 2021 Global Appeal; and (b) \$454 million was established as supplementary budget. The Committee was also informed that of the total requirements of \$924 million, only \$269.3 million (29 per cent) in contributions have been received. The Advisory Committee encourages UNHCR to continue to strengthen its fundraising efforts and broaden its donor base, in order to achieve sufficient, predictable and sustained levels of voluntary funding and provide detailed information thereon in the context of the next budget report.