

Specialized Agencies and Other Bodies

UN Food and Agriculture Organization

The Food and Agriculture Organization (FAO), established in 1945, is a specialized UN agency that provides global data, technical expertise, and a venue for policy coordination and setting of international standards in agriculture and nutrition, fisheries, forestry, and other issues related to food and agriculture. With headquarters in Rome, FAO is the UN system's largest technical agency. It employs close to 3,500 staff members, about 1,400 professional, and 1,900 general service staff, and currently maintains five regional offices, nine subregional offices, five liaison offices, and 74 country offices.

Dr. Jacques Diouf (Senegal) has been Director General of FAO since 1994. He was reelected to a third term starting in January 2006. FAO's highest policy-making body, its biennial Conference, comprises all 191 FAO member nations plus two observers, the European Community and the Holy See. The Conference determines FAO policy and approves FAO's regular program of work and budget. Each biennial Conference elects a 49-member council that meets at least three times between regular conference sessions to make recommendations to the Conference on budget and policy issues. The North America region, which comprises the United States and Canada, is allocated two seats on the Council and one seat each on FAO's Program, Finance, and Constitutional and Legal Matters Committees. In 2008 the United States held the North America seat both on Finance and Constitutional and Legal Matters Committees. Canada held the North America seat on the Program Committee. The United States also participates actively in other major governing bodies and technical committees.

At the November 2008 Special Session of the FAO Conference, the United States worked with other members to secure agreement on a reform package that included acceptance of the recommendations of the independent external evaluation (IEE), a process that began in 2006. Among other issues the IEE stresses increasing the efficient use of scarce resources, improving program effectiveness, dropping programs that are not in the core mandate of FAO, and supporting FAO's standards-setting and other normative work. Achieving fundamental and lasting reforms at the FAO remains a key policy goal of the United States in its engagement with the organization.

Of particular importance to the United States are the internationally recognized standards for food safety and plant health developed by the joint FAO/World Health Organization (WHO) Codex Alimentarius Commission (Codex) and the Interim Commission on Phytosanitary Measures of the International Plant Protection Convention (IPPC). The work of these bodies facilitates trade and protects consumers in both developed and developing countries. In 2008 the United States continued to work with other countries in the FAO policy-making bodies to ensure greater financial support from the

overall FAO budget for Codex and IPPC. In addition the United States continues to look to FAO as the international organization with the membership, the mandate, and the expertise to tackle global sustainable-forestry, fisheries, and aquaculture problems.

The United States views agricultural biotechnology as vital to food security. In 2008 the U.S. Department of Agriculture (USDA) provided \$80,000 for the steering committee meeting in charge of planning FAO's November 2010 Conference on Biotechnology. The Conference will provide an important stock-taking exercise, looking at past and current experiences in applying biotechnologies in developing countries to determine where they worked or are working, where they do not, and what factors made the difference.

The U.S. National Strategy for Pandemic Influenza called for participation in multilateral mechanisms for rapid response to highly pathogenic avian influenza (HPAI) outbreaks. The U.S. Agency for International Development (USAID) through its Global Health Bureau has provided more than \$109 million to date, including \$44.4 million in fiscal year 2008, to FAO for avian influenza control in some 20 countries, and for regional and global initiatives. In fiscal year 2008 USDA provided nearly \$1.5 million in cash and in kind to FAO to support the operation of the Crisis Management Center – Animal Health (CMC-AH). To date the Center has conducted 23 assessment or response missions in affected countries; 12 of these missions focused on HPAI and several of the missions involved USDA-loaned experts. In 2008 FAO had three USDA-loaned specialists assigned to the Center's core staff in Rome. In addition USDA in 2008 provided \$175,000 to fund two positions held by Americans in support of the International Plant Protection Convention, which is housed at FAO.

The aforementioned activities to control HPAI build upon long-standing FAO emergency capacity-bolstering efforts supported by USAID's Office of Foreign Disaster Assistance (OFDA). These efforts led to the establishment in October 2008 of the Crisis Management Center – Food Chain (CMC-FC) Emergency Management Unit to respond to urgent animal/plant diseases and pests and food safety threats. In fiscal year 2008 OFDA provided over \$11 million for emergency agricultural relief and coordination activities in Afghanistan, Chad, Côte d'Ivoire, Georgia, Ethiopia, Kenya, Somalia, Sudan, and Zimbabwe.

International Atomic Energy Agency

The International Atomic Energy Agency (IAEA), established in 1957, serves critical U.S. interests in the promotion of peaceful applications of nuclear energy, nuclear nonproliferation, safety, counterterrorism, and national security. It conducts a broad array of technical cooperation programs to assist in the application of nuclear technologies for agriculture, medicine, and industry. It provides important guidance to countries seeking to develop the infrastructure for the responsible development of nuclear power. Its activities

in implementing international nuclear safeguards, promoting physical protection of nuclear and radiological material, and promoting nuclear safety are critical both in supporting the development of these peaceful applications and in ensuring against the potentially detrimental effects of such development. In 2008 IAEA membership rose to 146 countries. The 35-member Board of Governors, where the United States holds a de facto permanent seat, is responsible for directing and overseeing the Agency's policies and program implementation. The Board holds regular meetings in Vienna five times a year: March, June, twice in September, and November, with additional meetings as needed. The General Conference in September is open to all IAEA member states and conducts broad oversight of the IAEA's work by approving the recommendations and decisions of the Board. The fourth Director General of the IAEA, Mohamed ElBaradei (Egypt), assumed office on December 1, 1997, and was appointed to a third term in September 2005. ElBaradei's term will expire November 30, 2009. The assessed U.S. contribution to the IAEA regular budget was approximately \$100 million for 2008.

Democratic People's Republic of Korea

After North Korea (also known as the Democratic People's Republic of Korea or D.P.R.K.) expelled IAEA inspectors in December 2002, and announced its withdrawal from the Nuclear Non-Proliferation Treaty (NPT) in January 2003, the United States has sought a peaceful and diplomatic resolution to the situation through Six-Party Talks with China, Japan, North Korea, South Korea, and Russia. In September 2005, the Six Parties unanimously adopted a Joint Statement in which North Korea committed to abandon all nuclear weapons and existing nuclear programs and to return, at an early date, to the NPT and to IAEA safeguards. The parties committed to promote economic cooperation, to provide energy assistance, to undertake steps toward normalization of relations, provided that matters of bilateral concern were addressed, and to joint efforts for lasting peace and stability in Northeast Asia. Under the February 13, 2007 Initial Actions for the Implementation of the Joint Statement, North Korea committed in the first phase to "shut down and seal for the purpose of eventual abandonment the Yongbyon nuclear facility, including the reprocessing facility, and invite back IAEA personnel to conduct all necessary monitoring and verification as agreed between the IAEA and the D.P.R.K." North Korea also committed to the provision of a "complete declaration of all nuclear programs and disablement of all existing nuclear facilities" during the subsequent phase.

The October 3, 2007 Second-Phase Actions for the Implementation of the Joint Statement issued by the Six Parties provided that the disablement of the 5-megawatt experimental reactor at Yongbyon, the reprocessing plant at Yongbyon, and the nuclear fuel rod fabrication facility at Yongbyon would be completed by December 31, 2007. At the request of the other parties, the United States led the disablement activities at these three core facilities at the Yongbyon nuclear complex and provided the initial funding for the activities.

Through 2008, roughly half a dozen U.S. experts were present continuously at Yongbyon, as they had been since November 4, 2007, to monitor the completion of the 11 agreed-upon disablement measures. Due to health, safety, and verification concerns, the Parties agreed that the fuel discharge (consisting of approximately 8,000 rods in the reactor core) would need to continue even after the other tasks were completed. The October 3 Second-Phase Actions agreement provided that the United States would begin the process of removing the designation of North Korea as a state sponsor of terrorism and advance the process of terminating the application to North Korea of the Trading with the Enemy Act “in parallel with the D.P.R.K.’s actions based on consensus reached at the meetings of the Working Group on Normalization of D.P.R.K.-U.S. Relations.”

On June 26, 2008, North Korea submitted to the Chinese government, which chairs the Six-Party Talks, a declaration of its nuclear program. The declaration package included information about North Korea’s plutonium program and addressed North Korea’s enrichment and proliferation activities, referenced in a separate document. Also, on June 26, in keeping with the “action for action” process called for in the September 19, 2005 Joint Statement, the United States lifted the application of the Trading with the Enemy Act with regard to North Korea, and began the legal steps necessary to rescind North Korea’s designation as a state sponsor of terrorism. In notifying Congress of the Administration’s intent to rescind North Korea’s designation, President Bush made clear that the Administration would assess North Korean cooperation on commencement of verification activities before finalizing the rescission.

On July 12, at a meeting of the Six-Party Heads of Delegation, China released a press communiqué stating that verification measures would include visits to facilities, reviews of documents, interviews with technical personnel, and other measures unanimously agreed among the Six Parties. The communiqué also noted that, “when necessary,” the Six Parties may “invite the IAEA to provide consultancy and assistance in relevant verification.”

In August-September, apparently in response to the fact that the United States had not completed the legal steps to rescind North Korea’s designation as a state sponsor of terrorism, North Korea stopped work on the disablement actions agreed upon in the October 3, 2007 agreement, and subsequently reversed a number of the disablement actions that had been accomplished at the Yongbyon facilities, primarily at the reprocessing facility. In September 2008, IAEA personnel onsite since July 2007 removed all seals and monitoring equipment at the reprocessing facility at North Korea’s request. North Korea subsequently announced its intention to restart the facility.

Upon the invitation of the North Korean Government, a U.S. negotiating team visited Pyongyang on behalf of the Six Parties from October 1-3, for intensive talks on verification measures. Based on these discussions, the United States and North Korean negotiators verbally reached an agreement on a series of verification measures that would be incorporated into a

Verification Protocol to be finalized and adopted by the Six Parties, and which would allow Six-Party experts to assess whether North Korea's June 2008 nuclear declaration package was complete and correct.

The United States removed North Korea from its list of state sponsors of terrorism after determining the statutory criteria were met and based upon the cooperation and agreements provided by the D.P.R.K. Secretary of State Rice rescinded the designation, effective October 11.

Following the October 1-3 negotiations and October 11 rescission, North Korea resumed disablement at Yongbyon. The IAEA, at North Korea's request, also reinstalled its seals and monitoring equipment at the reprocessing facility in mid-October.

At the December 8-11 Six-Party Heads of Delegation meeting, the Parties discussed the remaining disablement activities at the Yongbyon nuclear facility in concert with future provision of heavy fuel oil (HFO) and other energy assistance to the D.P.R.K. However, absent agreement on a Verification Protocol, the Parties did not finalize a timeline for the remaining disablement activities and HFO shipments.

The United States continued to emphasize U.S. support for an appropriate role for the IAEA in all stages of implementing North Korean denuclearization and the country's early return to the NPT and IAEA safeguards as contemplated in the September 19, 2005 Joint Statement, including verification of the D.P.R.K.'s declaration.

Iran

Throughout 2008, the United States and its allies were actively engaged with the International Atomic Energy Agency (IAEA) to convince Iran to comply with its United Nations Security Council, Non-Proliferation Treaty, and IAEA safeguards obligations.

During the March 3-7 meeting of the IAEA Board of Governors, the Board considered one report provided by Director General ElBaradei. This report contained his assessment of Iran's implementation of its Safeguards Agreement and relevant provisions of Security Council Resolutions 1737 (2006) and 1747 (2007). Those two Resolutions mandated full cooperation with the IAEA and suspension of all uranium enrichment-related, reprocessing, and heavy water-related activities. ElBaradei underscored the existence of several outstanding issues regarding the IAEA's understanding of Iran's nuclear program and Iran's failure to suspend uranium enrichment and heavy water-related activities. On March 3, the Board also welcomed the adoption of Resolution 1803, which applied further restrictive measures against Iran for its failure to halt all enrichment-related and reprocessing activities.

On May 26, ElBaradei released a report to the IAEA Board of Governors and the Security Council (as requested in Resolution 1803) detailing Iran's failure to comply once again with its Security Council-imposed uranium enrichment suspension requirement or to provide full cooperation to the IAEA. The Director General also noted outstanding issues,

including: the circumstances associated with the acquisition of a document describing the casting of uranium metal into hemispheres, which are essential components of implosion-type nuclear weapons; procurement and research and development activities of military-related institutions and companies; and the production of nuclear equipment and components by companies belonging to defense industries. The IAEA Board met the week of June 2, to discuss the implementation of safeguards in Iran, and many Board members expressed serious concern with Iran's noncompliance with Resolutions 1737 (2006), 1747 (2007), and 1803 (2008) and Iran's decision to scale back its cooperation with the IAEA.

On September 15, the IAEA Director General released another report on the implementation of safeguards in the Islamic Republic of Iran. The report noted that, once again, Iran refused to suspend all enrichment-related and reprocessing activities and did not undertake full transparency with the IAEA. Moreover, the report indicated that Iran continued to expand its centrifuge program by installing additional centrifuges at its fuel enrichment plant at Natanz and tested two advanced centrifuge designs using nuclear material. The Director General further noted that information the IAEA collected, indicating that Iran had engaged in an effort to develop a nuclear warhead, was "sufficiently comprehensive and detailed that it needed to be taken seriously, particularly in light of the fact that, as acknowledged by Iran, some of the information was factually accurate."

On November 19, the Director General released his fifth report of 2008 to the Board on the Implementation of IAEA Safeguards in Iran, as well as Resolutions 1737, 1747, and 1803. The report described Iran's continued refusal to suspend all proliferation-sensitive nuclear activities as required by the UN Security Council. It noted that, instead, Iran continued to enrich uranium and had established a stockpile of over 600 kilograms of low enriched uranium as of early November. With respect to Iran's obligation under Code 3.1 of the Subsidiary Arrangement to its Safeguards Agreement, the report noted that Iran continued to object to the Agency's carrying out of design information verification (DIV) inspections at the Iran Nuclear Research Reactor (IR-40). The Director General emphasized that it was essential that Iran provide the IAEA with the information and access necessary to resolve questions related to the alleged studies on possible military dimensions to its nuclear program, provide more information on the circumstances of the acquisition of the uranium metal document (describing how to reduce uranium hexafluoride to uranium metal and cast and machine enriched and depleted uranium metal into hemispheres), clarify procurement and R&D activities of military related institutes and companies that could be nuclear related, and clarify the production of nuclear equipment and components by companies belonging to defense industries. The Director General noted that, since his report in September, Iran had "not offered any cooperation with the Agency" and had "not provided the requested information, or access to the requested documentation, locations or individuals." At the Board of Governors meeting on November 24-28, several IAEA member states urged Iran to cooperate

fully with the IAEA and to comply with its suspension obligations as established in Resolutions 1737, 1747, and 1803.

Promotion of the Benefits of Nuclear Energy

The United States strongly supported the efforts of IAEA's Technical Cooperation (TC) Program to help member states use nuclear technologies to pursue sustainable development, while ensuring that all nuclear activity is safe, secure, and does not contribute to proliferation. In 2008 the United States contributed over \$19 million to the TC Fund and provided over \$4 million in other cash and in-kind contributions. One example of using such technical cooperation to benefit human development was the design and application of the sterile insect technique (SIT) to eliminate the scourge of the tsetse fly in Ethiopia and other African member states. The United States provided the TC Program with the services of a cost-free expert with extensive experience in the technical and managerial aspects of large-scale SIT efforts. The United States expects that such efforts could lead eventually to the complete eradication of the tsetse fly from Africa.

Since 2006 the IAEA has taken on an increasing role in assisting developing countries interested in pursuing nuclear power to do so in a safe, secure manner. The role of the IAEA in this area was highlighted in General Conference resolutions in 2006, 2007, and 2008. In September 2007 the IAEA published a guidance document titled "Milestones in the Development of a National Infrastructure for Nuclear Power," which built on an earlier Board document, "Considerations to Launch a Nuclear Power Program." In 2008 several meetings were held at IAEA headquarters to help member states understand and apply this guidance. The IAEA is in the process of producing an assessment tool to help states determine their infrastructure development needs, designing a program to help states meet those needs, and conducting other infrastructure development-related activities. The United States has been a strong supporter of IAEA activities in infrastructure development, viewing them as an important means of responding to the desires of developing countries to pursue nuclear power while helping them understand and overcome the inherent challenges in starting and maintaining a nuclear power program. The United States also has made significant financial contributions to the IAEA's infrastructure development activities.

Assurance of Supply of Nuclear Fuel

An international mechanism for reliable access to nuclear reactor fuel can be an important incentive for countries considering nuclear energy to rely on international markets for nuclear reactor fuel rather than pursuing indigenous fuel cycle activities. At the United States' initiative, six nations that supply enriched uranium to the international market (France, Germany, The Netherlands, Russia, the United Kingdom, and the United States) provided to the IAEA on May 31, 2006, a concept for a multilateral mechanism for reliable access to nuclear fuel. At a September 2006 special event at the IAEA on Assurances of Supply and Assurances of

Nonproliferation, the Nuclear Threat Initiative (NTI), an NGO, offered a \$50-million grant to the IAEA to set up such a mechanism, contingent on \$100 million being raised from other sources. With vigorous diplomatic support from the United States, in 2008 the matching funds were successfully raised through pledges from several member states, including nearly \$50 million from the United States.

Nuclear Safeguards

The United States believes it is important that all non-nuclear weapon states party to the Nuclear Non-Proliferation Treaty (NPT) adopt the stronger safeguards provisions included in the Additional Protocol. During the year, the G-8 (Canada, France, Germany, Italy, Japan, Russia, the United Kingdom, and the United States, with participation of the European Union) continued a diplomatic effort begun during the U.S. presidency of the G-8 in 2004 to encourage all states that had not yet done so to sign and ratify safeguards agreements and additional protocols. At the end of 2008, 119 states had signed the Additional Protocol, and 88 had ratified and brought it into force.

To demonstrate U.S. leadership on safeguards, the United States brought its Additional Protocol into force. (Note: That occurred on January 6, 2009.) The U.S. National Nuclear Security Administration (NNSA) and the Department of State were actively engaged in coordination with the IAEA to help countries implement the Additional Protocol and has set up a series of bilateral working relationships to perform the work. NNSA supports the IAEA in its safeguards mission by regularly conducting joint international training courses related to State Systems of Accounting for and Control of Nuclear Materials (SSAC). The United States, through the Department of State's extrabudgetary contribution to the IAEA, also provides training to IAEA safeguards inspectors and analysts to recognize items and activities covered by Additional Protocol Annexes 1 and 2.

Nuclear Security and Safety

In 2008 the IAEA continued to provide guidance, technical support, and training programs in the prevention of nuclear terrorism. Throughout 2008 the United States continued to be a primary supporter of IAEA training programs in physical protection and nuclear security, and the U.S. Department of Energy's National Nuclear Security Administration (NNSA) played a key role in developing training curricula and presenting courses and workshops on behalf of the IAEA. In 2008 the United States provided over \$7.5 million in support to nuclear security activities through the IAEA.

Under the IAEA's Nuclear Security Plan for 2006-2009, the IAEA accelerated its activities to prevent, detect, and respond to illicit activities involving nuclear and other radiological materials and facilities. With U.S. encouragement and support of a cost free expert, the IAEA began to develop integrated nuclear security support plans (INSSPs) with individual states. The plans provide an important tool for improved coordination with bilateral donor-state programs.

The IAEA also further developed its new and more encompassing International Nuclear Security Advisory Service (INSServ) to help states evaluate and strengthen their overall nuclear security posture to include radioactive sources and border controls. The IAEA Board of Governors made substantial strides with respect to the security of radioactive sources when it approved the revised Code of Conduct on the Safety and Security of Radioactive Sources (Code) in September 2003 and Supplemental Guidance on the Export and Import of Radioactive Sources (Guidance) in September 2004. The United States took a leadership role in developing the Code and Guidance, promoting them as global benchmarks for controlling sources throughout their life cycle. By the end of 2008, over 94 member states had written to the IAEA Director General expressing support for the Code and 52 member states had written expressing their support for the Guidance. The United States continued its long-standing support of IAEA efforts to promote the development of a national regulatory infrastructure for the long-term management of radioactive sources, as well as its support of other efforts through the Nuclear Security Plan to consolidate and protect vulnerable and orphan sources.

In 2008 the United States assisted the IAEA to enhance further its appraisal tool for assessing the effectiveness of national regulatory programs for the control of radioactive sources. These independent, peer-review missions – previously known as the Radioactive Source Safety and Security Infrastructure Appraisal (RaSSia) and now called Integrated Regulatory Review Service (IRRS) – have been implemented successfully in more than 60 countries since 2004. Following the terrorist attacks of September 11, 2001, the IAEA established a Nuclear Security Series of publications to provide guidance and recommendations to help member states meet obligations and commitments to enhance the protection and security of nuclear material and facilities, radioactive sources, and detection and response capabilities. This series is under development and the United States continues to contribute to its content and eventual publication.

The United States also continued to play a key role in the multi-year effort to amend the Convention on the Physical Protection of Nuclear Material (CPPNM). On July 8, 2005, a diplomatic conference of states parties adopted an amendment to the Convention. Subsequently, the United States, led by NNSA, initiated an effort to revise the “Physical Protection of Nuclear Material and Nuclear Facilities” (INFCIRC/225) to address the increased threat environment and to support the CPPNM as amended. Together with a small group of other states, the United States developed a draft text for a revised INFCIRC/225, and in 2008 provided the draft to the IAEA for consideration by member states. The IAEA is facilitating meetings about the revision with additional states. The revised INFCIRC/225 will be a key document in the IAEA’s Nuclear Security Framework.

In May 2004 the U.S. Secretary of Energy announced an ambitious Global Threat Reduction Initiative (GTRI) to identify, secure, recover, and/or facilitate the disposition of high-risk, vulnerable nuclear and radiological

materials around the world that pose a threat to the United States and the international community. As part of GTRI, the United States has worked with the IAEA and key IAEA member states to increase the rate of conversion of research reactor fuel from high-enriched uranium to low-enriched uranium, and to repatriate the high-enriched fuel to its country of origin. GTRI further works to secure or remove of vulnerable radiological materials worldwide, and to address security “gaps” for nuclear and radiological material not yet covered by existing threat reduction programs.

In 2007 and 2008, drawing on its successful nuclear security support programs at the 2004 Olympics in Greece and the 2007 Pan American Games in Rio de Janeiro, GTRI worked closely and successfully with the IAEA to implement a major nuclear security program leading up to and during the 2008 Olympic Games in Beijing, China. Major efforts have also been initiated with and through the IAEA to assist national authorities in several member states to enhance their legislative and regulatory authority to license and control access to nuclear and other radioactive materials, to enhance security at facilities containing such materials, and to recover disused and “orphaned” materials that could be used in a malevolent act. GTRI also works closely with the IAEA and key regional nuclear and radiological security partners to reduce – and in some instances eliminate – the availability of vulnerable, at-risk nuclear and other radioactive materials that could be stolen or diverted to use in a weapon of mass destruction.

Additionally the IAEA continued its leadership role in strengthening international nuclear safety practices and standards. The IAEA Department of Nuclear Safety and Security formulated and implemented the IAEA program on nuclear safety to fulfill statutory requirements in cooperation with other departments within the IAEA, including the Department of Technical Cooperation. As is the case with other IAEA programs, the United States was an active participant in and supporter of efforts to enhance nuclear safety in all member states. During 2008 the United States allocated almost \$2 million for priority nuclear safety-related projects. The projects included upgrading the Regulatory Authority Information System, a radioactive source inventory database that enables member states to account for radioactive sources and track regulatory activities, and the continuing work of the IAEA International Expert Group on Nuclear Liability.

The United States continued to support the development of a robust international response system for radiological emergencies, notably the establishment of the IAEA’s Incident and Emergency Center (IEC). The IEC provides a notification system for two conventions: the Convention on Early Notification of a Nuclear Accident; and the Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency.

20/20 Initiative

IAEA Director General ElBaradei initiated a study in 2007 on the nature and scope of the Agency’s program over the next decade and the resources necessary to sustain it through the year 2020. To assist in this work,

the Director General set up a high-level panel of experts (Commission of Eminent Persons), led by former President of Mexico Ernesto Zedillo and including former U.S. Senator Samuel Nunn. The IAEA Secretariat released a background report in 2008 for the Commission's consideration. The Commission released its own report and recommendations in May for IAEA members' consideration.

As part of the preparation for the meetings of the November Board of Governors, the Board chair consulted with regional groups regarding next steps to be taken on the "2020 Report." As a result of these consultations, the chair set up a series of open-ended, informal discussions in each of the report's subject areas.

International Civil Aviation Organization

Established in 1944 and designated a UN specialized technical agency in 1947, the International Civil Aviation Organization (ICAO) promotes international cooperation for the safe and orderly growth of international civil aviation with the objectives — among other things — of security, safety, and environmental protection. The air transport industry includes nearly 900 scheduled air carriers worldwide operating about 21,500 aircraft. The United States has a vital interest in keeping civil aviation secure, safe, and efficient. ICAO is instrumental in achieving these objectives. It sets international standards and recommended practices for civil aviation and offers technical assistance to enhance aviation safety and security worldwide. The United States strongly supports the work of ICAO.

ICAO had 190 member states in 2008. The United States has been elected to three-year terms to the ICAO Council, its governing body, ever since the organization was founded. The most recent Council election took place during the triennial ICAO Assembly in September 2007. Dr. Taïeb Chérif (Algeria) continued to serve as ICAO Secretary-General, having been elected first in 2003 and re-elected in 2006 to a second term which expires at the end of July 2009. Roberto Kobeh (Mexico) was elected President of the Council of ICAO in February 2006 and took office in August 2006. The next triennial ICAO Assembly will be held in September 2010.

The U.S. Mission to ICAO has three priorities for the organization: (1) prevent civil aircraft from being used as weapons or as a means to conduct terrorist attacks, and ensure international civil aviation is not vulnerable to terrorism or chemical, biological, radiological, and nuclear proliferation; (2) reduce the number of international civil aviation accidents and fatalities through implementation of ICAO safety standards and recommended practices; and (3) achieve global consensus on aviation noise and engine emission mitigation measures.

ICAO is shifting its focus from developing new standards to assisting member states to implement existing standards and from detailed technical specifications to performance-based standards. By the end of 2008, ICAO's Universal Safety Oversight Audit Program (USOAP) had audited 113 member states and will audit the remaining member states (except for those in U.N.-

designated danger zones) by the end of 2010. The value of USOAP is shown by a continued declining rate of fatal aircraft accidents globally, with 28 fatal air accidents in international aviation in 2008. While this was a slight numerical increase over the 24 accidents in 2007, proportionally the fatal accident rate for 2008 of 1 per 1.3 million flights is the best rate since 2001. The year 2008 also compared favorably with the decade of the 1990s, which had an average of 37.4 fatal accidents per year. However, regional shortcomings in Africa and parts of Asia merit more focused national and regional corrective efforts, supported by ICAO experts. The U.S. Mission works within ICAO to ensure that robust, comprehensive measures are taken to correct deficiencies and supports ICAO's process to identify and share information on deficient performance by individual member states.

A primary U.S. objective is to ensure that ICAO maintains aviation security as a top priority and reestablishes its leadership in that area. Additionally, the United States seeks greater attention to and transparency in the critical deficiencies found in the conduct of security audits and follow-up assessments of ICAO's 190 member states to ensure that vulnerabilities in the aviation system are addressed. The United States chairs the New and Emerging Threats Working Group to assist ICAO in identifying potential means and methods of targeting aviation to deter future attacks. U.S. efforts are also focused on developing the means to share information using a secure, web-based, point-of-contact network to assist ICAO member states in responding quickly to emerging threats and thus ensure that international civil aviation is not vulnerable to terrorism. Also high among U.S. priorities is improving ICAO's ability to coordinate technical assistance from donors to developing states – focusing on safety and security deficiencies – in addition to maintaining ICAO's role in setting essential standards for civil aviation. The United States funds two high-level seconded security positions in ICAO at no cost to the organization and contributes significantly to the Aviation Security Panel of Experts and all its working groups.

During 2008 ICAO continued to implement its Aviation Security Plan of Action, originally adopted following the terrorist attacks of September 11, 2001, and has completed nearly all of its objectives. The United States is contributing to the development of a new aviation security plan that will be presented to the 37th Assembly in September 2010. The ICAO Governing Council has committed to funding Security Plan implementation from ICAO's regular budget rather than relying solely on voluntary contributions. The Council also requested greater transparency and sharing among contracting states of data obtained from audits performed under the ICAO Universal Security Audit Program, and it is collaborating with other member states to develop a list of critical indicators. During 2008 ICAO completed 22 security audits in a process begun in 2002; critical elements of aviation security oversight were posted on ICAO's secure website. On environmental issues the Council has established a high-level group – the Group on International Aviation and Climate Change (GIACC) – to develop a comprehensive plan on international aviation and climate change. The GIACC plan will include a

framework to achieve emissions reductions through voluntary measures, technological advances, operational measures, positive economic incentives, and market-based measures. How best to address aviation greenhouse gas emissions will remain an important and contentious debate in ICAO.

Throughout 2008 the U.S. Mission endeavored to ensure that ICAO remained heavily engaged in developing and obtaining global support for environmental mitigation measures, in parallel with and reinforcing international negotiations for a post-Kyoto climate change framework agreement. These efforts reinforced the policy adopted at the ICAO 36th Assembly in 2007, when the United States was successful in strengthening ICAO's mandate to address aviation emissions and climate change on a global basis, and in ensuring that states refrain from unilateral actions that would undermine the ICAO process. Consistent with U.S. policies being advocated in negotiations conducted by the UN Framework Convention on Climate Change (UNFCCC), the United States worked to ensure that the UNFCCC upholds ICAO as the appropriate forum for addressing environmental measures concerning aviation.

In the area of management reform during 2008, the Council approved a U.S. initiative for a “split assessment” of regular budget contributions in Canadian and U.S. dollars to minimize exchange rate risk by collecting currencies roughly in the proportion that the organization expends them. ICAO continues to carry out the organization's first results-based budget for the 2008-2010 triennium, which has reallocated resources from administrative overhead to the strategic objectives of safety and security. In addition to having six agreed strategic objectives (safety, security, environmental protection, efficiency, continuity, and rule of law), ICAO has a business plan to implement them. The recently established Independent Advisory Group on Audit and Evaluation has offered excellent recommendations on improving ICAO efficiency and effectiveness.

International Health Organizations

International Agency for Research on Cancer

The International Agency for Research on Cancer (IARC), a subsidiary body of the World Health Organization (WHO), is a leading cancer research institute that monitors global cancer occurrence, identifies causes of cancer, and develops scientific strategies for cancer control. The IARC Governing Council, with 19 member states, met at IARC headquarters in Lyon, France, May 14-16. The Council discussed IARC's program of work in cancer prevention and its various collaborative research efforts and took action on various administrative issues. Dr. Christopher Wild (United Kingdom), a molecular epidemiologist, was elected to serve as IARC Director, succeeding Dr. Peter Boyle (United Kingdom), who served one five-year term. Dr. Wild's term of office begins January 1, 2009.

U.S. regular budget contributions to IARC (based on an 8.5-percent assessment) were \$1.91 million in 2008. The U.S. Department of Health and Human Services provided voluntary contributions. IARC had a total staff of 166, of which 57 were professional posts; of those, six (10.5 percent) were held by U.S. citizens.

Joint UN Program on HIV/AIDS

The Joint UN Program on HIV/AIDS (UNAIDS) began formal operations in 1996. UNAIDS is comprised of a Geneva-based Secretariat and 10 co-sponsoring bodies: the World Health Organization, the UN Development Program, the UN Office on Drugs and Crime, the UN Children's Fund, the UN Population Fund, the UN Educational, Scientific, and Cultural Organization, the International Labor Organization, the World Food Program, the UN High Commissioner for Refugees, and the World Bank. UNAIDS also has a cooperation agreement with the Food and Agriculture Organization. UNAIDS has a field-based staff and works directly in 75 countries, dealing with the HIV/AIDS epidemic primarily through country-coordination theme groups that seek to mobilize all sectors to address AIDS. Dr. Peter Piot (Belgium), UNAIDS' founding Executive Director, retired at the end of 2008 and was replaced by Mr. Michel Sidibé of Mali, who previously served two years as Deputy Executive Director.

UNAIDS' governing body is the Program Coordinating Board (PCB), which generally meets two times per year. The PCB oversees UNAIDS' all-voluntary budget and acts on issues concerning policy, strategy, finance, monitoring, and evaluation. The PCB is comprised of 22 member states, elected according to regional distribution. Eleven are elected from among the member states of the cosponsoring organizations; six representatives are elected from the cosponsoring organizations; and five representatives are elected from nongovernmental organizations (NGOs), including three from developing countries and two from developed countries. Representatives from the UNAIDS cosponsoring organizations and NGOs serving on the PCB have the right to participate fully in PCB deliberations, but do not have the right to vote. The PCB seeks to operate by consensus whenever possible. Member states are elected by the UN Economic and Social Council (ECOSOC) for three-year terms, but can choose to cede a portion of their term to another member state, subject to ECOSOC approval. The United States was re-elected to the PCB in 2007 and will serve through 2010. The United States served as PCB Chair in 2008 and used this leadership opportunity to promote greater collaboration between UNAIDS and the Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria, to strengthen the role of civil society in UNAIDS' work, and to improve transparency and effectiveness of PCB governing practices.

The PCB met three times in 2008: April 23-25, in extraordinary session; October 2; and December 15-17. The PCB continued to operate under a core program and budget for the 2008-2009 financial period of \$484.8 million. Resources were focused on supporting country-driven efforts to

progress toward universal access to comprehensive prevention programs, treatment, care, and support by 2010; to mobilize political and financial support for the global effort to fight HIV/AIDS; and to combat stigma, discrimination, and gender inequities. Through its leadership as Chair, the United States continued to promote the need for a country-driven international response to HIV/AIDS and emphasized the key role of the UN system in advocating for development of national strategies through inclusive, transparent processes and in providing technical support to countries in key areas such as monitoring and evaluation. The United States also supported UNAIDS' efforts to shift from an emergency response paradigm to ensuring a sustained response to the AIDS pandemic.

In 2008, for the first time, the PCB started each of its regular sessions with a one-day thematic discussion. The preselected themes were TB/HIV and UNAIDS' coordination with the Global Fund. In each case this innovation led to substantive policy dialogue and to clear outcomes that informed priorities and ways of doing business for UNAIDS in these areas. The October

extraordinary session provided an opportunity for the PCB member states to convey to the UN Secretary General and UNAIDS cosponsoring organizations their views on the qualities and experience desired in an executive director; this contributed to the selection of Mr. Sidibé as the new Executive Director for a five-year term beginning January 1, 2009. Through the lessons of the Extraordinary Session experience, the United States was able to propose and secure adoption of several governance reforms including the first formal intersessional decision-making process in the PCB's history.

In 2008, with significant leadership from the United States, UNAIDS acknowledged the urgent need to address the gender dimensions of the global pandemic and the need to increase country-level work in this area. The PCB asked UNAIDS to take immediate action to respond to these concerns by developing tools to assist countries in planning and implementing accelerated action. The tools will address women, girls, and gender inequality; men who have sex with men; and transgender, bisexual and lesbian populations. Work will continue on developing tools and implementing pilot programs in select countries in 2009.

Another major area of activity for UNAIDS in 2008 was the reduction of stigma and discrimination, where UNAIDS led the work of an International Task Team on HIV-Related Travel Restrictions. The United States was an active participant in the Task Team, contributing to the focused and evidence-based outcomes that seek to promote the elimination of all HIV-specific restrictions on country entry, stay, and residence. At its 23rd meeting in December, the PCB strongly encouraged all countries to eliminate HIV-specific restrictions on entry, stay, and residence and to ensure that people living with HIV are no longer excluded, detained, or deported on the basis of HIV status. Building on a previous decision, the Board decided that no PCB meeting will be held in a country that imposes HIV-specific restrictions related to entry, stay, or residence based on a person's HIV status.

The UNAIDS core budget for 2008-2009 was \$484.8 million, comprised completely of voluntary contributions. The United States continued to be among the major donors to UNAIDS and provided approximately \$30 million to UNAIDS' 2008 core budget. The United States committed an additional \$5.2 million in 2008 for purposes not related to UNAIDS' Unified Budget and Work Plan to fund technical support for promoting effective implementation of Global Fund grants.

In 2008 American citizens held four director-level positions in the UNAIDS Secretariat: Director of the Department of Evidence, Monitoring, and Policy Development; Director of the Department of Resource Management; Director of the Washington, D.C., Liaison Office; and Director of the Global Coalition on Women and AIDS.

Pan American Health Organization

The Pan American Health Organization (PAHO), established in 1902 as the Pan American Sanitary Bureau, is the world's oldest intergovernmental health organization. The Pan American Sanitary Conference of PAHO convened September 29–October 3, at its headquarters in Washington, D.C. U.S. officials, including U.S. Secretary of Health and Human Services Michael O. Leavitt, participated in that meeting, as well as in earlier meetings of the Subcommittee on Planning and Programming in March and the PAHO Executive Committee in June.

Following her reelection in 2007, PAHO Director Dr. Mirta Roses (Argentina) began a second five-year term on February 1, 2008. Dr. Roses pledged to continue to focus on the priorities of creating greater health equity for the poor, forging new alliances and strengthening regional solidarity, tackling the emerging health challenges in the Americas, and advocating for continued improvements in the region's health systems and services.

PAHO's strategies and work with countries of the Americas in 2008 focused on the importance of achieving the health-related Millennium Development Goals, such as reducing child mortality, improving maternal health, strengthening preparedness for and response to disasters, increasing access to safe drinking water, tackling the growing burden of non-communicable diseases, improving immunization coverage, and controlling HIV/AIDS, tuberculosis, and malaria.

The Pan American Sanitary Conference discussed and adopted resolutions on pressing health issues: maternal and child health, prevention and control of diabetes and obesity, a regional strategy for cervical cancer, vital health statistics, elimination of onchocerciasis (river blindness), improving blood safety, the WHO Framework Convention on Tobacco Control, primary health care, and a roundtable discussion on climate change and its impact on public health. The Conference also discussed PAHO's performance assessment report for 2006-2007, the revised Strategic Plan for 2008-2012, and the initial WHO Program Budget for 2010-2011. Representatives of PAHO's 38 member states participated, mostly at the ministerial level. The new Subcommittee on Program, Budget, and

Administration, approved by the 2006 Directing Council, met for the second time in 2008 and considered a range of budget, management, and administrative issues.

The United States pays over 59 percent of the PAHO budget with a scale of assessments that is based on that of the Organization of American States, adjusted for membership. The United States provided \$59.1 million to the PAHO regular assessed budget in 2008, as well as voluntary contributions of approximately \$6.1 million. In 2008 PAHO had a total staff of 798.

World Health Organization

The World Health Organization (WHO), based in Geneva, Switzerland, was established in 1948 with the objective of “the attainment by all peoples of the highest possible level of health.” In 2008 WHO worked in close partnership with its 193 member states, two associate members, many international organizations, more than 180 nongovernmental organizations, and nearly 1,200 leading health-related institutions around the world designated as “WHO collaborating centers.” WHO representatives in 142 countries worked with health ministries as advisers and managers of technical cooperation programs.

During 2008 U.S. representatives participated in meetings of the World Health Assembly; the WHO Executive Board; Regional Committees for the Americas, the Western Pacific, and Africa; and the Governing Council of the International Agency for Research on Cancer. U.S. officials also participated in meetings of the management committees of WHO’s major voluntarily-funded programs, the Intergovernmental Working Group on Public Health, Innovation, and Intellectual Property, and the Intergovernmental Meeting on Pandemic Influenza Preparedness.

Dr. Margaret Chan (Hong Kong) continued her second year as Director General of WHO in a 5 ½-year term that began in January 2007. Dr. Chan gave priority during 2008 to achieving the health-related Millennium Development Goals, strengthening health systems, reinvigorating primary health care, finishing the job on global polio eradication, and addressing with new urgency the health effects of climate change. She also emphasized the importance of implementing International Health Regulations (IHRs) and WHO actions in support of the IHRs. Such proactive risk management measures aim to stop serious disease outbreaks or other public health events at the source before they can become an international threat.

During 2008 WHO and the states parties continued the work of implementing the IHRs – which entered into force in 2007 – including surveillance and reporting of incidents to the WHO and developing the core capacities necessary for full compliance with the IHRs. The United States aligned its procedures for notification of potential public health emergencies of international concern with the requirements of the IHRs. The IHRs establish an international legal framework for states parties to notify the WHO and respond to a public health emergency of international concern and they obligate states parties to strengthen their ability to detect, respond to, reduce,

or eliminate the spread of public health emergencies, and to report in a timely way to WHO. The IHRs also authorize the WHO Director General to issue non-binding recommendations on measures that affected states parties should take including, if necessary, restrictions on travel and commerce to and from affected areas. During 2008 the WHO Secretariat worked to accelerate IHR implementation to be able to provide immediate assistance to affected countries on effective control measures, laboratory support, and outbreak communications.

The World Health Assembly (WHA) in May addressed a number of issues important to the United States. Principal among them was the endorsement of a “public health, innovation and intellectual property” global strategy designed to promote new approaches to research and development for diseases that particularly impact developing countries and to enhance access to medicines. This result was the culmination of the process begun in 2006 of the WHO Intergovernmental Working Group on Public Health, Innovation, and Intellectual Property which convened during 2007 and early 2008. Its task was to draw up a global strategy and plan of action to provide a medium-term framework based on the recommendations of the 2006 Report of the Commission on Innovation, Public Health and Intellectual Property. The United States noted that the outcome was consistent with its goal for a pragmatic focus on research and development into needs-driven essential health research rather than compulsory licenses and other issues relating to patents.

The WHA also adopted other resolutions on a range of technical subjects: intensifying WHO’s work on reducing the harmful use of alcohol, the fifth-leading risk factor for death and disability worldwide; a resolution that committed WHO and Ministries of Health to take action to protect health from climate change; approval of a six-year strategy to tackle noncommunicable diseases; and other actions on female genital mutilation, a global immunization strategy, and migrant health. The Assembly also considered a variety of substantive topics, including progress on polio eradication and implementation of the international health regulations, and it agreed to annual monitoring of the achievement of the health-related Millennium Development Goals through 2015.

The Assembly did not accept a proposal for a new agenda item on granting observer status for Taiwan, put forward by several countries having diplomatic relations with Taiwan. There was limited debate on the proposal, with the Assembly president allowing no more than two countries to speak in favor of the proposal and two countries to speak against.

Once again the Assembly took up the long-standing agenda item on “Health conditions of, and assistance to, the Arab population in the occupied Arab territories, including Palestine.” The draft resolution proposed by a number of Arab states was unacceptable and one-sided in its singling out of, and references to, Israel. The United States requested a roll-call vote; the resolution was adopted with the United States and eight other countries voting against it, and a number of abstentions and absences. The United States

emphasized the humanitarian and medical assistance going to the Palestinian people and opposed the use of the Assembly as a political forum.

The Assembly considered a number of budget and financial performance, administrative, and management issues such as the 2006-2007 financial report and performance assessment report along with reports from the external and internal auditors and human resources. The Assembly also revised and streamlined its method of work through changes to its rules of procedure, agreed to an action plan for promoting multilingualism at WHO, and considered WHO's coordination with UN reform processes and harmonization of operational development activities at the country level. The Program, Budget, and Administration Committee met prior to the Assembly and considered in depth management and reform issues, results-based management initiatives, and the development of the Global Management System – an integrated program-management and administration system. In 2008 the United States provided \$106.5 million (22 percent) to the WHO regular assessed budget, as well as approximately \$112 million in voluntary contributions.

The total WHO staff on long-term appointments was 5,253. In addition 2,779 individuals were on short-term contracts.

International Labor Organization

The International Labor Organization (ILO), founded in 1919, promotes humane labor conditions. The organization's core mission is to foster respect for fundamental principles and rights at work, such as freedom of association and the effective recognition of the right to collective bargaining, prohibitions on forced labor and child labor, and non-discrimination in employment. It also seeks to assist states to create greater employment opportunities, enhance social protection, and strengthen social dialogue among governments, employers, and workers, with the goal of contributing to poverty alleviation and increased social stability.

Headquartered in Geneva, the ILO has 182 member states. Juan Somavia (Chile) was elected Director General of the ILO in 1999 and re-elected to a third five-year term in November 2008. Representatives of workers' and employers' organizations participate as part of each national delegation at the Governing Body, the ILO's Executive Board, and at the annual International Labor Conference (ILC). This tripartite structure is unique to the ILO. As one of the 10 countries of "chief industrial importance," the United States has a permanent government seat on the ILO's 56-member Governing Body. In addition, the AFL-CIO represents U.S. workers and the New York-based U.S. Council for International Business represents U.S. employers in the Governing Body. These representatives speak and vote independently of the U.S. Government.

In 2008 the ILO advanced U.S. policy priorities for universal human rights and economic growth and development. The ILO also helped to advance U.S. interests in the key areas of fundamental principles and rights at work, eradication of forced labor and child labor, education on HIV/AIDS in

the workplace, and technical assistance in Afghanistan, China, Africa, Latin America, and the Middle East. The United States worked with the ILO to encourage increased transparency and accountability and, in 2008 the ILO announced a new policy that grants member states access to internal audit reports and established an external independent audit committee.

In 2008 the ILO continued to focus international attention on forced labor in Burma, which a 1998 ILO Commission of Inquiry found to be widespread and systematic. With strong support from the United States, the Supplementary Understanding between the ILO and the Burmese government – which allows the ILO to continue collecting and investigating reports of forced labor in Burma – was extended. The ILO Burma Liaison Office has rescued children from forced service in the Burmese military. In addition, the United States supported the establishment of an ILO Commission of Inquiry to examine complaints concerning violations of Freedom of Association in Zimbabwe. The ILO plays a key role in combating exploitative child labor worldwide, a U.S. priority. From 1995 to 2008, the Department of Labor provided close to \$300 million to the International Program on the Elimination of Child Labor to remove or prevent some 781,000 children from the worst forms of child labor in 72 countries.

The ILO provided advice and/or technical assistance to constituents in areas including labor law reform, modernization of labor ministries, skills training and development, entrepreneurship training, and HIV/AIDS in the workplace. The ILO has been particularly helpful in the negotiation and implementation of labor clauses in free trade agreements signed by the United States by providing expert analysis of labor law and practice and implementing programs to build the capacity of partners in the labor area.

International Maritime Organization

The mission of the International Maritime Organization (IMO) is to foster international cooperation to promote maritime safety, security, and the protection of the marine environment. International trade is critical to the U.S. economy, and shipping carries nearly 90 percent of the world's trade. The United States strongly supports IMO's work. The IMO has developed numerous conventions and treaties on international shipping, facilitates international maritime trade, and provides technical assistance in maritime matters to developing countries. The IMO also develops standards and practices to protect against oil spills and pollution from hazardous and noxious cargo, ship waste, ballast water, and emissions.

The convention establishing the IMO was adopted in 1948 and entered into force in 1958. The IMO first met in 1959. There are 168 members and three associate members (Hong Kong, Macao, and the Faroe Islands). Members meet as the IMO Assembly every two years (not in 2008). The Assembly selects the 40-member Governing Council, and the United States has been elected to every Council to date. Efthimios Mitropoulos (Greece) is the Secretary-General of the IMO. He served an initial four-year term (2004-2007), and in November 2006 the Council approved him for a

second four-year term. The IMO supports U.S. interests by enhancing maritime safety, security, and environmental protection. Significantly, the IMO created the International Ship and Port Facility Security Code, which incorporated U.S.-sponsored amendments into universal international standards that parallel U.S. domestic maritime security requirements. The IMO also adopted regulations and guidance on implementing Long Range Identification and Tracking of Ships, a U.S. initiative, to enhance maritime domain awareness and security.

Moreover, the IMO has focused on protecting vital shipping lanes of strategic importance. After IMO-coordinated action helped suppress piracy in the Straits of Malacca and Singapore, IMO turned to the rapidly increasing problem off the coast of Somalia and in the Gulf of Aden of piracy against commercial ships, humanitarian shipments, and other maritime traffic. At its November 2008 session, the Council took appropriate follow-up measures to the 2007 Assembly resolution that outlined steps to be taken by IMO and other relevant stakeholders to address piracy off Somalia. This action spurred greater debate and resolutions on Somali piracy in 2008. Among other things, these resolutions authorized states cooperating with Somalia's Transitional Federal Government (TFG), to use "all necessary means," in Somalia and its territorial waters to suppress acts of piracy and armed robbery at sea, provided advance notification has been given by the TFG to the UN Secretary General. Also during 2008 the IMO Secretary-General participated in Security Council meetings on piracy, and the IMO Maritime Safety Committee continued its ongoing task of updating anti-piracy guidance to governments and the shipping industry.

Most of IMO's work is performed by its standing committees, in which the United States is heavily engaged. During 2008, in particular, the United States actively supported and contributed to IMO committees dealing with maritime safety and with protecting the marine environment.

The Maritime Safety Committee adopted safety codes that address vessel intact stability and carriage of bulk solid cargoes. The Committee also adopted security guidelines to address the threat from small vessels falling outside the scope of international conventions. The Committee furthered development of international construction and verification standards to support mandatory application of goal-based standards for bulk carriers and oil tankers. The Committee also continued to make progress on provisions to accelerate implementation of the Long Range Identification and Tracking (LRIT) system, including development of a financial model designed to ensure long-term sustainability of the LRIT system; approval of a LRIT testing plan; and the establishment of the International Mobile Satellite Organization (IMSO) LRIT Coordinator. As noted above, the Committee also reviewed and updated the IMO's anti-piracy guidelines and notably agreed that the carriage of firearms on merchant ships to prevent piracy should be discouraged, while deferring decisions on the use of professional armed security teams to individual flag states.

The Marine Environment Protection Committee completed revisions to Annex VI of the International Convention for the Prevention of Pollution from Ships (MARPOL) that included significant reductions on exhaust stack emissions, which will represent an 80-percent reduction of nitrous oxides by 2016 and 90-percent reduction of sulfur oxides by 2020. In addition, the Committee also drafted and approved the final designation of the Papahānaumokuākea (formerly Northwest Hawaiian Islands) Marine National Monument as a particularly sensitive sea area; provided a final proposed text of the Ship Recycling Convention for adoption at the diplomatic conference to be held in Hong Kong in May 2009; endorsed guidelines for removal of anti-fouling systems to prevent the use of harmful paints; and finalized the latest guidelines for implementation of the Ballast Water Convention.

In 2008 the IMO also continued the audits of member states begun in 2006 under the IMO Voluntary Audit Scheme (Audit Scheme). The Audit Scheme helps to promote maritime safety and environmental protection by assessing how effectively member states are implementing and enforcing IMO convention standards. The audits also provide feedback to member states with advice on how to improve their performance. Eventually 33 countries will be audited each year on a five-year, rotating basis. The Audit Scheme is expected to bring about many benefits, such as identifying where capacity-building activities would have the greatest effect.

In the management field during 2008, the IMO made great progress in implementing the 2007 assembly resolution that approved changing the Organization's accounting standards from the UN Accounting System to the new International Public Sector Accounting Standards. In addition, the IMO's internal oversight function was operationally independent during 2008.

International Telecommunication Union

Established in 1865 as the International Telegraph Union, the International Telecommunication Union (ITU) is based in Geneva and serves as a forum for governments and the private sector to facilitate the operation of international telecommunication networks and services. In 2008 there were 191 member states and over 700 sector and associate members. Dr. Hamadoun Touré (Mali) took office as Secretary-General of the ITU on January 1, 2007. ITU activities touch on areas of fundamental importance for U.S. national and commercial security, particularly those related to setting of global telecommunication standards and policy and radio spectrum allocation.

The 46-member ITU Council, of which the United States is a member, is the governing board of the ITU between quadrennial Plenipotentiary Conferences. The Council is elected at these conferences and is comprised of representatives from the Americas, Western Europe, Eastern Europe, Africa, and Asia. It meets annually to address management and other issues. The ITU held its latest annual Council meeting in November. With the active participation and support of the United States, the ITU Council decided that internal audit reports may be made available to any member state on request and adopted a corresponding amendment – proposed by the United

States – to the ITU financial regulations. The Council also approved a continuation of the ITU’s development of plans for implementing results of the UN World Summit on the Information Society (WSIS). However, the United States entered a statement that new activities begun under WSIS auspices must be approved by Council. The next Council meeting will take place in October 2009, at which time such activities will be brought to its attention.

The Council continued a working group on the ITU mandate for WSIS implementation and increased its scope to include discussion of the cybersecurity High-Level Experts Group (HLEG) output. The ITU mandate as it relates to WSIS implementation and cybersecurity continues to be a priority issue as well as a major concern for the United States. ITU study groups are developing a report on best practices for a national approach to cybersecurity and technical recommendations on identity management, both under U.S. leadership, as well as an extensive set of technical recommendations on cybersecurity in general, telebiometrics, and spam control.

The United States has considerable interests in all areas of ITU activities. The Radiocommunication Sector’s treaty-level World Radiocommunication Conference (WRC) is central to U.S. national security and commercial interests. The WRC is held every 3-4 years and next meets in 2011. These conferences allocate scarce frequency bands to radio services and assign equally scarce satellite orbital slots to member states, which in turn make decisions about their use for radio and other services. The U.S. private sector is actively engaged in the ITU Development, Standardization, and Radiocommunication Sectors. The standardization activities of the ITU are indispensable to U.S. governmental and commercial interests in ensuring worldwide compatibility and interoperability of global networks.

ITU also appointed an American, Doreen Bogdan, as the first woman D-2 (a senior-level executive position) as well as the first U.S. D-2 in the ITU.

UN Educational, Scientific, and Cultural Organization

The United Nations Educational, Scientific, and Cultural Organization (UNESCO) was established in 1945 with the primary objective of contributing to peace and security worldwide. Since rejoining UNESCO on October 1, 2003, the United States continues to promote U.S. priorities at UNESCO in each of its five sectors: Education, Culture, Communication and Information, Natural Sciences, and Social and Human Sciences. By promoting collaboration among nations, UNESCO strives to further universal respect for justice, the rule of law, human rights, and fundamental freedoms. Priority programs foster and defend the free flow of ideas and open access to education for all, build understanding of democratic principles and practice, promote scientific knowledge, and protect the cultural and natural heritage of humankind. UNESCO, with a Secretariat headquartered in Paris, has 193

member states and has been led since 1999 by Director General Koichiro Matsuura (Japan). His term ends in 2009.

The General Conference, UNESCO's highest governing body, consists of all UNESCO member states. The General Conference meets every two years and has primary responsibility for approving the program and budget, the medium-term strategy, and for holding elections to UNESCO committees and organs.

The Executive Board, one of UNESCO's governing bodies, consists of 58 member states with four-year terms of office. It examines the program of work and corresponding budget proposals and ensures the effective and rational execution of the program by the Director General. A U.S. Delegation participated in the semiannual board session in Paris in April and September.

In 2008 UNESCO continued its global leadership role in the Education for All initiative, with a focus on equity and teachers. The UNESCO Institute for Education hosted the 48th session of the International Conference on Education with the theme: "Inclusive Education – The Way of the Future." The United States served on the drafting committee for the meeting. UNESCO co-hosted regional literacy conferences in Azerbaijan and Mexico, and prepared a mid-decade review of the UN Literacy Decade for the 63rd UN General Assembly.

In 2008 the United States nominated two U.S. sites to the World Heritage List, the first such nominations since 1995. The two sites – Mount Vernon in Virginia and the Papahānaumokuākea Marine National Monument in Hawaii – will be considered for inscription by the World Heritage Committee in 2010. The World Heritage List comprises places and properties considered to have outstanding value – be it cultural, natural, or "mixed" – to humankind. The current list features 878 sites, including 20 in the United States.

The United States participated in several successes in the Social and Human Sciences sector in 2008. In June the United States sent a delegation to a UNESCO conference, co-hosted with the Kingdom of Bahrain, titled "Youth @ the Crossroads – A Future Without Violent Radicalization." The United States provided nearly \$405,000 in extra-budgetary funds (given in September 2007) to support the conference. Over 100 specialists and young people from all over the world met in Manama, Bahrain, to look at ways of dissuading youth from engaging in violent, radical behavior. On August 4, President George Bush signed the instrument of ratification of UNESCO's International Convention against Doping in Sport, following its approval in July by the U.S. Senate. The convention has been ratified by 100 countries.

In 2008 the United States had several notable successes in the area of Natural Science. The United States, in conjunction with other member states on the Intergovernmental Oceanographic Committee (IOC), developed a Research Priority Report on "The Ocean in a High CO₂ World" that further reinforced the global urgency to address ocean acidification as an element of climate change. In addition, the IOC completed the first phase of the UN Regular Process for Global Reporting and Assessment of the State of the

Marine Environment. This provided a new global understanding of the state of the biophysical, social, and economic relationships and enabled better projection of ocean trends and their impact on society. In freshwater science, the U.S. International Center for Integrated Water Resources Management (ICIWaRM) collaborated with Peru, Argentina, and Chile to develop the Drought Atlas for the Northwest Region of South America; ICIWaRM also trained scientists in several African countries on advanced surface and groundwater management. UNESCO's International Hydrological Program (IHP) worked in collaboration with the University of California, Irvine (UCI) to host an international water meeting that focused on International Water Scarcity; it was the first international water meeting in the United States in over 20 years. The IHP also worked with the Center for Hydrometeorology and Remote Sensing (CHRS) at UCI to complete the mission of facilitating global access to very-high-resolution satellite precipitation products (e.g., G-WADI GeoServer) to provide hydrologists and flood forecasters worldwide with the ability to find and download data for their domain. These and other revisions have resulted in increased utilization of the server, especially by developing countries.

Since 1986 the United States has regularly made voluntary contributions to UNESCO. The 2008 contribution totaled \$991,900 and was used to support UNESCO-related international educational, scientific, cultural, and communications activities considered to be in the U.S. national interest. The UNESCO regular budget for 2008 was approximately \$315 million; the

U.S. assessment was approximately \$75 million. There were 731 UNESCO positions subject to geographic distribution.

UN Scientific Committee on the Effects of Atomic Radiation

The UN General Assembly established the UN Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) in 1955 to provide continuous review and evaluation of the effects of ionizing radiation on humans and their environment. Governments and international organizations around the world rely on UNSCEAR evaluations for estimating radiological risk, establishing protection and safety standards, regulating radioactive materials, informing policy decisions, and targeting international assistance programs. UNSCEAR's work is of significant interest to many U.S. agencies, including the Nuclear Regulatory Commission, the Environmental Protection Agency, and the Departments of State, Health and Human Services, and Energy.

UNSCEAR is an independent UN advisory body and reports its findings directly to the UN General Assembly. The UN Environment Program (UNEP) provides administrative support for UNSCEAR, and funding for the UNSCEAR Secretariat and operations are included in the UNEP program and budget. Communication and coordination between UNSCEAR and UNEP have greatly improved in recent years, and the United States continues to

encourage cooperation between UNEP and the UNSCEAR Secretariat to maintain recent improvements in UNSCEAR administration.

The 56th session met in Vienna July 10-18. The U.S. Delegation, led by Dr. Fred Mettler of the New Mexico Veterans Administration Health Care System, included seven other advisers from academia, the private sector, and the U.S. Government. The Scientific Committee finalized and approved for publication documents on radiation exposures of the public and workers, accidental exposures to radiation, exposures resulting from medical uses of radiation, effects of ionizing radiation on non-human biota, radiation health effects due to the Chernobyl accident, and a summary report on the sources and effects of radiation exposure. A 2008 Scientific Report of the Committee with comprehensive annexes is expected to be published in 2009. The Secretariat of UNSCEAR continued its efforts to raise awareness of the work and relevance of UNSCEAR outside of the traditional scientific community. UNSCEAR products are publicly accessible on its Web site. In light of U.S. and international efforts to prevent, manage, and mitigate radiological incidents, and considering the burgeoning interest in nuclear energy, the United States has supported UNSCEAR's operation as an effective, credible, and independent scientific body whose findings are widely disseminated.

Universal Postal Union

The Universal Postal Union (UPU), with headquarters in Bern, Switzerland, facilitates efficient operation of postal services across national borders and serves as a forum for regulatory and customer issues related to postal and express delivery markets. The United States joined the UPU at its founding in 1874. The UPU has since grown to include 191 member countries. In recent years the United States has successfully encouraged the UPU to promote measurement of the service performance of individual postal administrations and of innovative voluntary organizations known as "cooperatives" that have brought to the UPU corporate-like structures featuring weighted voting, targeted business plans, and boards whose directors are elected *ad personam*.

In the summer of 2008, the UPU held its quadrennial plenipotentiary Congress in Geneva, where 179 member countries convened to examine and take decisions on more than 300 individual proposals. The Congress elected the members of the Council of Administration (CA) and Postal Operations Council (POC), set the ceilings for its 2009-2012 biennial budgets, and adopted its quadrennial strategic plan – dubbed the "Nairobi Postal Strategy." The Congress also took important decisions regarding terminal dues (payments between postal administrations for the delivery of international mail), country classification, quality-of-service measurement, and a wide range of technical postal issues.

The United States was handily elected to both the CA and POC, gaining the fifth-highest number of votes in both elections. The Congress greatly simplified the structures of the CA and POC. Within the CA the United States was elected Vice-Chair of the Finance and Administration Committee

and retained chairmanships of the Postal Security Group and Standards Board in the POC. The United States also continued to serve in key positions in the Telematics Cooperative, the Express Mail Service (EMS) Cooperative, and the Quality of Service Fund Board of Trustees. The Congress designated Kenya as Chair of the CA and elected Greece as POC Chair. Both Edouard Dayan of France and Huang Guozhong of China were reelected as Director General and Deputy Director General of the UPU International Bureau.

A proposal originating within the International Bureau to amend the UPU mission statement in the preamble to the UPU Constitution failed to gain the two-thirds majority of member countries required for changes. The proposal would have added responsibilities for “fostering trade and promoting social and economic development” to the UPU mission. The United States expressed strong opposition to the proposal which appeared just months before the Congress, thereby circumventing a necessary, rigorous process of consultation among member countries for decisions of this magnitude. A compromise proposal by the United States to study the mission statement over the 2009-2012 period was subsequently adopted by the Congress. In a related decision, the Congress approved a U.S. proposal to clarify the UPU’s observer status in WTO deliberations, specifying that the UPU would not seek compatibility between UPU and World Trade Organization (WTO) decisions (for example, concerning terminal dues and most-favored-nation principles) but rather provide information to its members about WTO decisions.

The Congress approved a new system for classifying the 215 postal administrations covered by the UPU Convention into five categories based on postal-specific economic indicators. To Group 1 belong the industrialized countries, while the least developed countries occupy Group 5. In addition to terminal dues rates, the classifications determine not only payments into the UPU Quality of Service Fund but also the dates on which pay-for-performance and quality-of-service measurements shall apply to terminal dues payments received by individual postal operators.

Further anchoring the link between actual costs and terminal dues rates, the Congress adopted provisions that set out a coherent program for moving middle-income countries on a planned calendar to the “target” terminal dues system. Under this system, terminal dues rates received by the destination administration are calculated on the basis of domestic postage rates.

The Congress endorsed the creation of the Global Monitoring System in which radio-frequency-identification (RFID) technology is employed to measure the performance of destination operators in delivering inbound international mail, and set out plans to deploy the equipment and measurement operations in a number of middle-income countries. This system complements a similar measurement effort already in operation in industrialized countries.

Other important decisions taken by the Congress included: an ambitious plan to promote the transmission of computerized data on individual postal items for customs purposes; approval of an entirely redrafted Postal Payment Services Agreement; endorsement of the mainly private-sector

Consultative Committee; and confirmation of decisions taken by the 2004 Bucharest Congress on extra-territorial offices of exchange. The Congress also instructed the CA to continue to work on possible further reform of the UPU, to study the governance and financial issues associated with the UPU's extrabudgetary cooperatives, and to promote exchange of best practices among postal regulators.

The POC and CA met in Bern in October-November. The POC examined over 200 proposals submitted to the Congress to amend the Letter Post and Parcel Postal Regulations, while the CA approved the 2009-2010 UPU budget, adopted the CA organizational structure, and approved a U.S. proposal to study the possible creation of an audit committee and a group to oversee human resources issues. The 2009-2010 budget grew by 2.59 percent over the previous biennial budget.

The Geneva Congress adopted ceilings for its biennial budgets of 2009-2010 and 2011-2012. The former held the ceiling at zero nominal growth: that is, 74 million Swiss Francs; the latter showed an increase in the ceiling of 0.5 percent (74.4 million Swiss Francs).

Member country contributions to the UPU are determined according to "contribution units" that each country volunteers to pay. The United States subscribes to 50 contribution units, which amounts to approximately 5.7 percent of the UPU budget. The cost to the United States was approximately \$1.8 million in 2008. In addition the U.S. Postal Service made extra-budgetary contributions to the UPU in 2008 amounting to \$443,000 including the salary of a postal security consultant seconded to the UPU staff.

The UPU staff, operating under the regular budget, is comprised of 65 professionals.

World Intellectual Property Organization

The World Intellectual Property Organization (WIPO) promotes the protection of intellectual property rights throughout the world through cooperation among member states. In particular WIPO provides systems for registering and protecting patents, trademarks, and industrial designs internationally. These systems open markets, encourage international investment, and preserve economic benefits for originators of intellectual property.

Established by the WIPO Convention in 1967, it became a specialized agency of the United Nations in 1974. WIPO is headquartered in Geneva, Switzerland, and operates several offices around the world, including in New York, Washington, D.C., and Brussels, Belgium. There are 184 states parties to the WIPO Convention. The United States is currently a Party to 14 WIPO treaties. Fees for services generate more than 90 percent of WIPO's revenue, and fees paid by U.S. nationals comprise approximately 40 percent of WIPO's fee revenue. Thousands of U.S. patent and trademark filers depend on WIPO-administered systems for patent and trademark protection around the world.

In addition to its convention WIPO administers 24 treaties that deal with the legal and administrative aspects of intellectual property, including

patents, copyrights, and trademarks. The two principal treaties are the Paris and Berne Conventions (with, in 2008, 173 and 164 states parties, respectively). WIPO also administers numerous multilateral “unions” (treaty-administering organs). WIPO provides training and workforce development projects that reinforce international protection of intellectual property rights through legal and judicial reforms in countries around the world. WIPO also provides dispute resolution services that offer litigants an alternative to costly court proceedings.

During 2008 WIPO administered 42,075 applications for trademark protection under the Madrid System, a 5.3 percent increase over 2007. U.S. businesses filed 3,684 applications, the third largest number after Germany and France. WIPO also administered nearly 164,000 applications for patent protection under the Patent Cooperation Treaty System in 2008, a 2.4 percent increase over 2007. U.S. inventors filed 53,521 applications, by far the largest number for any country.

The General Assemblies of WIPO Unions were held in Geneva September 22-30. The WIPO General Assembly (GA), of which the United States is a member, addressed many important ongoing issues facing the organization, including: efforts to strengthen accountability and oversight within the organization; establishment of a constructive framework to assess further integration of a development dimension into WIPO’s work; and the need to improve WIPO’s services for users, including discussion of a reduction in Patent Cooperation Treaty (PCT) fees.

During the 2008 Assemblies a crisis of leadership at WIPO that had severely impaired its ability to function well was resolved when Dr. Francis Gurry of Australia was elected Director General by acclamation. Dr. Gurry is a recognized authority in the field of intellectual property and had previously served in senior WIPO management positions, including as its chief legal officer. The United States has worked very hard with other countries to restore accountability and transparency to the organization, including through the election of a well qualified Director General.

Despite earlier efforts to curtail the previous Director General’s ability to make personnel promotions and to fill positions through direct recruitment, high-level promotions continued. A 2007 desk-to-desk audit identified substantial redundancy within the WIPO Secretariat and recommended that a number of positions should be downsized and the role of certain staff clarified. During 2008 the Secretariat and new Director General worked to develop a road map, as requested by the 2007 Assembly, for implementation of the audit’s recommendations. Several initiatives, particularly in the area of staff and human resource issues, remained outstanding.

The approval by member states of a revised WIPO Program and Budget in December marked the start of a comprehensive program of strategic change in the direction and work of WIPO as led by the new Director General. The new approach aims to realign WIPO’s programs, resources, and structures with a new set of strategic goals. The idea is to enable the organization to

respond more effectively to the rapidly evolving technological, cultural, and geo-economic environment. The new program and budget includes goals that focus on: building respect for intellectual property; developing global intellectual property infrastructure; responsive communication; becoming the world reference source for intellectual property information; and addressing intellectual property in relation to global policy challenges such as climate change, public health, and food security. These are in addition to goals that have been the focus of WIPO for years, such as a balanced evolution of the international normative framework for intellectual property, facilitating the use of intellectual property for development, and provision of premier global intellectual property services. At the same time the budget maintains tight fiscal discipline and includes initiatives to eliminate duplication, cut costs, and increase efficiencies. “Delivering value for money will be central to our organizational culture,” Director General Gurry declared to WIPO’s member states. The United States supports his efforts to reform WIPO and bring in a new era of good governance, accountability, and transparency.

New WIPO financial rules and regulations entered into force on January 1, 2008, in accordance with actions of the 2007 assembly, which also approved, in principle, WIPO’s adoption by 2010 of the International Public Sector Accounting Standards.

The Intergovernmental Committee on Intellectual Property and Genetic Resources, Traditional Knowledge and Folklore, of which the United States is an active member, continued its work under a mandate extended through 2009.

Following three years of discussions on proposals related to a “WIPO Development Agenda,” the 2007 General Assembly established WIPO’s Committee on Development and Intellectual Property (CDIP). During 2008 CDIP began the process of implementing 45 discrete recommendations approved by the 2007 assembly to improve WIPO’s development work related to intellectual property. These proposals are aimed at assisting and encouraging developing countries to take advantage of the intellectual property protection system to foster innovation and economic development in their countries.

In the area of management reform a U.S. initiative resulted in agreement in 2008 to reduce fees paid by applicants under the Patent Cooperation Treaty by five percent. Also in 2008, as noted above, WIPO members elected a new Director General who is publicly committed to reforming the management and culture of WIPO, including implementing recommendations from an external evaluation of the structure and staffing of the WIPO Secretariat.

World Meteorological Organization

The World Meteorological Organization (WMO) facilitates free and unrestricted exchange of weather- and climate-related data, products, and services in real- or near-real time among members, thus contributing to the protection of life and property from severe weather and also enhancing

economic interests of members, particularly in the agricultural, aviation, shipping, energy, and defense sectors. WMO also sponsors capacity-building initiatives that improve both meteorological data collection and forecasting capacities around the world, thus enhancing the accuracy and timely delivery of weather-related services on a global scale.

The WMO membership includes 182 states and six member territories, all of which maintain their own meteorological services and collect meteorological and hydrological data within their domain. The WMO governing structure includes a quadrennial Congress comprised of member states and territories which establishes the budget and overall priorities for the organization, and an annual Executive Council, which oversees administration of the budget and addresses technical and policy issues. The WMO Executive Council is comprised of 37 Permanent Representatives, typically heads of weather services, serving in their personal capacities. The Geneva-based secretariat is led by WMO Secretary-General Michel Jarraud (France), who was elected for a second four-year term in 2007. U.S. Permanent Representative to the WMO John Hayes was re-elected to the Executive Council in 2007 for a four-year term.

In 2008, Hayes participated in the 60th session of the WMO Executive Council (EC-LX), as well as continued participation in the numerous technical and expert-level meetings. Significant issues addressed by EC-LX included: strengthening the WMO Information System and integration of WMO Observing Systems to improve meteorological service quality and business efficiency; defining the parameters of WMO's role in the UN response to climate change; giving greater focus to preparations for a World Climate Conference (WCC-3) to be held in 2009; clarifying qualifications for aeronautical meteorological forecasters; and allocation of the budget surplus in accordance with guidance provided by the WMO Congress. As a result of efforts by the United States, EC-LX also adopted decisions on transparency and management issues, including the participation of representatives from WMO member states and territories as observers in Executive Council sessions and relevant working groups that worked toward increasing accountability within the WMO.

In 2008 the U.S. Permanent Representative to the WMO continued his participation in the WMO Audit Committee and successfully pushed for increased financial accountability and transparency within WMO. The WMO External Auditors provided a clean audit report and complimented the WMO Secretariat's efforts to tighten internal controls.

Throughout 2008 WMO continued to facilitate meteorological data collection and exchange through the World Weather Watch program and the Global Climate Observing System. These programs provide essential data that enable WMO members to provide weather-related forecasts and services of better quality and at lower cost than would be possible if each member acted alone. WMO continued to upgrade the Global Telecommunications Service, which serves as the communications backbone for the exchange of weather data, forecasts, and warnings, including tsunami and hurricane alerts. WMO

also supported education, training, and technical cooperation programs aimed at enhancing the capacity of countries to provide weather forecasts for their own populations and to contribute to global data collection and forecasting efforts.

The United States was active in helping to focus WMO's disaster-risk reduction work, which provides government authorities and the natural disaster risk-management community with access to critical scientific and technical data. The United States chaired the WMO working group responsible for directing WMO's disaster risk-reduction program and initiating a series of pilot projects designed to reduce risk from natural disasters by improving multi-hazard early warning systems.

In addition to supporting WMO programs through assessed dues, the United States is the largest donor to the WMO Voluntary Cooperation Program (VCP). Through this program the United States supported the development of improved flash-flood prediction and hurricane warning guidance, natural disaster prediction and preparedness initiatives, and training for national weather service staff around the world. This work benefits the United States by improving the quality of weather, water, and climate-related data needed to generate weather forecasts and severe storm warnings and by greatly enhancing U.S. influence within the WMO.

The Geneva-based Secretariat had 142 professional staff as of the end of 2008.