

Specialized Agencies and Other Bodies

Food and Agriculture Organization (FAO)

The Food and Agriculture Organization (FAO), established in 1945, is a UN specialized agency that provides global data and expertise on agriculture and nutrition, fisheries, forestry, and other food and agriculture-related issues. FAO is the UN system's largest autonomous agency, with headquarters in Rome, and 78 country offices and 15 regional, sub-regional, and liaison offices, including one located in Washington, D.C.

Jacques Diouf (Senegal), Director-General of FAO, is serving his second six-year term. FAO's highest policy-making body, the biennial General Conference, comprises all 187 FAO member countries plus the European Commission. The General 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 General 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 (CCLM) Committees. Through December 2005, the United States holds the North American seat on the Finance and Joint Staff Pension Committees; Canada holds the North American seat on the CCLM and Program Committees.

In 2004, the United States continued to stress more efficient use of scarce resources and greater program effectiveness; support for FAO's normative work; improvement of emergency needs assessments and response capabilities; and continued pressure on the organization to work proactively to hire and retain more staff from traditionally underrepresented countries. At its 127th session in November, the FAO Council agreed by consensus to launch an independent external evaluation of FAO aimed at strengthening and improving the organization, a key U.S. priority. The Council established an Inter-Sessional Working Group (ISWG), involving countries from all geographic regions, to formulate proposals for the scope, conduct, and institutional arrangements for the evaluation. The ISWG will present its recommendations to the FAO Council in 2005, assessing FAO's strengths and weaknesses, and establishing a baseline upon which member states would be able to establish priorities.

In 2004, in response to the outbreak of avian influenza, FAO provided emergency assistance to help affected countries step up their disease control and surveillance programs. FAO also collaborated with the World Health Organization and the World Organization for Animal Health in preparing recommendations on the prevention, control, and eradication of avian influenza. Following the tsunami in south and southeast Asia in

December, FAO deployed international and regional fisheries and agricultural experts to work with governments to provide immediate assistance, including in salinity contamination, boat and net repair, and reconstructions of food processing facilities. At the start of the locust plague in the Sahel (a semi-arid area south of the Sahara Desert), FAO was at first slow to mobilize resources and coordinate a response. The United States, in coordination with FAO and the locust-affected countries, developed a three-step approach—crop and pasture protection, swarm reduction, and capacity strengthening. The United States also provided financial, technical, and logistic support to FAO for locust control.

FAO fulfills an important function in providing comprehensive data for all agricultural commodities, forestry and fishery products, and related ecosystems. FAO “State of the World” compilations on food and agriculture, forests, fisheries and aquaculture, and food security represent the latest analyses on major areas within FAO’s competence. In 2004, FAO’s report on the State of Food and Agriculture (entitled “Agricultural Biotechnology: Meeting the Needs of the Poor?”) highlighted the potential for agricultural biotechnology to address world hunger, a view long-held by the U.S. Government.

The United States participated in the Inter-Governmental Working Group for the “Elaboration of Voluntary Guidelines to Support Member States’ Efforts to Achieve the Progressive Realization of the Right to Adequate Food in the Context of National Food Security.” The Working Group, which was established as a result of the 2002 World Food Summit: “Five Years Later,” completed its work in September 2004. During the negotiating process, the United States served as the North American member of the “Bureau,” which assisted the Chair in decisions involving the guidelines’ text and the negotiating process. In the negotiations, the United States ensured that the guidelines established a link between good governance and food security and were consistent with U.S. views on the distinction between political and civil rights (which should be immediately realizable) and economic rights (which do not create specific legal entitlements and require economic growth to be achieved). In joining consensus on the adoption of the voluntary guidelines, the United States submitted a written statement for the record, which reiterated U.S. views on the text of the guidelines and on economic, social, and cultural rights.

The International Treaty on Plant Genetic Resources for Food and Agriculture entered into force in June 2004. It established a transparent system to facilitate access to plant genetic resources and to share the benefits. The United States signed but did not ratify the treaty. Negotiations were underway on a “material transfer agreement” that set terms for access and benefit sharing.

In November 2004, FAO and the U.S. Peace Corps signed an agreement to strengthen collaboration in their efforts to help improve the conditions of rural populations around the world. The agreement would also

enhance prospects for Peace Corps volunteers to take up professional positions at FAO.

FAO is funded through contributions of its members, based on the UN regular assessment scale, and from extra-budgetary activities carried out with other international organizations, financial institutions, and bilateral donors. The 32nd Conference, which met in November 2003, adopted by consensus a \$749 million program of work and budget for the 2004–2005 biennium. It also adopted a “split assessment” mechanism that henceforth assesses contributions partly in dollars and partly in euros. The U.S. annual assessment of 22 percent (paid partly in dollars and partly in euros) was \$89.7 million in 2004.

In 2004, the United States also provided \$50,000 in voluntary contributions to FAO for an expert group meeting on the material transfer agreement or for other events associated with the International Treaty on Plant Genetic Resources for Food and Agriculture.

At the end of 2004, FAO employed 3,811 staff from all funding sources; and had 1,127 staff in posts subject to geographic distribution, of which 147, or about 13 percent, were American citizens. Both the number and percentage of Americans in posts subject to geographic distribution have improved slightly but consistently since 2002. In 2004, U.S. citizens held the two senior positions of Deputy Director-General and Assistant Director-General.

International Atomic Energy Agency (IAEA)

The International Atomic Energy Agency (IAEA), established in 1957, serves core U.S. interests in nuclear non-proliferation, safety, counterterrorism, and national security by implementing international nuclear safeguards, promoting physical protection of nuclear and radiological material, and promoting nuclear safety. In 2004, IAEA membership rose to 138 countries with the addition of Mauritania. 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 meets in Vienna five times, in March, June, twice in September, and November. The General Conference, attended by all members in September, carries out 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. He was elected to a second four-year term at the General Conference in September 2001 and indicated that he was available for a third term in 2005.

In conjunction with U.S. leadership on safeguards development, the United States has worked steadily to prepare for ratification and entry into force of the U.S. Additional Protocol. A central goal of President Bush’s nuclear non-proliferation policy, as he stated in his nonproliferation speech to the National Defense University on February 11, 2004, is the universal

adoption of the Model Additional Protocol (AP). This Model Protocol was approved by the IAEA in 1997 and provides for stronger safeguards provisions. Although all five nuclear weapons states have signed APs, and the United Kingdom and France are implementing their protocols, only the United States accepted the full text of the Additional Protocol, adding on a National Security Exclusion. In 2002, President Bush sent the AP to the Senate for its advice and consent to ratification, which the Senate provided on March 31, 2004. Congress must now adopt implementing legislation for certain provisions before its entry into force.

As the number of states acceding to IAEA safeguards has increased, the number and complexity of nuclear facilities subject to safeguards have also grown. Most states abide by their commitments to the IAEA and the Nuclear Non-Proliferation Treaty (NPT), but the IAEA safeguards system must also deal with those few who do not. Iraq, North Korea (DPRK), Iran, and Libya were named as violating their IAEA safeguards obligations and conducting clandestine nuclear fuel cycle activities.

Iraq

In June, the U.S. Departments of Energy and Defense completed a joint operation to secure and remove from Iraq radiological and nuclear materials that could potentially be used in a radiological dispersal device or diverted to support a nuclear weapons program. In this operation, 1.77 metric tons of low-enriched uranium and about 1,000 radiological sources were removed from the country. The IAEA conducted an annual physical inventory verification of remaining nuclear material at Tuwaitha under Iraq's safeguards agreement in July and in his semi-annual report to the UN Security Council in October, the IAEA Director-General noted that the Iraqi Interim Government requested IAEA assistance in the sale of the remaining nuclear material at Tuwaitha, with the exception of a small quantity to be retained for research purposes.

North Korea

Since North Korea expelled IAEA inspectors in December 2002 and announced its withdrawal from the 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. The last round of Six-Party Talks in 2004 was held in June. Meanwhile, the IAEA continued to press DPRK for compliance with its safeguards agreement, and to prepare for inspections to support any diplomatic solution that might be achieved.

Iran

In Iran, the IAEA continued its extensive investigation in response to public revelations in 2002 about clandestine Iranian nuclear activities. Dr. ElBaradei issued a fourth report on Iran on February 2004, which documented Iran's failure to declare its possession of advanced P-2 centrifuge designs and

to clarify the purpose of its experiments to produce polonium-210. In March, the IAEA Board adopted a resolution deploring Iran's failure to declare these P-2 centrifuge designs and associate research and repeated calls for Iran to take all necessary steps to resolve outstanding issues. The Board deferred consideration of these and other failures until its June meeting and called on the IAEA to continue its investigation and verification work in Iran.

Dr. ElBaradei's fifth report on Iran, issued in June, identified a number of instances where the IAEA caught Iran in further deception about its past activities and underscored in detail Iran's ongoing lack of adherence to its own pledge to suspend all enrichment-related activity. In response, the IAEA Board adopted a resolution deploring Iran's insufficient cooperation and again calling on Iran to fully suspend all enrichment-related and reprocessing activities, ratify the Additional Protocol, and cooperate fully with the IAEA. Iran announced the following week that it would abandon its past pledges to the Governments of the United Kingdom, France, and Germany (the EU3) not to manufacture centrifuge parts or to assemble or test centrifuges. Despite repeated EU3 calls on Iran to recommit to such a suspension, Iran refused to do so.

Dr. ElBaradei issued his sixth report on Iran's nuclear program in September. That report confirmed that Iran had not resolved a number of issues concerning its nuclear program that had been raised in earlier IAEA reports. The September report confirmed that Iran abandoned the pledge it made to the EU3 to suspend all enrichment-related activities, a pledge the IAEA further confirmed Iran never fully implemented. The report made clear that while Iran's cooperation with the IAEA was improving, it was neither full nor proactive. Later that month, the IAEA Board adopted a resolution calling on Iran to cooperate fully with the IAEA to ratify the Additional Protocol, and to suspend fully and immediately all enrichment-related and reprocessing activity. The Board also requested that Dr. ElBaradei verify those steps before the November Board meeting.

In November, Iran signed an agreement with the EU3 committing Iran to sustain a full suspension of all enrichment-related and reprocessing activities to be verified by the IAEA, and to provide full cooperation to the IAEA. That agreement also launched negotiations between Iran and the EU3 on "mutually acceptable long-term arrangements" regarding Iran's nuclear program, calling on Iran to provide "objective guarantees that Iran's nuclear program is exclusively for peaceful purposes." In exchange, the EU3 agreed to provide Iran with "firm guarantees on nuclear, technological, and economic cooperation and firm commitments on security issues."

Immediately following signing of the EU3-Iran agreement, Dr. ElBaradei provided to the Board his seventh report on Iran, which summarized the previous six reports; included a list of Iran's past safeguards breaches and failures; and provided new findings regarding Iran's failure to respond to outstanding IAEA requests for information and Iran's failure to address IAEA concerns with Iran's claims concerning its past experiments.

In a November resolution, the IAEA Board of Governors welcomed the EU3-Iran agreement and called on Iran to sustain fully its suspension commitments. The resolution also called on the IAEA to continue its investigations into Iran's nuclear activities, called on Iran to cooperate fully with the IAEA, and requested the Director-General report to the Board as appropriate on his findings.

Libya

In contrast, in the fall of 2003, Libya voluntarily disclosed an active nuclear weapons program in violation of its nuclear nonproliferation obligations. In December 2003, Libya announced its intention to eliminate its nuclear weapons program and abide by the NPT and its IAEA safeguards agreement, and agreed to act as if the Additional Protocol were in force. The IAEA determined to begin more comprehensive verification work in January 2004. During these inspections, Libyan officials informed the IAEA that since 1980 Libya had failed to declare the import of uranium and uranium compounds, uranium conversion activities, uranium enrichment activities, irradiation and reprocessing experiments, and nuclear weapon design documentation.

Libya also provided the IAEA with information on its past nuclear cooperation with other countries, as well as information on some of its sources of sensitive nuclear technology. Accordingly, the IAEA, in concert with its member states, undertook to investigate the supply routes and the sources of sensitive nuclear technology and related equipment and materials. In a March 2004 resolution, the Board of Governors found that Libya's past failures to meet the Safeguards Agreement constituted non-compliance and requested that the Director-General report the matter to the UN Security Council for informational purposes only while simultaneously noting and commending the full cooperation of Libya since beginning verification activities. By September, the IAEA assessed that aspects of Libya's nuclear program had been declared consistently and completely. The IAEA continued its verification work in Libya and will do so for the foreseeable future.

The United States believes it is important that all NPT non-nuclear weapon states adopt the stronger safeguards provisions included in the Additional Protocol. At the end of December, 90 states had signed the Additional Protocol, and 62 had ratified and brought it into force. During the year, the United States held the Presidency of the G-8 (comprised of Canada, France, Germany, Italy, Japan, Russia, the United Kingdom, and the United States) and led a G-8 diplomatic effort to encourage all states that had not yet done so to sign and ratify safeguards agreements and Additional Protocols.

The United States continued to work closely with the IAEA and other IAEA member states to support the continued evolution of a technically sound and effective safeguards system, to improve the effectiveness of the IAEA in identifying violators of safeguards commitments, and to ensure that the IAEA had the financial and human resources needed to accomplish these goals. In

2004, two reviews of safeguards were undertaken which pointed toward the development of a more flexible safeguards system, which could focus Agency resources more effectively in areas of concern.

The IAEA continued to provide guidance, technical support, and training programs in the prevention of nuclear terrorism in 2004. The United States was a primary supporter of the IAEA training programs in physical protection and nuclear security, having developed the training curricula and presented the courses and workshops on behalf of the Agency in many countries, including Armenia, the Czech Republic, and South Africa.

Under the IAEA's Nuclear Security Action Plan, the Agency accelerated its activities to prevent, detect, and respond to illicit activities involving nuclear and other radiological materials and facilities. As of December 31, 26 member states and one nongovernmental organization had pledged \$37 million to the Nuclear Security Action Plan. The United States pledged nearly two-thirds of this total, and encouraged member states to recognize that all nations face the threat of nuclear terrorism and would benefit from the assistance provided by the Agency.

With U.S. encouragement, the IAEA began to develop Integrated Nuclear Security Support Plans with individual states. These plans will provide an important tool for improved coordination with bilateral donor state programs; seven were prepared in 2004.

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. In 2004, the IAEA, supported by experts from member states, conducted INSServ missions to Argentina, Colombia, Malaysia, Nigeria, Tunisia, Uruguay, Venezuela, and Yemen. The United States participated in the missions to Nigeria and Venezuela to help increase protection of research reactors and radiological sources and recommend improvement in the control of radioactive material seized by law enforcement authorities.

The IAEA Board of Governors made substantial strides in the security of radioactive sources when it approved the revised Code of Conduct on the Safety and Security of Radioactive Sources in September 2003, and supplemental Guidance on the Export and Import of Radioactive Sources in September 2004. The United States continued its longstanding support of the IAEA's Model Project, which promoted the development of domestic infrastructures for the long-term management of radioactive sources and efforts through the Nuclear Security Action Plan to consolidate and protect vulnerable and orphan sources. In May, U.S. Secretary of Energy Spencer Abraham announced an ambitious new 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. Working with the IAEA, the GTRI intends to accelerate removal of high-risk, vulnerable nuclear

materials around the world, speed up the global conversion of research reactor fuel from high enriched uranium to low enriched uranium, accelerate the securing or removal of vulnerable radiological materials worldwide, and address security “gaps” for nuclear and radiological material not yet covered by existing threat reduction programs.

In a joint U.S.-IAEA initiative, in September a security element was added to assessments of the abilities of states’ regulatory authorities to manage their radioactive sources. This new Radioactive Source Safety and Security Infrastructure Appraisal was used in several prototype efforts in which U.S. personnel participated. This appraisal reflects the need to assist states to ensure their radioactive sources are not only being used safely, but are also secure.

The United States also continued to play a key role in the effort to amend the Convention on the Physical Protection of Nuclear Material. This amendment would expand the Convention’s scope to address the physical protection of nuclear materials in domestic use, storage, and transport, and the protection of nuclear materials and facilities from sabotage. In May, Austria, with 24 cosponsors (including the United States) requested the IAEA to convene a conference of the parties to consider this proposal. The amendments will be considered at a Diplomatic Conference in 2005.

Finally, the IAEA continued its leadership role in strengthening international nuclear safety practices and standards. The IAEA Department of Nuclear Safety and Security formulates and implements the IAEA’s 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 2004, the United States allocated funds for priority nuclear safety-related projects. These projects included upgrading the Regulatory Authority Information System, which addresses states’ need for a radioactive source inventory management system, and the continued 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 the 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).

The IAEA remained active throughout 2004 in fostering international cooperation for the peaceful uses of nuclear technologies and worked “to accelerate and enlarge the contribution of atomic energy to peace, health, and prosperity throughout the world.” The IAEA implemented a broad program of technical cooperation with over 90 of its member states, which was designed to complement and promote the development objectives in recipient states, with particular attention to the least developed countries. The United States

continued to support use of the sterile insect technique (using radiation to sterilize male insects), including for tsetse fly eradication efforts, and the IAEA's new initiative on radiotherapy for cancer treatment.

The IAEA regular budget for 2004 was \$268.5 million, of which \$263 million was assessed to member states. The United States was assessed approximately 25.9 percent of this amount, about \$68.2 million. In addition, the United States remained the largest single contributor of voluntary support to the IAEA, contributing \$52.6 million to support the Technical Cooperation Fund, technical assistance to safeguards, cost-free experts, in-country technical projects, U.S.-hosted training courses and fellowships, as well as nuclear safety and security projects.

In recent years, the United States has been disappointed by the decline in U.S. representation in the IAEA Secretariat. In 2004, Americans held 86 of the 743 positions that are subject to its geographical distribution guidelines, or 11.6 percent.

International Civil Aviation Organization (ICAO)

Established in 1944 and designated a UN specialized technical agency in 1947, the International Civil Aviation Organization (ICAO) fosters the safe and orderly growth of international civil aviation. As of December 31, 2004, the air transport industry included nearly 900 scheduled air carriers worldwide operating about 21,500 aircraft. There were also about 22,000 business aircraft and many more owned by private pilots. Thus, the challenge of keeping the skies of the world safe and efficient is enormous. ICAO 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, based in Montreal, Canada, has 188 members. The United States has consistently been elected to the ICAO Council and was re-elected to a new three-year term at the 2004 ICAO triennial Assembly. Dr. Taïeb Chérif (Algeria) has been the Secretary-General since 2003. Dr. Assad Kotaite (Lebanon) continued as President of the Council of ICAO, a post he has held since 1976. The triennial ICAO Assembly was held from September 28 to October 8, 2004, with record attendance from 175 member states and 36 observer delegations.

Ensuring aviation safety and security remained the primary goal of the organization in 2004. The Assembly endorsed several initiatives designed to improve the integrity of the global aviation system. In the area of safety, these initiatives included expansion starting in 2005 of ICAO's successful Universal Safety Oversight Audit Program (USOAP) to all safety-related provisions of ICAO's standards. For increased transparency, ICAO planned to share full audit reports among member states. Launched in January 1999, USOAP consists of audits carried out by ICAO in all 188 member states to assess the level of compliance with ICAO's safety standards and to establish corrective measures. ICAO shifted its focus from developing new standards to

assisting in the implementation of existing ones, and from detailed technical specifications to performance-based standards. ICAO has especially accelerated the development of standards and guidance for its program to prevent Controlled Flight Into Terrain accidents, which are among the leading causes of aircraft accidents.

The 2004 Assembly requested that aviation security continue to be treated as a matter of highest priority. It recognized that terrorists can strike anywhere, at any time, when it adopted Resolution A35-1, “Acts of terrorism and destruction of Russian civil aircraft.” The Assembly also requested, with U.S. support, greater sharing among member states of the results of the ICAO Universal Security Audit Program (USAP) created to help identify and correct deficiencies in the implementation of security-related standards. In 2004, 44 states were audited. The Assembly called on member states to exercise strict and effective controls on the global movement and storage of man-portable defense systems while calling on member states to destroy existing units. Member states also were urged to keep fully up to date with the security provisions of the convention establishing ICAO and, if not yet signatories, to become parties to international conventions related to aviation security.

The 12th session of the Facilitation Division, held in Cairo in March, recommended (and the United States supported) that all member states issue machine-readable passports and incorporate biometrics for further strengthening the security aspects of Machine Readable Travel Documents (MRTDs), an initiative begun in 2003. The ICAO Council will review the recommendation with the intention of adopting it as a new standard in Annex 9 (Facilitation). ICAO also agreed to serve as the “supervisory authority” for the Public Key Directory that will be used by governments throughout the world to help authenticate the signatures of passport issuing authorities. This service will be fully funded by those governments that produce MRTDs.

Regarding environmental issues, the ICAO Council approved a recommendation, which the United States supported, made in early 2004 by the ICAO Committee on Aviation Environmental Protection for new oxides of nitrogen (NOx) standards to be 12 percent more stringent than the levels agreed to in 1999. Substantive guidance material was produced to assist states in the implementation of a “balanced approach” to noise management, comprising four principal elements: reduction of noise at the source; land use planning and management; noise abatement operational procedures; and operating restrictions on aircraft. While the Europeans wanted ICAO to permit governments to levy charges based on greenhouse gas emissions, which the United States opposed, the Council did not approve the proposal.

ICAO assessments are based on a country’s economic factors and relative importance in civil aviation, as measured by passenger/freight mileage flown, with a maximum assessment of 25 percent. Member assessments for the calendar year 2004 ICAO budget totaled \$54.5 million. The U.S. share in 2004 was \$13.6 million, or 25 percent of the assessed budget. In 2004, the

U.S. Government provided an additional \$1.2 million in voluntary financial contributions, of which a significant portion supports the USAP.

U.S. citizens continued to be under-represented at ICAO in 2004, with Americans occupying only 16 of 268 (6 percent) professional positions subject to geographic distribution. In addition, several U.S. experts worked on detail on the ICAO staff, including in the area of aviation security programs.

International Health Organizations

World Health Organization (WHO)

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 2004, WHO worked in close partnership with its 192 member states and two associate members, many intergovernmental agencies, 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 advisors and managers of technical cooperation programs.

During 2004, U.S. representatives participated in meetings of the World Health Assembly; the WHO Executive Board; Regional Committees for the Americas, the Western Pacific, Africa, and Europe; 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 the revision of the International Health Regulations; and the Program Coordinating Board of the Joint UN Program on HIV/AIDS, which is cosponsored by the WHO and 10 other agencies.

Dr. Jong-Wook Lee (South Korea) continued the second year of his five-year term as Director-General. Dr. Lee continued to focus on the priorities of achieving the health-related goals of the UN Millennium Declaration, decentralizing WHO’s work, renewing accountability and effectiveness at WHO, improving global disease surveillance and data management, tackling specific health issues and unmet challenges, and strengthening the WHO’s human resources.

WHO made some progress in 2004 galvanizing international support for its “3 by 5” initiative to treat 3 million people living with HIV/AIDS by the end of 2005, and reported that approximately 700,000 were on anti-retroviral therapy at the end of 2004. While this was far short of reaching the goal with only one year to go, WHO reported that there was accelerated momentum for major progress during 2005.

WHO had concluded negotiations in 2003 on a Framework Convention on Tobacco Control (FCTC), which the United States signed in May 2004. The outcome reflected U.S. desires in virtually all respects, with the exception of the size of the warning labels on tobacco packaging for which

new U.S. legislation would be required for ratification. In December 2004, the required 40 countries ratified the FCTC.

Negotiations began in 2004 on the Revision of the International Health Regulations (IHRs) with the first of three meetings of the Intergovernmental Working Group (IGWG) in November of 2004. The first IGWG made headway on many issues, including on how countries assess a potential public health emergency of international concern. Differences remained at the conclusion on issues of reporting and verification of disease outbreaks; use of nongovernment information sources; settlement of disputes; references to intentional release; relationship to other international organizations; resources for implementation; and how to ensure the IHRs are applied universally, including in Taiwan. The IGWG made substantial progress overall on the goal of finalizing new IHRs for adoption at the 2005 World Health Assembly.

The 2004 Assembly adopted a Global Strategy on Diet, Physical Activity, and Health, which addressed the major risk factors for the growing burden of non-communicable diseases that accounted for half of the global burden of disease and 60 percent of global deaths. The Global Strategy had been under development since 2002, and the United States took a lead early and throughout the discussions. The Assembly gave the topic much debate and intense negotiation. The United States worked to ensure WHO focused its efforts on the public health aspects of diet and nutrition rather than on trade aspects, and to place proposed dietary recommendations squarely in the purview of national governments.

The Assembly also considered a variety of substantive topics such as HIV/AIDS and scaling up treatment, polio eradication, road safety, and health; a U.S.-sponsored resolution on family and health; a WHO strategy for reproductive health; and genomics and world health. African countries, led by South Africa, raised the issue of “International Migration of Health Personnel,” which generated protracted negotiations. A consensus emerged after the cosponsors of the resolution dropped references to developing a treaty and calling for compensation to developing countries that lose health personnel through migration.

The 2004 World Health Assembly once again considered a proposal to insert on its agenda an item on granting observer status for Taiwan, put forward by several countries that had diplomatic relations with Taiwan. The bid to grant Taiwan observer status dominated the opening day of the Assembly, and for the first time since 1997 the issue was put to a vote in the Plenary. Almost 50 countries spoke in the Plenary either in favor of or against the issue, including U.S. Health and Human Services Secretary Tommy G. Thompson who noted U.S. support for granting Taiwan observer status. The vote resulted in rejection of the proposal, although with a small increase in support over the 1997 vote. Although there is no provision in the WHO Constitution or the Assembly’s Rules of Procedure regarding the conferring of observer status, it is understood that observers can only be admitted if a

majority of the members present and voting at the Assembly approve the proposal.

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 once again extremely unbalanced in its harsh condemnation of Israel, though it did reflect some improvement over the resolution adopted in 2003. Ireland, on behalf of the European Union member states, met with the Palestinian observer delegation to try to amend the draft to make it more balanced, but the Palestinian negotiators ultimately accepted only minor changes. The United States called for a roll-call vote on the resolution, which was adopted, with the United States voting against it, and a large number of abstentions and absences. The United States said the resolution did not advance the health of the Palestinian people but interjected political issues into the debate of the Assembly, and such issues were unambiguously outside its mandate.

On financial matters, the World Health Assembly agreed to apply the new UN scale of assessments starting in 2005, and requested WHO to develop new guidelines to help determine regular budget allocations to the WHO regions and headquarters starting in the 2006–2007 biennium.

In 2004, the United States provided \$96.1 million (22 percent) to the WHO regular assessed budget, as well as approximately \$100 million in voluntary contributions.

Within the WHO staff, there were more American citizens in professional posts than citizens of any other country. However, U.S. citizens remain under-represented at the WHO. At the end of 2004, Americans held the senior posts of Assistant Director-General for HIV/AIDS, Tuberculosis, and Malaria; legal counsel; director of internal audit and oversight; and director of the division of personnel. In 2004, the WHO had 1,441 posts subject to geographic distribution; of those, U.S. citizens held 167 posts, or 11.6 percent. The total WHO staff on fixed-term or career service appointments was 4,017. In addition, there were 3,973 staff on short-term contracts.

International Agency for Research on Cancer (IARC)

The International Agency for Research on Cancer (IARC), a subsidiary of the World Health Organization, 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 15 member states, met at IARC headquarters in Lyon, France, on May 13–14, 2004. The Governing Council discussed IARC’s program of work in cancer prevention and its various collaborative research efforts, and took action on various administrative issues. Following his election in 2003, the Governing Council welcomed the new IARC Director, Dr. Peter Boyle

(United Kingdom), a distinguished cancer epidemiologist and biostatistician, who assumed office in January 2004.

U.S. regular budget contributions to IARC (based on a 9.88 percent assessment) were \$1.72 million in 2004; the U.S. Department of Health and Human Services provided voluntary contributions. IARC had a total staff of 143, of which 52 were professional posts; of those, four were held by U.S. citizens, or 7.7 percent.

Pan American Health Organization (PAHO)

The Pan American Health Organization (PAHO) marked its 102nd year in 2004. Formed in 1902 as the Pan American Sanitary Bureau, PAHO is the world's oldest intergovernmental health organization. The Directing Council of the PAHO convened at its headquarters in Washington, D.C. on September 27–October 1, 2004. U.S. officials, including U.S. Secretary of Health and Human Services Tommy Thompson, were active in that meeting, as well as in meetings of the Subcommittee on Planning and Programming in March and the PAHO Executive Committee in June.

The Director of PAHO, Dr. Mirta Roses (Argentina), who took office in February 2003, continued 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.

PAHO's strategies and work with countries of the Americas in 2004 focused on the importance of achievement of the health-related development goals of the Millennium Declaration, such as the reduction of child mortality; improvements of maternal health; access to safe drinking water; and control of HIV/AIDS, tuberculosis, and malaria.

The Directing Council discussed and adopted resolutions on pressing health issues, including HIV/AIDS, access to medicines, achievement of the development goals of the Millennium Declaration, and regional work on revising the International Health Regulations. The Council reviewed the status of the HIV/AIDS epidemic in the region and the strides being made in prevention and control. Representatives of all 38 PAHO member states participated, mostly at the ministerial level.

Anonymous allegations of irregularities were levied against the PAHO Director in early 2004. When brought to the attention of the Director by the United States and several other countries, the Director requested the PAHO External Auditor (the U.K. National Accounting Office) to conduct an investigation into the matter and to report his findings to the Directing Council. In September 2004, the Directing Council considered the report from the PAHO External Auditor with findings following the three-month investigation. The External Auditor reported to the Directing Council that, with a minor exception going back over 10 years, the allegations could not be substantiated. The External Auditor did make a number of recommendations regarding improving management, personnel, and hiring practices; avoiding

conflicts of interest; instituting a code of ethics; hiring an Ombudsperson; and improving the transparency of management. The PAHO Director committed to begin work in earnest to follow-up on the External Auditor recommendations.

The United States paid over 59 percent of the PAHO budget. The scale of assessments coincides with that of the Organization of America States, with adjustments for membership. The United States provided \$57 million to the PAHO regular assessed budget, as well as voluntary contributions of approximately \$16.5 million. In 2004, PAHO had a total staff of 829, of which 470 were professional posts. U.S. citizens filled 77, or 16.4 percent, of the professional posts.

Joint UN Program on HIV/AIDS (UNAIDS)

The Joint UN Program on HIV/AIDS (UNAIDS) began formal operations in 1996. Dr. Peter Piot (Belgium) has been the Executive Director since its inception. The UNAIDS cosponsoring agencies are the World Health Organization (WHO); 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; UN High Commission for Refugees (UNHCR); and the World Bank. UNAIDS also has cooperation agreements with the Food and Agriculture Organization. UNAIDS works in countries that are dealing with the HIV/AIDS epidemic, primarily through country-coordination theme groups that seek to mobilize all sectors to address AIDS.

The UNAIDS Program Coordinating Board (PCB) acts as the governing body on all programmatic issues concerning policy, strategy, finance, monitoring, and evaluation of UNAIDS. The membership of the PCB comprises 22 government representatives, elected from among the member states of the cosponsoring organizations, according to regional distribution. The term of membership of these states is three years, with approximately one-third of the membership replaced annually. The United States was not a member of the PCB in 2004, but participated as an observer. The United States is scheduled to resume membership of the PCB in 2005. The UNAIDS cosponsoring organizations have full rights of participation in the PCB, but without the right to vote. Six of the 10 cosponsors may participate in the PCB at any one time, with the selection of participants decided on by the cosponsors. Five nongovernmental organizations (NGOs) are also invited to participate in PCB meetings, but without the right to take part in the formal decision-making process or the right to vote.

The PCB met June 23–24, 2004, in Geneva and December 14–15 in Montego Bay, Jamaica. In June, the PCB discussed UNAIDS's plan for coordination and harmonization of efforts in the fight against HIV/AIDS; the PCB also initiated work on a revitalized Prevention Strategy. The PCB discussed participation by cosponsors and NGOs, and welcomed the UNHCR as a new cosponsoring organization. In addition, the PCB established a Bureau on a two-year trial basis to serve in an advisory capacity to the PCB

chair, coordinate the PCB's program of work and facilitate the functioning of the PCB sessions. The December 2004 thematic session of the PCB focused attention on the growth of the AIDS epidemic in the Caribbean; discussed the themes of Women, Gender, and AIDS; and reviewed the Unified Budget and Workplan.

In 2004, UNAIDS played an active role in promoting WHO's goal of national governments and bilateral and multilateral donors putting 3 million people with AIDS on anti-retroviral therapy by the end of 2005. By the end of 2004, approximately 700,000 had been treated with the therapy.

UNAIDS also worked with the Global Fund to Fight AIDS, Tuberculosis, and Malaria, an independent, non-UN organization, during 2004. Along with WHO, UNAIDS serves as an *ex officio* member of the Board of the Fund.

The UNAIDS core budget for 2004 was \$145.8 million. The United States continued to be the major donor to UNAIDS and provided approximately 18 percent (\$26.6 million) to UNAIDS's 2004 all-voluntary core budget. The United States provided an additional \$4.7 million to UNAIDS in extra-budgetary funds.

In 2004, UNAIDS had a total staff of 196, of which 147 were professionals; of those, 10 posts, or 6.8 percent, including that of Deputy Executive Director and Director of Monitoring and Evaluation, were held by U.S. citizens.

International Labor Organization (ILO)

The International Labor Organization (ILO), founded in 1919, has a mandate to advance humane conditions of labor. The organization promotes 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 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 around the world.

Based in Geneva, Switzerland, the ILO has 178 member states. Juan Somavia (Chile) was elected Director-General of the International Labor Office (the ILO secretariat) in 1999 and re-elected to a second five-year term that began in March 2004. Representatives of workers' and employers' organizations participate on an equal basis with government representatives on the Governing Body, the ILO's executive board, and at the annual International Labor Conference (ILC).

The ILO's activities and programs serve key U.S. interests by seeking to increase global respect for democracy and human rights. Further, the ILO has helped advance U.S. interests on priority issues in the areas of freedom of association, forced labor, security concerns, child labor, HIV/AIDS in the

workplace, and technical assistance for key countries and regions (Afghanistan, China, Iraq, Latin America, and the Middle East).

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, a U.S. worker representative (from the AFL-CIO) and a U.S. employer representative (from the U.S. Council for International Business) hold seats on the Governing Body. They speak and vote independently of the U.S. Government.

The ILO focuses international attention on cases of abuse of basic worker rights, and strives for elimination of those abuses. For example, the ILO is engaged in ongoing efforts to achieve the elimination of forced labor in Burma, which an ILO Commission of Inquiry found to be “widespread and systematic.”

As part of the response to the terrorist attacks of September 11, 2001, the United States led efforts at the ILO to develop standards for modern new security features in seafarers’ identity documentation. At the June 2003 ILC, the ILO expedited drafting and adopting of Convention 185, which revised the Seafarers’ Identity Documents Convention originally adopted in 1958 by mandating greatly improved security features for identity documents issued to seafarers by ratifying states.

The ILO plays a key role in combating exploitative child labor worldwide, a U.S. priority, in Latin America, the Caribbean, Africa, Asia, the Middle East, and Europe. In 2004, the International Program for the Elimination of Child Labor (IPEC) removed or prevented more than 90,000 children from exploitive work through the provision of educational and training opportunities in ongoing projects funded by the U.S. Department of Labor. Through these projects, IPEC also increased the capacity of 26 countries to address child labor, including improvements in the countries’ legal frameworks that reflect international child labor standards; adoption or implementation of programs or policies to combat the worst forms of child labor; mainstreaming of child labor concerns into relevant development, social, and anti-poverty policies and programs; and/or establishment of a child labor monitoring mechanism.

The ILO in 2004 had technical assistance programs in place or under development in several countries of vital concern to the United States. In 2004, the ILO engaged Iraqi labor officials, business leaders, and trade unionists in positive discussions about possible assistance in redrafting Iraq’s labor code, enhancing the capabilities of the reformed Iraqi Ministry of Labor and Social Affairs, generating employment, and expanding and strengthening employment services. The ILO spearheaded technical cooperation programs in Afghanistan and the West Bank and Gaza Strip aimed at boosting employment. The ILO also provided assistance and advice to several Gulf Cooperation Council countries (including Oman and the United Arab Emirates with which the United States is negotiating free trade agreements containing labor provisions) on improving their labor laws and practices. In China, the

ILO sponsored anti-trafficking programs and began exploration with Chinese officials of possible cooperation in eliminating forced labor.

The ILO's regular budget in 2004 was approximately \$314 million. The U.S. assessment for the ILO was about \$73 million, representing 22 percent of the ILO's regular budget funded by assessed contributions, plus additional funding to make up for exchange rate losses in 2003. In 2004, the ILO had 683 professional posts subject to geographic distribution, 94 of which were held by U.S. citizens (13.8 percent compared with 14.4 percent for 2003).

International Maritime Organization (IMO)

The International Maritime Organization's (IMO) principal objectives are to foster international cooperation on technical matters affecting international shipping and to achieve the highest practicable standards for maritime safety, security, and environmental protection. The IMO develops conventions and treaties on international shipping, facilitates international maritime trade, and provides technical assistance in maritime matters to developing countries. It also develops standards and practices to protect against oil spills and pollution from hazardous and noxious cargo and ship waste, ballast, and emissions.

IMO's headquarters are in London. The IMO Assembly and Council govern the IMO. The United States has been elected to the 40-member Council ever since the creation of the IMO in 1948 and was re-elected in 2003 to an additional two-year term. Efthimios Mitropoulos (Greece) is the Secretary-General of the IMO. His initial term of four years will extend until 2007. Tuvalu joined IMO in 2004, bringing its total membership to 164 full IMO members and three associate members (Hong Kong, Macao, and the Faroe Islands).

At U.S. urging, maritime security moved to the top of the IMO's agenda following the September 11, 2001, terrorist attacks on the United States. In 2002, the IMO approved amendments to the International Convention for the Safety of Life at Sea (SOLAS) to enhance maritime security and a complementary International Ship and Port Facility Security (ISPS) Code. The United States proposed most of the adopted amendments, which parallel U.S. domestic maritime security regulations. The SOLAS and ISPS amendments require ships and port facilities to develop and maintain security plans and to designate security officers to ensure that the plans are fully implemented. Ships are also required to carry documents on their recent activities, ownership, and control. Finally, they mandate a ship-to-shore system to alert authorities to security incidents. Most significantly, the IMO standards enable port states to verify that ships comply with IMO security regulations and to take appropriate measures in response to any deficiencies found, including the denial of port entry. As a port state, the United States began to use this authority in 2004 to enhance its maritime security.

The SOLAS amendments and the ISPS Code entered into force on July 1, 2004. This marked a critical point in a period of intense activity throughout the industry as all sectors—port authorities and operators, ship owners and operators, governments and administrations—worked to implement the new measures as quickly and as effectively as possible. The evidence suggests that a sensible, balanced approach to the changes has been adopted. That ships have been detained or refused entry to ports demonstrates that the amendments are much more than just a paper exercise. But the avoidance of major disruption speaks of a common-sense approach that has kept commerce moving. Figures made available by the IMO indicated that more than 86 percent of ships and 69 percent of port facilities had their security plans approved by July 1, 2004. Since then compliance has improved to close to 100 percent. The focus changed to enhancing the level and quality of compliance in every country. To that end, the IMO established a trust fund to provide technical assistance to countries on maritime security. In 2004, the United States contributed \$100,000 to the fund. To further assist countries' compliance, the IMO in December developed Interim Guidance for voluntary self-assessment by SOLAS contracting governments and by port facilities to assist SOLAS contracting governments to implement and maintain compliance with the requirements of the ISPS Code.

Consistent with the direction given by UN Security Council Resolution 1540 to better control the transportation of weapons of mass destruction, the IMO also made progress on the revision of the so-called SUA treaties (Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation, 1988 and its Protocol of 1988 relating to Fixed Platforms Located on the Continental Shelf), which complement the SOLAS and ISPS practical measures now in force. Although 113 states are party to the 1988 SUA Convention, the United States believes that its review remains an urgent matter because of the need to ensure that the legal framework developed and kept updated by the IMO continues to provide an adequate basis for the arrest, detention, and extradition of terrorists acting against shipping or ports or when using ships to perpetrate acts of terrorism. A diplomatic conference has been scheduled for October 2005 to adopt amendments to the SUA Convention and Protocol in order to strengthen them, and to provide a response to the increasing risks posed to maritime navigation by terrorism.

The IMO worked to facilitate protection of shipping lanes of strategic importance. An example is the initiative undertaken by the IMO in 2004 concerning security, safety, and environmental protection in the Straits of Malacca and Singapore. This initiative was welcomed by the UN General Assembly in a resolution on Oceans and Law of the Sea adopted in November 2004. Any serious disruption to the flow of maritime traffic through the Straits would have a widespread and far-reaching detrimental effect, presenting ships with a long detour and, without doubt, higher freight rates and costlier goods and commodities would ensue. The IMO began preparations, in collaboration with the Malacca Strait littoral States, Straits users, and other

stakeholders including the industry, for a meeting in Jakarta, Indonesia, in 2005 and a regional seminar and workshop in Aden to consider security and piracy in the Red Sea and Arabian Gulf.

In February 2004, the IMO adopted a new international convention known as the International Convention for the Control and Management of Ships' Ballast Water and Sediments to prevent the potentially devastating effects of the spread of harmful aquatic organisms and pathogens carried by ships in their ballast water across the seas and oceans of the world. By controlling the introduction of such invasive species, the new convention will contribute significantly towards safeguarding the biodiversity of the oceans. The problem of harmful aquatic organisms in ballast water is largely due to expanded trade and traffic volume over the last few decades. The effects in many areas of the world have been devastating. Quantitative data show the rate of bio-invasions continues to increase at an alarming rate, in many cases exponentially. It is estimated that about 10 billion tons of ballast water are transferred globally each year, potentially shifting from one location to another species of sea life that may prove ecologically harmful when released into a non-native environment. The Convention established global standards for ballast water discharges and associated ballast water management practices to control the introduction of aquatic invasive species. The convention preserves the rights of contracting parties, including the United States, to take more stringent measures as a condition of port entry when appropriate.

The IMO, strongly urged by the United States, made good progress in 2004 in the establishment and further development of an audit plan to assess countries' effectiveness in implementing IMO global shipping standards. The IMO Member State Audit Scheme will help promote maritime safety, security, and environmental protection by assessing how effectively member states implement and enforce relevant IMO convention standards and by providing them with feedback and advice on their current performance. The audits will initially be voluntary, but are expected ultimately to become mandatory. The IMO is likely to approve the Framework and Procedures for the Voluntary Member State Audit Scheme in November 2005 and specifics of the scheme started development with pilot trials ongoing. Initial projections show that ideally 33 countries would be audited each year on a five-year rotating basis.

Assessments to the IMO are based chiefly on registered shipping tonnage. Major open-registry countries (those that register vessels but do not necessarily own them) are among the largest contributors. Panama, Liberia, Cyprus, and the Bahamas are some of the major open registry states that pay large IMO assessments. The United States paid nearly \$1.4 million of the IMO's \$36.6 million budget in 2004. In 2004, U.S. citizens held four of the 122 professional staff positions.

International Telecommunication Union (ITU)

Established in 1865 as the International Telegraph Union, the International Telecommunication Union (ITU) serves as a forum for governments and the private sector to facilitate the operation of international

telecommunication networks and services. There are presently 189 member states and 730 sector members in the ITU. Mr. Yoshio Utsumi (Japan) is Secretary-General of the ITU. In June 2004, the Geneva-based ITU held its annual Council meeting. The United States was particularly interested this year in the ongoing efforts to reform the ITU financial system as a means to enhance the transparency and efficiency of the Union, and how the ITU, as Secretariat for the World Summit on the Information Society (WSIS), would finance the Phase II WSIS scheduled to take place in Tunis in November 2005. The United States successfully opposed a proposal by the ITU Secretariat to raise members' contributions to offset claimed possible shortfalls in cost recovery income from satellite network filings for 2004–2005.

The 46-member ITU Council, of which the United States is a member, is elected at plenipotentiary conferences, and is comprised of representatives from five regions—the Americas, Western Europe, Eastern Europe, Africa, and Asia. The Council meets annually between Plenipotentiary Conferences to address management and other issues. The 2004 session of the ITU Council concluded on June 18 with an agreement to extend and clarify the mandate of a Canadian-led Council Group on Financial Regulations, with the United States stressing the importance of coordination with the more management-focused work of a new Council Oversight Group. In response to assertions by the ITU Secretary-General that funding for WSIS Phase II would have to come from voluntary contributions, the Council—doubting that this approach would succeed and realizing that funding would have to be found somewhere—instructed him to take appropriate measures to strengthen WSIS fund raising efforts; make a previously approved additional amount available from the ITU reserve account; and take appropriate action, consistent with previous strict Council decisions, in facing financial requirements for the preparation of WSIS Phase II.

After much discussion during the 2004 Council session about the financial implications and likelihood of possible shortfalls in cost recovery income from satellite network filings for 2004–2005, the Secretariat unilaterally announced an increase in the contributory units (CUs) of \$9,062 for each of the years 2004 and 2005 and \$6,698 for 2006 and 2007. (Unlike most other UN agencies, the ITU is funded by a system of CUs rather than assessed contributions.) The United States strongly objected to this announcement, requesting that the language regarding CUs in the draft report by the Chair of the Finance Committee be deleted and replaced with more general language. Supported by Russia, Germany, Brazil, and Australia, and maintaining that the methodology used to arrive at the estimated increase in CUs was not at all clear and any statement on a potential decrease in cost recovery income must indicate the basis on which the figures were arrived at, the United States succeeded in having the language deleted from the draft report.

ITU's 2004 budget was \$84.5 million. The United States contributed \$7.4 million in 2004. In 2004, out of 276 ITU personnel positions subject to geographic distribution, U.S. citizens occupied 17, or 6.2 percent of the total.

UN Educational, Scientific, and Cultural Organization (UNESCO)

The United States rejoined the UN Educational, Scientific, and Cultural Organization (UNESCO) on October 1, 2003. UNESCO was established in 1945 with the primary objective of contributing to peace and security worldwide. 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. The organization's total membership increased from 190 to 191 in 2004 with the addition of Brunei Darussalam. UNESCO is headquartered in Paris, and has been led since 1999 by Director-General Koichiro Matsuura (Japan).

The Executive Board, UNESCO's governing body, 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 Sessions in Paris April 14–28, 2004, and September 28–October 14. The Board recommended that the General Conference continue developing an international standard-setting instrument on cultural diversity and continue monitoring the progress of a working group of experts charged with recommending improvements to the function and structure of UNESCO's main bodies. The Board also recommended that the International Bioethics Committee and Intergovernmental Bioethics Committee continue work on developing a declaration on bioethics. Although expressing concern over negotiating a binding convention on cultural diversity, the United States joined consensus on the decisions to negotiate the bioethics and cultural diversity instruments and engaged actively in their negotiation. Negotiation on these instruments is ongoing.

U.S. priorities at the 2004 meetings of the Executive Board were to maintain budget discipline within UNESCO and focus UNESCO program efforts and budget resources on the areas of literacy, capacity building in science and engineering, and the preservation of cultural objects. The Executive Board examined the Director-General's preliminary proposals concerning UNESCO's Program and Budget for 2006–2007, and recommended that the Director-General revise the budget, taking into account recommendations on UNESCO's reform process; further prioritization of UNESCO programs; and results-based programming, management, reporting, and evaluation. The Executive Board requested the Director-General to strengthen the delivery of principal priorities while reducing or eliminating spending on lower priority activities. The United States fully supported this decision.

In 2004, UNESCO saw several successes in the area of education, the U.S. primary focus at UNESCO. The United States seized this opportunity to work with other member states in promoting results-based education programs at the country level, where they will do the most good toward achieving the goals of education for all. The United States also worked closely with UNESCO to help develop the Literacy Initiative for Empowerment, a literacy strategic framework with the goal of achieving concrete, measurable results in 34 countries with the highest rates of illiteracy. U.S. literacy experts have been included in the preparation of this strategy, as a way to help ensure that U.S. research and experience in this critical area can be shared with others.

Since 1986, the United States has regularly made voluntary contributions to UNESCO. The 2004 contribution totaled nearly \$1.9 million and was used to support UNESCO-related international educational, scientific, cultural, and communications activities considered to be in the U.S. national interest. The 2004 contribution supported the World Heritage Committee (\$671,000); the Intergovernmental Oceanographic Commission (\$500,000); UNESCO's science programs conducted in collaboration with the National Academies of Science and Engineering (\$500,000); the Voice of Afghan Women in Global Media, which established the first privately owned television station in Kabul (\$60,000); engineering and basic sciences programs at UNESCO (\$100,000); and to assist libraries in developing countries, through the U.S. National Commission on Libraries and Information Sciences (\$58,000).

When the United States rejoined UNESCO in 2003, a lump-sum payment of one-quarter of U.S. dues to UNESCO for calendar year 2003 was made. This lump sum of \$15.8 million, although an assessed contribution and not extra-budgetary, was put into a special account to allow the funds to be spent in 2004. UNESCO agreed with a U.S. proposal to use approximately \$10 million of this amount to strengthen and expand UNESCO's work in reconstructing educational systems in post-conflict areas, focusing on Afghanistan, Iraq, and Africa. The UNESCO regular budget for 2004 was approximately \$382.3 million; the U.S. assessment was \$84.1 million. Of 743 positions subject to geographic distribution, in 2004 Americans held 27 posts, or 3.6 percent, up from 20 in 2003. The United States is aggressively promoting the hiring of qualified Americans by UNESCO.

UN Scientific Committee on the Effects of Atomic Radiation (UNSCEAR)

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, and 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.

The 52nd session met in Vienna, on April 26–30, 2004. The U.S. delegation, led by Dr. Fred Mettler of the University of New Mexico and the Veterans Administration, included nine other advisors from academia, the private sector, and the U.S. Government. The Scientific Committee reviewed 12 scientific documents on topics that included sources-to-effects assessment of radon in homes and workplaces; exposures of workers and the public from various sources of radiation; the effects of ionizing radiation on the immune system; epidemiological evaluation and dose response of diseases that might be related to radiation exposure; new epidemiological studies of radiation and cancer and health effects from the Chernobyl accident; radioecology; and medical radiation exposures.

Although increased communication and coordination between UNSCEAR and the UN Environment Program (UNEP) in 2003 partially restored UNSCEAR funding levels back towards 1994 nominal funding levels, funding issues continued to plague UNSCEAR in 2004. The United States continued to urge UNEP and the UNSCEAR Secretariat to strengthen communication and coordination. The United States continued to monitor the relationship and interaction between UNSCEAR and UNEP. In light of ongoing and future U.S. and international efforts to prevent, manage, and mitigate radiological incidents, it is in the U.S. interest that UNSCEAR continue to operate as an effective independent scientific body and that its findings are widely disseminated.

UNSCEAR's budget for 2004 was \$465,500. The U.S. assessment was approximately \$102,410 (22 percent).

Universal Postal Union (UPU)

The Universal Postal Union (UPU), with headquarters in Bern, Switzerland, facilitates the efficient operation of postal services across national borders. The United States joined the UPU at its founding in 1874. Edouard Dayan (France) was elected Director-General by the plenipotentiary UPU Congress held in Bucharest, September 15–October 5, 2004. Mr. Dayan succeeded Thomas E. Leavey (United States), who had served the maximum two five-year terms since 1995 in this position. The UPU now has 190 member countries. In recent years, the UPU has become noted for strict fiscal discipline, advances in strategic planning, and innovative voluntary organizations known as “cooperatives” which have brought to the UPU corporate-like structures that feature weighted voting, targeted business plans, and boards whose directors are elected in their individual capacity, as opposed to a country being elected.

In 2004, U.S. work in the UPU revolved around preparations for and participation in the agency's plenipotentiary Congress in Bucharest, as well as preparatory meetings of Restricted Unions and UPU's governing councils, the

Postal Operations Council (POC) and Council of Administration (CA). The CA and POC met in February to put their finishing touches on proposals for the UPU Congress.

In 2004, the U.S. policy goals focused on building a system of terminal dues (inter-administration payments for the handling and delivery of inbound international mail) based as closely as possible on costs; developing credible systems for measuring the performance of postal administrations, airlines, and contractors in transporting and delivering international mail; solidifying private-sector participation in the UPU; and having the UPU recognize that items sent by Extraterritorial Offices of Exchange (ETOE) are not subject to the UPU Acts, as ETOEs are commercial operations. The United States developed a strategic plan that set out specific goals that the UPU should achieve by its next Congress in Nairobi in 2008. This plan was published on the State Department website at the following link: <http://www.state.gov/p/ip/ipp>. The plan, which guided the work of the U.S. delegation at the Bucharest Congress, also served as a statement of U.S. policy towards the UPU.

At Bucharest, the United States achieved its policy goals through several key decisions of the UPU Congress. In its main decision on the complex subject of terminal dues, the Bucharest Congress adopted as a long-term goal the introduction of country-specific terminal dues rates based on the actual costs of handling and delivering inbound international mail items. Currently, only industrialized countries in the target system are required to set country-specific terminal dues rates based on domestic postage rates which are considered temporarily as a proxy for costs. Other countries will be in the transitional system and will continue to pay and receive a single flat rate based on a worldwide average of delivery costs, which were demonstrated to have increased by nine percent over the previous five years. The Bucharest Congress set the end of the transition period at December 2013, after which all UPU member countries are to apply country-specific terminal dues rates which will reduce, if not eliminate, arbitrage opportunities and bring UPU decisions into conformity with World Trade Organization principles.

Bucharest Congress decisions on terminal dues also included a commitment by the UPU to carry out a study on the classification of countries based upon their respective levels of postal development, rather than upon more general UN Development Program economic criteria. The classification of countries will be of importance not only for setting each country's terminal dues rates but also for determining the supplemental payments that certain countries shall receive under the arrangements of the UPU Quality of Service Fund. Further, the Congress decided to take action to encourage more of its member countries to join arrangements whereby they receive terminal dues payments based on their performance in delivering inbound international mail (pay-for-performance).

Two of the Congress's main decisions on performance measurement drew upon proposals submitted by the U.S. delegation. In the first of these

decisions, the UPU committed to designing and publishing reports on the performance of postal administrations in handling, scanning, tracking, and delivering all types of inbound international mail. A UPU effort in recent years to publish such report cards for Express Mail through its Express Mail Service Cooperative had brought dramatically improved delivery performance and pay-for-performance arrangements, which in turn solidified the improvements in performance. The second Congress decision related to performance measurement calls upon the UPU to review all its operational and accounting procedures, as well as associated networks and software, to determine which procedures could be transformed from paper-based operations to those based on the exchange of computerized data. A third Congress decision on this subject set a worldwide average standard for end-to-end delivery of international mail at five days after mailing.

The Bucharest Congress made a landmark decision by creating the Consultative Committee, whose members are drawn from private-sector associations of mailers, express delivery firms, trade unions, equipment manufacturers, and other postal stakeholders. Six UPU member countries (three each from the POC and CA) are also members of the Committee whose members may attend meetings of UPU working groups open to observers and whose funding is paid through the regular UPU budget. Creation of the Consultative Committee was a major policy achievement for the United States, which worked assiduously since 1999 to open the UPU to the wider community of stakeholders in international postal and package delivery issues. At Bucharest, 17 private-sector associations joined the Consultative Committee, which elected an American, Charles Prescott of the Direct Marketing Association, as its Chair. The Consultative Committee expressed the intention to develop an ambitious plan for its work over the coming years. With the decision to create this Committee, the UPU became one of the few UN specialized agencies to admit private-sector representatives to its meetings.

The United States was elected to the 40-member POC and elected Chair of the POC at the Council's meeting in Bucharest. James P. Wade of the U.S. Postal Service will carry out the duties of the POC Chair until the next UPU Congress in 2008. Due to UPU regulations, the United States was not eligible to stand for election to the Council of Administration at Bucharest for the 2005–2008 period.

The UPU operates under a biennial budget. The UPU Congress approved an overall budget ceiling of \$109 million for the next two biennial UPU budgets (through 2008). In 2004, the UPU budget was \$28.5 million while actual expenditures totaled \$26.8 million. The UPU approved budget has remained level since the mid-1990s.

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 equals approximately 5.7 percent of the UPU budget. The cost to the United States is about \$1.6 million per year.

In addition, the U.S. Postal Service made extra-budgetary contributions to UPU in 2004 amounting to \$355,000, including the salary of a postal security consultant seconded to the UPU staff.

The UPU staff operating under the regular budget is comprised of 60 professionals. At the end of 2004, apart from the Director-General, two (3.3 percent) of these professionals were American citizens, including the chef de cabinet. One American was working in the General services category and three more were employed with extra-budgetary resources.

World Intellectual Property Organization (WIPO)

The World Intellectual Property Organization (WIPO) promotes the protection of intellectual property rights throughout the world through cooperation among member states. Established by the WIPO Convention in 1967, it became a UN specialized agency 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. Dr. Kamil Idris (Sudan) is the Director-General. There are 182 members of the WIPO Convention. The United States is currently a party to 14 WIPO treaties and agreements. Fees for service 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.

WIPO administers various treaties that deal with the legal and administrative aspects of intellectual property, which includes industrial property and copyrights. The two principal treaties are the Paris and Berne Conventions, with 169 and 159 members, respectively. WIPO also administers 20 multilateral "unions," which serve as the treaty administering organs.

The General Assemblies of WIPO Unions, of which the United States is a member, met in Geneva from September 27 to October 5. This meeting took place concurrently with the meeting of the Assembly of the Patent Cooperation Treaty (PCT) Union. The WIPO General Assemblies addressed many important issues facing the organization. These included a resolution directing a subsidiary body on copyright to intensify its efforts towards concluding a treaty on the protection of broadcasting organizations to update international intellectual property standards for broadcasting in the information age, and a proposal by the United States and Japan on a new work plan for the Standing Committee on the Law of Patents (SCP). The U.S. proposal for the work plan of the SCP to begin patent law harmonization of "prior art" issues (or examination standards) was not accepted by the Assemblies, but the Director-General was directed to convene discussions on this matter, which are on-going.

Despite claims in 2004 by the WIPO Secretariat that a failure to increase PCT fees paid by industry by 12 percent would do irreparable harm to the organization, the United States successfully led a large number of delegations in the Assembly of the PCT Union in opposing the increase.

Subsequently, the Assembly rejected the fee increase. The WIPO Secretariat later stated that WIPO was, after all, on a sound financial footing. In 2004, the UN Joint Inspection Unit (JIU) embarked upon a thorough review of the organization's management and administration. The United States worked with the Program and Budget Committee to put forth a proposal to the 2005 Assembly for creation of an Audit Committee that would have among its duties monitoring the implementation of the JIU recommendations. In late 2004, allegations of irregularities by a senior WIPO official surfaced, which the Swiss Government is investigating. The United States called for a thorough investigation and transparent handling of the allegations.

Significant debate occurred during the General Assemblies regarding the future of the Intergovernmental Committee (IGC) on Intellectual Property and Genetic Resources, Traditional Knowledge, and Folklore, and whether this forum should accelerate towards international outcomes of the issues under its mandate. In June 2003, participants at a meeting on the future of the IGC were unable to agree on whether the IGC should begin immediate negotiations on a binding multilateral treaty on intellectual property as it relates to genetic resources, traditional knowledge, and folklore. Eventually, the participants agreed to a compromise text that continued WIPO's mandate to work on this issue. In 2004, the IGC developed draft provisions on principles for the protection of traditional knowledge and expressions. These provisions, presented to the 2004 Assembly, were to be debated in detail at a 2005 meeting of the IGC, of which the United States is an active member. The United States expressed concern that the provisions highlight protection over preservation, conservation, or promotion, and has cautioned that the diversity of traditional knowledge may not be best addressed by a "one-size-fits-all" approach.

The 2004 WIPO General Assemblies also agreed to further examine a proposal originally presented by a group of developing countries to enhance the "development agenda" in all of WIPO's work. Noting the point raised by the United States that WIPO is already undertaking many development activities, the General Assemblies agreed to convene inter-sessional intergovernmental meetings to examine the proposals submitted by Brazil and Argentina as well as additional proposals from other states, including the United States. In its interventions on this proposal during the General Assemblies, the United States argued that WIPO's activities already included a strong development component, and that creating an additional "development agenda" would drain resources away from WIPO's main mandated activities. During the last quarter of 2004, the United States held consultations with interested U.S. parties and potential allies within WIPO, and began development of its own proposal for an Internet-based WIPO Partnership Program. Utilizing existing WIPO resources, the Partnership Program would assure that information on WIPO's many ongoing development activities was made more readily available to developing countries.

In 2004, WIPO's total budget was \$226.2 million, of which \$14.9 million was assessed to member states. The U.S. share of the assessed budget was 6.6 percent, or \$948,000. The U.S. assessed contribution represented less than one percent of WIPO's total revenue, although, as noted above, approximately 40 percent of WIPO's revenue comes from filing fees paid by U.S. nationals, the largest group of WIPO supporters. In 2004, out of 366 posts subject to geographic distribution, U.S. citizens filled 22, or 6 percent.

World Meteorological Organization (WMO)

The World Meteorological Organization (WMO), based in Geneva, Switzerland, facilitates international cooperation in making meteorological, hydrological, and other related observations. It promotes the standardization, quality control, and rapid exchange of meteorological observations, and uniform publication of observations and statistics. It also furthers the application of meteorology to aviation, shipping, hydrology, and agriculture. The WMO promotes flood forecasting and climate studies, and encourages research and training in various meteorological sciences.

The WMO membership includes 181 states and six member territories, all of which maintain their own meteorological services and make meteorological observations within their domain. The six WMO regional groups meet every four years to coordinate operational meteorological, hydrological, and climatological activities within their region, and to examine questions referred to them by the WMO Executive Council. The WMO Secretariat serves as the administrative, documentation, and information center for the organization. WMO Secretary-General Michel Jarraud (France) began a four-year term as Secretary-General on January 1, 2004.

The World Meteorological Congress (WMC), which is the supreme body of the WMO, meets every four years. It determines policies, approves the program and budget, and adopts regulations. The WMC last met in 2003, in Geneva. The next WMC will meet in Geneva in May 2007.

The WMO's Executive Council is the executive body of the WMO and is responsible to the WMC for the coordination of the programs of the organization and for utilization of its budgetary resources in accordance with the decisions of the WMC. It consists of 37 elected members representing six WMO Regions. The members are generally the heads of their national meteorological services. The Executive Council's Financial Advisory Committee, which provides budget recommendations, is chaired by the WMO President and made up of eight selected member countries (generally the largest contributors, including the United States) and the presidents of the six WMO regional associations.

The Executive Council met June 8–18, 2004, in Geneva. The Executive Council authorized the Secretary-General to express WMO willingness to house the Secretariat for the Group on Earth Observations under conditions comparable to those enjoyed by the other co-located secretariats. The Executive Council also implemented a series of management reforms.

The WMO undertook several actions in 2004 to strengthen its financial management, including establishing an Audit Committee; strengthening the Internal Auditor's office through the addition of two new staff; hiring a new treasurer; instituting fraud detection/prevention training for all WMO staff; introducing new procurement rules; completing a new agreement with the WMO's external auditor (the U.K. National Audit Office); and developing a Code of Ethics for the Secretariat.

The WMO's principal programs include the World Weather Watch, World Climate Program, Atmosphere Research and Environmental Program, Applications of Meteorology Program, as well as education and training and technical cooperation programs. The most important activities for the United States include the World Weather Watch Program, the Voluntary Cooperation Program (VCP), and the Global Climate Observing System (GCOS).

The World Weather Watch provides real-time worldwide weather data through the member-operated Global Telecommunication System. Observation platforms include four polar-orbiting and five geostationary satellites; about 10,000 land-based observation sites; approximately 7,000 ship stations; and 300 moored and drifting buoys carrying automatic weather stations.

The VCP supports member countries' implementation of WMO Scientific and Technical Programs. It provides, among other things, equipment and services, including training, or financial contributions made on a voluntary basis by member countries. It has assisted developing countries in undertaking their own observations and may be an important vehicle in the future to help construct an integrated global observing system.

GCOS was established to ensure that the observations and information needed to address climate-related issues are obtained and made available to all potential users. It is intended to be a long-term, user-driven operational system capable of providing the comprehensive observations required for monitoring the climate system, and for supporting research toward improved understanding, modeling, and prediction of the climate system. GCOS is particularly important to the United States in light of the President's commitment to enhance and expand the global climate observing systems in order to reduce uncertainties related to global climate change.

The WMO has eight technical commissions: (1) Aeronautical Meteorology, (2) Agricultural Meteorology, (3) Atmospheric Sciences, (4) Basic Systems, (5) Climate, (6) Hydrology, (7) Instruments and Methods of Observation, and (8) Oceanography and Marine Meteorology. The latter is a joint commission with the UN Educational, Scientific, and Cultural Organization's Intergovernmental Oceanographic Commission. The commissions meet quadrennially, and in one case (Basic Systems) biennially.

The WMO does not prepare annual budgets, but its spending in 2004 was approximately \$51.5 million, or one-quarter of the 2004–2007 quadrennial budget of \$205 million. Total member assessments in 2004 amounted to \$50.4 million, of which the U.S. share, at 21.6 percent, amounted

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to approximately \$10.9 million. The United States also contributed approximately \$2 million in 2004 to WMO's VCP. The Geneva-based Secretariat had 251 employees at the end of 2004. There were four American employees out of the 116 professional-level staff subject to geographical distribution (3.4 percent).

United States Participation in the United Nations—2004