

Reform of the UN System

Security Council Reform

Security Council reform was a regular topic during General Assembly debates in 2004. Amid this debate, many countries announced interest in obtaining permanent seats on the Council. The Secretary-General's High Level Panel on Threats, Challenges and Change also issued its report and made recommendations regarding reform of the Security Council. The common topic in both debates and the report was Security Council expansion.

On August 13, Secretary of State Powell announced that the United States supported Japan obtaining a permanent seat on the Council. The United States did not officially support the addition of other countries to the Security Council. On September 22, Brazil, Germany, India, and Japan issued a joint statement supporting each other's claim for permanent seats on the Security Council. This coalition believed that the Council must broaden its membership to reflect the realities of the 21st century. On September 25, South Africa announced its bid for a permanent seat. Other countries that announced their bids or emerged as possible candidates included Argentina, Indonesia, Mexico, Nigeria, and Tanzania. Many of their arguments for permanent seats were based on the perceived lack of adequate African, Latin American, or Islamic-state representation on the Council.

On December 2, the 16-member High Level Panel on Threats, Challenges and Change issued its report, "A More Secure World—Our Shared Responsibility." This panel, consisting of distinguished international citizens including former heads of state; foreign ministers; and security, military, diplomatic, and development officials, was appointed by Secretary-General Kofi Annan in September 2003. Former Prime Minister of Thailand Anand Panyarachun chaired the 16-member panel, which included former U.S. National Security Advisor Brent Scowcroft. The panel's purpose was to identify global and emerging threats to international peace and security; identify how collective action could be taken to address the challenges posed by these threats; and then recommend necessary changes to the various organs in the United Nations that would ensure effective action.

The panel's report included 101 recommendations to address global threats to the international community, including terrorism, weapons of mass destruction, conflict between and within states, genocide, organized crime, poverty, infectious disease, and environmental degradation. The report noted the important role the Security Council could play in maintaining international security but noted that reforms were necessary to make the body more effective. The Security Council reform proposal included two models for expanding the Council, each of which would create nine additional seats. The first model recommended six new permanent seats and three new non-permanent seats. The second model recommended no new permanent seats,

one new two-year non-renewable seat, and eight four-year renewable-term seats to be rotated among medium-sized countries based on a set of criteria. The Panel declined to endorse a specific model for Security Council expansion. A total of nine recommendations dealt with aspects of Security Council reform.

The United States believed that any Security Council reform must ensure the effectiveness of the Council and be supported by a broad consensus. The United States consistently stressed that any Security Council reforms must focus on practical, achievable reforms to enhance its ability to effectively implement its original mandate. The United States continued to oppose any reform, including the elimination or dilution of the veto power, that would encumber the Council's authority.

Management Reform

In 2004, the United Nations, supported by the active efforts of the United States and other member states, adopted several administrative and management reforms. The United States was a key sponsor of efforts to promote better accountability and oversight in the United Nations. As a result, the General Assembly adopted resolutions to strengthen the Office of Internal Oversight Services and the Joint Inspection Unit. [Please see the sections on the Joint Inspection Unit and the Office of Internal Oversight Services in Part 6 for more information.]

In 2004, the General Assembly also focused a great deal of attention on security and safety issues, as a result of the August 2003 attack on the UN Assistance Mission in Iraq. On December 23, 2004, the General Assembly adopted by consensus Resolution 59/276, "Strengthening the security and safety of United Nations operations, staff and premises," which created a new UN Department of Safety and Security that would unify UN security standards and practices. The United States strongly supported this important and long-overdue first step towards creating a more secure environment at UN duty stations and in the field.

The report of the Secretary-General's High Level Panel of Experts proposed several administrative, management, and structural reforms that, if implemented, would strengthen the Office of the Secretary-General and his authority to manage the UN Secretariat. Specifically, the report recommended that the General Assembly take the following actions:

- Review the relationship between the General Assembly and the Secretariat and grant greater flexibility to the Secretary-General to manage UN staff;
- Approve a one-time review and buyout of senior staff;
- Affirm Articles 100 and 101 of the UN Charter, which stipulate that member states will not seek to influence UN staff in the discharge of their duties and that the UN will hire staff of the highest levels of competence and integrity;

- Add 60 new Secretariat positions; and
- Create a second Deputy Secretary-General for peace and international security.

The High Level Panel report was an early part of an extensive reform effort that will continue in 2005. General Assembly discussion will include consideration of proposals by the Secretary-General and culminate in a high-level event in September 2005.

In 2004, UN specialized agencies also adopted significant reforms. The United States played a leading role in supporting a series of reforms at the World Meteorological Organization (WMO), prompted by the discovery of financial irregularities in 2003. Overall, WMO has handled the situation in a transparent and open fashion and has acted quickly and effectively to implement management reforms. As a result, the External Auditor provided an unqualified opinion for the accounts for 2004.

WMO Director-General Michel Jarraud's (France) reform efforts have focused on integrity to establish within the Secretariat a robust internal control system through the segregation of functions; transparency to provide information to member states on activities, finance, budget, staffing, and operations; and efficiency to reduce administrative costs and time requirements for decisions through process simplification, outsourcing, automation, decentralization, and improved procurement. Specific actions taken included, among other things, establishing an Audit Committee, augmenting the Internal Auditor's office with two new staff, hiring a new treasurer, instituting fraud detection/prevention training, and appointing a new External Auditor (U.K. National Audit Office).

The United States also proposed significant measures to strengthen management of the Universal Postal Union (UPU). The 23rd UPU Congress adopted several decisions to reform the organization, which included reinforcement of a strategic planning process to include quantifiable goals, performance measurement, and results-based budgeting; and strengthening the roles of the UPU's Cooperatives (voluntary, extra-budgetary associations of member administrations). The Cooperatives feature a corporate-like structure, decision-making based on weighted voting, annual business plans, quantifiable goals and measurements, and Boards of Directors whose members are elected *ad personam*, and decision-making based on weighted voting.

Peacekeeping Reform

The addition of three complex peacekeeping missions and an increase in one mission in 2004 continued a trend of increasing demand for peacekeeping around the world. At the close of the year, the United Nations was operating 16 missions and a total of 64,720 personnel (55,909 troops, 2,046 military observers, and 6,765 CIVPOL) deployed. This was an increase of 18,905 persons deployed over the levels at the end of 2003.

The growing demand for peacekeeping placed a burgeoning need on securing troop contingents and meeting the demands for skilled police officers

and civilian staff with expertise in justice, civil administration, and other specialized fields. To help meet the growing demand for civilian police, the United Nations broadened the civilian police eligibility pool to include retired officers. The United Nations also placed a high priority on training and building rosters of rapidly deployable qualified staff to meet the broader needs of peacekeeping missions. There were continuing efforts to develop systems for rapid and effective deployment of uniformed personnel.

The Department of Peacekeeping Operations (DPKO) worked to achieve its goal of setting up a mission within 30–90 days of Security Council authorization. DPKO began using new databases to check for countries' capabilities to contribute troops and improved ways to plan and use advance funds for a proposed mission before the Security Council authorized its creation. Rapid deployment training, to prepare UN staff to be able to set up a new peacekeeping mission on short notice, intensified in 2004 when scores of field and headquarters personnel acquired concrete skills in setting up functioning missions from day one.

Overall, peacekeeping operations moved away from cease-fire observation and monitoring to managing complex peace operations in the context of state-building. The shifting role of UN peacekeeping demanded a higher level of organizational and administrative capacity. DPKO worked to improve the support and planning peacekeeping missions receive from UN headquarters in New York. The department improved mission leadership by closing the gap between what the Security Council mandates and what the peacekeepers actually do on the ground. The DPKO convenes mission leaders prior to deploying to the field to review and discuss their mandates.

The UN Office of Internal Oversight Services (OIOS) is an independent UN department that assists the Secretary-General to fulfill his oversight responsibilities. The head of OIOS is an Under Secretary-General who functions as the UN inspector general, conducting audits, inspections, investigations, and evaluations for all activities under the Secretary-General's authority. OIOS conducted numerous audits in 2004, including several audits of UN peacekeeping operations. At the request of the General Assembly, OIOS evaluated a recent reorganization of the DPKO, and recommended improvements in human resources management, institutionalization of best practices, and implementation of information and technology objectives.

With annual budgets of over \$2 billion, UN peacekeeping operations are a significant sector for OIOS oversight. In 2004, OIOS undertook an assessment of field security procedures in 14 UN peacekeeping missions to help improve security of UN personnel in the field. OIOS investigated allegations of sexual exploitation and abuse in the UN Mission in the Democratic Republic of the Congo, and made recommendations to improve administration and management in the UN missions in the Democratic Republic of the Congo, East Timor, Ethiopia and Eritrea, Kosovo, Liberia, and Sierra Leone.