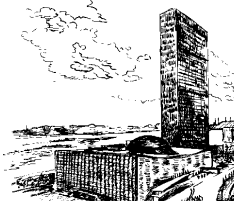


## Part 2



# Reform of the United Nations

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## Administrative and Management Reform

The Secretariat, one of the principal organs of the United Nations, services the other UN bodies, administering the programs and policies laid down by them. It is headed by the Secretary-General, who is appointed by the General Assembly on the recommendation of the Security Council for a five-year renewable term. Kofi Annan (Ghana) began his first term in 1997 and was appointed by acclamation to a second term beginning in 2002. One of Annan's top priorities has been to undertake a comprehensive program of reform of the organization.

In 2001, the United Nations continued to improve its efficiency and effectiveness. These efforts included approval of the first results-based budget for the organization, implementation by managers of numerous oversight recommendations, the implementation of important human resources management measures, and the General Assembly's request for comprehensive reviews of key program areas. The Secretary-General indicated his commitment to continuous improvement by promising a new round of reform proposals to be issued in summer 2002. [See Part 7: Administration and Budget for a more detailed account of the UN's administrative and financial situation.]

In December 2001, the General Assembly approved the first results-based budget for the United Nations, a priority for the United States and the other members of the Geneva Group, who pay over 80 percent of the total UN budget. This act was years in the making and spurred on by interest among many member states for the organization to become more concerned about outcomes and less focused on inputs and outputs. Results-based budgeting uses performance indicators to assess progress towards specific objectives.

As in previous years, the United Nations implemented at a high rate the various recommendations for change made by the Office of Internal Oversight Services, which itself introduced a method to focus managers on recommendations where the impact on savings and efficiency would be most pronounced. In addition, the UN's Board of Auditors reported that program managers complied with most of its recommendations to improve

financial management and internal controls in the UN's far-flung activities.

The United States continued to press for implementation of sunset provisions for new UN programs. In 2001, the Fifth Committee, responsible for budget matters, could not reach agreement on time limits for new mandates; however, it did approve a request for the Secretary-General to report on how program managers identify obsolete or low priority mandates.

Also, the General Assembly at the resumed 55th session adopted without a vote Resolution 55/258, endorsing a significant overhaul of the UN's human resources management system. This resolution set the stage for streamlining recruitment, increasing staff mobility, and delegating responsibilities (and thus accountability) to program managers.

The groundwork for future reform was laid when the General Assembly requested the Secretary-General in Resolution 56/253, adopted without a vote on December 24, 2001, to conduct a series of comprehensive reviews of critical activities, such as the Department of Public Information (DPI) and the Department of General Assembly Affairs and Conference Services. New reform proposals by the Secretary-General related to these and other management and efficiency issues are expected to be submitted to the 57th General Assembly for its consideration.

## **Public Information Review**

UN public information and communications activities came under heightened scrutiny in 2001. Both the Committee on Information (COI) and the General Assembly, with strong U.S. backing, focused on UN Department of Information (DPI) efficiency and management issues. Consistent with U.S. support for UN budget discipline and operational reform, the United States has an interest in ensuring steps are taken to enhance the DPI's efficiency and effectiveness. U.S. representatives spoke forcefully in both bodies of the need for a reorientation of UN information services.

The Committee on Information, comprising 98 member states, held its 23rd session in spring 2001. For the first time since the Committee's establishment in 1978, the Western Group (which includes the United States) tabled its own draft resolution. It stressed that all DPI activities must be carried out within existing resources and called on the DPI to strengthen its efficiency and effectiveness. After negotiation between the Western Group, the G-77, and other groups, the COI adopted a draft report to the General Assembly that included text more focused on DPI efficiency and management than in previous years. The report also stressed the importance of a coherent and results-oriented approach to UN systems organizations involved in public information. DPI's interim head Shashi Tharoor (India), in a statement before the Committee, underscored his commitment to improving the Department's efficiency, while, at the same time, maintaining the DPI's outreach work in the developing world.

In his statement in the COI, Ambassador Donald Hays, U.S. Representative for UN Management and Reform, pledged U.S. help to Tharoor's efforts to "take a fresh look at the UN's public information activities." While singling out some areas of DPI work for praise, including the continuing enhancement of the UN website, Hayes also noted that "departments such as DPI must take a critical look at their operations to ensure they are optimally set up to support core responsibilities." He pointed to the UN Department of Peacekeeping Operations' extensive reform efforts as a model.

The COI completed its resumed session in September 2001 by recommending continuation of DPI's international radio broadcasting capacity during the 2002–2003 biennium. In a precedent-setting action, the COI, at the U.S. behest, called on the Secretary-General to report to the Committee in two years in order for the COI "to decide on the future of the capacity." Inclusion of this language is an application of the "sunset provision" included in U.S. legislation, which specifies that UN programs should be evaluated at regular intervals with a decision taken on their continuation following evaluation.

In a statement in the Fifth Committee on October 15, Ambassador Negroponte referred to public information as a "critical" element in supporting the UN's mission. He further asserted, however, that the DPI's "structure and approach do not take full advantage of either technology gains or modern management techniques." The Secretariat's publishing activities, in particular, he deemed in need of long overdue "rigorous examination." Negroponte stressed that the United Nations must "take a careful look and reconcile DPI's budget with an increasing trend that allocates resources to public information in other budget sections."

Interest in information review culminated with the General Assembly's adoption of Resolution 56/253 on December 24, 2001. With the support of other like-minded member states, the United States was able to achieve agreement on resolution language calling for a comprehensive review of the UN's public information activities. The review would cover management and operational practices in the DPI, the UN system of library services, UN Information Centers, and other UN departments where public information activities are conducted. The resolution requested the Secretary-General to conduct the review and submit his report to the General Assembly at its 57th session in 2002. He was called on to address, among other things, ways to carry out public information activities in the most efficient and effective manner and the need for greater coordination among departments of the Secretariat to avoid duplication of efforts.

## **Peacekeeping Reform**

Significant efforts to improve UN peacekeeping capacity continued during 2001 under the leadership of Under Secretary-General Jean-Marie Guehenno (France). In January, a former U.S. State Department official, Michael Sheehan, was appointed Assistant Secretary-General (ASG) for

Logistics, Management, and Mine–Action in the UN Department of Peacekeeping Operations (DPKO). The recruitment and hiring process for 93 new posts approved in December 2000 for DPKO began and continued throughout the year. Other efforts focused on identifying structural improvements needed in the organization and correct levels of staffing for effective support of UN peacekeeping operations. This began with a comprehensive review of UN peacekeeping staff between January and May. The findings and recommendations, which incorporated a review performed by a private consulting firm, were published on June 1 in the Secretary–General’s Report A/55/977, “Implementation of the Recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations.”

The review showed that DPKO still needed considerable strengthening through additional staff, restructuring, and improved management practices. The consulting firm’s analysis revealed that up to 150 additional staff would be required to give DPKO the management infrastructure and depth of resources needed for effective mission planning and support. There were also some suggestions for reorganizing DPKO: establishing a Director for Strategic Planning and Management who would oversee improvements to the Department’s management infrastructure and supervise an enhanced lessons learned/strategic planning section; establishment of a new Assistant Secretary–General position to oversee the recently separated Civilian Police and Military Divisions; and dividing the Field Administration and Logistics Division into two separate divisions, one for administration and one for logistics, with both reporting to an Assistant Secretary–General for Mission Support. The review also identified a need to increase peacekeeping support staff in the UN Department of Management, Office of Internal Oversight Services, Office of the UN High Commissioner for Human Rights, and Office of Legal Affairs.

In addition to recommending staff increases and restructuring, the report also outlined a strategy for improving civilian staffing of peacekeeping operations, clarified the roles and responsibilities of DPKO and the Department of Political Affairs, and suggested several measures DPKO should take to strengthen collaboration with other UN departments and organizations that have a role in peacekeeping. It stressed, for example, the importance of increased collaboration between the DPKO and the DPI in order to enhance the ability of peacekeeping public information components to deliver accurate, objective, and timely information to local populations in countries in which operations are deployed. In addition, the report argued for greater inclusion in all aspects of peacekeeping, from planning through liquidation, of the Office for the Coordination of Humanitarian Affairs (OCHA), the operational agencies, funds and programs, and the Department for Disarmament Affairs (DDA).

The report also recommended that a strategic equipment reserve be established to meet deployment goals of 30 days for a traditional peacekeeping operation and 90 days for a complex mission. These standards were suggested by the Panel on UN Peace Operations in August 2000 and

later endorsed by the Special Committee on Peacekeeping Operations. The report proposed three options varying in size and cost, all involving a one-time acquisition of equipment along with prearranged contracts and Letters of Assistance for other equipment, material, and services. The report recommended the middle option estimated at \$170 million in initial costs and \$40 million in annual recurring costs. At the end of 2001, the United States supported this proposal in principle, favoring the middle option or some variation thereof, but withheld commitment pending a detailed budget proposal from DPKO.

The Secretary-General issued a subsequent report in August 2001 with detailed justification for an additional 216 posts for peacekeeping, 129 for DPKO, and 87 for other departments. Based on recommendations from the Special Committee on Peacekeeping Operations, the Advisory Committee on Administrative and Budgetary Questions, and the Fifth Committee, the General Assembly ultimately approved 128 of the requested new posts for peacekeeping, 91 for DPKO and 37 for other departments. The General Assembly also approved \$16.1 million from the peacekeeping support account to fund 119 new posts and \$1.75 million from the regular budget to fund the remaining nine new posts. Of the 93 new posts approved in December 2000, the UN had recruited 88 personnel, had firm offers out to 4 other applicants, and was re-advertising 1 other position due to lack of qualified applicants.

As the year came to an end, DPKO continued to develop its concept for a strategic equipment reserve and prepare a detailed budget proposal that could be presented to the Advisory Committee on Administrative and Budgetary Questions in March 2002. The United States was studying the feasibility of drawing from the Peacekeeping Reserve Fund to purchase a portion of the strategic equipment reserve, in effect converting the traditional dollar reserves to pre-positioned equipment stocks in advance of any call to mobilize and deploy forces. The United States was also examining the potential for using funding left over from terminated peacekeeping missions which, upon notification to Congress, could provide a means of paying for some or all of the U.S. share of the strategic equipment reserve. Consultations with the Congress would play an essential role, particularly as member states moved closer to a final decision on the size and composition of the strategic equipment reserve.

In related activities, the Security Council continued to consider the question of improving relationships among itself, troop-contributing countries, and the Secretariat. It established a Working Group of the Whole on Peacekeeping Operations to study proposals for improving the consultations process which resulted in adoption of Resolution 1353 on June 13. The resolution established the nature and timing of consultative meetings, both public and private, between Security Council members and troop contributing countries. It also called for an assessment of effectiveness within six months of adoption. The Working Group conducted this assessment in December and made several recommendations for further improvements to the process.

In August, the United States participated in a UN-sponsored seminar in Vienna, Austria, to address issues related to civilian police (CIVPOL) management. Based on this and participation in previous UN seminars, the United States began taking steps to enhance its capacity to respond to rapidly developing operational requirements, maintain uninterrupted U.S. CIVPOL presence in the field, and support new UN peacekeeping operations and initiatives. The new measures would improve the assessment of candidate suitability and matching of work experience to mission-specific needs, establish an educational outreach program to increase awareness among major U.S. law enforcement organizations, establish a cadre of up to 2,000 U.S. civilian police who would be available for peacekeeping operations, and introduce continuous in-service training through a combination of distance-learning and residence programs.

## **Security Council Reform**

The United States reaffirmed in 2001 its commitment to a strengthened and expanded Security Council, including permanent seats for Germany and Japan. The United States also remained willing to consider three new permanent seats for representatives from the developing countries of Asia, Africa, and Latin America and the Caribbean. The United States continued to oppose any changes in the status or prerogatives of the existing permanent members as outlined in the UN Charter, including any limitations on the veto.

During 2001, the General Assembly debated the reform and expansion of the Security Council extensively, with no new breakthroughs. The Open-Ended Working Group on the Question of Equitable Representation on and Increase in the Membership of the Security Council and Other Matters related to the Security Council met for an eighth year but failed to reach consensus on a framework resolution. The Working Group will continue its deliberations in 2002.

In the 56th UN General Assembly's plenary debate on Security Council reform, the United States stressed that the time had come to move beyond annual speechmaking and seriously analyze various models for an expanded Security Council, to find the one best able to produce a more effective Security Council and retain genuine and broad support. The United States also emphasized that one should not separate the issues of an expanded Council's ultimate size from its composition.

The United States continued to view reform of the Security Council as one element in the larger process of strengthening the United Nations in its entirety.