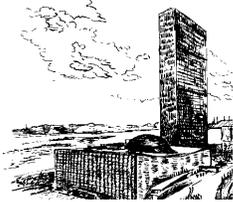


Part 2



Reform of the United Nations

Reform of the United Nations

During 2000, UN Secretary General Annan continued to move forward with his program of administrative and budgetary reforms. The 2000–2001 UN budget was held at virtually the same level as the initial budget approved for the previous biennium, 1998–1999; administrative overhead costs were steadily reduced; and the Office of Internal Oversight realized millions of dollars in cost savings.

The General Assembly has adopted almost all of the Secretary General’s 1997 “Track One” and “Track Two” reforms. Their ongoing implementation has included improving the efficiency of UN activities in the areas of development, humanitarian relief, human rights, and peacekeeping. In December 2000, the General Assembly authorized the Secretary General to implement results–based budgeting in the United Nations, a priority for the United States. Results–based budgeting uses performance indicators to assess progress toward specific objectives. The United States continued to press for implementation of sunset provisions for new UN programs, forged agreement on reform of UN procurement practices, and led the debate for reform of UN human resources management.

Apart from these efforts, discussions continued on reforming peacekeeping operations and possibly expanding the Security Council to 20 or 21 members, including permanent seats for Germany and Japan.

Visit of Senator Jesse Helms and the Senate Foreign Relations Committee to the United Nations. As part of the Administration’s effort to improve lines of communication between the U.S. Congress and member states of the United Nations, the U.S. Mission to the United Nations invited members of the Senate Foreign Relations Committee (SFRC) to visit the United Nations in January. Senator Helms had a special meeting with members of the Security Council, and the SFRC held three hearings.

Senator Jesse Helms (R–N.C.) met with ambassadors of the countries on the Security Council in a special meeting held in the Security Council chamber on January 20, 2000. Senator Helms’ speech focused on UN reform and on the need for the United Nations to meet the challenge of the Helms–Biden Bill in order to receive payment from the United States on its arrears. Senator Helms also spoke of the need for the United Nations to

respect the national sovereignty of the United States as a precondition for improved U.S.–UN relations. Senator Helms invited the ambassadors to visit Washington, to continue their dialogue, which they did in February 2000. For a complete text of Senator Helms’ speech, please see <http://www.access.gpo.gov/congress/senate/senate11sh106.html>, hearing 106–777.

The hearings in New York, chaired by Senator Helms, were attended by SFRC members Senator Chuck Hagel (R–NE), Senator Rod Grams (R–MN), Senator Joseph Biden (D–DE), and Senator Russell Feingold (D–WI). Senator John Warner (R–VA), Chair of the Senate Armed Services Committee also attended the hearings. The first hearing was with U.S. Permanent Representative to the United Nations, Ambassador Richard Holbrooke, and U.S. Representative to the United Nations for Management and Reform, Ambassador Donald Hays. The two ambassadors reviewed with the SFRC, *inter alia*, the financial situation of the United Nations, the importance of the United Nations to U.S. interests, reform of the United Nations, and UN–sponsored peacekeeping.

John R. Bolton from the American Enterprise Institute, a former Assistant Secretary of State for International Organization Affairs, and Edward C. Luck, from the Center for the Study of International Organizations attended the second hearing. A third, informal hearing was held with the UN’s Under Secretary General for Management, Joseph Connor, with Special Advisor to the UN Secretary General, John Ruggie, and with Ambassador Hays. Together, they discussed various issues relating to UN reform. Members of the SFRC also met with permanent representatives from a range of UN missions, to talk about UN reform and the relationship between the United Nations and the United States. For a complete text of all these SFRC hearings and meetings, please see <http://www.access.gpo.gov/congress/senate/senate11sh106.html>, hearing 106–777.

Secretary General’s Reform Initiatives

Secretary General Annan incorporated many U.S. ideas on reforming the organization’s management practices, decision mechanisms, activities, and programs into his two 1997 reform packages (“Track One” and “Track Two”). The United States worked to generate member state support for their prompt implementation. In December 1997, the General Assembly adopted the Track One measures and most of the Track Two recommendations by consensus.

Track One. In March 1997, the Secretary General announced 10 administrative, budgetary, managerial, and personnel reforms which he could undertake on his own authority. The United Nations budget has remained essentially flat for several years; over 900 personnel positions have been abolished within the United Nations; a Code of Conduct has been adopted; and administrative costs are being reduced.

Track Two. Building on his initial initiative, in July 1997, the Secretary General proposed, and was given General Assembly approval for, a more comprehensive set of reforms which streamlined some departments; improved administrative activities; and effected major improvements in development, humanitarian relief, human rights, and peacekeeping activities. Many key measures were put into effect immediately. These included creating a Deputy Secretary General position; adopting a cabinet-style management structure which brought together senior officials responsible for core UN functions; enhancing coordination of UN development activities at headquarters and in the field; improving delivery of humanitarian assistance; integrating human rights concerns throughout all UN activities; and adopting a code of conduct. Building upon these ongoing measures, in December 2000, the General Assembly formally approved the Secretary General plan to implement results-based budgeting in the United Nations. Results-based budgeting focuses on expected results by using performance indicators to measure achievement of those results.

U.S. View. Overall, the United States supported the Secretary General's proposals as a major contribution to the ongoing UN reform process. Although the United States supported the Secretary General's recommendation to institute sunset provisions for new UN programs, membership decided to revisit this issue in subsequent sessions. The General Assembly also initiated a major reform of UN human resources management for continued negotiations in early 2001

Budget Reform and Program Measures

As approved by the General Assembly in December 2000, the revised UN budget for 2000–2001 amounted to \$2,533.1 million. This was below the initial level of \$2,535.7 million, as adopted one year earlier, and continued the trend of essentially straight-line UN budgets since the mid-1990s. The United States joined consensus in the adoption of the revised 2000–2001 budget.

Maintenance of Budget Levels. Under UN procedure, UN budget levels are revised annually to take account of updated rates of exchange and inflation, as well as other factors that affect budgeted appropriations, e.g., changes in staff vacancy rates, or decisions taken by UN governing bodies. The General Assembly must approve the revised budget levels and it strives to make a practice of taking such decisions by consensus. The United Nations can expend funds only up to the level authorized by the General Assembly, and it does not have the authority to borrow externally.

Program Evaluation and Sunset Procedures. The General Assembly authorized the preparation of the next budget (2002–2003) in the results-based format. The crux of results-based budgeting is the formulation of practical and expected accomplishments that relate to clearly defined objectives for program activities. These accomplishments are paired with performance indicators, through which managers can measure the results that an activity is expected to produce. The United States favored this approach to improve the assessment of the effectiveness of

UN programs. The U.S. Government agreed with the Secretary General's rationale that results-based budgeting would motivate managers to focus on accomplishments and program execution.

In addition, the UN Secretariat revised its regulations governing program planning and the methods of implementing and evaluating its programs. Under these regulations, all programs shall be evaluated on a regular, periodic basis against clearly defined performance criteria. Mandates that are adopted more than five years before the medium-term plan review shall be accompanied by an explanation that justifies their retention. Revisions to the medium-term plan are required when a mandate has become obsolete as determined based on specific criteria. Assessing the relevance, usefulness, and effectiveness of program activities will be an important element of an effective program evaluation regime in the United Nations. The heads of departments will then be expected to use these evaluations in developing priorities and preparing subsequent budget proposals.

Peacekeeping Reform

The effort to reform UN peacekeeping gained significant momentum during the year as a result of a study on UN peacekeeping conducted by an independent panel of distinguished experts. The Secretary General commissioned the panel on March 7 to study past and current UN peacekeeping operations and make recommendations for improvement. The Brahimi Panel, named after the former Foreign Minister of Algeria, Lakhdar Brahimi, who headed the study, issued its report on August 21. The Brahimi Report, officially known as the "Report of the Panel on UN Peace Operations," proposed 57 recommendations addressing doctrine, headquarters staffing, rapid deployment, and information technology. While the report was controversial, the international community acclaimed the report as a comprehensive and authoritative study with recommendations worthy of consideration. The United States supported the Secretary General's initiative and many of the panel's findings, particularly those calling for an improved UN capacity to plan, rapidly deploy, and manage peacekeeping operations.

On October 20, the Secretary General submitted his report to the General Assembly on the implementation of the panel's recommendations. In it, he provided supplementary information and clarification on his concept for an initial phase of implementation. On October 27, he submitted a supplemental funding request to support these initial implementation actions. On December 8, the General Assembly adopted Resolution 55/135 by consensus, endorsing the following key Brahimi panel recommendations: the need for Security Council resolutions to be clear, credible, and achievable; improvement of the UN's ability to attract and rapidly deploy qualified mission leaders and military and civilian personnel; and restructuring and strengthening the Department of Peacekeeping Operations (DPKO) with emphasis on enhanced and integrated planning.

On December 23, the General Assembly adopted by consensus Resolution 55/238, approving approximately \$9 million in funding for 95 new posts, mostly in the DPKO: 50 for the Field Administration and Logistics Division, 24 for the Military Division, 12 for Operations, 6 for the Civilian Police Unit, and 1 for administration. Two posts were also approved for the Electoral Assistance Division in the Department of Political Affairs. Though well short of the Secretary General's full request, this significant increase would bring much needed staff augmentation to a clearly understaffed DPKO, fulfilling an important U.S. objective. The General Assembly deferred consideration of other proposals in the Brahimi Report pending a comprehensive review of UN peacekeeping staff by an outside firm to establish optimal peacekeeping structure and staffing levels.

In related activities, the Security Council decided to consider peacekeeping reform measures called for in the Brahimi Report with its Resolution 1318 on September 7. Following briefings by Ambassador Brahimi to Security Council members on September 27, Council members supported the general thrust of the Brahimi recommendations relating to the Security Council and acknowledged that further discussion would be necessary. The Council also agreed to establish a working group to develop specific recommendations for action by the Council. On November 13, the Security Council adopted Resolution 1327, endorsing Brahimi recommendations relating to the Council.

Another aspect of peacekeeping reform that the United Nations and the United States focused on was the role of civilian police (CIVPOL). The United States created Presidential Decision Directive 71 (PDD 71), Strengthening Criminal Justice Systems in Complex Contingencies. One aspect of this directive concerned CIVPOL. Building on work done in previous years and complementing other efforts to implement PDD 71, the United States participated in three UN-sponsored events focusing on civilian police operations. In May, the United Nations conducted a Seminar in Avila, Spain, addressing lessons learned and principles and guidelines for CIVPOL operations in peacekeeping missions. In August, the DPKO conducted a CIVPOL workshop at UN Headquarters in New York. This was the second follow-on workshop to conferences held in 1998. In November, the United Nations conducted its ninth Training Course for Military and Civilian Police Trainers in Turin, Italy. This was a "train the trainer" conference designed to prepare attendees to deliver current training courses in their home countries or as presenters in other UN-sponsored training courses.

Security Council Reform

The United States supported a strengthened and expanded Security Council, including permanent seats for Germany and Japan. The United States also supported consideration of three new permanent seats for representatives from the developing countries of Asia, Africa, and Latin America and the Caribbean to increase the Council's representative character. The U.S. Government felt there should be no change in the status or

privileges of the existing permanent members as outlined in the UN Charter, including any limitations on the veto.

During 2000, the General Assembly debated the reform and expansion of the Security Council extensively. 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 (OEWG) met for a seventh year but failed to reach consensus on a framework resolution. The Working Group will continue its deliberations.

In the General Assembly's plenary debate on Security Council reform, the United States again stressed that the future efforts of the OEWG might be more productive if they were redirected to include a thorough and analytical examination of proposals for an expanded Council of different sizes and compositions. Such analyses would focus primarily on the likely effectiveness of each Council structure. The United States expressed its willingness to be an active and engaged participant in that effort and to consider Council structures slightly larger than 21 members.

The United States viewed reform of the Security Council as only one element in the larger process of strengthening the United Nations in its entirety.