

United States Department of State



United States Participation in the United Nations

*A Report by the President
to Congress for the year*

1998



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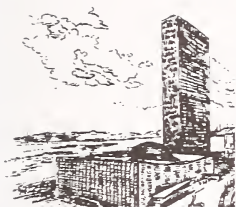
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Introduction

Political and Security Affairs:

The Security Council had mixed success in 1998 responding to threats to international peace and security. The United States provided leadership on the Council to continue insistence that Iraq comply with all relevant UN Security Council resolutions, and led coalition air strikes against Iraq when the Government continued to defy the Council. The Council adopted a U.S./U.K. initiative to try the PanAm 103 suspects by a Scottish court in the Netherlands, putting additional international pressure on Libya, but by the end of 1998, Tripoli had not turned over the accused terrorists. A small number of African states violated UN Security Council sanctions against Libya. In Africa, the situation in Sierra Leone, Congo, and Ethiopia/Eritrea gave continued cause for concern, notwithstanding Council efforts to end the conflicts. Fighting resumed in Angola despite the presence of a UN peacekeeping contingent. Serbian atrocities continued in Kosovo in the face of Security Council appeals to stop the violence. The Security Council unanimously adopted a resolution which condemned India's and Pakistan's nuclear tests.

In the General Assembly, U.S. efforts were instrumental in the adoption of a resolution deploring nuclear testing by India and Pakistan. However, outdated and unbalanced rhetoric from the past crept back into several UN General Assembly resolutions on the Middle East. Over U.S. opposition, the General Assembly also upgraded the status of the Palestinian observer mission to the UN.

The size and number of UN peacekeeping operations were relatively stable, with approximately 14,000 peacekeepers deployed. The small UN civilian police mission in Eastern Slavonia, Croatia, terminated on schedule in October. The Security Council established two new peacekeeping operations in the Central African Republic and in Sierra Leone. The U.S. Government continued to work with the United Nations and other countries to improve the civilian police aspect of peacekeeping. The United States and Argentina cohosted a civilian police workshop in December as a follow-up to the UN seminar in March.

UN Reform:

During 1998, the General Assembly implemented many of Secretary General Annan's reform proposals, which the United States strongly sup-

ported. Cost savings enabled the 1998-1999 UN budget to be reduced to its lowest level since 1992-1993. The United States was instrumental in obtaining a 15 percent staffing reduction in the Department of Peacekeeping Operations. The United States also continued to urge that the Security Council be expanded, including a provision for permanent seats for Germany and Japan and up to three permanent seats from the developing countries of Asia, Africa, and Latin America and the Caribbean.

Economic and Social Affairs:

Economic and social issues at the United Nations are considered both in the General Assembly and the Economic and Social Council as well as in a range of regional and specialized commissions. The prominent economic issues debated in 1998 were the financial crisis, globalization, and trade and development. In each case, the United States sought balanced resolutions identifying best practices available to countries undergoing economic challenges.

In the social arena, the United States highlighted its concern over continued violations of human rights in a number of countries. At the UN Commission on Human Rights, the United States won support for resolutions detailing human rights violations in the former Yugoslavia and in Sudan. The Commission also approved a Chairman's statement on Kosovo. A U.S. resolution identifying human rights violations in Cuba fell four votes short of acceptance. At the General Assembly, the United States played a leading role in obtaining passage of updated resolutions addressing human rights situations in the former Yugoslavia in general and in Kosovo specifically, and in Burma, Cambodia, Haiti, Iran, and Rwanda.

Other social commissions in which the United States is active include the Commission on Sustainable Development, the Commission for Social Development, and the Commission on the Status of Women. At the Commission on the Status of Women, the United States obtained consensus on a resolution on the situation of women and girls in Afghanistan. In the General Assembly the United States cosponsored resolutions to prohibit traffic in women and girls and female genital mutilation.

U.S. drug control objectives were supported by two key UN organizations—the UN International Drug Control Program (UNDCP) and the International Narcotics Control Board. In 1998, UNDCP provided drug control assistance to 65 countries, and the United States was particularly encouraged by UNDCP's renewed emphasis on support for elimination of illicit cultivation of opium and coca. The General Assembly held a special session on countering the world drug problem, attended by President Clinton and 31 other heads of state.

In recognition of the valuable contributions being made by nongovernmental organizations (NGOs) to the work of the United Nations, the United States advocated expanding NGO participation.

Development and Humanitarian Relief Activities:

The United States continued to strongly support a number of UN development and relief organizations dependent on voluntary contributions. The United Nations Development Program managed the world's largest multilateral program of grant technical assistance and received a U.S. contribution of \$98 million in 1998. An additional \$100 million contribution went to UNICEF (UN Children's Fund). World hunger levels rose in 1998 due to climate catastrophes and civil wars, and the United States responded with a \$900 million contribution to the World Food Program (WFP).

At the office of the UN High Commissioner for Refugees, the United States pressed throughout 1998 for increased donor coordination and shared responsibility, and worked to advance U.S. positions on refugee issues in Kosovo, Bosnia, the Great Lakes of Africa, Afghanistan, Liberia, and Sierra Leone.

During the 1998 General Assembly, the United States cosponsored two resolutions to enhance coordination of UN emergency relief efforts. The United States also joined consensus in adopting all the resolutions on special economic assistance, addressing floods in Bangladesh, effects of Hurricanes Georges and Mitch, and relief needs in a number of other countries affected by war, natural disasters, and refugees.

As a member of the executive board of the UN Fund for Population Activities (UNFPA), the United States played an important role in designing a new sustainable funding facility. The UNFPA does not fund, condone, or promote abortion.

In 1998, the UN Commission on Human Settlements established a task force on environment and human settlement activities. The United States supported the recommendations of the task force, which would provide increased reform and oversight in financial and administrative matters.

The multilateral development organizations of the UN system continued to make important contributions to international efforts to address sustainable development and broad-based growth, poverty alleviation, child and gender issues, and global food security. These efforts are consistent with broad U.S. goals and further its interests around the world. These agencies included the UN Development Program, the Food and Agriculture Organization, the WFP, UNICEF, the UNFPA, Habitat, the UN Capital Development Fund, the International Fund for Agricultural Development, and UNAIDS. The United States had a seat on the Executive Board of each of these organizations and had been successful in pushing for needed reform in their governance, financing, and programmatic activities as well as holding the line on the need for continuing budget stringency.

Administration and Budget:

Progress was achieved in 1998 in the administrative and budget areas. The first year of the 1998-1999 biennium budget was maintained within

the \$2.533 billion budget cap established by Congress, allowing for full payment by the United States of its calendar year 1998 UN regular budget assessments. However, over U.S. objections, a budget outline level of \$2.545 billion for the 2000-2001 biennium was approved in December, marking the start of a year-long process in determining the budget level for the next biennium. There was a continued decline in the overall scope and costs of UN peacekeeping. The Office of Internal Oversight Services (OIOS) issued a report summarizing significant findings, recommendations, and actions taken in regard to 80 audits, inspections, investigations, and evaluations, and there was a steadily rising rate of managers' implementation of OIOS recommendations. Five reports were issued by the Joint Inspection Unit. New codes of conduct were implemented, which updated and clarified rules on standards of conduct and performance, set a framework for accountability, and established standards to prevent conflicts of interest.

Specialized Agencies:

In the specialized and technical agencies of the UN system, the United States supported the election of two prominent and reform-minded leaders: Gro Harlem Brundtland, former Prime Minister of Norway, at the World Health Organization (WHO), and Juan Somavia, permanent representative of Chile to the United Nations, at the International Labor Organization (ILO). The United States also was pleased to work with Mohamed El Baradei (Egypt), the recently elected head of the International Atomic Energy Agency, in advancing U.S. and global interests in nuclear safeguards, and with Klaus Toepfer (Germany), who assumed an important role in 1998 as head of the UN Environment Program. WHO put into effect a two-term limit for its elected officials in order to ensure the regular flow of new energies into these top positions. Other agencies had term limits under review.

The technical agencies made significant advances in support of U.S. policies during 1998. The UNDCP, led by newcomer Pino Arlacchi (Italy), received serious support for its efforts to enhance global narcotics control from a special session of the UN General Assembly, attended by President Clinton. Member states at the special session gave commitments for such targets as eradication of illicit drug crops by 2008. The ILO adopted a new "Declaration on Fundamental Principles and Rights of Work" and a follow-up mechanism to advance workers' rights around the world and help level the playing field for American business and workers in international trade. The U.S. communications industry received important benefits from decisions made at the International Telecommunication Union's Plenipotentiary Conference, hosted by the United States in Minneapolis, Minnesota. With strong U.S. support, the International Civil Aviation Organization created a new aviation safety oversight program that should lead to safer air travel for millions of Americans. WHO mounted new programs to "roll back malaria," complete the global eradication of polio, and achieve new measures for tobacco control around the

world. The International Maritime Organization began consideration of more equitable financing arrangements for the North Atlantic Ice Patrol, a service provided by the U.S. Coast Guard since the sinking of the Titanic in 1912.

Although the United States is not a member of the UN Educational, Scientific and Cultural Organization (UNESCO), more than 40 senior American educators, led by an Assistant Secretary of Education, made significant contributions at a UNESCO conference on higher education held in Paris. Patent and copyright fees were reduced by the World Intellectual Property Organization at the beginning of 1998. Authority for U.S. international postal policy in the Universal Postal Union was transferred from the U.S. Postal Service to the Department of State by Congressional action.

Despite the many advances in the UN system for U.S. policies, it must be noted that in virtually all of the specialized and technical agencies, U.S. delegates found their efforts to build consensus and support for U.S. policies severely constricted by the failure of an agreement during 1998 to achieve appropriation of funds to pay the high levels of U.S. arrears.

Part 1



Political and Security Affairs

Regional Issues

Middle East

Situation in the Middle East

The 53rd General Assembly, like its predecessor, failed to adopt a positive resolution expressing support for the achievements of the peace process and calling for international support for the economic and social development of the Palestinian people. The draft resolution was withdrawn by the cosponsors after agreement could not be reached on controversial proposed changes to the text.

The United States continued to oppose a number of perennial resolutions on the Middle East (the Syrian Golan, Question of Palestine, Israeli Settlements, Palestinian Right to Self-Determination, and Israeli Practices). The United States opposes these resolutions because they address permanent status issues that are the subject of negotiations between the parties; they advocate activities or language incompatible with basic principles of the Middle East peace process; and/or they expend resources that could be used in more productive ways to improve the lives of the Palestinian people.

UN Interim Force in Lebanon

The UN Interim Force in Lebanon (UNIFIL) was established by Security Council Resolution 425 in March 1978 in response to an Israeli operation in southern Lebanon which, in turn, had followed an attack inside Israel by the Palestine Liberation Organization. UNIFIL was deployed in southern Lebanon and, at the end of the year, had a troop strength of 4,475. The Security Council extended the UNIFIL mandate for six-month periods twice in 1998, most recently by Security Council Resolution 1188 on July 30, 1998.

UN Disengagement Observer Force

The UN Disengagement Observer Force (UNDOF) was established after the 1973 Arab-Israeli war to supervise the disengagement of Israeli and Syrian forces on the Golan Heights in accordance with the U.S.-negotiated Israeli-Syrian agreement of May 1974. At the end of 1998, UNDOF had a troop strength of 1,033. There are no U.S. troops in the operation. The Security Council extended UNDOF's mandate at six-month intervals,

most recently on November 25 by Security Council Resolution 1211. Two Austrian peacekeepers were murdered in a still-unexplained incident on the Golan Heights in June 1997. There were no other significant incidents during the year

UN Relief and Works Agency for Palestine Refugees in the Near East

The General Assembly adopted a group of seven resolutions on the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Voting on the resolutions was as follows: Resolution 53/46, "Assistance to Palestinian refugees," was adopted by a vote of 157 to 1, with 2 (U.S.) abstentions; Resolution 53/47, "Working Group on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East," was adopted by consensus; Resolution 53/48, "Persons displaced as a result of the June 1967 and subsequent hostilities," was adopted by a vote of 156 to 2 (U.S.), with 1 abstention; Resolution 53/49, "Offers by Member States of grants and scholarships for higher education, including vocational training, for Palestine refugees," was adopted by a vote of 160 (U.S.) to 0, with 1 abstention; Resolution 53/50, "Operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East," was adopted by a vote of 157 to 2 (U.S.), with 2 abstentions; Resolution 53/51, "Palestine refugees' properties and their revenues," was adopted by a vote of 156 to 2 (U.S.), with 1 abstention; and Resolution 53/52, "University of Jerusalem 'Al-Quds' for Palestine refugees," was adopted by a vote of 156 to 2 (U.S.), with 2 abstentions.

In its explanation of vote, the U.S. delegation underscored its long-standing commitment to the work of UNRWA, noting that the United States would continue to support UNRWA's important educational, health, social, and humanitarian relief programs. The U.S. delegation expressed criticism for the inclusion of politicized language in several of the resolutions, and urged that narrow political agendas be set aside so that UNRWA could receive the wholehearted support it deserves.

Iraq

Iraq's record of compliance with Security Council resolutions was poor in 1998. The Council adopted seven resolutions pertaining to Iraq during the year, more than for any other country.

Heightened tensions over Iraqi noncooperation with UN-mandated weapons inspectors early in the year abated after the Secretary General traveled to Baghdad in February and concluded a new memorandum of understanding (MOU) which bound Iraq to cooperate fully with inspection teams from the UN Special Commission (UNSCOM) and the International Atomic Energy Agency (IAEA). The Council endorsed the MOU in Resolution 1154 (March 2), warning "...that any violation would have severest consequences for Iraq."

During bimonthly reviews in February, April, June, and August, the Security Council found that Iraq had failed to comply with the Council's resolutions relating to the Iraqi invasion and occupation of Kuwait in August 1990. Among other deficiencies, Iraq failed to provide a compre-

hensive accounting of its prohibited weapons programs and capabilities, failed to return stolen Kuwaiti property or account for missing Kuwaiti nationals, failed to respect the human rights of its citizens, failed to end support for terrorism, and failed to cooperate fully with UNSCOM and the IAEA.

On August 5, Iraq reneged on its MOU with the Secretary General by declaring the "suspension" of all cooperation with UNSCOM and the IAEA. On September 9, the Security Council adopted Resolution 1194, which included the Council's decision not to conduct further bimonthly reviews until Iraq rescinded its August 5 decision and renewed cooperation with UNSCOM and the IAEA. Iraq announced "termination" of cooperation with UNSCOM on October 31. The Council, in turn, adopted Resolution 1205 (November 5), which identified Iraq's action as a "flagrant violation" of Resolution 687 (the Gulf war cease-fire resolution) and demanded that Iraq immediately resume cooperation with UNSCOM and the IAEA. In the face of continued Iraqi noncompliance with its obligation to cooperate with UNSCOM and the IAEA, coalition forces were prepared to conduct air strikes against military targets in Iraq. Hostilities were averted by a sudden Iraqi decision on November 15 to rescind its August 5 and October 31 decisions.

UNSCOM and IAEA inspection teams returned to Iraq but again faced Iraqi interference and noncooperation. UNSCOM reported to the Council on December 16 that Iraq had failed to fulfill its pledge to cooperate. As a result, coalition air strikes against military targets across Iraq began December 17 and continued through December 20. The strikes, dubbed Operation Desert Fox, inflicted significant damage on military sites. UNSCOM and IAEA personnel departed Iraq just prior to the military action, and at year's end Iraq maintained its policy of barring their return.

The United States remains a strong supporter of the UN humanitarian program in Iraq, under which Security Council resolutions require that Iraqi oil revenues benefit the civilian population. The Security Council adopted a series of resolutions during the year pertaining to the program, including: Resolution 1153 (February 20), which expanded the program to permit the sale of up to \$5.26 billion worth of oil every six months and extended the program for a fourth phase of 180 days; Resolution 1158 (March 25), which authorized the export of Iraqi crude oil up to a value of \$1.4 billion during the second half of phase four; Resolution 1175 (June 19), which sought to boost revenues for humanitarian assistance by making \$300 million available for purchase of oil sector equipment in order to increase oil exports; and Resolution 1210 (November 24), which extended the program for a fifth phase of 180 days.

Africa

Working Group on Reduction of Conflict

The Security Council's first ministerial meeting on Africa, in September 1997, requested that the Secretary General report on "The causes of conflict and the promotion of durable peace and sustainable development

in Africa.” The Secretary General submitted that report to the General Assembly (A/52/871) and the Security Council (S/1998/318) on April 13, 1998, winning praise for thoughtful analysis and comprehensive recommendations. In Resolution 1170 (May 28), the Security Council established a Working Group of all members of the Council to review all recommendations in the report related to the maintenance of international peace and security, and to submit specific proposals for consideration by the Council. The Council also expressed its intention to convene ministerial-level meetings biennially, beginning in September 1998, to assess progress in promoting peace and security in Africa.

The Working Group was divided into six thematic groups which addressed the following issues: (1) strengthening coordination between the United Nations and regional and subregional organizations in conflict prevention and the maintenance of peace, (2) security and neutrality of refugee camps and settlements, (3) strengthening Africa’s peacekeeping capacity, (4) strengthening the effectiveness of arms embargoes as a means to diminish the availability of arms with which to pursue armed conflicts, (5) stemming illicit arms flows to and in Africa, and (6) enhancing the Council’s ability to monitor activities authorized by it, but carried out by member states or coalitions of states.

The Security Council held its second ministerial meeting on Africa on September 24. In her remarks to the Council, U.S. Secretary of State Albright noted that “...tragedy and conflict have led the news from Africa this year and it dominates our thoughts as we meet today...” She thanked the Secretary General “...for his engagement in these difficult challenges and we welcome the response his report has generated.” Turning to the themes being considered by the Africa Working Group, she congratulated the thematic group led by Japan for singling out “...the uncontrolled flow of arms, ammunition and explosives into Africa’s tensest areas.” She then called for “...international support, over the next six months, for a voluntary moratorium on arms sales that could fuel these interconnected conflicts...” and suggested other ways to curb arms transfers to zones of conflict in Africa.

The U.S. delegation chaired the thematic group on security and neutrality of refugee camps and settlements. With advice from an inter-agency working group in Washington and the Office of the UN High Commissioner for Refugees (UNHCR), the thematic group developed proposals which the Council unanimously adopted as Resolution 1208 (November 19). It called on African states to keep refugees at a reasonable distance from the frontier of their country of origin, to separate refugees from persons who do not qualify for international protection, and to ensure the security and civilian and humanitarian character of the camps. It noted that the range of measures which the international community could take to share the burden borne by African states could include the provision of security guards and deployment of international police and military forces. It called for international support, including coordinated training programs and logistical and technical advice and assistance, for

African efforts in law enforcement, disarmament of armed elements and curtailment of arms flows in refugee camps, and demobilization and reintegration of former combatants.

The thematic group on stemming illicit arms flows to and in Africa, chaired by the Japan delegation, recommended a text (including some of the U.S. Secretary of State's September 24 proposals) which was unanimously adopted as Security Council Resolution 1209 (November 19). It encouraged African states to implement effective arms import, export, and re-export controls; stressed the importance of restricting arms transfers which could provoke or prolong armed conflicts, such as through voluntary moratoria; welcomed the Economic Community of West African States' moratorium on manufacture and trade in small arms; encouraged African states to examine other regional efforts, such as those of the Organization of American States; encouraged the Secretary General to explore means of identifying international arms dealers who contravene African States' legislation or UN embargoes; noted the findings of the International Commission of Inquiry (Rwanda) and requested that the Secretary General consider using commissions of inquiry in other conflict zones in Africa; and suggested that future peacekeeping operations in Africa might include voluntary weapons collection programs.

Results of the other thematic groups' work included the following highlights:

- Resolution 1196 (September 16) reiterated the obligation of all member states to carry out decisions of the Council on arms embargoes; encouraged member states to consider adopting legislation making the violation of UN arms embargoes a criminal offense; requested reporting on possible violations of arms embargoes to the Council's sanctions committees and asked the committees to make this information publicly available (e.g., on the Internet); and expressed willingness to consider all appropriate measures to assist in the effective implementation of arms embargoes.
- Presidential Statement 28 (September 16) encouraged increased bilateral and multilateral cooperation in peacekeeping, especially capacity-building, between member states, the United Nations, the Organization of African Unity, and subregional organizations in Africa, with due emphasis on international humanitarian law and particular attention to the situation of children in armed conflict. It requested that the Secretary General study ways to improve the availability of logistics for peacekeeping efforts in Africa.
- Resolution 1197 (September 18) urged the Secretary General to help the OAU establish a conflict early-warning system and strengthen its conflict management center.
- Presidential Statement 35 (November 30) recommended that peacekeeping operations of coalitions or subregional organizations should have a clear mandate, including a statement of objectives, rules of engagement, a well-developed plan of action, a time-frame for disengagement, and arrangements for regular reporting to the Council. Co-deployment of UN observers with an operation of a subregional organization or coalition, as in Liberia and Sierra Leone is one possi-

ble means of monitoring activities of forces authorized by the Security Council.

Angola

The UN Observer Mission in Angola (MONUA), established on June 30, 1997, as a follow-up to the UN Angola Verification Mission III (UNAVEM III), had a mandate to assist the Angolan parties in the final stages of implementation of the Lusaka Protocol. Despite significant progress early in the year, by year's end the civil war had resumed, and the prospects for peace in Angola were dim.

MONUA focused its efforts on implementing key provisions of the Lusaka Protocol: disarming and demobilizing the forces of the National Union for Total Independence of Angola (UNITA), closing UNITA's Radio Vorgan to reduce inflammatory propaganda, extending state administration throughout the country—including UNITA's key towns of Andulo and Bailundo, legalizing UNITA as a party and transferring UNITA's leadership to Luanda, and regularizing the status of UNITA's leader, Mr. Jonas Savimbi, and establishing a Government of National Unity and Reconciliation (GURN). By April 1998, it appeared that significant progress had been achieved. Not only had UNITA declared, on March 6, the complete demobilization of its forces, but, on March 11, the government had legalized UNITA as a political party and regularized Savimbi's constitutional status as leader of the opposition.

However, UNITA refused to turn over control of Andulo and Bailundo and two neighboring towns, Nharea and Mungo. Beginning in late April, UNITA launched a military campaign to retake control of towns it had given up only weeks earlier. UNITA's action, which it claimed was prompted by the severe harassment of its cadres in the towns brought under government control, not only created an impasse in the peace process but also confirmed suspicions that UNITA had not fully disarmed or demobilized. The Security Council strongly condemned UNITA's failure to abide by its Lusaka obligations and imposed additional sanctions on UNITA (Resolutions 1173 of June 12, and 1176 of June 24).

The tragic death of the Secretary General's Special Representative, Maitre Alioune Blondin Beye, in a plane crash in Cote d'Ivoire on June 26, was a further blow to the peace process. During the last six months of 1998, both sides took actions that made the resumption of hostilities a virtual certainty. As part of a campaign to isolate and discredit Savimbi, the Government suspended UNITA from the GURN (later rescinded); embraced as the "true" UNITA a splinter group of UNITA officials in Luanda; and outlawed Savimbi as a war criminal, declaring him no longer a legitimate interlocutor in the peace process. For its part, UNITA took advantage of the Government's military intervention in the Democratic Republic of the Congo in August to retake control of territory, particularly in the diamond mining regions.

In December, the Government launched an offensive against the UNITA strongholds of Andulo and Bailundo, plunging Angola once again

into civil war. The year ended on a tragic note with the shooting down over UNITA-controlled areas, on December 26, 1998, and January 2, 1999, of 2 MONUA planes carrying 24 people. None survived.

As the peace process broke down, the Security Council kept MONUA under active review, adopting short-term renewals in resolutions. Beginning with the June 30 mandate renewal (Resolution 1180 of June 29), the Security Council limited subsequent renewals to two months or less (Resolutions 1190 of August 13; 1195 of September 15; and 1202 of October 15). On December 3, the mandate was extended until February 26 (Resolution 1213), although deteriorating security conditions compelled the Secretary General to begin a drawdown of MONUA forces at the end of the month and to consider recommending MONUA's termination. In light of the inability of MONUA to fulfill its peacekeeping mission, the Security Council at year-end was exploring what form of continued presence might make sense and began working with the Government of Angola on a framework for a residual UN mission if MONUA was not renewed on February 26, 1999.

Burundi

Important progress in the Burundi peace process took place over the year in both internal and external negotiations. In the internal process, the National Assembly and the Buyoya government worked out modalities for cooperation. In the external all-party talks at Arusha, Tanzania, led by former President Julius Nyerere of Tanzania, working committees began to debate issues for resolution, including democracy and good governance and peace and security. Because of progress in the peace talks, Nyerere recommended, and the regional leaders agreed, to suspend sanctions against Burundi. The United States and the United Nations continued to support the peace process.

The Burundian government and insurgents continued to fight throughout 1998. At the end of the year, there was an increase in killings of civilians by insurgents. The army was implicated in two civilian massacres. The United States urged the Government of Burundi to condemn the killings and to conduct a transparent investigation that would single out and punish those involved. The Security Council president, in a November 17 press statement, called for swift punishment of the guilty. At year's end, fighting between government troops and the insurgents was reported in eastern Congo.

Central African Republic

Following a series of mutinies in the Central African Republic in 1996, a group of African leaders negotiated the Bangui Accords in January 1997. These agreements created the Inter-African Mission to Monitor the Implementation of the Bangui Accords (MISAB), a multinational force with troops from Gabon, Senegal, Mali, Chad, Burkina Faso, and Togo, and financial and logistical support from France. In July 1997, President Ange-Felix Patasse of the Central African Republic and President El Hadj Omar Bongo of Gabon formally requested UN authorization for MISAB,

which was granted on August 6, 1997, by Security Council Resolution 1125, adopted unanimously. This three-month MISAB mandate authorized its member states to ensure the security and freedom of movement of their personnel under Chapter VII of the UN Charter. The resolution stipulated that the expenses and logistical support for the force would continue to be borne on a voluntary basis by MISAB's participants. On November 6, 1997, Security Council Resolution 1136, adopted unanimously, renewed this authorization of MISAB under the same terms for an additional three months.

In early 1998, the UN mandate for MISAB was twice extended for short periods by the Security Council while it was considering further steps it could take to help bring stability and reform to the Central African Republic. On February 5, Security Council Resolution 1152 extended MISAB through March 16. On March 16, Security Council Resolution 1155 extended MISAB's mandate through March 27. Both Security Council votes were unanimous. On March 27, the Security Council unanimously adopted Resolution 1159, creating the United Nations Mission in the Central African Republic (MINURCA), which replaced MISAB. MINURCA's mandate was to guarantee security in the capital, Bangui, while the Government implemented critical political, economic, and security reforms that would ensure long-term stability. MISAB's sponsors continued much of their support with personnel, equipment, and voluntary contributions in what was, for the most part, a transfer from one command to another. MINURCA came to include new contingents from France, Canada, Cote d'Ivoire, and Egypt, but continued under African (Gabonese) command. In his explanation of vote, U.S. Permanent Representative Bill Richardson emphasized that MINURCA was a limited but essential peacekeeping mission "...designed as a temporary bridge to give the Central African Republic time to establish a secure state under good governance." Richardson also encouraged formation of a "Friends of the Central African Republic" group to help coordinate economic assistance and to advise on reform.

MINURCA deployed without incident. With MINURCA keeping the peace in Bangui, and with some reform progress being made by the Central African Republic Government, the Security Council, on July 14, unanimously adopted Resolution 1182, renewing the MINURCA mandate for three more months, through October 25.

On August 21, the Secretary General's report recommended that MINURCA's mandate be adjusted for it to be present and assist with logistical and security support during the national legislative elections in November and December 1998. Correspondingly, the Security Council, on October 15, unanimously adopted Resolution 1201, extending MINURCA's mandate through February 28, 1999. This resolution expressed the Council's clear intent that this would be MINURCA's final extension, setting a force drawdown beginning January 15, with termination of MINURCA to be concluded by February 28, 1999.

The legislative elections were successfully held, but the government's progress in essential reforms was more mixed. On December 18, the Secretary General's report recommended extension of MINURCA through presidential elections, scheduled for the fall of 1999. The Secretary General was concerned that reforms were not yet complete, and the presidential election itself would be destabilizing. As 1998 closed, MINURCA's end-date of February 28, 1999, was still in effect, with the Security Council poised to extend it through the presidential elections in the fall of 1999.

Democratic Republic of the Congo (Zaire)

The situation in the Great Lakes region of Africa continued to preoccupy the Security Council during 1998. In the first half of the year, the Council tried, without success, to encourage the Government of the Democratic Republic of the Congo (formerly Zaire) to cooperate with a UN investigation of massacres and other atrocities that took place in 1996 and 1997, during the rebellion that led to the overthrow of President Mobutu. Beginning in August, it expressed deep concern about the outbreak of a new rebellion and multi-state intervention in the Congo.

In April, the Secretary General ordered the withdrawal of the UN Investigative Team, because "...it was not allowed to carry out its mission fully and without hindrance." The Team's report (S/1998/581 of June 29), based on interviews it was able to conduct in-country, concluded "...that all the parties to the violence that racked Zaire...committed serious violations of human rights or international humanitarian law." Furthermore, the killings by the Alliance of Democratic Forces for the Liberation of the Congo (ADFL) "...and its allies, including elements of the Rwandan Patriotic Army, constitute crimes against humanity...." The Team believed "...that some of the killings may constitute genocide, depending on their intent, and call for further investigation...." The Congolese Government submitted a detailed rebuttal of the Team's report on June 29. The Rwandan Government issued a letter on June 29 claiming that the report was based on incomplete information.

On July 13, the Security Council issued Presidential Statement 20 condemning the massacres, other atrocities, and violations of international humanitarian law and calling on the Governments of the Congo and Rwanda to investigate without delay the allegations of the UN Investigative Team and bring to justice any persons found to be involved in massacres and atrocities. It asked those Governments to provide initial progress reports to the Secretary General by October 15, 1998, on the steps being taken to investigate and prosecute those responsible. Both Governments submitted reports at that time, but they were *pro forma*. In the meantime, a new war had broken out in the Congo.

In early August, a new rebel movement proclaimed itself in eastern Congo and, in cooperation with Rwandan and Ugandan government forces already on the ground in the Congo, began a campaign to overthrow the government of President Laurent Kabila. In late August, the rebels and their allies threatened Kinshasa from a front established by an airlift into

the west, but were repelled with the aid of intervening Angolan, Namibian, and Zimbabwean troops. On August 31, the Security Council, in Presidential Statement 26, expressed deep concern about the conflict, calling it a serious threat to regional peace and security. The Council reaffirmed the obligation to respect the territorial integrity and national sovereignty of the Democratic Republic of the Congo and other states in the region and called for a peaceful solution to the conflict, including an immediate cease-fire, the withdrawal of all foreign forces, and the initiation of peaceful political dialogue with a view to national reconciliation leading to democratic, free, and fair elections as soon as possible. The Council urged all parties to respect human rights and humanitarian law. It condemned reported summary executions, torture, harassment and detention of civilians based on their ethnic origin, the recruitment and use of child soldiers, the killing of combatants who lay down their weapons, hate propaganda, sexual violence, and other abuses by any side. It reaffirmed that all persons who commit or order the commission of grave breaches of international humanitarian law are individually responsible for their actions. The Council also called for safe and unhindered access for humanitarian agencies to all those in need, and unrestricted access by the International Committee of the Red Cross to all detainees. It urged all parties to guarantee the safety and security of UN and humanitarian personnel. Finally, the Council encouraged the Secretary General to continue consultations with regional leaders and the Organization of African Unity (OAU) aimed at achieving a peaceful solution to the conflict. It reaffirmed the importance of holding an international conference on peace, security, and development in the Great Lakes region.

About a dozen state and non-state actors intervened in the Congo conflict. By late 1998, Congolese rebels and their Rwandan and Ugandan allies controlled most of eastern Congo. Angola, Chad, Namibia, Zimbabwe, Sudan, the former armed forces of Rwanda and Rwandan Hutu extremists, Burundian Hutu rebels, and Ugandan rebels supported the Kabila government. President Chiluba of Zambia, with the endorsement of the OAU and the Southern African Development Community, led regional efforts to resolve the conflict; the United Nations supported this effort.

The United States was especially concerned about the danger of renewed genocide in the region. In statements at the United Nations, the United States opposed ethnic killing and expressed concern about appeals to ethnic hatred. The United States supported the territorial integrity of the Congo and a peaceful settlement of the conflict. It urged Rwanda and Uganda to cooperate in reaching a peaceful settlement and called on the international community to enforce the arms embargo on the Rwandan *genocidaires* and redouble efforts to limit arms flows to this major region of conflict.

On December 11, the Security Council issued Presidential Statement 36 repeating most of the elements of its August 31 Statement and expressing its support for the mediation process led by President Chiluba. It wel-

comed public commitments—made in late November at the France-Africa summit in Paris by the presidents of the Congo, Uganda, and Rwanda, and by the presidents or heads of delegation of Namibia, Zimbabwe, Angola, and Chad—to work in a constructive and flexible spirit toward signing a cease-fire agreement. At the end of 1998, however, the planned summit for the signing had been postponed indefinitely.

In Presidential Statement 36 of December 11, the Council said it was prepared to consider “...the active involvement of the United Nations,... through concrete, sustainable and effective measures, to assist in the implementation of an effective cease-fire agreement and an agreed process for a political settlement of the conflict.”

Ethiopia/Eritrea

The Governments of Eritrea and Ethiopia, antagonists in the current border conflict, are former brothers in arms who ousted the Mengistu regime in 1991. When Eritrea peacefully achieved independence from Ethiopia in 1993, the common border remained undefined in some places. Occasional border skirmishes went almost unnoticed until May 1998, when Eritrea seized the 150-square-mile Badme triangle. Ethiopia demanded that Eritrea withdraw from Badme, and both sides began preparing for war.

In May and June, a U.S.-Rwandan team of peace facilitators shuttled between Asmara and Addis Ababa, promoting a plan that would lead to delimitation and demarcation of the border with UN technical assistance. Eritrean President Isaias Afewerki would not agree, however, to withdraw from Badme. Ethiopia’s Prime Minister Meles Zenawi accepted the facilitators’ plan but reiterated that Eritrean forces must withdraw from Badme and Ethiopian administration must be restored before negotiations could begin.

Fighting broke out in late May but settled into a *de facto* cease-fire in June. President Clinton prevailed upon Isaias and Meles to observe a moratorium on air attacks, which lasted from June into 1999. However, in June, Ethiopia began expelling Eritreans and persons with alleged ties to Eritrea. By year’s end about 50,000 had been deported to Eritrea. About 18,000 Ethiopians had left Eritrea.

The Council of Ministers of the Organization of African Unity (OAU) endorsed the U.S.-Rwandan facilitation plan (S/1998/485) and when the U.S.-Rwandan facilitation ended in June, an OAU High-Level Delegation continued the peace efforts. The UN Security Council followed the conflict with grave concern, noting its political and security implications and its effect on civilian populations. On June 26, the Council unanimously adopted Resolution 1177, which condemned the use of force and demanded that both parties immediately cease hostilities and refrain from further use of force; welcomed the commitment of the parties to a moratorium on air strikes; urged the parties to exhaust all means to achieve a peaceful settlement; welcomed the OAU decision (S/1998/494) to involve its High-Level Delegation; called upon the parties to cooperate fully with

the OAU and to avoid provocative actions or statements; asked the Secretary General to make available his good offices and to provide technical support to the parties to assist in the eventual delimitation and demarcation of the border; and established a trust fund for that purpose and urged all member states to contribute to it.

Beginning in October, former U.S. National Security Advisor Anthony Lake traveled three times to Eritrea and Ethiopia, attempting to identify a formula for a peaceful resolution of the impasse. In December, at Ouagadougou, OAU heads of state endorsed a proposed Framework Agreement, involving redeployment of Eritrean forces, presence of OAU military observers and human rights monitors, and delimitation and demarcation of the common border by experts of the UN Cartographic Unit. Ethiopia accepted the Framework Agreement; Eritrea requested clarifications. As 1998 ended, full-scale war was becoming increasingly likely. Both sides were importing tanks, jet fighters, other weapons, and munitions. Over 100,000 Eritrean and over 200,000 Ethiopian troops faced each other along a 620-mile front; artillery exchanges were becoming more frequent.

At the end of 1998, the Security Council remained seized of the matter. The United States remained deeply concerned about the continuing military buildup along the common border and the implications of the buildup for renewed hostilities. It continued to coordinate its peace efforts with the United Nations and the OAU, and strongly endorsed the Framework Agreement advanced by the OAU for ending the dispute. The United States welcomed Ethiopia's acceptance of the OAU Framework Agreement, urged Ethiopian patience, and strongly urged Eritrea to accept the Framework Agreement as the basis for a peaceful resolution of the dispute, without delay. Ethiopia and Eritrea have made remarkable strides in the last few years in overcoming a past of repression, famine, and war. Both nations have promising futures. The United States urged them not to risk what they have gained in a conflict that cannot possibly benefit the people of either side.

Libya

During the first eight months of 1998, the Security Council continued to review sanctions each 120 days as required by Resolution 748 (1992) (to force Libya "...to cooperate fully in establishing responsibility for the terrorist acts...against Pan Am flight 103.") Given Libya's noncompliance with Resolutions 731, 748, and 883, the Council decided on each occasion that sanctions, including the air embargo, should remain in effect without change. Libya continued to complain that the air embargo was harming civilian interests, and to call for the trial of the two Pan Am 103 suspects under Scottish law in a country other than the United Kingdom or the United States.

The situation changed dramatically with the Security Council's adoption of Resolution 1192 on August 27. The resolution embodied an initiative launched by the United States and the United Kingdom earlier in August. The United Kingdom will try the two Libyan suspects before a

specially constituted Scottish court sitting in the Netherlands. The Dutch parliament passed legislation to authorize and facilitate such an arrangement. Resolution 883 had provided for immediate suspension of UN sanctions once Libya ensured the appearance of the two suspects before the appropriate U.S. or U.K. court and had satisfied the French judicial authorities with respect to the bombing of UTA 772. The initiative, as reflected in Resolution 1192, expanded the circumstances under which sanctions would be suspended to include arrival of the suspects in the Netherlands for the purpose of trial before the Scottish court.

Despite favorable comments on the initiative by senior Libyan officials, the Libyan government raised numerous procedural questions and concerns, and refused to surrender the Pan Am 103 bombing suspects. As a result, Libya faced increasing diplomatic pressure and international isolation by year's end. The Secretary General visited Tripoli to urge the Libyan leadership to comply with Resolution 1192. The governments of Saudi Arabia and South Africa undertook a joint diplomatic effort to persuade Libya to comply.

(NB: On April 5, 1999, the two Libyan suspects in the Pan Am 103 bombing arrived in the Netherlands and were turned over to Scottish custody for trial.)

Rwanda

The current African Great Lakes crisis arose in large measure from the 1994 genocide in Rwanda. The 1996-1997 military campaign that ousted President Mobutu of Zaire, the rebellion against his successor, President Kabila, and the continuing war and multi-state intervention in the Congo are all linked to Rwandan *genocidaires'* activities in Congo/Zaire and the efforts of the post-genocide Government of Rwanda to destroy these remaining enemies. (See report on the Democratic Republic of the Congo, above.) In 1998, the UN Security Council focused on two Rwandan issues arising out of the genocide: the International Tribunal for Rwanda and the International Commission of Inquiry established in 1995 to collect information on the sale or supply of arms and related *materiel* to former Rwandan government forces in the Great Lakes region in violation of Council Resolutions 918 (1994), 997 (1995), and 1011 (1995).

With strong U.S. support, operations of the International Tribunal for Rwanda gained momentum in 1998. At the end of the year, 36 of the 45 public indictees, many of them senior leaders of the Rwandan government before and during the genocide, had been taken into custody and the Tribunal had obtained two confessions and one conviction for genocide charges.

Convinced of the need to increase the capacity of the Tribunal, to enable it to try expeditiously the large number of accused, and acting under Chapter VII of the Charter of the United Nations, the Council adopted Resolution 1165 (April 30), which established a third Trial Chamber, with three additional judges. The resolution also urged the organs of the Tribunal to continue their efforts to increase the efficiency of their

work, and asked the Secretary General to make practical arrangements for elections for judges of the three Trial Chambers for a term of office to expire on May 24, 2003. Per Resolution 1200 (September 30), the Council forwarded to the General Assembly the nominations of 18 persons to become judges of the International Tribunal for Rwanda. On November 3, the General Assembly elected nine of the nominees to become judges. The 1999 budget for the Tribunal was scheduled to increase to about \$75 million, 44 percent over the 1998 budget of \$52 million.

Beginning in March 1998, the United States sponsored a resolution in the Security Council to reactivate the International Commission of Inquiry on arms flows in the Great Lakes region (established by Resolution 1013 (1995)), because of continuing violence in Rwanda, including attacks by the former Rwandan army (ex-FAR) and the Interahamwe militias (Rwandan Hutu extremists), and related violence in Burundi and eastern Congo. The Commission had completed its third report in November 1996, just as fighting erupted in the Rwandan refugee camps in eastern Congo (then Zaire). The Commission had recommended that its work be extended, having begun to uncover evidence of significant movement through the Great Lakes region of weapons, funds, and members of the former Rwandan government, ex-FAR, and Interahamwe, many of whom were implicated in the genocide. However, due to the lack of security in eastern Zaire at that time, the Council had not acted on the Commission's recommendations and the Commission's third report was not published until January 12, 1998 (as UN Document S/1997/1010, dated December 24, 1997).

As a result of the U.S. initiative the Security Council on April 9 adopted Resolution 1161, which asked the Secretary General to reactivate the Commission, with a mandate to collect information and investigate reports relating to the sale, supply, and shipment of arms and related *matériel* to former Rwandan government forces and militias in the Great Lakes region; to identify parties aiding and abetting the illegal sale to or acquisition of arms by former Rwandan government forces and militias; and to make recommendations relating to the illegal flow of arms in the Great Lakes region. The Council also urged all states and relevant organizations to cooperate in countering radio broadcasts and publications that incite acts of genocide, hatred, and violence in the region.

The United States contributed \$100,000 to the United Nations Trust Fund for Rwanda to help finance the work of the Commission and seconded a U.S. Government official who had served on the previous Commission to serve on the new one.

On August 19, the Commission submitted an interim report (S/1998/777), which noted that after its 19-month absence from the region, "...violent upheavals have left remnants of the ex-FAR scattered across the African continent, to the point where the first task facing the Commission was to establish their whereabouts and current activities...." The report complained of dilatory tactics by some states in not cooperating with the Com-

mission, noted the determination of other governments to curtail the illegal shipment of arms from and through their territory, and suggested that the scale of illegal trafficking may exceed "...the present capacity of the Governments concerned to control it in full accordance with their laws." Concerning ex-FAR operations inside Rwanda, it noted that whereas the ex-FAR were believed to possess sophisticated armaments, they tended to use "...machetes rather than firearms for psychological effect." It observed that Burundian insurgents, ex-Zairian soldiers, and Ugandan rebels "...are aiding and abetting the ex-FAR and closely collaborating with them, including in violations of the UN embargo." The Commission requested an invitation to visit the Democratic Republic of the Congo, but was not able to visit, because of the outbreak of a new war in that country.

On November 18, the Commission issued its final report (S/1998/1096).

Sierra Leone

Throughout 1998, the United States worked, through the United Nations and bilaterally, to support the West African peacekeeping force, ECOMOG (Economic Community of West African States Military Observer Group), in its efforts to secure Sierra Leonean territory and back the democratically elected government of President Kabbah. In February, ECOMOG troops recaptured the capital, Freetown, and most major cities from a junta composed of military mutineers and the eight-year-old Revolutionary United Front (RUF) guerrilla movement. The Security Council, in Resolution 1156, welcomed the reinstatement of President Kabbah, and ended the sanctions on the sale of petroleum to Sierra Leone that had been imposed the previous year. In Resolution 1171, the Security Council exempted ECOMOG from sanctions and determined that the remaining sanctions (on foreign travel and arms sales) would apply only to non-state entities in Sierra Leone.

The Security Council, in Resolution 1162 of April 17, authorized up to 10 military observers, funded through peacekeeping assessments, to join the office of the Secretary General's Special Envoy. The observers were tasked with assessing the security situation and making recommendations about a future disarmament program. The resolution also commended the Economic Community of West African States and ECOMOG for their efforts to restore peace and stability in Sierra Leone.

Based in part on the observers' recommendations, the Security Council established the United Nations Observer Mission in Sierra Leone (UNOMSIL) on July 13. Resolution 1181 authorized UNOMSIL to assist ECOMOG with a program to disarm, demobilize, and reintegrate ex-combatants; monitor human rights; and advise the Sierra Leonean Government on building a civilian police force. UNOMSIL was authorized up to 70 military observers, but never deployed more than 42; full deployment was contingent on progress in the demobilization program and adequate security conditions.

RUF rebels continued to attack pro-government forces and ECOMOG, and to commit atrocities against the civilian population. In a major offensive at year's end, the rebels pushed ECOMOG forces from most major cities and threatened to take Freetown. All UNOMSIL and other UN personnel were evacuated. In the last days of 1998, Security Council members were considering a rollover of UNOMSIL's mandate, and encouraging UNOMSIL to draw down to appropriate levels in the light of changed circumstances.

Somalia

The United Nations was involved in regional efforts to negotiate reconciliation among the Somali factions, and the United States supported these efforts. The Secretary General appointed a Special Representative, David Stephens, in September. Stephens and representatives of the UN Political Office for Somalia met with factional leaders to encourage them to accept a negotiated settlement. Regional entities such as the Organization of African Unity, the Intergovernmental Authority for Development, and the Arab League took the lead in negotiations throughout 1997. In January, Ethiopia convened the Sodere Conference, which led to the establishment of the National Salvation Council. Talks held at Egypt's initiative led to the December 22 Cairo Declaration, which called for the formation of a central National Reconciliation Government. The Cairo Declaration was signed by many, but not all, of Somalia's factions. On December 23, a Security Council presidential statement lauded these regional efforts to negotiate a settlement, and noted that the ultimate responsibility for success rested with the Somalis, themselves.

Western Sahara

MINURSO (UN Mission for the Referendum in Western Sahara) was established by UN Security Council Resolution 690 of April 29, 1991, to assist in the implementation of the Settlement Plan agreed to in 1988 by Morocco and the Frente Popular para la Liberacion de Saguia el-Hamra y de Rio de Oro (Frente POLISARIO). The plan called for a cease-fire and the holding of a referendum on whether the former Spanish colony of Western Sahara should become independent or be integrated with Morocco.

Since then, progress in implementing the plan has been frustratingly slow. In 1996, in response to a protracted stalemate between the parties over the voter identification process, the Secretary General suspended MINURSO's operations, sharply reducing its international staff and troop strength. Secretary General Kofi Annan's appointment, in February 1997, of former U.S. Secretary of State James Baker as his Personal Envoy brought new energy to the process. Baker mediated a series of direct meetings between the parties that resulted in a new set of implementation guidelines relating to, *inter alia*, the identification of the non-contested and contested tribal subfactions which were finalized in the Houston Agreement of September 1997.

Retired U.S. Ambassador Charles Dunbar became the Special Representative of the Secretary General on the ground in the Western Sahara in February 1998. His new management team reinvigorated the identification process and by September had registered 147,350 members of the non-contested Sahrawi tribal members, including 60,112 during the first phase from August 1994 to December 1995, and 87,238 since its resumption in December 1997.

However, the disposition of the 65,000 members of the contested tribal subfactions remained a sticking point as it had from the beginning of the Settlement Plan. The core of the dispute is that most of the members of this group are long-term residents of Morocco and do not appear on the Spanish Sahara Census of 1974. The POLISARIO claims that they are therefore ineligible, while Morocco insists that, as Sahrawi, they should be included in the voter identification process. The voter identification procedures set by the Houston Agreement broke down and little progress on this issue was achieved after March 1998.

In an effort to break the impasse, Baker proposed in October 1998 that the Secretary General offer the parties a package of four protocols to be initialed and implemented without negotiation beginning in December. The protocols related to the identification of eligible voters from the contested tribes; the appeals process; the activities of the UN High Commissioner for Refugees; and a timetable for the next stages of the Settlement Plan. A key element of the package was the simultaneity of the identification and appeals processes designed to accelerate the referendum process. The protocols were referenced in Resolution 1204, adopted on October 30. Although the POLISARIO accepted the package in December, Morocco did not, and sought instead to negotiate changes in the protocols.

The Secretary General, in his report of December 11, recommended extending MINURSO's mandate only until January 31, 1999, to give Morocco time to reach agreement on the package of protocols. He also warned that if the prospects for completing the identification process remained uncertain at that time, he would ask his Personal Envoy "...to reassess the situation and the viability of the mandate of MINURSO." This recommendation was adopted in Resolution 1215 on December 17.

Western Hemisphere

Cuba

The United Nations Human Rights Commission, on April 21, failed to adopt the U.S.-sponsored resolution (E/CN.4/1998/L.89) on the human rights situation in Cuba by a vote of 16 (U.S.) to 19, with 18 abstentions. This represented a reversal from 1997, when the Human Rights Commission adopted a similar resolution on human rights in Cuba by a vote of 19 (U.S.) to 10, with 24 abstentions.

On October 14, the UN General Assembly passed Resolution 53/4, by a vote of 157 to 2 (U.S.), with 12 abstentions. The Cuban-sponsored resolution called on states to refrain from promulgating and applying laws "...such as...the 'Helms-Burton Act,'" the extraterritorial effects of which

affect the sovereignty of other states, and urged states that have such laws to repeal them. A number of countries, notably Argentina, Norway, and Costa Rica, voted in favor of the resolution but expressed concern about Cuba's poor human rights record in their explanations of vote. Austria, speaking on behalf of the European Union, also made clear that full cooperation with Cuba depended on an improvement in human rights and political freedom.

Guatemala

The United States strongly supports efforts to assist the Guatemalan Government in implementing the peace agreement signed on December 29, 1996, ending that country's 36-year internal struggle.

The UN Verification Mission in Guatemala (MINUGUA) continued to verify compliance with the agreements signed between the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca. The General Assembly acted to extend MINUGUA's mandate until December 31, 1999 (Resolution 53/93).

MINUGUA maintained eight regional offices and six subregional offices, providing it with a presence throughout the country. MINUGUA conducted prompt, thorough, and impartial investigations into alleged human rights abuses; worked to improve the administration of justice; and aided in opening access to the government for indigenous people. Human rights abuses have continued to decline, but common crime and violence remain significant problems.

Haiti

On November 25, the Security Council extended the UN Civilian Police Mission in Haiti (MIPONUH) for one year by a unanimous vote (U.S.) with 2 abstentions (Resolution 1212). Established in November 1997 to further support and contribute to the professionalization of the Haitian National Police (HNP), MIPONUH was authorized 300 civilian police personnel, including up to 150 mentoring officers and a 140-man Special Police Unit staffed with Argentine *gendarmes*. Civilian police officers from the United States, Argentina, Benin, Canada, France, India, Mali, Niger, Senegal, Togo, and Tunisia participate in MIPONUH.

The Secretary General reported that the 6,000-member HNP continued to make measured progress during 1998 toward greater professionalization. Steps were taken to increase HNP strength to 6,700 personnel, and upgrade the number and quality of supervisory and managerial personnel. The HNP measurably enhanced its ability to initiate and direct criminal investigations despite continued practical impediments, and a judicial system which remains in need of substantial reform.

On December 8, the General Assembly unanimously voted to extend the mandate of the UN component of the International Civilian Mission in Haiti (MICIVIH) until December 31, 1999 (Resolution 53/95). MICIVIH supports the promotion and protection of human rights. It also provides reporting, technical assistance, and expert recommendations that have enhanced the effectiveness of the HNP and the broader Haitian justice sys-

tem. MICIVIH operates under a dual mandate from the United Nations and the Organization of American States.

Resolution of numerous outstanding political and economic issues would help quicken the pace of progress within the HNP. The most serious of these issues is the impasse between the executive and legislative branches which has lasted more than 18 months. President Preval and the political parties are engaged in talks to attempt to resolve the crisis. The U.S. Government and international community are urging free and early legislative elections as a path forward. During this period of political tension, the HNP has acted professionally and promoted an atmosphere of calm.

Other Areas

Afghanistan

The UN Special Mission to Afghanistan (UNAMA) and UN Special Envoy Lakhdar Brahimi continued to be the primary players in international efforts to end the civil war in Afghanistan. UNAMA's ability to fulfill its mission of promoting a peaceful settlement in Afghanistan was hindered in the latter half of 1998 by deteriorating security conditions for UN and other international workers. In July, two Afghan UN employees were killed in Jalalabad; the following month an UNAMA official was killed and another seriously wounded in a deliberate attack in Kabul. The United Nations pulled all international staff out of Afghanistan after the U.S. missile raid on terrorist training camps in Khost on August 20.

The Group of Six plus Two (Afghanistan's immediate neighbors plus the United States and Russia), organized by Special Envoy Brahimi in October 1997, became a major vehicle for international involvement in Afghanistan in 1998. The Secretary General convened and chaired the first Six plus Two Ministerial on September 21. The Group endorsed a set of "Points of Common Understanding" as a basis for a peaceful settlement of the war.

The four presidential statements and two resolutions (Resolutions 1193 and 1214) issued by the Security Council on Afghanistan in 1998 called for the establishment of a broad-based representative government in Afghanistan that respects international norms of behavior, including combating terrorism and narcotics and protecting human rights, especially the rights of women and minorities. Terrorism was a major focus of U.S. interventions on Afghanistan. The United States underscored the Council's demands that the Taliban stop providing sanctuary and training for international terrorists and cooperate with efforts to bring indicted terrorists to justice.

A General Assembly resolution on the situation in Afghanistan, co-sponsored by the United States, chastised the Taliban for their treatment of minorities and women, condemned the capture of the Iranian Consulate General in Mazar-e-Sharif and the murders of Iranian personnel there, called on the Taliban to cooperate in UN investigations of reports of kill-

ings of civilians and prisoners of war, and authorized the establishment of a civil affairs unit in UNSMA to monitor human rights throughout Afghanistan and deter future violations.

The Credentials Committee of the UN General Assembly again deferred consideration of the competing claims of the Taliban and Rabbani factions to represent Afghanistan, leaving the Rabbani government in the UN seat as its last legitimate holder.

Bougainville

The Security Council, in a presidential statement issued on April 22, strongly supported the Agreement on Peace, Security and Development on Bougainville, signed at Lincoln University, New Zealand, on January 23 (the Lincoln Agreement). It commended the efforts of countries in the region and welcomed the establishment of a peace monitoring group (PMG) composed of civilian and military personnel from Australia, Fiji, New Zealand, and Vanuatu. Noting that the Agreement called for the United Nations to play a role, the Council asked the Secretary General to consider the composition and financial modalities of such involvement.

The UN Political Office in Bougainville (UNPOB) was subsequently established with a mandate to work with the PMG through December 1998 to monitor implementation of the Lincoln and other peace agreements. UNPOB also serves as the chair of the Peace Process Consultative Committee, which oversees the cease-fire in Bougainville. The Security Council in December supported a one-year extension of UNPOB's mandate, subject to a June 1999 review by the Council of the situation in Bougainville and UNPOB activities there.

Cambodia

The United Nations played a key role in restoring conditions for national elections which took place in Cambodia on July 26. Through a UN Elections Assistance Secretariat in Phnom Penh, it coordinated 500 international observers. It also investigated alleged election-related human rights violations. On September 30, the United Nations completed an operation monitoring the safe return of political leaders to Cambodia.

Efforts continued in 1998 to bring to justice those responsible for atrocities committed in Cambodia during 1975-1979. The Secretary General in July announced his intention to establish a group of experts "...to evaluate existing evidence, to assess the feasibility of bringing Khmer Rouge leaders to justice, and to explore options for bringing them to justice before an international or national jurisdiction." The work of the group of experts continued through year's end.

A resolution on human rights in Cambodia, adopted by the General Assembly on December 9, expressed grave concern about numerous instances of violations of human rights, including extrajudicial executions, torture, illegal arrest and detention, and violence in relation to political activities. It commended the efforts of the Government of Cambodia to improve access to education and combat child prostitution and trafficking,

but urged the Government to eliminate discrimination against women and create a functioning and impartial system of justice.

The United States and the international community effectively used the leverage of Cambodia's vacant UN seat to press the major political parties in Cambodia to identify a workable power-sharing arrangement by deferring action in the Credentials Committee on competing credentials presented by Hun Sen and Prince Ranariddh. Cambodia regained its UN seat when the Credentials Committee, of which the United States is a member, on December 4 accepted credentials presented by Cambodia's new coalition government.

Cyprus

Created in March 1964 to help end violence between Greek Cypriot and Turkish Cypriot communities, the United Nations Peacekeeping Force in Cyprus (UNFICYP) has served as a buffer force between Turkish and Turkish Cypriot forces on one side and the Greek Cypriot National Guard and Greek troops on the other since the *de facto* division of the island in 1974.

UN-sponsored talks in early 1998 yielded only limited movement toward a settlement. Subsequent intensive efforts at shuttle diplomacy in April-May by Special Presidential Emissary Richard Holbrooke and Special Cyprus Coordinator Tom Miller were blocked by Turkish preconditions related to the recognition of a Turkish Cypriot state and the withdrawal of Cyprus' application to join the European Union. At the same time, the stated intentions of the Government of Cyprus to take delivery of the S-300 anti-aircraft missile system absent serious settlement negotiations or progress on demilitarizing the island further exacerbated tensions. Nevertheless, the Security Council adopted two resolutions on June 29 extending UNFICYP's mandate (Resolution 1178) until December 30 and supporting the Secretary General's Good Offices Mission (Resolution 1179).

The United States continued to promote settlement negotiations and measures aimed at reducing tensions—pressing the Turkish side to drop its preconditions and urging the Government of Cyprus to refrain from accepting delivery of the S-300s. The United States also reaffirmed its commitment to a solution based on a bi-zonal, bi-communal federation.

On September 30, the Secretary General announced that his Deputy Special Representative for Cyprus, Ann Hercus, would launch an initiative with the parties on the island aimed at reducing tensions and promoting progress toward a settlement. Fully supported by the United States, the Hercus effort is still ongoing.

The Security Council on December 22 adopted Resolution 1217 extending the UNFICYP mandate until June 30, 1999. The Security Council also adopted Resolution 1218, strongly endorsing the September 30 initiative and calling for continued intensive efforts with the parties. President Clinton—along with a number of European leaders—issued a statement endorsing the resolution and committing U.S. support for its

implementation. In response, Cypriot President Glafcos Clerides announced on December 29 his decision to divert the S-300 missiles from Cyprus to Greece.

Georgia

First established in August 1993, the UN Observer Mission in Georgia (UNOMIG) monitored compliance with a cease-fire agreement reached between the Republic of Georgia and Abkhaz separatists the previous month. A resumption of fighting, followed by a second cease-fire agreement in July 1994, resulted in the expansion of UNOMIG's size (to 136 military observers) and scope of operations, to include both monitoring the cease-fire and observing the Russian-led Commonwealth of Independent States peacekeeping force. As of December 1998, UNOMIG consisted of 98 military observers from 22 countries, including two from the United States.

On July 31, 1997, the Security Council adopted Resolution 1124 extending UNOMIG's mandate until January 31, 1998. Security Council Resolution 1150 (January 30) renewed the UNOMIG mandate until July 31. On July 30, the Security Council again extended (by Resolution 1187) the mission's mandate, until January 31, 1999, with the stipulation that the Security Council should, during this period, conduct a review of the mission, taking into account progress achieved and the adequacy of security for UNOMIG operations.

During 1998, the UN Secretary General's Special Representative, Liviu Bota, and the "Friends of the Secretary General" vigorously pressed the parties to resolve such key issues as the return of internally displaced persons and the future political status of Abkhazia, but the two sides made scant progress. As part of the UN-led peace negotiations, Bota hosted talks between the parties in July and December. The Geneva talks proved inconclusive, but the sides agreed to follow-up meetings (including a "confidence-building" conference held in Athens in October) and intensified their own bilateral discussions.

Bota also brokered a cease-fire agreement in the wake of a late-May outbreak of fighting between the Abkhaz militia and Georgian partisans in the Gali sector of Abkhazia. The fighting represented the first serious cease-fire violation in years. As a result of the May 25 cease-fire agreement, UNOMIG resumed limited patrolling—after a several month break due to adverse security conditions and inadequate force protection.

UNOMIG security and the need for force protection remained major preoccupations throughout the year. A January 1998 assault on an American military observer, followed by a February attack on the UNOMIG headquarters facility, prompted the United States to withdraw its observers from the area of operations and to advise the United Nations that they would not return until adequate force protection measures were in place. In response, the United Nations undertook a thorough security review and recommended significant security upgrades, including a special protective unit for UNOMIG. Continuing Abkhaz and Russian opposition to such a

unit forced the mission to rely on other measures (e.g., additional mine-protected vehicles, limited patrols, and additional security guards) to enhance security.

India/Pakistan

The Security Council, in presidential statements issued on May 14 and May 29, strongly deplored nuclear tests conducted by India and Pakistan in May 1998, urged India and Pakistan to refrain from further tests, and expressed its concern at the effects on peace and stability in the region. A communiqué issued by the five permanent members of the Security Council (P-5) on June 4 laid out a comprehensive set of benchmarks to prevent a destabilizing nuclear arms race in South Asia, to encourage immediate action to reduce tensions and address disputes peacefully, and to maintain a strong global non-proliferation regime.

Security Council Resolution 1172, adopted on June 6, endorsed the objectives outlined in the P-5 communiqué. Among these were measures intended to reduce tensions immediately and avoid provocative actions by India and Pakistan; actions important in the short-term to avoid a nuclear and missile arms race, put a cap on nuclear weapons and missile development, and encourage serious efforts to resolve outstanding differences through dialogue; and longer-term actions to sustain and strengthen the global non-proliferation regime (such as India and Pakistan adhering to the Non-Proliferation Treaty as non-nuclear-weapon states). In the category of key short-term actions by India and Pakistan, the most urgent focus of diplomatic efforts by the United States and other key players are: an end to nuclear testing and prompt signature and ratification of the Comprehensive Nuclear-Test-Ban Treaty (CTBT) without conditions; an end to the production of fissile material for nuclear weapons and positive participation in negotiation on a fissile material cutoff treaty; non-deployment of missiles or aircraft capable of delivering weapons of mass destruction; controls on the export of sensitive materials; and resumption of their dialogue on outstanding disputes, including Kashmir.

High priorities for the United States were bolstering the international non-proliferation regime and maintaining pressure on India and Pakistan to take the steps outlined by the P-5 and Security Council, and shortly afterward by the G-8—the Group of 7 (U.S., Canada, Japan, U.K., France, Germany, and Italy) plus Russia. A particular focus of U.S. efforts was to counter Indian and Pakistani attempts to deflect attention from their nuclear tests by raising the provisions of the Non-Proliferation Treaty calling for disarmament by the declared nuclear-weapon states.

A resolution adopted by the General Assembly on December 4 by a vote of 118 (U.S.) to 9, with 33 abstentions (Resolution 53/77G) deplored nuclear testing in India and Pakistan, noted the moratoria on further testing declared by those countries and their willingness to enter into legal commitments, and reiterated that those legal commitments should be expressed through signature and ratification of the CTBT. At the formal request of the U.S. Representative to the Conference on Disarmament,

India and Pakistan dropped their opposition to a First Committee resolution in the General Assembly supporting negotiations for a fissile material cutoff treaty after blocking adoption of a text for the past five years. The resolution (53/771), which was cosponsored by the United States, was subsequently passed by consensus. However, a resolution on the CTBT failed when India and Pakistan refused to withdraw "killer amendments," thus forcing the cosponsors of the resolution to withdraw the draft. The General Assembly has placed the CTBT on the agenda for its 54th session.

Tajikistan

Established in December 1994, the UN Mission of Observers in Tajikistan (UNMOT) has as its primary responsibilities monitoring the implementation of the September 1994 cease-fire agreement between the Government of Tajikistan and the United Tajik Opposition (UTO), investigating allegations of cease-fire violations, and assisting in the implementation of a peace accord (General Agreement) signed between the parties in June 1997. As a result of the signing of the General Agreement and subsequent efforts by the Commission of National Reconciliation to implement it, the Security Council, on November 15, 1997, adopted Resolution 1138 extending UNMOT's mandate for six months and expanding the mission's size and scope of operations. Subsequently, UNMOT's mandate was renewed for additional six-month periods on May 14 (Resolution 1167) and November 12 (Resolution 1206).

Although behind schedule in achieving all the objectives of the 1997 General Agreement, the parties, supported by UNMOT, made considerable progress in the overall peace process in 1998. Successes included the repatriation of remaining opposition fighters from Afghanistan, the inclusion of numerous opposition figures in key government positions, the return of most refugees to Tajikistan, and the continuing registration of former combatants. There was visible evidence of cooperation between the two sides, demonstrated by the passage in November of a political party law (effectively lifting the ban on most opposition parties). The Government and the UTO also cooperated in suppressing an armed challenge by renegade elements in the northern province of Leninabad the same month.

The Leninabad uprising represented but one of several potentially destabilizing events in 1998. Another was the July 20 murder of four UNMOT personnel in eastern Tajikistan. These killings had significant repercussions for UNMOT and its role in implementing the peace accord, prompting a reduction in numbers and activities outside the capital area. UNMOT's mandate allowed for 120 military observers, but due to existing security concerns, the mission never consisted of more than 80 military observers during the year. No Americans participated in the operation.

The Former Yugoslavia

The United States in 1998 continued its leadership in the Security Council concerning the former Yugoslavia, supporting UN objectives in

Bosnia-Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, and the Federal Republic of Yugoslavia (Serbia and Montenegro). Many of the Council actions were in support of implementation of the 1995 U.S.-sponsored peace talks in Dayton, Ohio, which led to the General Framework Agreement for Peace in Bosnia and Herzegovina, and in response to the crisis in Kosovo.

The UN Transitional Administration for Eastern Slavonia, Baranja, and Western Sirmium (UNTAES), in Croatia, terminated January 15, 1998, and was succeeded immediately by a reduced civilian police presence, the UN Police Support Group (UNPSG), in accordance with UN Security Council Resolution 1145 of December 19, 1997. On February 13, 1998, the President of the Security Council issued a presidential statement which welcomed the successful completion of UNTAES and paid tribute to the dedicated men and women who participated in the peacekeeping operation. The Security Council remained actively interested in developments in Eastern Slavonia. On March 6, the President of the Security Council issued a presidential statement expressing the Council's concern about the Croatian Government's lack of compliance with its international obligations. The statement also called on Croatia to reaffirm and demonstrate its commitment to fulfill all its obligations, in particular the obligation to ensure the safety, security, and rights of all Croatian citizens, and to build confidence among the Serb community throughout Croatia. On July 2, the Security Council President again issued a statement on behalf of the Council welcoming the June 20 adoption by Croatia of a nationwide refugee and displaced persons return program and called for its prompt and full implementation.

The UNPSG passed its police monitoring responsibilities to the Organization for Security and Cooperation in Europe (OSCE) on October 15, under the OSCE's existing mandate in Croatia. This steady international presence and smooth transfer of responsibility from the United Nations to a capable regional organization constituted a model for bringing a UN peacekeeping mission to a successful conclusion and for helping a society move from conflict toward peace and democratization. On November 6, the President of the Security Council issued a presidential statement commending the UNTAES and UNPSG contributions to regional peace and called on the Croatian Government to take steps for continued improvement of the overall security situation in the Danube region.

Since 1992, the United Nations has maintained a security regime to monitor the demilitarization of the strategic Prevlaka Peninsula in Croatia overlooking the Bay of Kotor. Croatia and the Federal Republic of Yugoslavia (FRY) agreed to the demilitarization of the area in order to keep conflict from spreading in the Balkan region, and the United Nations established a 14-person military observer mission (Resolution 779) under the UN Protection Force (UNPROFOR) to monitor it. In 1996, an independent mission was established, increased to 28 observers, and renamed the UN Mission of Observers in Prevlaka (UNMOP) by Resolution 1038. In 1998, the UNMOP mandate was renewed by Resolution 1147 on Janu-

ary 13, and again on July 15 by Resolution 1183, which extended the mission through January 15, 1999.

Together with other Security Council members, the United States has consistently called upon the parties to negotiate a settlement of their dispute over Prevlaka. Three rounds of bilateral talks in 1998 yielded no substantive progress, largely due to reluctance on the Yugoslav (Serbian) side to engage seriously. In late 1998, the United States offered to help mediate negotiations. Croatia accepted, but by year's end, the FRY had not.

The November 1995 Dayton Peace Agreement for Bosnia and Herzegovina brought to an end the bloodiest war in Europe since World War II. In Annex 11 of the accords ("Agreement on International Police Task Force"), the parties requested a UN civilian police operation to help them address the need for adequate public security. The Security Council established the International Police Task Force (IPTF) under UN Security Council Resolution 1035 of December 21, 1995, to monitor law enforcement activities and facilities, including associated judicial organizations; to advise and train law enforcement personnel; and to advise on organization of law enforcement agencies. IPTF was placed under an umbrella civilian mission, the UN Mission in Bosnia and Herzegovina (UNMIBH).

In 1998, Resolution 1168 of May 21 added 30 specialized police to IPTF, bringing IPTF's authorized level to 2,057 civilian police (about 200 from the United States). Resolution 1174 of June 15 extended the NATO-led (North Atlantic Treaty Organization) multinational stabilization force, UNMIBH, and IPTF for another year. At U.S. urging, IPTF took steps to address its own management problems, making significant improvements and bringing in higher quality monitors. The specialized police advisers (counter-narcotics, organized crime) were notably high quality and well received. The United States supported and encouraged IPTF reform efforts, both in the field and before the United Nations, but more remained to be done.

On July 16 under Resolution 1184, UNMIBH was given the task of monitoring and assessing the court system in Bosnia and Herzegovina as part of a legal reform program outlined by the Office of the High Representative (OHR), which monitors civilian implementation of the Dayton Accords. The "Judicial System Assessment Program" got under way in October and, by year's end, was identifying problems with the court system and recommending solutions to the international community, in particular to OHR.

On March 19, the President of the Security Council issued a presidential statement, on behalf of the Council, welcoming the Arbitral Tribunal's March 15 decision related to the disputed city of Brcko, and underscored the importance of prompt and full cooperation by the parties to the Dayton Peace Agreement in carrying out their commitments to implement the Agreement in its entirety, including full cooperation with the International Supervisor for Brcko.

Created in March 1995 as one of the successors to UNPROFOR, the UN Preventive Deployment Force (UNPREDEP) continued through 1998 to monitor the borders of the former Yugoslav Republic of Macedonia (FYROM) and to prevent the spread of regional conflict into the FYROM.

The Security Council adopted Resolution 1142 on December 4, 1997, which extended UNPREDEP's mandate for nine months until August 31, 1998, while at the same time reducing troop levels from 1,050 to 750. Anticipating that, as a result of improved security conditions in the region, this could be the last renewal of the UNPREDEP mandate, the Security Council asked the Secretary General to report by June 1, 1998, on modalities for the termination of the mission.

Instead, worsening conditions in Kosovo since late February 1998 increased concerns about the danger of a spillover of ethnic unrest to FYROM. In June 1998, the Secretary General recommended a further extension of UNPREDEP, coupled with an increase in authorized troops to the original level of 1,050. On July 21, the Security Council adopted Resolution 1186 increasing the troop strength of UNPREDEP to 1,050 as recommended by the Secretary General and extending its mandate for a 6-month period until February 28, 1999.

The United States has been focused on Kosovo as a potential flash point for more than a decade. In 1989, Slobodan Milosevic, then President of Serbia, declared a state of emergency in Kosovo. This paved the way for Serbia to force Kosovo's Assembly to accept a new constitution that annulled Kosovo's status as an autonomous province of Serbia and paved the way for the creation of the Kosovar independence movement. In the face of U.S. and international concern about Kosovo, Milosevic raised the stakes in 1998 by instituting a crackdown against the civilian population of Kosovo, killing hundreds of people, and driving thousands from their homes. At one time, an estimated 300,000 internally displaced Kosovars fled their homes, and 60,000 were living in the open without shelter.

On March 31, the UN Security Council adopted Resolution 1160 with a vote of 14 (U.S.) to 0, with 1 abstention, calling upon the FRY to take immediate steps to achieve a political solution to the crisis of Kosovo, and endorsed the principle that any political settlement should be based upon an enhanced status for Kosovo that would include a substantially greater degree of autonomy and meaningful self-administration. In Resolution 1160, the Council also imposed an arms embargo on the FRY. On August 24, the President of the Security Council issued a presidential statement on behalf of the Council which expressed growing concern over the escalation of the conflict in Kosovo, called for an immediate cease-fire, and urged both the authorities of the FRY and the Kosovo Albanian leadership to enter immediately into a meaningful dialogue leading to a negotiated political solution. The Security Council next adopted Resolution 1199 by a vote of 14 (U.S.) to 0, with 1 abstention, on September 23, endorsing an international diplomatic monitoring presence in Kosovo, and demanding

that all parties immediately cease hostilities, enter into a meaningful dialogue without preconditions, and facilitate the safe return of refugees and displaced persons. Resolution 1199 also required that the FRY authorities institute specific concrete measures toward achieving a political settlement of the Kosovo crisis. On October 24, after agreement was reached between the FRY Government and the OSCE and NATO, the United Nations adopted Resolution 1203, by a vote of 13 (U.S.) to 0, with 2 abstentions, endorsing the creation of an OSCE-led Kosovo Verification Mission and a NATO air verification mission.

The Security Council adopted three resolutions concerning the International Criminal Tribunal for the former Yugoslavia (ICTY) during 1998. On May 13, the Council unanimously adopted Resolution 1166 to add one additional trial chamber of three judges to the Tribunal. The resolution again urged all states to cooperate fully with the Tribunal in accordance with the obligations under Resolution 827 (1993), which established ICTY. The U.S. Representative called the resolution an affirmation of the important work already completed by the Tribunal and of the still daunting task at hand. He also called upon all states to enhance their cooperation with the Tribunal to ensure that all indictees are brought to justice as swiftly as possible.

On November 17, the Council adopted Resolution 1207, by a vote of 14 (U.S.) to 0, with 1 abstention, in response to letters sent to the Council by the President of the Tribunal (American citizen Judge Gabrielle Kirk McDonnell), reporting on the continued failure of the Government of the FRY to cooperate fully with the Tribunal. The resolution reiterated the Council's decision that all states should cooperate fully with the Tribunal, including the obligation to comply with requests for assistance or orders issued by an ICTY trial chamber, to execute arrest warrants transmitted to them by the Tribunal, and to comply with its requests for information and investigations. The resolution condemned the FRY's failure to execute arrest warrants issued against three individuals (known as the Vukovar-3) and demanded the immediate execution of those warrants. In addition, Resolution 1207 calls for the leaders of the FRY and of the Kosovo Albanian community to cooperate fully with the Prosecutor in the investigation of all possible violations within the Tribunal's jurisdiction.

The Council, in accordance with article 13(d) of the ICTY Statute, adopted Resolution 1191 to forward nominations for Tribunal judges to the General Assembly to fill three vacancies. The resolution also recalled Resolutions 1166 (1998), 827 (1993), and 808 (1993).

Special Political Issues

International Peace and Security

In 1998, the U.S. Government continued to base decisions on the establishment of UN peacekeeping operations on Presidential Decision Directive 25 criteria, including a review of costs, size, risk, mandate, and exit strategies. The size and number of UN peacekeeping operations was

relatively stable, with approximately 14,000 UN peacekeepers deployed worldwide.

In the Balkans, the small UN civilian police mission, which had succeeded the UN Transitional Administration in Eastern Slavonia, terminated on schedule in October. The Organization for Security and Cooperation in Europe, taking on a new role in civilian police monitoring, then picked up the task of working with the Croatian police. The UN Preventive Deployment Force in the Former Yugoslav Republic of Macedonia continued to deter spillover of the conflict in Kosovo, while the UN Mission in Bosnia and Herzegovina worked to promote even-handed security critical to a self-sustaining peace. Peacekeeping operations continued in the Middle East, Haiti, Cyprus, Georgia, Tajikistan, and along the border between India and Pakistan in Kashmir.

The Security Council established two new peacekeeping operations in Africa. The first, the UN Mission in the Central African Republic, is meant to provide security to permit the government of that country to undertake military and economic reforms. The second, the UN Observer Mission in Sierra Leone (UNOMSIL), was established after the restoration of the elected government and is working closely with the West African Military Observer Group, which is fighting the rebel forces.

There was a serious escalation of armed conflict in Africa, which may bring increased requests for peacekeeping operations in 1999. In Angola, widespread fighting broke out by the end of the year, following a breakdown in implementation of the Lusaka Protocols. This was largely due to the reluctance of the National Union for the Total Independence of Angola to cede administrative control over its areas. As 1998 ended, in light of the inability of MONUA (UN Observer Mission in Angola) to fulfill its peacekeeping mandate, the Security Council was exploring what form of continued UN presence might make sense if MONUA was not renewed in February 1999, and began working with the Government of Angola on a framework for a possible residual UN mission. In Sierra Leone, the rebels stepped up their attacks in the latter part of the year, and UNOMSIL drew down in size as security conditions deteriorated and impeded its ability to carry out its mandate. The Security Council also expressed its concern about the border dispute between Eritrea and Ethiopia and supported efforts to negotiate a resolution. In the Democratic Republic of the Congo, an attempt by dissident army units and foreign troops to overthrow the government sparked military intervention from many countries in the region, some on the side of the government, others on that of the rebels. Organization of African Unity and regional efforts to negotiate a ceasefire and to establish a process to resolve the internal and external conflicts were ongoing.

U.S. efforts to improve UN peacekeeping in the area of civilian police (CIVPOL) operations made considerable progress during 1998. The Special Protection Unit deployed to Haiti (UN Civilian Police Mission in Haiti) proved successful in providing security without the presence of

troops. At U.S. urging, the United Nations continued to address recruitment, training, planning, and operations management for CIVPOL. In March, the United Nations sponsored a seminar, "The Role of Police in Peacekeeping Operations," which generated international interest in CIVPOL reform. As a follow-up, the U.S. Government and Argentina co-hosted a civilian police workshop in December which focused on strategic planning for CIVPOL operations and produced the "International Police Planning Guide." The U.S. Government continues to emphasize recruitment and performance standards and field reforms.

Force protection issues remain a high priority for the U.S. Government when supporting UN peacekeeping. In the wake of the spring 1998 terrorist incidents in Georgia which affected UN military observers (UNMOs), the United States closely scrutinized the security conditions within the UN Observer Mission in Georgia operational areas and force protection measures available to assigned UNMOs. At the urging of the U.S. Government, additional force protection measures were implemented but remain insufficient for the mission to resume full-scale operations. The U.S. Government insists upon deployment of a protection unit but meets with stiff Russian opposition.

In 1997, the U.S. Government announced its "Demining 2010 Initiative." The effort is a call for global commitment and cooperation to eliminate landmines threatening civilian populations worldwide by the year 2010. It further aims to increase public and private resources devoted to demining worldwide to \$1 billion per year. In May 1998, the U.S. Government hosted the Global Humanitarian Demining 2010 Initiative Conference in Washington, DC.

During 1998, the U.S. Government continued to provide support to UN Humanitarian Demining, contributing \$2.2 million to the United Nations Voluntary Trust Fund for Assistance in Mine Clearance. Also, the U.S. Government provided humanitarian demining assistance worth nearly \$92 million to 21 countries in Asia, Africa, Central America, and Eastern Europe.

Disarmament Issues

Disarmament Commission

As mandated by the UN General Assembly, the UN Disarmament Commission (UNDC) provides a forum for deliberation on disarmament issues when the Assembly is not in session. The UNDC, traditionally operating by consensus, considers and makes recommendations on various problems in the field of disarmament, and follows up the relevant decisions and recommendations of the General Assembly and special sessions devoted to disarmament. The 1998 UNDC met April 6-28 and formed working groups to consider three agenda items, "Nuclear-Weapon-Free Zones (NWFZs) and the Establishment of Nuclear-Weapon-Free Zones on the basis of arrangements freely arrived at among the states of the region concerned," "The Fourth Special Session of the General Assembly

Devoted to Disarmament (SSOD-IV),” and “Guidelines on Conventional Arms Control/Limitation and Disarmament with particular emphasis on consolidation of peace,” in the context of General Assembly Draft Resolution A/C. 1/51/L.38/Rev.1.

Consensus on a chairman’s text on SSOD-IV’s objectives and agenda was blocked in the final substantive meeting of the UNDC session. While most of the delegations were prepared to support the paper, a small number of states blocked consensus because, in their opinion, the paper did not reaffirm the principles and priorities of the SSOD-I final document and it did not provide an explicit review and assessment of that document. The United States continues to support an SSOD-IV only if the agenda is adopted by consensus and if the session is forward-looking. The U.S. delegation informed other delegations that the United States would require some reasonable expectation that the meeting could produce a consensus result. Though contrary to standard UNDC practice to keep items on the agenda for three years, another effort to reach consensus may be pursued at the 1999 session.

The working group on NWFZs considered a chairman’s paper focused on general guidelines and principles for NWFZs. A revised version of the chairman’s paper will be taken up at the 1999 session.

The working group on practical disarmament reviewed papers drafted by the European Union and by South Africa. The chair used these papers to produce texts on “Practical Disarmament Measures” and “Other Conventional Arms Control/Limitation and Disarmament Measures for the Consolidation of Peace.” The final paper to be drafted at the 1999 session is expected to contain a useful compilation of guidelines drawn from the experience of peacekeeping operations.

Conference on Disarmament

The Conference on Disarmament (CD) is the single global multilateral arms control negotiating forum of the international community. Despite the fact that the CD is financed through the UN scale of assessments and submits a report to the General Assembly annually, it is an autonomous organization that makes all of its decisions by consensus. The 61 member states are divided into three geopolitical groupings—Western Group, Eastern Group, and Non-Aligned Group (G-21)—and China as an independent member. In addition, in 1998, 44 nonmember states were granted observer status and 25 of these have applied for membership. The CD met three times in 1998 for a total of 24 weeks.

In 1998, the CD showed signs that it was finally shaking off its post-Comprehensive Nuclear-Test-Ban Treaty angst and getting back to work. The United States was successful in pressing for the CD to establish an *ad hoc* committee to negotiate a treaty to ban the production of fissile material for use in nuclear explosives. Prospects for resuming negotiations for a fissile material cutoff treaty (FMCT) were advanced when the CD endorsed the recommendation that the *ad hoc* committee be reestablished at the beginning of the 1999 session—as well as the *ad hoc* committee on

negative security assurances. The CD failed to create an *ad hoc* committee to negotiate a ban on the use, production, transfer, and stockpiling of antipersonnel landmines (APL) but did appoint a Special Coordinator to conduct consultations with member states on APL. The United States viewed the appointment of a Special Coordinator as an interim step on the way to the establishment of an *ad hoc* committee on APL. The CD also appointed Special Coordinators on outer space, transparency in armaments, improved and effective functioning, membership expansion, and the agenda. CD expansion by five new members, supported by the United States, was blocked late in the 1998 session.

Prospects for actual work on most topics seems uncertain, although there remains significant hope the CD will agree to start negotiations on an FMCT in 1999, and possibly an APL transfer ban as well. The G-21 continue to emphasize the importance of CD work on nuclear disarmament. The United States, and others, reject demands for negotiations on the elimination of nuclear weapons in a time-bound framework in part because reductions of nuclear weapons are already taking place at an accelerated pace while no international agreements have been negotiated or implemented to promote reductions in conventional weapons, although hundreds of thousands of lives have been lost in conflicts. Further, it is the view of many in the disarmament area that nuclear weapon reductions cannot take place according to an artificially imposed schedule.

First Committee

The 53rd (1998) session of the UN General Assembly First Committee (UNFC) convened on October 12 and continued consideration of disarmament and international security items through November 13. The committee considered 49 resolutions and one decision (to place the Comprehensive Nuclear-Test-Ban Treaty (CTBT) on the agenda for the 54th session), 25 of which were adopted by consensus. Eighteen items were introduced on nuclear matters, 4 on other weapons of mass destruction, 16 on regional conflicts and conventional arms control, and 12 on other topics (including science and technology, the Conference on Disarmament (CD) report, and the Fourth Special Session of the General Assembly Devoted to Disarmament (SSOD-IV)). The United States served as the primary sponsor of one resolution (Bilateral Nuclear Disarmament) and cosponsored nine others. The United States voted "yes" or joined consensus on 33 resolutions, voted "no" on 10 resolutions, and abstained on 5. The United States did not participate in the vote on Disarmament and Development, rejecting the asserted relationship between the two.

The South Asian nuclear tests in May 1998 provided the backdrop for UNFC action in 1998. The UNFC adopted a resolution critical of the Indian and Pakistani tests. The other center of attention for the 1998 UNFC session was the "Eight Nation" resolution calling for a "new agenda" for nuclear disarmament. The resolution was originally sponsored by Brazil, Egypt, Ireland, Mexico, New Zealand, Sweden, South

Africa, and Slovenia (withdrawn). The United Kingdom, France, and Turkey opposed the resolution, as did Russia and much of Eastern Europe. Despite extensive efforts by the United States, most North Atlantic Treaty Organization members and other key allies abstained. The UNFC provided additional impetus to fissile material cutoff treaty (FMCT) negotiations at the CD by adopting a consensus resolution. Though the draft CTBT resolution was withdrawn by its sponsors, the First Committee adopted a decision to keep the item on the agenda for the 54th UN General Assembly session.

In addition to nuclear matters, the UNFC also addressed conventional arms, particularly small arms. A South Africa-sponsored resolution on small arms trafficking in Africa was adopted by consensus, and a resolution sponsored by Japan on small arms was adopted 136 (U.S.) to 0, with 3 abstentions. Resolutions were also adopted on the Chemical and Biological Weapons Conventions.

Other Issues

Committee on the Peaceful Uses of Outer Space

The Committee on the Peaceful Uses of Outer Space (COPUOS) was formed in 1958 pursuant to General Assembly Resolution 1348 (XIII), which was submitted by the United States and 19 other states. The resolution established the *ad hoc* Committee on the Peaceful Uses of Outer Space and laid the foundation for COPUOS as the only standing body of the General Assembly to consider international cooperation in the exploration of outer space. The Committee has been responsible for the elaboration and adoption by consensus of five multilateral treaties governing space activities and two sets of nonbinding principles concerning the use of nuclear power sources in outer space and remote sensing of the Earth from space. These treaties form the basis for international law in the use and exploration of outer space.

Resolution 53/45, "International cooperation in the peaceful uses of outer space," was adopted without a vote by the General Assembly. The resolution renewed the mandate of the Committee, endorsed the ongoing work of COPUOS and its Legal and Scientific and Technical Subcommittees, and set the program of work for COPUOS and its subcommittees for the coming year. The UN General Assembly also noted that the Third United Nations Conference on the Exploration and Peaceful Uses of Outer Space (UNISPACE III) will be convened at the UN Office at Vienna, July 19-30, 1999, as a special session of COPUOS. The General Assembly called on all member states, international organizations with space activities, as well as space-related industries and national organizations, to contribute actively to achieving the objectives of UNISPACE III.

Non-Self-Governing Territories

Chapter XI of the UN Charter sets forth responsibilities of states for the "...administration of territories whose peoples have not yet attained a full measure of self-government." These "non-self-governing territories"

(NSGTs) are considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24, or C-24) and by the Special Political and Decolonization Committee (Fourth Committee) of the UN General Assembly. The C-24 makes suggestions and recommendations to the Fourth Committee regarding implementation of UN General Assembly Resolution 1514 of 1960 (Declaration on the Granting of Independence to Colonial Countries and Peoples), specific issues affecting the decolonization process, and the activities of specialized agencies and other UN bodies in those territories.

An informal dialogue between the United States and the United Kingdom and the Chairman of the Fourth Committee was initiated in 1996 in an effort to arrive at a consensus “omnibus” resolution to address 12 non-self-governing territories including the three NSGTs of the United States: American Samoa, Guam, and the U.S. Virgin Islands. As in 1997, this process allowed the United States to support the “omnibus” resolution which was adopted by consensus in December 1998.

During the 1998 session of the General Assembly, the United States joined the consensus on the “omnibus” resolution on 12 NSGTs and on “Offers by Member States of study and training facilities,” and supported Committee action on the remaining four NSGTs (Western Sahara, New Caledonia, Tokelau, and Gibraltar).

The United States voted “no” on Resolution 53/61, “Economic and Other Activities Which Affect the Interests of the Peoples of the Non-Self-Governing Territories” (154 to 2 (U.S.), with 5 abstentions), since economic activity in the NSGTs is not inherently harmful and, in fact, often directly benefits the inhabitants of a given territory. The United States also opposed Decision 53/419, “Military Activities and Arrangements by Colonial Powers in Territories Under Their Administration” (99 to 54 (U.S.), with 1 abstention), because all states have a right and obligation to defend their citizens, and collective security arrangements are one way of doing so.

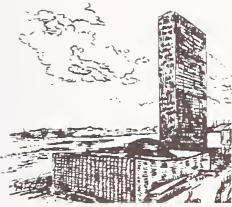
Year 2000 Computer Problem (Y2K)

The U.S. Mission to the United Nations has been an active member of the UN Informatics Working Group chaired by Ambassador Ahmad Kamal (Pakistan). Through the Informatics Working Group, the U.S. Mission has assisted in the drafting of resolutions directed at improving information technology at the United Nations, and raising awareness of the Y2K problem on a global level. The U.S. Mission provided extensive support to the United Nations related to the planning and organization of the December 11, 1998, National Y2K Coordinators Conference at UN Headquarters in New York. As a result, the United States, along with Ambassador Kamal and several Y2K Coordinators from around the world, have created a “virtual” Y2K International Cooperation Center geared toward forging global cooperation on Y2K matters related to global regions and critical sectors. The U.S. Mission continues to work closely

with the United Nations to organize another National Y2K Coordinators Conference at the United Nations in New York in June 1999 to focus on contingency planning, crisis management, and humanitarian relief for Y2K-related disasters.

The U.S. Mission is currently working with representatives from Defense Information Management Systems (DISA) to provide the United Nations with Y2K assistance related to contingency planning and crisis management for the UN system. The Mission is also coordinating DISA efforts to assist the United Nations Information Technology Services Division with plans for upgrading current information technology and information management in the interest of interoperability and better information sharing mechanisms to serve member states and the general public.

Part 2



Reform of the United Nations

Reform of the United Nations

During 1998, UN Secretary General Annan continued to move forward with significant administrative and budgetary reforms: the 1998-1999 UN budget came in slightly under the U.S.-legislated cap; the three major specialized agencies (Food and Agriculture Organization, International Labor Organization, and World Health Organization) achieved no-growth budgets for 1998-1999; administrative overhead costs were steadily reduced and an account was set up to reprogram these savings into development activities; and the Office of Internal Oversight Services identified millions of dollars in cost savings.

Many of the Secretary General's "Track One" and "Track Two" reforms were implemented, improving the efficiency of UN activities in the areas of development, humanitarian relief, human rights, and peace-keeping. As of the end of the year, however, the General Assembly had not yet acted on some of the other recommendations put forward by the Secretary General: results-based budgeting and sunset provisions for new UN programs; operating procedures for the account to reprogram administrative savings into development activities; and further streamlining targeted Economic and Social Council subsidiaries. The United States continued to press for implementation of these measures.

Apart from these efforts, discussions continued on reforming peace-keeping operations and possibly expanding the Security Council to 20 or 21 members, including permanent seats for Germany and Japan. Also, the General Assembly authorized a Millennium Assembly and Summit to begin in September 2000 to focus on the future of the organization.

Secretary General's Reform Initiatives

UN Secretary General Kofi Annan incorporated many U.S. ideas on improving UN economic and social institutions, activities, and programs into his two 1997 reform packages ("Track One" and "Track Two" reforms). The United States worked to generate member-state enthusiasm and active 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, effecting major improvements in UN activities in development, humanitarian relief, human rights,

and peacekeeping. Many of these proposals were implemented during 1998.

- Measures already implemented include: reduction by over 900 in the UN personnel ceiling; creation of a Deputy Secretary General position; consolidation of three UN economic departments into a new Department of Economic and Social Affairs; consolidation of UN development activities into a UN Development Group; better coordination of UN humanitarian relief; incorporation of the Human Rights Center into the Office of the High Commissioner for Human Rights; improvement in UN General Assembly working methods; approval of a new code of conduct; and establishment of an account to reprogram administrative savings into development programs.
- A measure not fully implemented is determining how the development account will operate. The Fifth Committee made no decisions on this in 1998, and will continue discussing the issue during its 1999 resumed sessions.
- Measures still under consideration include results-based budgeting and sunset provisions for new UN programs, both of which the U.S. Congress wants implemented.

Reforms in International Organizations: UN Headquarters

I. Reduction in overall budgets

In December 1997, the General Assembly approved a no-growth budget of \$2.532 billion for the 1998-1999 biennium. At the end of the first year, the budget was adjusted downward to \$2.527 billion. At its current level, the UN budget is lower than at any time since the 1992-1993 biennium.

II. Reduction in administrative costs

The Secretary General initiated a steady reduction of administrative overhead. He lowered personnel costs, reducing the UN personnel ceiling by over 900 positions. He set up an account to reprogram administrative savings into development activities. The Fifth Committee still needs to determine how the account will operate; it will continue deliberating this during its 1999 resumed sessions.

Standards of conduct for staff were strengthened. The Secretariat proposed, and the General Assembly adopted, strengthened staff rules and regulations that addressed issues of importance to the United States, including nepotism, conflict of interest, and financial disclosure requirements for senior officials.

Procurement was more efficient. In the peacekeeping area, recent data showed less reliance on assistance from governments, which is generally more costly than procurement through commercial sources. Competition was strengthened: the percentage of procurements that were competitively bid increased from 31 percent in 1994 to 82 percent in 1998. Invitations to bid and contract awards were publicized on the Internet. The United Nations and eleven UN organizations implemented a Common

Supplier Database that expanded the number of potential suppliers to each organization and provided a single gateway to procurement opportunities for suppliers. The qualifications of headquarters procurement staff improved. Ninety percent of staff now have a background in procurement; senior officers have an average of 17 years' experience with government or military procurement.

Internal oversight was made more effective and transparent. The Office of Internal Oversight Services (OIOS) conducted 80 audits, inspections, evaluations, and investigations in 1998. Over the four years since it was established, the rate of managers' compliance with OIOS' recommendations steadily increased. To further strengthen transparency and credibility, OIOS included in the report that is transmitted to the General Assembly an itemized list of all its activities and, upon request, provided briefings to member states on its findings and recommendations.

III. Elimination of duplicative activities

The Secretary General streamlined the work of three Secretariat economic departments by merging them into a new Department of Economic and Social Affairs.

IV. Elimination of inefficient operations

By abolishing the ineffective Department of Humanitarian Affairs and establishing the Office for the Coordination of Humanitarian Affairs (OCHA), the Secretary General greatly improved the delivery of humanitarian assistance. OCHA provided much-needed policy development and coordination functions: it assesses a situation and focuses on coordinating an appropriate response, while other UN entities handle the operational requirements.

The Secretary General took steps to make UN headquarters management operations more efficient. So that he can concentrate on diplomatic and political matters, he created a Deputy Secretary General position; the Deputy Secretary General relieves him of the responsibility of handling the day-to-day management issues. The Secretary General also reorganized the Secretariat's work in terms of core areas by adopting a cabinet-style management structure. There are Executive Committees on peace and security, economic and social affairs, development cooperation, and humanitarian affairs; human rights is an overarching category.

Peacekeeping Reform

The year 1998 proved to be one of transition for the Department of Peacekeeping Operations (DPKO): the phase-out of *Gratis* Military Officers as a result of a General Assembly resolution; the resultant request for additional paid positions; and improvements in the management of Civilian Police operations highlight 1998 activities.

In 1997, General Assembly Resolution 51/252 directed the phase-out of 134 *Gratis* Military Officers by February 1999. As a result of this resolution, the Secretariat's 1998/1999 Peacekeeping Support Account (PSA) proposal requested funding for 469 positions, an increase of 126 positions

from the previous year. The U.S. Government urged DPKO to use this opportunity to conduct a thorough bottom-up review, to identify core functions within DPKO and requirements for increases/decreases based on numbers of operations, and to identify redundancies between DPKO and other peacekeeping backstopping positions outside DPKO. In the absence of this review, the U.S. Government was instrumental in holding the PSA funded positions to 400. This equated to a 15 percent decrease in total staffing of DPKO.

Recognizing the increasingly important role of civilian police (CIVPOL) in peacekeeping operations, in March 1998, at the U.S. Government's urging, DPKO hosted a civilian police seminar entitled "The Role of Police in Peacekeeping Operations." Among other things, the seminar identified the need for follow-up workshops along thematic lines, including training and standards, recruitment, and planning. In December 1998, the U.S. Government cosponsored with Argentina the first thematic workshop on strategic planning for civilian police operations. As a result of the workshop, the International Police Planning Guide was developed and distributed to CIVPOL contributors for use as appropriate. The U.S. Government continued to urge other partnerships to develop CIVPOL capacity among the international community.

The Standby Arrangements Initiative, the system which permitted the United Nations to identify possible contributors to peacekeeping operations based on member states' own designation of potentially available units, continued to grow. To date, 80 nations have signed on with potential contributions of over 100,000 troops.

Security Council Reform

The United States supported an expanded Security Council, including permanent seats for Germany and Japan. The United States is also willing to consider three new permanent seats from the developing countries of Asia, Africa, and Latin America and the Caribbean, up to a maximum of 20-21 members. The expanded Council's composition should continue to reflect political, economic, and security realities. There should be no change in the status or privileges of the existing permanent members, and the integrity of the veto must remain intact.

During 1998, 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 met for the fifth consecutive year. The General Assembly adopted by consensus Resolution 53/30 in which it determined it would not adopt any resolution or decision on the question of equitable representation on and increase in the size of the Security Council without the affirmative vote of two thirds of the members of the General Assembly. The United States noted in its address that any resolution concerning these important issues should command the widest possible support from UN members.

Part 3



Economic and Social Affairs

Economic and Social Affairs

General Assembly

The UN Charter established the General Assembly and the Economic and Social Council as the principal organs of the United Nations responsible for the issues covered in this section of the report. The General Assembly considers economic and financial issues in the Second Committee and social, humanitarian, and cultural issues, including human rights, in the Third Committee.

The phenomenon of globalization figured prominently in 1998 Second Committee general debate, with the Group of 77 (developing countries) noting a widening gap between them and the developed world. The U.S. delegation emphasized that the problem is not globalization itself but rather the inability of some countries to reap the benefits of globalization.

Other issues considered in the Second Committee included trade and development, debt issues, commodities, and the environment. The United States was successful in obtaining a consensus resolution on bribery and corruption that will keep this issue on the agenda of the international community. The United States joined consensus on all Second Committee resolutions except a resolution on the permanent sovereignty of the Palestinian people over natural resources in the occupied territories.

In the Third Committee, resolution topics included several human rights issues, social development, crime prevention, international narcotics, advancement of women, and protection of children. The United States joined consensus on most resolutions but opposed an unbalanced resolution on the right of Palestinians to self-determination, and also voted against a resolution entitled "Right to Development." The U.S. delegation noted that while there was much in this resolution worthy of support, it was wrong and misleading to blame the current global financial crisis for the long-standing problems of food, health, education, and unemployment.

Economic and Social Council

The Economic and Social Council (ECOSOC) is composed of 54 member states elected to three-year terms. ECOSOC considers issues

related to international economic, social, cultural, educational, and health matters and makes recommendations which most typically are then taken up by the General Assembly. A four-week substantive session takes place each July, alternating between New York and Geneva. The 1998 session met in New York.

The past year saw much progress in concentrating on ECOSOC's primary role as a coordinating body, and a significant resolution on ECOSOC reform was adopted after more than a year of negotiations. The coordination segment of the 1998 session dealt with implementation of the Vienna Declaration and Program of Action, during which the U.S. representative on the ECOSOC, Ambassador Betty King, delivered a statement embracing economic, social, and cultural rights as "individual rights." At the high-level segment on market access, Assistant U.S. Trade Representative Jon Rosenbaum cited the openness and accessibility of the U.S. market, noting that the United States leads the world in imports from developing countries. He also drew attention to the high tariff rates in many of the least developed countries (LDCs), and stressed the U.S. commitment to providing debt relief and technical assistance to LDCs undertaking reform programs.

During discussion of the agenda item on sustainable development at the substantive session, the United States expressed serious concern about the work of the Committee on Development Planning (CDP) and disagreed with the recommendations in its report, in particular the recommendation to create a world financial organization. As a result of U.S. efforts, reform of the CDP was included in the ECOSOC reform resolution noted above. The current CDP body was disbanded in December 1998 and new members were elected. The number of CDP annual meetings was cut in half, and ECOSOC now creates the CDP work program. This provided a good example of how ECOSOC can act like a board of directors, guiding and managing its subsidiary bodies to serve the needs of its member states.

Subsidiary bodies reporting to ECOSOC include regional economic commissions and functional commissions. Among the functional commissions, in 1998 the United States held membership in the Commission for Social Development, Commission on Crime Prevention and Criminal Justice, Commission on Human Rights, Commission on Narcotic Drugs, Commission on Population and Development, Commission on Sustainable Development, Commission on the Status of Women, and the Statistical Commission. Of the five regional economic commissions, the United States belongs to the Economic and Social Commission for Asia and the Pacific, Economic Commission for Europe, and Economic Commission for Latin America and the Caribbean.

UN Conference on Trade and Development

The UN General Assembly convened the UN Conference on Trade and Development (UNCTAD) in 1964 at the request of developing nations concerned about deteriorating terms of trade. UNCTAD subsequently evolved into a subsidiary organ of the General Assembly and holds a major conference every four years; the next conference will occur in Bangkok in February 2000. The United States regards UNCTAD as a useful forum for North-South dialogue and a potentially valuable source of technical assistance to developing countries, especially in preparing them for accession to the World Trade Organization.

The 1998 session of the Trade and Development Board (TDB) focused on the causes, management, and prevention of financial crisis; trade and investment in the Least Developed Countries (LDCs); and prospects for agriculture, trade, and industrialization in Africa. Delegates agreed that the world financial crisis required action at both national and international levels, but that recourse to protectionist policies would only deepen the crisis.

On the subject of Least Developed Countries, TDB member states agreed that the LDCs' improved economic performance in recent years was mainly due to their own macroeconomic policy reforms. They noted, however, that in addition to LDCs being vulnerable to exogenous shocks such as the Asian financial crisis and falling commodity prices, the pace of recent recovery was not by itself sufficient to halt LDC marginalization in world trade.

Finally, during the TDB segment on Africa, the nations of the Organization for Economic Cooperation and Development rejected a proposal backed by the Group of 77 for creation of an international panel to review debt obligations and identify portions that should be written off.

Also of note in 1998 was the November 9-12 UNCTAD "Partnership for Development" summit in Lyon, France, attended by some 2,000 representatives from both the public and private sectors. The event reflected UNCTAD's recognition that official development assistance will never approach the resources available from private investment. The Lyon summit showcased expert presentations on electronic commerce, micro-finance, investment promotion, and commodity price risk management. A senior White House advisor addressed the assembly.

Commission on Sustainable Development (CSD)

The CSD, a functional commission of the UN Economic and Social Council, was established in 1993 to review the implementation of outcomes from the UN Conference on Environment and Development, especially the comprehensive set of recommendations known as Agenda 21. The CSD held its sixth session April 20–May 1, addressing freshwater

management, industry, and five cross-cutting issues (technology transfer, capacity building, science, education, and public awareness).

Three working groups produced recommendations about the following: sustainable freshwater, issues facing small island developing states, industry, and the cross-cutting issues, among others. The freshwater report encouraged governments to provide national information on strategies for resource management, protection, or development; invited the UN Administrative Committee on Coordination to identify programmatic gaps and to foster cooperative arrangements; and called on the UN Environment Program, in collaboration with others, to provide scientific and technical advice.

A lengthy segment of the session was devoted to a dialogue among members of the business sector, nongovernmental organizations, trade unions, and governments about industry and its role in sustainable development. Speakers highlighted the importance of voluntary initiatives by industry. In addition to delivering prepared remarks, participants at the high-level segment engaged in discussions broadly centered on industry, sustainable development indicators, and technology transfer. The United States focused the latter dialogue on the Kyoto Protocol's Clean Development Mechanism as a way to effect technology transfer.

Side events are an important feature of the CSD. The United States sponsored a panel discussion examining aspects of watershed management, a demonstration of new watershed management software, and a program on sustainable food industries.

Commission for Social Development

The 36th session of the Commission for Social Development (CSOCD) met in New York February 10-20. CSOCD considered two topics, namely, the priority theme "Promoting social integration and participation of all people, including disadvantaged and vulnerable groups and persons," and the review of relevant UN plans and programs of action pertaining to the situation of social groups. These topics were considered in the context of follow-up to the World Summit for Social Development held in 1995. The Commission had before it two reports from the Secretary General on promoting social integration and participation of all people, including disadvantaged and vulnerable groups, and on options for the future review and appraisal of the implementation of the International Plan of Action on Aging.

The United States joined consensus on a resolution which took note of the reports of the Secretary General and decided to adopt agreed conclusions on promoting social integration and participation of all people, including disadvantaged and vulnerable groups and persons.

The agreed conclusions contained recommendations for action at local, national, regional, and international levels in the following areas: promot-

ing social integration through responsive government, full participation in society, nondiscrimination, tolerance, equality, and social justice; enhancing social protection, reducing vulnerability, and enhancing employment opportunities for groups with specific needs; and violence, crime, and the problem of illicit drugs and substance abuse as factors of social disintegration.

The Commission held two panel meetings with invited experts and two dialogues with nongovernmental organizations on the priority theme. There was also an exchange of views with the Executive Director, Office for Drug Control and Crime Prevention of the UN Secretariat.

Regional Economic Commissions

The United Nations has five regional economic commissions: Economic Commission for Africa (ECA), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic Commission for Europe (ECE), Economic Commission for Latin America and the Caribbean (ECLAC), and the Economic and Social Commission for Western Asia (ESCWA). They are charged with "...raising the level of economic activity..." within their respective regions and "...maintaining and strengthening the economic relations..." of the countries within their scopes, "...both among themselves and with other countries of the world." The regional commissions are funded out of the regular UN budget, but many of their activities are financed by extrabudgetary grants from bilateral and multilateral donors.

The United States is a member of three of the regional commissions: ECE, ECLAC, and ESCAP.

Economic Commission for Europe

The Economic Commission for Europe (ECE) was established in 1947. It is open to European members of the United Nations and has 55 members, including the former Central Asian and Caucasian republics of the Soviet Union, plus the United States, Canada, Switzerland, and Israel. ECE headquarters are in Geneva, where it meets annually.

In 1998, the ECE continued to make progress in implementing the Plan of Action adopted at its 1997 Commission meeting. The Plan of Action reduced the ECE's resource use by 10.5 percent in the 1998–1999 biennium, prioritized its work program, reduced by 60 percent the number of work-program elements, and restructured the number of ECE principal subsidiary bodies from 14 to 7 (plus a small coordinating unit on special tasks). In 1998, the ECE established a Group of Experts on the Program of Work as called for in the Plan. The Commission's principal subsidiary bodies also began to identify priorities for their work programs.

The ECE's terms of reference are broad. Like the other regional commissions, the ECE's principal task is the promotion of cooperation and integration among its member states. On June 25, the United States

became the first nation to sign the Agreement Concerning the Establishing of Global Technical Regulations for Wheeled Vehicles, Equipment, and Parts. This agreement, negotiated in the ECE's Working Party on the Construction of Vehicles, will allow all the world's nations to work toward global harmonization of standards and regulations regarding vehicle safety, environmental pollution, energy, and anti-theft performance. The Agreement will enter into force when the European Union, Japan, and at least two other countries join the United States as contracting parties.

The United States has supported the Commission's increased emphasis on the economies in transition in Central and Eastern Europe, within the framework of the ECE's current mandate and available resources. This focus is maintained throughout the Commission's work program. The ECE holds workshops and seminars in its areas of expertise to support the integration of economies in transition into the global economy. In 1998, member states agreed that the ECE should provide a similar focus for the countries of the Mediterranean region and seek the cooperation of the Economic Commission for Africa and Economic and Social Commission for Western Asia in this initiative. The Commission also strengthened cooperation on economic matters with the Organization for Security and Cooperation in Europe.

The Commission continued to supply technical assistance to the Southeast European Cooperative Initiative (SECI), a U.S. Government-conceived initiative to encourage economic and environmental cooperation in that region. The United States made an annual special contribution of \$100,000 to the ECE for SECI-related travel and administrative support. The ECE also extended similar technical assistance to the new Special Program for the Economies of Central Asia (SPECA), in cooperation with the Economic and Social Commission for Asia and the Pacific. Based on the experience of SECI, SPECA was established on March 26, 1998, by the five Central Asian states—Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, and Uzbekistan—when they signed the "Tashkent Decision."

Economic Commission for Latin America and the Caribbean

The United States belongs to the 41-member Economic Commission for Latin America and the Caribbean (ECLAC), established in 1948. Puerto Rico and the U.S. Virgin Islands are among the six associate members. ECLAC's headquarters are in Santiago, Chile.

ECLAC serves as a regional think-tank on development policy, striving to take into account the social aspects of economic development and the interrelationship between economic and social factors. The focus of activities in recent years has been on "...changing production patterns with social equity." Once a breeding ground for "dependency" theory and demands for a "New International Economic Order," ECLAC has moved

much closer to the economic mainstream in recent years, particularly concerning the importance of open markets and the role of the private sector in economic development. ECLAC also provides governments with economic and statistical information, and works closely with other regional organizations, such as the Organization of American States (OAS) and the Latin American Economic System. A reform effort launched in 1996 has helped to streamline the Commission's work program and eliminate inefficient intergovernmental bodies.

ECLAC is part of the Tripartite Committee (along with the Inter-American Development Bank and the OAS) which was created at the Miami Summit of the Americas in December 1995. ECLAC has provided the Free Trade Area of the Americas working groups with analytical support, technical assistance, and relevant studies as requested.

The ECLAC biennial commission meeting took place in May 1998 in Aruba. It was the first Commission session for newly appointed Executive Secretary Jose Antonio Ocampo (former Colombian Minister of Finance), who took office in January. Ocampo briefed the 1998 Commission meeting on the status of the Management Pilot Program, under which UN headquarters in New York has delegated limited financial and personnel authority to Santiago. To date, only minimal delegations of authority have been implemented. Ocampo was hopeful that the scheme will be accelerated and broadened in future years. If successful, the Pilot Program could be a model for other regional and functional commissions.

The 1998 Commission session also gave provisional approval to the proposed 2000-2001 work program based on the report of the *ad hoc* working group set up to prioritize the work program (part of the 1996 reform effort). Finally, the Commission renewed the mandate of the *ad hoc* working group for another two years, solidifying the working group's status as the key forum for member state input to the work and decisions of the Secretariat.

Economic and Social Commission for Asia and the Pacific

The Economic and Social Commission for Asia and the Pacific (ESCAP) was established in 1947 and has 51 members in an area stretching from Iran and Azerbaijan in the west to the Cook Islands in the South Pacific. ESCAP headquarters are in Bangkok.

ESCAP provides a forum for discussion of development issues, identifies problems of social and economic development, provides technical assistance and advisory services, and aids members in attracting outside assistance. It does not provide grants or loans of its own. Most work is conducted through meetings of the intergovernmental and subsidiary bodies, with an emphasis on a thematic approach. ESCAP attaches particular importance to sustainable development for developing, least developed, landlocked, and Pacific island economies.

ESCAP meets annually. The 1998 Commission discussed at length ESCAP's reform efforts with member states, drawing attention to the slow pace of reform initiated by ESCAP's Secretariat. Commission delegates drafted a letter to the Economic and Social Council (ECOSOC) laying out their reform priorities, including strengthening project monitoring and evaluation; reduction of meetings, publications, and support costs; and implementation of the recommendations of the Office of Internal Oversight Services.

The letter to ECOSOC also expressed support for ESCAP's role as "team leader" for UN agencies in the Asia-Pacific region. In practice, however, other UN agencies operating in the region, such as the UN Development Program, are better funded and more active than ESCAP.

The United States participated in the Advisory Committee of Permanent Representatives (ACPR) of ESCAP. The ACPR is charged with reviewing the Commission's work program and overseeing further reform, restructuring, and streamlining of ESCAP. The ACPR supported the reduction of Commission meeting days from seven to six and attempted to revamp the structure of Commission meetings to facilitate more interactive and focused discussion and reduce the reading of prepared statements by delegates.

Human Rights

The United States continued its strong participation in UN human rights fora throughout 1998. The UN Commission on Human Rights (UNCHR) and the UN General Assembly provided opportunities for the United States to highlight its concern about continued violations of human rights in a number of countries. In 1998, the UNCHR adopted 84 resolutions and 12 decisions on human rights. The General Assembly adopted more than 40 human rights resolutions.

Resolutions addressing specific countries emphasized to their governments that the international community is committed to advancing human rights. Thematic resolutions allowed the United States to enunciate policy goals regarding support for civil and political rights; the elimination of discrimination based on race, religion, nationality, ethnicity, or gender; and support for the High Commissioner for Human Rights, special rapporteurs, and technical assistance.

The UNCHR, which met in Geneva March 16-April 24, is the principal organ in the United Nations for achieving the Charter purpose of promoting respect for human rights. It is composed of 53 members, including the United States, elected for three-year terms. Ambassador Nancy H. Rubin led the U.S. Delegation to the 54th session of the Commission.

The 54th session was the fifth regular session following the creation of the post of High Commissioner for Human Rights. The United States saw some success from its efforts to rationalize the Commission's agenda, by

grouping resolutions on similar topics and biennializing certain thematic resolutions. The United States hopes that such reforms may make future meetings shorter and more efficient.

The year 1998 marked the 50th anniversary of the Universal Declaration of Human Rights. The United States joined consensus on a resolution reaffirming member states' commitment to the principle of universality and on a draft declaration on the rights of human rights defenders around the world.

The United States drafted and achieved Commission support for a resolution detailing human rights violations in the former Yugoslavia, adopted by a vote of 41 (U.S.) to 0, with 12 abstentions. After calling for votes on a number of paragraphs, Russia called for a vote on the entire resolution, then announced it would abstain. The Commission also approved a Chair's statement on Kosovo. The United States drafted a resolution condemning violations of human rights in Sudan, adopted by a vote of 31 (U.S.) to 6, with 16 abstentions. The Commission adopted resolutions concerning the human rights situations in the Democratic Republic of the Congo, Nigeria, and Rwanda. The United States worked closely with like-minded delegations to adopt resolutions condemning human rights violations in Afghanistan, Burma, Burundi, Iran, and Iraq, as well as a resolution noting human rights advances in Haiti.

The United States introduced, but failed to achieve Commission support for, a resolution detailing human rights violations in Cuba, which was defeated by a vote of 16 (U.S.) to 19, with 18 abstentions. Cosponsors included the European Union nations, Canada, and Argentina, but last minute changes in votes, primarily by key Latin American and African delegations, tipped the vote against the U.S.-led position.

The 1998 substantive session of the UN Economic and Social Council (ECOSOC) concluded its four-week session in New York on July 31. With regard to the UNCHR Report, ECOSOC adopted all 45 draft resolutions and decisions referred to it. The Secretariat certified that none of the resolutions had program budgetary implications.

A spirit of consensus marked the human rights portion of the 1998 session. Six resolutions that had been voted on at the UNCHR were adopted by ECOSOC without a vote. Interventions and explanations of votes or positions were fewer in 1998.

The UN Subcommittee on the Prevention of Discrimination and Protection of Minorities held its 50th session in Geneva, August 3-28. Independent expert David Weissbrodt participated for the United States, in his third year on the Subcommittee. The Subcommittee considered cases filed by individuals and nongovernmental organizations against countries alleged to display consistent patterns of gross violations of human rights. In addition to confidential country proceedings, the Subcommittee produced resolutions on the situations of human rights in Belarus, North

Korea, and Mexico, as well as a resolution supporting human rights defenders.

During the 53rd UN General Assembly, the United States played a leading role in obtaining passage of updated resolutions addressing country-specific situations. High points of the 53rd General Assembly were the U.S.-sponsored resolutions on the situations of human rights in the former Yugoslavia in general (Resolution 53/163), adopted by a vote of 141 (U.S.) to 0, with 21 abstentions; and in Kosovo in particular (Resolution 53/164), adopted by a vote of 122 (U.S.) to 3, with 34 abstentions. The United States cosponsored several resolutions on the human rights situations in Burma, Cambodia, Haiti, Iran, and Rwanda.

The United States cosponsored a number of thematic human rights resolutions, including those on strengthening the rule of law, human rights education, regional human rights arrangements, human rights defenders, involuntary disappearances, the elimination of all forms of religious intolerance, and the rights of minorities. The United States continued efforts to biennialize resolutions in the interest of greater efficiency.

Status of Women

Commission on the Status of Women

The 42nd session of the Commission on the Status of Women (CSW) met in New York, March 2-13. Ambassador Linda Tarr-Whelan, the U.S. Representative to the CSW, led the U.S. delegation.

The main agenda items were: follow-up to the Fourth World Conference on Women; drafting of an optional protocol to the Convention on the Elimination of All Forms of Discrimination Against Women; four critical areas of concern in the Beijing Platform for Action—human rights of women, violence against women, women and armed conflict, and the girl child; and the working group on communications.

The CSW took action on ten resolutions and one decision. All but one were adopted by consensus.

The United States introduced a resolution entitled "Situation of women and girls in Afghanistan," which gathered 50 cosponsors and was adopted by consensus. In introducing the draft resolution, the United States noted, "With this year's human rights focus, the Commission would be remiss if it ignored the situation of women and girls in Afghanistan." The resolution condemns the continuing violations of the human rights of women and girls in all areas of Afghanistan; calls upon all parties in Afghanistan to recognize, protect, promote, and act in accordance with all human rights and fundamental freedoms, and to respect international humanitarian law; appeals to all states and to the international community to ensure that all humanitarian assistance to the people of Afghanistan integrates gender concerns and actively attempts to promote the participation of both women and men and to promote peace and human rights; and welcomes

the establishment of the *ad hoc* Inter-Agency Task Force on Gender in Afghanistan under the leadership of the Special Adviser to the Secretary General on Gender Issues and Advancement of Women.

The United States cosponsored three resolutions: the Zambian resolution on “Human rights and land rights discrimination,” which urges states to design and revise laws to ensure that women are accorded full and equal rights to own land and other property, including through the right to inheritance; the Dominican Republic resolution on “Older women and support systems: gender and caregiving,” which contains recommendations related to research and data collection, economic security, education and empowerment, and well-being of caregivers; and the Canadian resolution on the “Mid-term review of the system-wide medium-term plan for the advancement of women, including the status of women in the Secretariat,” which stresses the importance of mainstreaming a gender perspective into the formulation and implementation of operational activities for development of the UN system and into the UN Development Assistance Framework.

The United States called for a vote on the Group of 77 (developing countries) resolution entitled “Palestinian women,” because the United States believed it prejudices final status issues which the parties have agreed to negotiate directly. It was adopted by a vote of 34 to 1 (U.S.), with 5 abstentions.

At the 39th (1995) session, the CSW decided to establish an open-ended working group at its 40th session with a view to elaborating a draft optional protocol to the Convention on the Elimination of All Forms of Discrimination Against Women.

The working group continued its work during the 42nd session. At the end of the two-week session, the CSW adopted the draft report of the working group, which included the revised draft optional protocol. Several issues remained bracketed (unresolved) in the revised draft optional protocol, including the issue of standing (who can file a communication); admissibility (criteria that must be met for the communication to be considered); inquiry procedure (a procedure that would allow the Committee that oversees the Convention to conduct an inquiry into violations of the Convention); and reservations (whether a state party can take a reservation to any part of the Optional Protocol).

In Resolution 1983/27, the Economic and Social Council (ECOSOC) reaffirmed the CSW’s mandate to consider confidential and nonconfidential communications on the status of women and to make recommendations to ECOSOC as to what action should be taken on emerging trends and patterns of discrimination against women revealed by such communications. It authorized the CSW to establish a five-member working group to consider the communications with a view to bringing to the Commission’s attention those communications which appear to reveal a consistent

pattern of reliably attested injustice and discriminatory practices against women.

The report of the working group was presented at a closed meeting of the CSW, on March 11. It expressed deep concern regarding the systematic and grave violation of women's human rights, including violations of women's and girls' rights to security, to life and liberty, to freedom of movement, to freedom of thought and expression, and to the right to assemble.

ECOSOC decided that the high-level meeting of the operational activities segment of its substantive session of 1998 would be devoted to the theme "Advancement of Women: implementation of the Beijing Platform for Action and the role of operational activities in promoting, in particular, capacity-building and resource mobilization for enhancing the participation of women in development." Consideration of this matter followed the in-depth review of gender mainstreaming by the Council in 1997 and the adoption of its Agreed Conclusions 1997/2 (found in A/52/3).

Also during the ECOSOC session, Austria chaired two informal meetings of "Friends of INSTRAW" (UN International Research and Training Institute for the Advancement of Women) in an effort to rescue INSTRAW from its financial shortfall. The United States joined consensus in adopting a resolution which called for an evaluation of INSTRAW.

ECOSOC also adopted the CSW report and took action on the CSW draft resolutions and decisions that had been referred to it for adoption. All were adopted by consensus except the resolution on Palestinian women, which was adopted by a vote of 40 to 1 (U.S.), with 2 abstentions.

In the UN General Assembly five resolutions were under agenda items "Advancement of Women" and "Implementation of the Outcome of the Fourth World Conference on Women." The United States cosponsored the resolutions on "Traffic in women and girls" (53/116), which calls on governments to criminalize trafficking in women and girls, to condemn and penalize all offenders, and to ensure that victims are not penalized; "Traditional or customary practices affecting the health of women and girls" (53/117), which calls upon states to develop and implement national legislation and policies prohibiting traditional or customary practices affecting the health of women and girls, including female genital mutilation; and "Improvement of the status of women in the Secretariat" (53/119), which strongly urges member states to support the efforts of the United Nations and the specialized agencies to achieve the goal of 50/50 gender distribution.

Crime Prevention and Control

The UN Commission on Crime Prevention and Criminal Justice is the principal intergovernmental policy-making body of the United Nations in

this field. The Commission held its seventh session in Vienna, Austria, April 21-30.

The seventh session addressed the need for a transnational organized crime convention. It officially endorsed the concept of such a convention, established an *ad hoc* committee for that purpose, and named an experienced Italian diplomat, Ambassador Luigi Lauriola, as the committee chair. All of these actions gained unanimous support from the General Assembly in October. Delegates also conducted informal negotiations on the convention while in Vienna, and continued in Buenos Aires in August. Several smaller meetings on the convention, designated as "Friends of the Chair" meetings, were also held during 1998.

For the first time, the United States cosponsored a resolution calling for a binding international instrument to control the illicit manufacturing of and trafficking in firearms, their components and parts, and ammunition. It was agreed that this instrument would be a protocol to the organized crime convention. Other protocols agreed upon will address migrant trafficking and trafficking in women and children.

The Commission supported the plan of Pino Arlacchi, Director General of the UN Offices at Vienna, to have the Center for International Crime Prevention (CICP) make transnational organized crime a priority, but also favored continuing activities in the traditional areas of setting criminal justice and crime prevention standards and norms. There was strong support for CICP to expand and strengthen its technical support projects. Among the resolutions adopted were proposals to update the Commission's manual on practical measures against corruption and the UN Model Treaty on Mutual Legal Assistance.

The Commission responded to calls for efficiencies when it decided to merge the Tenth Congress on the Prevention of Crime and the Treatment of Offenders with the Ninth Commission meeting in April 2000.

In fiscal year 1998, the United States contributed \$511,000 to the Crime Commission to fund the work on the organized crime convention, a project on trafficking in women in the Philippines, a Pacific Rim money laundering conference, and an organized crime survey.

Drug Abuse Control

The UN International Drug Control Program (UNDCP) and the International Narcotics Control Board, based in Vienna, Austria, are the primary UN drug control organizations. Both are key organizations supporting U.S. Government drug control objectives.

The highlight of 1998 was the "20th Special Session of the UN General Assembly to Counter Together the World Drug Problem" (UNGASS), held June 8-10 in New York. The UNGASS attracted the participation of 150 countries and 32 heads of state. Reflecting the high priority the United States gives to the drug issue, President Clinton, Secretary of State

Albright, and other senior U.S. officials attended the UNGASS. President Clinton gave an address on the opening day, highlighting the need for shared responsibility in combating the global drug problem and the need for multilateral cooperation.

The UNGASS marked the tenth anniversary of the adoption of the 1988 UN Convention Against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The international community was reenergized in its commitment against drugs with the adoption of the forward-looking political declaration, and in the concrete actions to implement the UN drug control conventions. The UNGASS agreed on achieving goals relating to eradication of drug crops and money laundering, demand reduction, judicial cooperation, and control of precursors and amphetamine-type stimulants.

In preparation for the UNGASS, U.S. representatives participated actively through the work of the Commission on Narcotic Drugs (CND), which acted as the preparatory committee. The CND met formally in March 1998, following three informal open-ended intersessional meetings in Vienna in 1997. It addressed specific issues related to supply and demand reduction and developed the political declaration ultimately adopted in New York at the UNGASS.

The United Nations is essential to U.S. objectives in countering the illicit drug trade. Three UN drug control conventions (the 1961 Single Convention on Narcotic Drugs, the 1971 Convention on Psychotropic Substances, and the 1988 UN Convention Against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances) provide the international framework to counter drugs, including prohibiting cultivation of opium, cocaine, and marijuana; targeting drug traffickers and their proceeds; promoting national campaigns on drug abuse prevention and treatment; and regulating the production and trafficking of precursor chemicals used in the production of illicit drugs.

Pino Arlacchi of Italy was appointed by the Secretary General to the post of Executive Director of the UNDCP in September 1997. Arlacchi created an Office for Drug Control and Crime Prevention in order to address the interrelated issues of drug control, crime prevention, and terrorism. In 1998, the United States supported Arlacchi's reforms in management and administration, including decentralization of responsibility and resources to field offices, cutting bureaucracy, and streamlining program activities.

International cooperation was enhanced on issues such as chemical control, money laundering, and maritime cooperation in 1998. UNDCP helped ensure that governments complied with the UN drug control conventions by providing assistance to countries in developing their national drug control plans and in taking appropriate legal measures. UNDCP con-

tinued its partnerships in 1998 with other UN agencies in promoting drug control.

UNDCP in 1998 provided drug control assistance to about 65 countries threatened by illicit production, trafficking, and abuse. As a voluntarily funded program with support from the UN regular budget, UNDCP operated with a total budget of \$84.5 million in 1998. The biennial 1998-1999 voluntary budget for the UNDCP was increased by the CND by 30 percent overall due to the anticipated increase in voluntary contributions. With the additional resources, programming was increased on important priorities in alternative development and eradication.

U.S. support to UNDCP has had significant impact on the operations and expansion of UN counternarcotics programs and policy. The United States was particularly encouraged by UNDCP's renewed emphasis on supporting elimination of illicit cultivation of opium and coca in 1998. The U.S. contribution of \$4.034 million in 1998, provided by the Department of State's Bureau of International Narcotics and Law Enforcement Matters, supported a number of UNDCP programs. In South and Southeast Asia, U.S. contributions supported elimination of opium through alternative development. In Southeast Asia, UNDCP developed a regional law enforcement cooperation and training program with U.S. funds that will buttress the opium elimination effort and focus on stopping heroin smuggling. U.S. support was also essential in the development of a strong Central European demand-reduction program designed to counter the growing decriminalization movement in that region. U.S.-funded programs in the Western Hemisphere will complement bilateral aid. Such programs include development of a UN model to increase coordination and assess Caribbean anti-drug efforts, the establishment of a chemical control program in the Caribbean, and a forensic laboratory program in Central America.

NGO Committee

The United States recognizes that nongovernmental organizations (NGOs) have made valuable contributions to the work of the United Nations. The international community has benefited enormously from the expertise and experience of NGOs in such fields as human rights, social development, humanitarian assistance, and environmental protection. NGOs now may be granted consultative status with the Economic and Social Council (ECOSOC) if they can demonstrate substantial interest in the work of the Council and its subsidiary bodies. The United States believes that civil society, in particular NGOs, play an important role in the international community, and advocates expanding their participation in the United Nations to include the plenary meetings of the General Assembly and meetings of its main committees and special sessions.

Article 71 of the UN Charter provides that ECOSOC may make arrangements for consultation with NGOs that have interests in the issues

within the Council's purview. ECOSOC Resolution 1996/31 establishes the framework for NGO participation in the Council and its subsidiary bodies. The United States is a member of the ECOSOC Committee on Nongovernmental Organizations, a UN standing committee, which regulates NGO participation in ECOSOC. The Committee holds annual meetings to consider NGO applications and to discuss other matters relating to NGO participation. The Committee approved 238 NGO applications for consultative status during its 1998 sessions. By the end of 1998, approximately 1,600 NGOs had received ECOSOC consultative status.

Part 4



Development and Humanitarian Relief Activities

UN Development Program

The United Nations Development Program (UNDP) manages the world's largest multilateral program of grant technical assistance and coordinates UN development activities. It heads up the Resident Coordinator System and is responsible for coordinating UN field activities. Funded entirely through voluntary contributions, UNDP's activities center on four focus areas contributing to sustainable human development: poverty eradication, environmental regeneration, job creation, and the advancement of women. UNDP also actively promotes good governance as a cross-cutting theme among these four focus areas. With offices in 134 countries, UNDP has a near-universal presence in the developing world. A 1997 General Accounting Office study of UNDP affirmed that UNDP's programs are consistent with U.S. foreign policy goals.

With its headquarters in New York City, UNDP has traditionally had an American as its Administrator. The incumbent, James Gustave Speth, was reappointed for a second four-year term in May 1997, amid expectations that he would in fact serve only two years. In late 1998, Speth announced he would be leaving his position in June 1999. The UN Secretary General will appoint his successor. The United States is a member of the 36-state Executive Board which oversees both UNDP and the United Nations Population Fund (UNFPA).

The United States has historically been UNDP's largest contributor, and during the early 1990s contributed more than \$100 million annually. In 1996, however, the U.S. contribution dropped to \$52 million, lowering the United States from first to seventh place among UNDP's donors for that year. U.S. contribution levels have gradually recovered since then. In 1998, United States provided \$98 million to UNDP, making it the top donor, and committed \$100 million for Fiscal Year 1999.

The United States has encouraged UNDP's ongoing efforts to streamline operations and improve staff accountability, and strongly supported a package of reforms approved by UNDP's Executive Board in May 1997. Administrator Speth has been a leading advocate of system-wide reforms and a significant contributor to the Secretary General's proposals. The UNDP Administrator chairs the new UN Development Group (which

includes the UN Children's Fund, UNFPA, and the World Food Program) established by the Secretary General's Track II reforms, which is charged with encouraging coordination and integration both at headquarters and at the country level.

In late 1998, the Secretariat developed the "Multi-year Funding Framework" (MYFF) in response to an earlier Board decision on resource mobilization. Approved by the Board in January 1999, the MYFF was designed to enhance the predictability of contributions and deal with the problem of declining core (non-earmarked) resources. More important, the MYFF moved UNDP further toward results-based budgeting through a system of reports designed to determine the effectiveness and output of its projects.

A second area of change for UNDP was its evolving relationship with the World Bank. This was largely being driven by the broadening of the Bank's traditional focus on projects to include support for efforts to create the enabling environments that were key to attracting investment and facilitating private enterprise. Operationally, the World Bank and UNDP were increasing their level of dialogue and partnership at the working level.

UN Children's Fund

The UN General Assembly created the UN Children's Fund (UNICEF) in 1946 to meet the emergency needs of children in the wake of World War II. UNICEF continues to provide emergency assistance for children and mothers affected by natural and human-made disasters in countries such as Bosnia, Honduras, Guatemala, and the Great Lakes region of Africa. Since the mid-1950s, UNICEF has been primarily a development agency seeking long-term solutions for needy children and mothers in developing countries around the world. UNICEF programs address the health, sanitation, nutrition, and basic education needs of children wherever possible through low-cost interventions delivered at the community level. UNICEF estimated that, because of its immunization, oral rehydration, and other activities, one million fewer children died in 1998 than in 1990, illustrating the great progress made by countries in achieving goals adopted at the 1990 World Summit for Children.

UNICEF also is considered the preeminent international advocate on behalf of the world's children, particularly for "the most disadvantaged children," that is, those who are victims of war, disasters, extreme poverty, all forms of violence and exploitation, and those with disabilities. Through advocacy and programming, UNICEF seeks to raise awareness of the situation of children and to elicit change. UNICEF and its partners continued to make progress worldwide in achieving the goals of the 1990 World Summit for Children, in the areas of immunization, rehydration, guinea-worm disease, vitamin A and iodine deficiencies, polio, and breast-feeding. As the decade review approaches, the United States continued to work closely with UNICEF to further progress toward the Summit's year 2000 goals.

While UNICEF's final 1998 expenditure figures are not yet available, the U.S. Government expects the expenditures will closely match the income as in previous years. In 1998, UNICEF income totaled \$959.1 million, an increase of approximately \$54 million from 1997. Of this amount, governments contributed \$342.9 million to general resources, which fund UNICEF's core programs around the world, and \$262.2 million to supplementary resources, which fund specific projects and emergency operations. UNICEF also received \$353.9 million from private, nongovernmental sources, including proceeds netted from sales by the national committees of greeting cards and related products. Of that figure, the U.S. National Committee, a nongovernmental organization (NGO), provided \$21 million to UNICEF in 1998. As in 1997, the U.S. Government contributed \$100 million to general resources, making the United States once again UNICEF's largest donor. The U.S. Government also provided \$50.7 million for supplementary and emergency programs in 1998.

The United States and UNICEF continued to enjoy a strong and extensive relationship. There was close consultation between the United States and UNICEF on technical matters of common interest and strong cooperation in field activities. Health and education specialists from UNICEF, the U.S. Government, and American NGOs worked together on child survival and development activities, both at headquarters and in the field. In 1998, UNICEF employed 1,278 international professionals, 14.2% of them Americans. The United States continued to be represented on UNICEF's Executive Board, which meets three times a year in New York City, where UNICEF has its headquarters.

Since her appointment in 1995, UNICEF's Executive Director Carol Bellamy, an American, has given top priority to management reform. As a result, UNICEF implemented significant internal reforms which have improved the effectiveness and administration of its programs in the 161 countries, areas, and territories throughout the world where it operates. As a result of the UN Secretary General's 1997 reform package, UNICEF, together with the other UN development agencies, implemented the UN Development Assistance Framework, designed to increase cooperation and coordination at the country level in 18 pilot countries, and are in the process of assessing the results.

World Food Program

The World Food Program (WFP) is the UN system's principal vehicle for multilateral food aid, including emergency food intervention and grant development assistance. Established in 1963 in Rome under UN and Food and Agriculture Organization auspices, WFP uses commodities and cash provided by donor countries to support social and economic development, protracted refugee and displaced persons projects, and emergency food assistance in natural disaster or human-made crisis situations. With strong U.S. support, WFP has established formal working relationships with the UN High Commissioner for Refugees, the UN Children's Fund, and key

nongovernmental organizations, which often act as distribution partners in the field.

WFP operates exclusively from voluntary contributions and cash donated by governments. In 1998, donors contributed \$1.7 billion, of which the U.S. total of \$903,404,470 made the United States WFP's top donor. WFP spent over two-thirds of its resources on emergency and other humanitarian relief projects, and about one-third on development activities.

WFP development projects seek to improve agricultural production, rural infrastructure, nutrition, and the environment. Food-for-work projects help build infrastructure and promote self-reliance of the poor through labor-intensive programs.

WFP's primary enterprise is feeding the hungry through emergency operations. The year 1998 was marked by an unprecedented combination of factors that caused world hunger levels to rise: climate catastrophes resulting in severe flooding in Asia, Central America, and the Caribbean; the Asian economic crisis; famine in the Democratic People's Republic of Korea (DPRK); civil wars in Kosovo, Sierra Leone, and Angola; and long-term conflicts such as in the Sudan, where WFP is coordinating a massive humanitarian airdrop.

In the DPRK, where 62 percent of the population suffers from chronic malnutrition, WFP fed six million people. In Central America, WFP distributed food to one million victims of Hurricane Mitch. WFP also provided food to tens of thousands of refugees and internally displaced people in Kosovo and Albania.

WFP's first American and first woman Executive Director, Catherine Bertini, was reelected to a second term in March 1997. The United States is a member of WFP's governing body, the Executive Board. Agenda concerns continued to be dominated by declining donor resources for development and burgeoning emergency and refugee populations. The United States has encouraged the organization to focus on its comparative advantage in relief and rehabilitation instead of development, which is better handled elsewhere in the UN system. In addition, newly prosperous nations were encouraged to assume WFP's work within their borders, as WFP sought to restrict its development assistance to the world's very poorest.

UN High Commissioner for Refugees (UNHCR)

The theme of the 49th session of UNHCR's Executive Committee (EXCOM) was "International Solidarity and Burden-sharing in all its Aspects: National, Regional and International Responsibilities for Refugees." With the repatriation of refugees increasingly taking place in volatile or unstable environments, delegates discussed challenges such as repatriation under pressure or duress, repatriation in the aftermath of conflict, reintegration, rehabilitation and reconstruction, and reconciliation.

The EXCOM adopted conclusions on international protection in general, follow-up to the Commonwealth of Independent States Conference, and on the informal consultations on reintegration.

Finally, the EXCOM approved the revised 1998 General Program budget of \$428,973,500 and the 1999 General Program budget of \$413,000,000. The overall estimate for both the General Program and Special Programs for 1999 was \$842,200,000. The EXCOM Standing Committee met four times in 1998 to discuss and provide guidance on protection, policy, management, finance, and program issues affecting the organization.

The U.S. statement on the annual theme highlighted the principles of international solidarity and the need for comprehensive approaches to ensure the protection of refugees. It called for countries to sign the 1951 Refugee Convention; stressed the essential goals of protection and durable solutions; the political responsibilities of states; the role of third-country resettlement; the need for a wider funding base; and the importance of local capacity building. In a separate statement, the United States stressed the need to reinforce the commitment to international refugee protection and humanitarian principles; to ensure and protect the civilian character of refugee camps; to provide an equitable standard of protection and assistance among different refugee populations; to keep women and children at the center of protection and assistance planning and programming; to work to ensure the security of humanitarian personnel; and to recognize the importance of resettlement as an instrument of protection.

Throughout 1998, the United States continued to press for increased donor coordination and shared responsibility, and worked to advance U.S. positions on Kosovo, Bosnia, the Great Lakes of Africa, Afghanistan, Liberia, Sierra Leone, and other refugee issues.

Disaster and Humanitarian Relief Activities

A key U.S. priority over the past several years has been to enhance the coordination of UN emergency relief efforts. The United States strongly supported: General Assembly Resolution 46/182, which established the position of Emergency Relief Coordinator; Economic and Social Council Resolution 1995/56, which recognized the differences and limitations in the capacity of UN humanitarian agencies to respond to emergencies; and the Secretary General's Track II Reform proposals, in 1997, which created the Office for the Coordination of Humanitarian Affairs, headed by Under Secretary General Sergio Vieira de Mello (Brazil).

General Assembly Resolution 52/12B established a humanitarian affairs segment of the UN Economic and Social Council (ECOSOC), to take effect in 1998. Accordingly, the first humanitarian affairs segment took place July 15-16, in New York. Its theme was "Strengthening of the Coordination of Humanitarian Activities of the United Nations." The segment opened with a statement by the Under Secretary General for Humanitarian Affairs and concluded with high-level panel discussions featuring

humanitarian coordinators and members of the Inter-Agency Standing Committee.

Statements by delegations addressed the erosion of respect for humanitarian laws and principles; the new victims of conflict—noncombatants, including women and children; the security of humanitarian personnel; and the transition from relief to development.

The agreed conclusions adopted during the humanitarian segment reiterate the need for coordinated humanitarian assistance; reaffirm support for the principles and norms of international humanitarian law; state that a gender perspective should be integrated into humanitarian activities and policies; commend the Inter-Agency Standing Committee for its efforts to achieve coherent coordination structures at the field level; note the designation of the Emergency Relief Coordinator as the focal point for inter-agency coordination of humanitarian assistance to internally displaced persons; reaffirm that the resident coordinator should normally assume the dual function of resident/humanitarian coordinator; recognize that a “relief to development gap” may be addressed through a strategic framework; and stress the importance of adequate funding for humanitarian activities.

The UN General Assembly adopted several resolutions under the agenda items “Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations,” and “Special economic assistance to individual countries or regions.”

The United States cosponsored and joined consensus in adopting the resolution on “Safety and security of humanitarian personnel and protection of United Nations personnel” (53/87), which strongly condemns any act or failure to act which obstructs or prevents humanitarian personnel and UN personnel from discharging their humanitarian functions; and which requests that the Secretary General take necessary measures to ensure that security matters are an integral part of the planning for an operation.

The United States also cosponsored and joined consensus in adopting the resolution on “Strengthening of the coordination of emergency humanitarian assistance of the United Nations” (53/88), which calls upon all actors to implement the agreed conclusions of the ECOSOC humanitarian segment.

The United States joined consensus in adopting all the resolutions on “Special economic assistance” to individual countries or regions (53/1 A-O), which included assistance to Bangladesh in the wake of the devastating floods; to countries affected by Hurricanes Georges and Mitch; to Nicaragua in the aftermath of the war and natural disasters; to Niger, which has been affected by floods; to Central and East African countries receiving refugees, returnees, and displaced persons; and to Comoros, Mozambique, the Semipalatinsk region of Kazakhstan, Liberia, Djibouti, Tajikistan, the Democratic Republic of the Congo, Somalia, and the Sudan.

Tampere Convention

One of the most frequent problems in disaster work is that relief workers are overly restricted on what kind of telecommunications can be taken across borders. In addition, equipment use is overly restricted in many instances, excessive fees are often levied, and often relief workers using telecommunications for legitimate work have been arrested and had their equipment seized. In January 1998, the Department of State was asked by the Office for the Coordination of Humanitarian Affairs (OCHA) to help negotiate the Tampere Convention on the Provision of Emergency Telecommunications. The International Organizations Bureau of the Department of State led the interagency effort, which included building a partnership with the European Union membership and the emergency telecommunications nongovernmental organization (NGO) community. The negotiations were finished in June 1998 in a conference cosponsored by the International Telecommunication Union (ITU), the Government of Finland, and OCHA. The United States agreed to the terms of the Convention (which met all U.S. Government objectives), formally signed the Convention in November, and has been active in encouraging other governments to sign. The Department will also seek Senate ratification. Many in the emergency community consider this convention to be one of the most important new international laws to affect humanitarian relief. It provides recognition for the UN Emergency Relief Coordinator (who manages the Convention's implementation), the ITU, and OCHA. In essence, the Convention sets up a process for expediting the provision of emergency telecommunications during disasters. It can be both a mitigation and a response tool to facilitate providing preparedness information or the emergency response data required to provide food, medicine, and supplies. It also sets out specific protections for relief workers for the first time. See: <http://www.state.gov/www/issues/relief/tperel.html>.

Some important factors:

International Rules of Behavior: A set of "best practices" codified into "model implementation agreements" is being developed by the Emergency Relief Coordinator through the auspices of his Working Group on Emergency Telecommunications (WGET) in Geneva. Because different nations have varying legal systems and languages, the "best practices" will be posted on the Internet by the WGET in the form of standard language. All relief agencies will then be able to use this language in contracts, which in turn will standardize and streamline the provision of emergency telecommunications assistance. Some examples of best practices are the following: streamlining border procedures, making sure tariffs are fair, and giving relief workers licenses in real time and adequate protections.

Resources: A key element of the Convention will be the development of a list of "resources": contacts and regulations in governments and the relief community that could become involved in Tampere implementation, with a description of their roles. Customs officers and radio frequency

assignment offices are examples. All of this information will eventually be on ReliefWeb (see section on following page), acting as a one-stop shopping center for Tampere-related information.

Privileges and Immunities: Relief workers receive specific privileges and immunities, but only if invited into the nation under the Convention. To the extent permitted by applicable national law, states parties to the Convention will accord covered persons and organizations various privileges, immunities, and exemptions directly related to their provision of telecommunications assistance. However, with regard to physical protection, the obligation of the host government is absolute in terms of ensuring the protection of all personnel (government, international organizations, Red Cross/Red Crescent, or NGO), equipment, and materials involved in telecommunications assistance. At the same time, the Convention enables each state party to protect its sovereignty in all respects and prevents relief personnel or organizations from using telecommunications to undermine the host government. The responsibility of the requesting state party to ensure the prompt return of equipment, material, and property is also absolute. Details should be addressed in a contract between the host government and the relief organization concerned that is based on the “model agreements.”

Types of Disasters Covered: The Convention was developed with natural disasters in mind, but can be used during any emergency. An outbreak of civil strife such as happened in Rwanda in 1994 or in the Congo in 1998 can be as sudden as the volcanic eruption in Virunga, Zaire (now Democratic Republic of the Congo) in 1996, an industrial disaster such as at Chernobyl, or even collateral damage from the Year 2000 computer problem.

Host Government Rights: The host government may not direct the deployment of telecommunications assistance to a purpose other than monitoring, responding to, mitigating the impact of, or providing relief during and following disasters. With that sole limitation, the host government retains the right to direct, control, coordinate, and supervise telecommunications assistance. In addition, the assisting party must respect the laws and regulations of the state party and may not interfere in the domestic affairs of the state party into whose territory they have entered. For example, telecommunications assistance could not be used by advocacy groups to impugn the host government.

Requesting Assistance: Only states can formally request assistance, since the Tampere Convention is an agreement between states; but relief bodies may approach governments with offers of assistance under the umbrella of the Convention. However, the Convention is not triggered until the host government agrees to implement. For example, the Office of the UN High Commissioner for Refugees could request radios for its operations under the Convention, but could not provide them unless the host government agrees to be the requesting party.

ReliefWeb

ReliefWeb continued in 1998 to be the United Nation's premier Internet tool for reporting ongoing humanitarian emergencies and natural disasters. Its web address is <http://wwwnotes.reliefweb.int/>. In addition, other emergency web sites have begun to emerge that are modeled after ReliefWeb. For example, the World Health Organization is developing "HINAP, Health Intelligence Network for Advanced Contingency Planning," an effort managed by doctors to collect operationally useful medical information in disaster prone nations. HINAP designers relied heavily on ReliefWeb staffers for expertise on how to develop a functional disaster web site. In addition, instead of developing a separate web site for the Tampere Convention, OCHA has also agreed to make ReliefWeb the repository for Tampere Convention information. This was done at the request of the member governments, international organizations, and NGOs of the WGET.

ReliefWeb has also been a leading player in encouraging the world disaster community to standardize disaster information reporting. If successful, this effort (which is strongly supported by the U.S. Government) will increase the efficiency of disaster management and will lower costs. In addition, disaster managers will be able to develop useful disaster maps much more easily. To that end, ReliefWeb added a noted cartographer to its staff in 1998 and plans a major seminar on the subject in the spring of 1999.

The ReliefWeb staff has also provided invaluable assistance to the U.S. Government's efforts to develop more efficient methods of sharing the products of remote sensing technology in natural disaster environments. The exact role of OCHA in this arena will not be decided until 1999, but ReliefWeb advice was used in the development of the Global Disaster Information Network (GDIN). This is an effort to establish a worldwide partnership of spacefaring nations, corporations, NGOs, and academic centers that would share remote sensing data and useful products derived from those products. These would be used for disaster mitigation and response.

GDIN is under development, so no formal relationship has been established with OCHA. But ReliefWeb has demonstrated through its level of expert advice and its seminars that it is not just a reliable Internet platform. It is also a respected source of advice and an innovative program to improve the quality of available information regardless of who owns the platform.

Population Activities

The UN Population Fund (UNFPA), the leading multilateral donor for population assistance, finances activities in over 160 countries. Its areas of focus include reproductive health information and services, advocacy on behalf of population issues, and activities linking population issues with concerns regarding sustainable development and the status of women. UNFPA projects create awareness among policymakers and the

public at large about the adverse effects of rapid, unsustainable population growth on economic development, the environment, and social progress. UNFPA promotes the principle of voluntarism in population programs and opposes coercive population measures. It does not fund, condone, or promote abortion.

As one of 36 members of the UN Development Program/UNFPA Executive Board, the United States participates actively in the governance of UNFPA. For example, the United States played an important role in helping to design a new multi-year sustainable funding strategy to give UNFPA funding a more predictable, assured, and continuous basis while maintaining the voluntary nature of contributions. The United States also supported vigorous UNFPA engagement in UN system reform efforts.

An important U.S. policy objective is full implementation of the Program of Action of the 1994 International Conference on Population and Development (ICPD), including the establishment of national population programs, the integration of family planning services into broader reproductive health programs, and national program sustainability. UNFPA is guided by, and promotes, the principles of the ICPD Program of Action and is the lead UN organization for ICPD follow-up. Thus, its activities complement U.S. bilateral population assistance and promote principles of voluntary family planning and reproductive health consistent with U.S. policy.

In 1998 the United States contributed \$20 million to UNFPA, making it the fifth largest contributor. Total contributions from all donors to UNFPA in 1998 were about \$269 million.

Human Settlements

Established by the UN General Assembly in 1977, the 58-member UN Commission on Human Settlements serves as the governing body for the UN Center for Human Settlements, whose headquarters are in Nairobi, Kenya. The Center's mandate includes coordinating human settlement activities within the UN system, executing technical assistance projects, performing research, and serving as a focal point for information exchange. A major focus of the Center's activities in recent years has been the housing and urban indicators program. The Commission, which meets every two years, will meet in its 17th session in early May 1999. The main agenda items will include the Center's workplan for 2000-2001, follow-up to the Habitat II Conference, and a review of the revitalization activities of the Center.

In Resolution 51/177, adopted by consensus on December 16, 1996, the UN General Assembly designated the UN Center for Human Settlements as the focal point for implementation of the Habitat Agenda, the final document from the June 1996 UN Conference on Human Settlements (Habitat II) held in Istanbul. The resolution also called for a comprehensive and in-depth assessment of the Center. In 1998, as a result of the Secretary General's reforms, a task force was established to make recommendations on environment and human settlement activities in the

UN system. The task force's report contained a number of recommendations related to increased efficiency in the Center's administration. As a result, a team of consultants was brought in to review the Center's operations and to provide recommendations for improvement. The team then began to implement the recommendations, designed to achieve more efficient and effective oversight and management of the Center's operations. The United States actively supported the recommendations of both the task force and the consultants to provide increased reform and oversight in financial and administrative matters at the Center. The United States also met frequently with the acting director of the Center and other interested parties to promote the need for reform.



Science, Technology, and Research

UN Environment Program (UNEP)

The UNEP is the principal UN forum for global environmental issues. The United States has been a leading financial and technical contributor since its creation in 1972. UNEP's primary responsibilities are to assess the state of the environment, to provide early warning of environmental threats, and to promote international cooperation and action in response.

UNEP has had historic success as a catalyst, and has launched a number of environmental conventions. But in recent years it has not lived up to its potential. In 1997, member states addressed organizational problems by adopting a focused mandate, the Nairobi Declaration, and by creating the High-level Committee of [Environment] Ministers (HLC) to provide policy guidance and to lead a process of institutional reform.

The reform process accelerated in 1998. In February, former German environment minister Klaus Toepfer took the reins as Executive Director. He addressed the first substantive meeting of the HLC, highlighting the need to strengthen environmental monitoring, assessment, and early warning activities, and to increase administrative efficiency. Toepfer also announced that he had been appointed by the Secretary General to chair a task force aimed at system-wide improvement in the environmental function. A number of countries, including the United States, tabled proposals for UNEP reform.

The Fifth Special Session of the Governing Council (GC) met in Nairobi in May. The Executive Director unveiled a new, functionally based organizational structure. The GC endorsed prompt implementation of outstanding recommendations pertaining to management and administrative support, the transfer of identified savings to program activities, and increased involvement of governments in program and budget formulation.

The HLC met briefly in November to further discuss reform issues and to consider UNEP's input into the next session of the Commission on Sustainable Development. The financial report indicated that the trend of declining contributions by member governments had stopped.

UNEP continued to make progress on key issues of importance to the United States. It supported the implementation of various international agreements such as the Basel Convention on trade in hazardous wastes; the Vienna Convention and Montreal Protocol to reduce the use of ozone-depleting substances; the Biodiversity Convention to protect against species loss; and the Convention to Combat Desertification. UNEP also continued its work through the regional seas program to implement the Global Program of Action for the Protection of the Marine Environment from Land-based Activities. Finally, UNEP was instrumental in concluding the Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, and launched an effort to limit certain persistent organic pollutants.

The United States continued its support for UNEP's scientific monitoring and assessment, through participation in several of its programs, in particular the Global Resource Information Database, the Global Environmental Monitoring System, and the environmental information retrieval system called INFOTERRA.

Protection of World Climate

UN Framework Convention on Climate Change (FCCC)

The FCCC entered into force in March 1994. It unites over 170 nations in the effort to stabilize atmospheric concentrations of greenhouse gases at levels that would prevent dangerous human interference with the climate system. In adopting the Kyoto Protocol to the FCCC in December 1997, developed nations, as a whole, agreed to reduce greenhouse gas emissions by approximately 5.2 percent below 1990 levels during the period 2008-2012.

The United States signed the Kyoto Protocol during the Fourth Conference of Parties (COP-4), which met at Buenos Aires in November 1998. In addition to domestic action, the United States intends to meet its own target through the use of international emissions trading, joint implementation among developed countries, and the Clean Development Mechanism, which involves project activities in developing countries.

The most significant outcome of COP-4 was the Buenos Aires Plan of Action. This plan sets forth a two-year process to elaborate rules for the market-based implementation mechanisms noted above, for the underlying compliance regime, for the treatment of carbon sinks, and for other key U.S. climate-change objectives. With respect to implementation mechanisms, the United States has endorsed rules providing the greatest environmental benefit at least cost. It advocates a compliance regime based on transparent and effective monitoring, measurement, and reporting systems.

Success in mitigating climate change depends on a long-term commitment by all nations, including developing countries and countries with

economies in transition. It is encouraging that Argentina and Kazakhstan each pledged at COP-4 to take on binding emissions targets. They are the first developing countries to do so.

Intergovernmental Panel on Climate Change (IPCC)

The IPCC, begun in 1988 as a joint effort of the World Meteorological Organization and the United Nations Environment Program, is the authoritative international scientific and technical assessment body with respect to climate change. Its Fourteenth Plenary was held in Vienna, Austria, in September 1998. The IPCC officially launched its Third Assessment Report at that time.

The IPCC also contributed to international negotiations through preparation and review of technical reports requested by the FCCC. Work continues on studies of technology transfer, emission scenarios, and land-use change and forestry issues. U.S. scientists chair the IPCC and cochair its Working Group II, which considers impacts, adaptation, and mitigation.

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

UNSCEAR was established by the General Assembly in 1955 to provide continuous review and evaluation of the effects of ionizing radiation on humans and their environment. Radiation in this context covers both natural and human-made (i.e., from atmospheric and surface nuclear explosions) environmental radiation, and medical and occupational exposures. The Committee receives, assembles, and compiles reports and information furnished by its member states, members of the United Nations, specialized agencies, the International Atomic Energy Agency, and non-governmental organizations on observed levels of ionizing radiation and on scientific observations and experiments relevant to the effects of ionizing radiation on people and the environment.

The 47th session of UNSCEAR met May 25-29 in Vienna, Austria. On the basis of documents prepared by the UNSCEAR Secretariat, the Committee reviewed and worked on the following documents: Natural Radiation Exposures, Exposures from Man-made Sources of Radiation, Medical Radiation Exposures, Occupational Radiation Exposures, Dose Assessment Methodologies, Epidemiological Evaluation of Radiation-induced Cancer, DNA Repair and Mutagenesis, Hereditary Effects of Radiation, Combined Effects of Radiation and Other Agents, Biological Effects of Low-level Radiation, and Local Exposures and Effects from the Chernobyl Accident. The year 1998 was the second of a four-year investigation cycle of these matters, with the next major report to be published in 2000.

In response to a request in 1997 by the UN General Assembly that they consider the status of UNSCEAR, the World Health Organization, the International Atomic Energy Agency, and UNSCEAR itself all recommended to the General Assembly in March 1998 that UNSCEAR maintain

its present functions and role. Accordingly, in December 1998, the General Assembly adopted Resolution 53/44 maintaining the current functions and role of UNSCEAR as an independent body.

Part 6



Legal Developments

International Court of Justice (ICJ)

The ICJ is the principal judicial organ of the United Nations. The Court decides cases submitted to it by states and gives advisory opinions on legal questions at the request of international organizations authorized to request such opinions. In recent years, the Court has had more cases on its docket than ever before.

The Court is composed of 15 judges, no two of whom may be nationals of the same state. During 1998, the Court was composed as follows: Stephen M. Schwebel (United States—President), Christopher G. Weeramantry (Sri Lanka—Vice President), Mohammed Bedjaoui (Algeria), Shigeru Oda (Japan), Gilbert Guillaume (France), Raymond Ranjeva (Madagascar), Géza Herczegh (Hungary), Shi Jiuyong (China), Carl-August Fleischhauer (Germany), Abdul G. Koroma (Sierra Leone), Vladlen S. Vereshchetin (Russia), Rosalyn Higgins (United Kingdom), Gonzalo Parra-Aranguren (Venezuela), Pieter H. Kooijmans (Netherlands), and Jose F. Rezek (Brazil).

The UN General Assembly and the Security Council, voting separately, elect the judges from a list of persons nominated by national groups on the Permanent Court of Arbitration. Judges are elected for nine-year terms, with five judges elected every three years. The next round of elections will be held in the fall of 1999, when five seats will be up for election or reelection.

At elections held by the Court on February 6, 1997, Judge Stephen M. Schwebel of the United States was elected President of the Court for a three-year term.

The United States has been involved in the following matters in the Court since the last report.

Iran v. United States of America

On November 2, 1992, Iran brought a case against the United States claiming that U.S. military actions against Iranian oil platforms in the Persian Gulf during the conflict between Iran and Iraq violated the 1955 Treaty of Amity between the United States and Iran. The incidents cited

by Iran followed attacks by Iranian military forces against United States naval and commercial vessels in the Gulf. The United States filed a Preliminary Objection to the Court's jurisdiction, which was considered at hearings in September 1996. In December 1996, the Court rendered a decision agreeing with the U.S. position that the Court did not have jurisdiction under two of the three treaty articles invoked by Iran, but concluding that it had jurisdiction to consider a third treaty claim. On June 23, 1997, the United States filed its Counter-Memorial and a counter-claim. Iran objected to the admissibility of the U.S. counter-claim, and the United States and Iran subsequently filed documents presenting their positions. By an order dated March 10, 1998, the Court held that the U.S. counter-claim was "admissible as such" and directed the parties to submit further written pleadings on the merits. Iran twice requested and received additional time to file its Reply. Pursuant to the Court's order of December 9, 1998, Iran's Reply is due on March 10, 1999, and the U.S. Rejoinder on November 23, 2000.

Libyan Arab Jamahiriya v. United States of America

On March 3, 1992, Libya brought cases against the United States and the United Kingdom charging violations of the 1971 Montreal (Air Sabotage) Convention. Libya claimed that the United States and the United Kingdom interfered with Libya's alleged right under the Montreal Convention to try two persons accused by U.S. and Scottish authorities of bombing Pan Am Flight 103 over Lockerbie, Scotland, on December 21, 1988. On June 20, 1995, the United States filed Preliminary Objections to the Court's jurisdiction in the case; the United Kingdom also filed Preliminary Objections. The Court held a hearing on the U.S. and U.K. Preliminary Objections on October 13-22, 1997. On February 27, 1998, the Court issued a judgment denying some of the U.S. and U.K. Preliminary Objections and holding that others could be decided only at the merits stage of the case. The Court then ordered the United States to file its Memorial by December 31, 1998. On December 8, 1998, the United States asked the Court for a three-month extension, in order to ascertain whether Libya would respond to an initiative by the United States and the United Kingdom proposing constitution of a Scottish court in the Netherlands to try the two suspects. By Orders dated December 17, 1998, the Court extended the filing date for the U.S. and U.K. Counter-Memorials until March 31, 1999.

Paraguay v. United States of America

On April 3, 1998, Paraguay brought suit against the United States, claiming that because the United States had not complied with its obligation under the Vienna Convention on Consular Relations to notify an arrested Paraguayan national of his right to contact a Paraguayan consul, that person was entitled to a new trial. The case grew out of the murder conviction and death sentence in Virginia of Mr. Angel Francisco Breard.

Virginia officials did not tell Mr. Breard that he was entitled to contact Paraguay's consul. Mr. Breard's execution was scheduled for April 14, 1998.

Paraguay requested provisional measures of protection against the United States. The Court held an emergency hearing on that request on April 6, 1998. The United States took part in that hearing and opposed Paraguay's request for relief. On April 8, 1998, the Court issued an Indication of Provisional Measures, requesting that the United States take all measures available to delay Mr. Breard's execution pending further proceedings in the Court. Secretary of State Albright wrote Governor Gilmore of Virginia requesting that Mr. Breard's execution be delayed. Governor Gilmore declined to do so. On April 14, the Supreme Court of the United States denied a stay of execution and Mr. Breard was executed.

On November 2, 1998, the Government of Paraguay informed the Court that it did not wish to continue the proceedings, and asked the Court to remove the case from its list. On November 3, 1998, the United States concurred. On November 10, the Court made an Order ending the case.

Difference Relating to Immunity from Legal Process of a Special Rapporteur of the Commission on Human Rights

On August 5, 1998, the UN's Economic and Social Council (ECOSOC) adopted a resolution requesting an advisory opinion from the International Court of Justice concerning the privileges and immunities of Dato' Param Cumaraswamy, the UN Human Rights Commission's Special Rapporteur on the Independence of Judges and Lawyers. ECOSOC was concerned that the Special Rapporteur had not been granted immunity from libel suits in Malaysian courts based on statements in an interview that were related to his mandate as Special Rapporteur. Pursuant to the Court's Rules, the United States filed a written statement supporting the Special Rapporteur's immunity from suit on October 7, and subsequently filed comments on the written statements filed by other governments. The Court held a hearing December 7-10, 1998. (The court delivered an advisory opinion on April 29, 1999 affirming the Special Rapporteur's immunity.)

International Law Commission (ILC)

The ILC was established in 1948 to promote the codification and progressive development of international law. Its 34 members, persons of recognized competence in international law who serve in their individual capacities, are elected by the General Assembly for five-year terms. Mr. Robert Rosenstock of the United States is serving his second term as a member of the Commission.

The Commission studies international law topics referred to it by the General Assembly or that it decides are suitable for codification or progressive development. It usually selects one of its members (designated a

“special rapporteur”) to prepare reports on each topic. After discussion in the Commission, special rapporteurs typically prepare draft articles. These are considered and refined in a drafting group prior to formal adoption by the Commission. The Commission reports annually on its work to the General Assembly.

At its 1998 session, the Sixth Committee of the General Assembly followed past practice and held a detailed debate on the ILC’s report on its 50th session, which—in a departure from past practice—was divided into two sessions, one in Geneva and a second in New York. This debate indicated widespread support among governments for the Commission’s activities overall and for its efforts to reform and improve the relevance, quality, and timeliness of its work.

During its 1998 session, the Commission began its second reading of its articles on state responsibility, producing several clarified and simplified articles. It also completed the first reading of a set of articles on “prevention,” began work on guidelines concerning reservations to treaties, reviewed initial reports on unilateral acts of states and on diplomatic protection, examined aspects of nationality in relation to succession, and considered other matters. The Commission also elaborated a tentative list of future topics.

The Commission continued to implement its five-year work program established in 1997. This plan anticipates that each topic under consideration by the Commission either will be completed or brought to a defined transitional point by the end of the Commission’s session in 2001. The Commission’s goal is to ensure the orderly and efficient progress of its work and to lessen disruptions such as those resulting in the past from retirements of special rapporteurs or other personnel changes.

UN Commission on International Trade Law (UNCITRAL)

UNCITRAL, established by General Assembly Resolution 2205 (XXI) in 1966, has maintained a technically focused program on harmonizing national laws to promote trade and commerce. It has generally avoided political issues that may arise in the work of other bodies. UNCITRAL’s headquarters are in Vienna, Austria. UNCITRAL usually holds up to four weeks of working group meetings annually on each active topic. The topics are reviewed at UNCITRAL’s annual plenary session (document A/53/17).

Pending Legislation to Implement the UN Model Law on Cross-Border Insolvency

UNCITRAL completed, in 1997, the UN model law on procedural aspects of cross-border insolvency in commercial matters, which emphasized cooperation between judicial and administrative authorities of states involved, and a mandatory but limited freeze on assets and other measures

which would allow time for parties in various countries to collectively seek economic relief or reorganization (A/CN.9/442). Legislation designed to implement the UNCITRAL model law as amendments to the U.S. bankruptcy code received the support of the Senate and House Judiciary Committees and the Administration, but was not enacted due to end-of-session delays. Legislation was expected to be reintroduced and enacted in the next Congress. Proposals were made to continue work between judicial, legislative, and private sector interests in various countries to explore whether additional areas of insolvency law might be harmonized.

Draft Convention on Commercial Finance

The United States continued to support, at meetings of the Working Group on International Contract Practices, the drafting of a convention which would significantly upgrade world standards for private sector commercial finance, based on movable property as collateral. The World Bank, the Inter-American Development Bank, and other organizations have estimated that such changes in national laws could increase available commercial credit at least 20-30 percent in many developing countries. Consensus was reached on the key aspects of modern commercial finance law, and completion of negotiations is on track for the Commission's plenary session in 2000 (A/CN.9/455). The United States continued to support an optional annex which would authorize an internationally based computerized registry for commercial lending for states which choose to adopt that system.

International Project Finance

The Commission continued its support for work on a legislative guide and model provisions for countries wishing to increase their ability to obtain private sector financing, primarily to implement infrastructure projects, such as utilities, power supplies, water service, roadways, and telecommunications. This development parallels a significant increase in private sector and public funding partnerships, which allows infrastructure development to take place while reducing the extent of public debt, especially in countries where development resources may be limited. The Commission's work sought to balance assurances required for long-term private sector financing, development, and management of public services with the needs of host countries to properly monitor and regulate the provision of services (A/CN.9/444 and Addenda). Completion of this project is possible in 2000.

Electronic Commerce

The Working Group on International Electronic Commerce continued its work on draft rules for message authentication and signatures, but encountered increasing difficulty in reaching consensus on the direction such rules should take, placing in question the ability to achieve rules

which might receive widespread adoption (A/CN.9/454). The United States, along with a minority of states, continued to press for restraint on development of rules at this early stage in development of technologies and testing of methods in the commercial marketplace. A number of European Union and other states have sought instead a more regulatory approach which would favor certain existing technology applications. The United States introduced a proposal for a draft convention which would embody many provisions of the 1996 UNCITRAL Model Law on Electronic Commerce, which has achieved wide effect. Bilateral support increased for this proposal, but an international forum has not yet emerged.

Future Work

The Commission continued to ascertain from states, other international bodies, and industry and private commercial sector interests their views on areas of international trade and commercial practice which might benefit most from work to be placed on its agenda. Included in the topics on which support had grown were implementation of the 1958 "New York" convention on enforcement of foreign arbitral awards, and possible amendments to the convention or new provisions on matters not covered (A/CN.9/460); and reconsideration of existing treaty systems and national laws on international surface transportation of goods, including liability for carriage and loss. The International Maritime Committee and others are participating in that process.

Support for International Recognition of Law Unification Work

The Commission, with U.S. support, continued to promote implementation of its work by a wider variety of states at all levels of economic development, including the convening of an international colloquium at UN headquarters in New York. Publication of decisions in UN member states involving UNCITRAL-prepared conventions, model laws, and other texts continued through the work of national correspondents, and is available in all official UN languages through the CLOUT system (Case Law on UNCITRAL Texts) approved by participating states at UNCITRAL (A/CN.9/SER.C/index and abstracts). The Commission continued to endorse increased efforts by the Secretariat to extend its "Training and Technical Assistance" program to as many regions as possible, with an emphasis on support for developing and emerging states (A/CN.9/461). In this manner, the United States and others noted that commercial law reform on which consensus has been reached at UNCITRAL is made more accessible and can have a more beneficial effect on the economies of many states.

International Criminal Court (ICC)

A diplomatic conference convened under UN auspices in Rome in June-July 1998 adopted a treaty to create an international criminal court. The treaty, which the United States voted against, now requires ratification by 60 countries to enter into force. It provides for a court which will have jurisdiction to prosecute individuals who commit crimes of serious concern to the international community as a whole, including genocide, war crimes, and crimes against humanity. The crime of aggression is to be added to the jurisdiction of the court once a definition is agreed upon and the treaty is amended to include it.

In 1994, the General Assembly established an *ad hoc* committee to review the major substantive and administrative issues arising out of a draft treaty text submitted by the International Law Commission (ILC). On the basis of the *ad hoc* committee's work, the General Assembly, in Resolution 50/46, decided to establish a Preparatory Committee to study further the issues raised by the ILC text and prepare a widely acceptable instrument for consideration at a diplomatic conference.

The Preparatory Committee met for six weeks in both 1996 and 1997, and for three weeks in 1998 prior to the Rome diplomatic conference. The United States participated actively in all the Preparatory Committee meetings and in Rome, seeking to facilitate creation of a fair, efficient, and effective international criminal court.

A number of important U.S. objectives concerning court composition, administration, and procedures were achieved and incorporated into the Rome treaty text. With the exception of the undefined crime of aggression, the United States was also generally satisfied with the substantive scope of the court's jurisdiction, including its coverage of internal armed conflicts and the definitions of war crimes and crimes against humanity. However, the final text also contained certain fundamental flaws. These flaws forced the United States to call for a vote at the end of the diplomatic conference and to vote against adoption of the treaty.

First, and most objectionable, is the purported extent of the court's jurisdiction, which would reach nationals, and thus the official acts, of states that have not consented to the treaty. Other features of major concern include: a provision on amendments which allows states parties—but not those countries outside the treaty—to exempt their nationals from application of any expanded jurisdiction of the court; the broad powers of the Prosecutor to initiate investigations and cases; and a provision prohibiting states from taking reservations to any part of the treaty.

In December 1998, the General Assembly adopted, by consensus, Resolution 53/105, which acknowledged the historical significance of the Rome treaty and established a Preparatory Commission to elaborate Rules of Procedure, Elements of Crimes, and other necessary implementing instruments for the court. The Preparatory Commission is to meet three

times in 1999, for a total of eight weeks of work. The General Assembly further decided to place the establishment of the proposed court on its agenda for the 54th session.

UN Decade of International Law

In Resolution 44/23 of November 17, 1989, the General Assembly declared the period 1990-1999 the UN Decade of International Law (UN Decade). The four major goals of the UN Decade are to: promote acceptance of and respect for the principles of international law; promote means and methods for the peaceful settlement of disputes between states, including resort to and full respect for the International Court of Justice (ICJ); encourage progressive development of international law and its codification; and encourage the teaching, study, dissemination, and wider appreciation of international law. In 1997, the General Assembly adopted a Program of Action presented by the Governments of Russia and the Netherlands dedicated to the centennial of the first International Peace Conference (held in 1899) aimed at contributing to the further development of the themes of the first and second International Peace Conferences. This Program of Action does not entail budgetary implications for the United Nations. During its 53rd session, the General Assembly adopted Principles and Guidelines for International Negotiations based on a proposal by Mongolia.

Many of the Decade's activities have been in implementation of the last goal. In particular, recent advances in technology have facilitated the wider dissemination of international law. The ICJ has launched an effective Internet web site, providing immediate access to ICJ judgments and oral pleadings. In 1997, the General Assembly encouraged the UN Secretariat to continue developing a policy of providing Internet access to UN treaty information. A group of "Friends of the Decade" have developed a program of special activities for 1999.

Under its Rule of Law Program, the United States provided grants to governments and nongovernmental organizations to enable them to gain access to the Internet and computer databases containing treaty texts and other international legal materials. The United States has actively supported the Decade and encouraged U.S. bar associations and other relevant organizations to actively participate.

Host Country Relations

The UN General Assembly established the 15-member Committee on Relations with the Host Country in 1971 to address issues relating to the implementation of the UN Headquarters Agreement and the Convention on the Privileges and Immunities of the United Nations.

Committee discussion during 1998 focused primarily on the following topics: a review of the membership and composition of the Committee, security of missions and the safety of their personnel, privileges and

immunities, parking and related matters, travel restrictions, and indebtedness/health insurance.

By Resolution 52/159, the General Assembly asked the Committee to review its membership and composition. Representatives of Cuba, Malaysia, Malta, and Syria, all of whom participate in the work of the Committee as observers, lobbied hard for an increase in the size of the Committee. The U.S. representative noted that the Committee had worked very efficiently, largely because its membership was limited but representative, and urged fellow Committee members not to fix something that was not broken. Over the course of several meetings, it became increasingly clear, however, that the U.S. position would not prevail and that some increase in size was inevitable. The final recommendation, which was accepted by consensus, was to increase the size by four, one each from the African, Asian, Latin American and Caribbean, and Eastern European groups.

On December 8, the General Assembly adopted a resolution, "Report of the Committee on Relations with the Host Country," by consensus. The resolution endorsed the Committee's recommendation to increase its size by four members, welcomed the efforts of the Committee to identify affordable health-care programs for the diplomatic community, called upon the host country to continue its efforts with respect to the parking issue, and once again asked the host country to consider removing the remaining travel controls on missions and Secretariat staff of certain nationalities. Finally, the resolution expressed the Committee's appreciation to the host country for its work in maintaining appropriate conditions for the work of the missions accredited to the United Nations.

The UN General Assembly President subsequently appointed Cuba, Hungary, and Libya to three of the four new seats on the Committee. The Asian group has not, to date, reached consensus on which delegation should be appointed.

International Terrorism

The General Assembly, on December 8, adopted by consensus "Measures to Eliminate International Terrorism," Resolution 53/108, which reaffirmed the "Declaration on Measures to Eliminate International Terrorism" (adopted in 1994 and supplemented in 1996). The Declaration unequivocally condemns all acts, methods, and practices of terrorism, and also reaffirms that perpetrators of terrorist acts are excluded from refugee protection.

The resolution urges all member states that have not yet done so to become parties to the eleven conventions outlawing international terrorism. Also included in the terrorism resolution is a decision to have the *ad hoc* Committee, which was established by the General Assembly in 1996, continue its work, with meetings scheduled in March 1999 and during the General Assembly in the fall of 1999. The *ad hoc* Committee is charged with completing the elaboration of a draft international convention for the

suppression of acts of nuclear terrorism and commencing work on a draft international convention for the suppression of terrorist financing.

Strengthening the Role of the United Nations

The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (Charter Committee) held its 23rd annual session January 26-February 6, 1998. A resolution adopting the report of the Committee's work, and a resolution on its agenda item concerning "Implementation of Charter Provisions Related to Assistance to Third States Affected by the Application of Sanctions," were debated and adopted during the UN General Assembly Sixth Committee meetings in the Fall. The resolutions were subsequently adopted, without votes, by the General Assembly on January 20, 1999 (Resolutions 53/106 and 53/107).

The Special Committee recommended to the General Assembly that it consider, in an appropriate substantive manner, the report of the Secretary General on the results of the June 1998 *ad hoc* expert group meeting on methodological approaches to assessing the third-country effects of sanctions. The Special Committee also recommended to the General Assembly that its future sessions be scheduled, to the extent possible, later in the first half of any given year. Both of the Special Committee's recommended actions were taken by the General Assembly (the latter with respect to the 1999 meeting of the Special Committee).

International Criminal Tribunals for Rwanda and the former Yugoslavia

The International Criminal Tribunals for Rwanda and the former Yugoslavia have jurisdiction over genocide and other serious violations of international humanitarian law. The UN Security Council established the International Criminal Tribunal for the former Yugoslavia (ICTY) in May 1993, and the International Criminal Tribunal for Rwanda (ICTR) in November 1994. The Tribunals share a Chief Prosecutor, Justice Louise Arbour of Canada, who assumed her position on October 1, 1996. The Chief Prosecutor and the Deputy Prosecutor for the ICTY are located in The Hague. The Rwanda Tribunal hears cases in Arusha, Tanzania, and the office of its Deputy Prosecutor is located in Kigali, Rwanda.

As of the end of 1998, the ICTY had publicly charged 80 individuals (an unknown number of persons may be named in sealed indictments) with genocide and other serious violations of international humanitarian law. Thirty-five indictees had been taken into custody. Two had been killed resisting arrest. One prisoner committed suicide and one died of natural causes in ICTY custody. Seven trials were held by the ICTY in 1998; four defendants were found guilty, one was acquitted, and one committed suicide before the verdict in his trial was announced. One trial is ongoing.

The very substantial increase in the ICTY's caseload over a relatively short period of time greatly strained its resources. On May 13, the Security Council passed Resolution 1166 to create a third trial chamber consisting of three additional judges. On June 12, the ICTY formally inaugurated its third courtroom, built by a joint Dutch-U.S. donation. In late December, the General Assembly approved a budget of about \$103.5 million, a substantial increase over the ICTY's 1998 budget, in order to ensure that it has the resources to respond to the additional caseload.

As of the end of 1998, the ICTR had charged 45 individuals (an unknown number of persons may be named in sealed indictments) with genocide and other serious violations of international law. Thirty-five are in custody in Arusha. One additional indictee remains in custody in the United States while he seeks in the courts to avoid surrender to the Tribunal. Two individuals pleaded guilty to committing genocide and other crimes. The ICTR also obtained a conviction for genocide, the first ever by an international tribunal.

On April 30, the Security Council passed Resolution 1165 creating a third trial chamber consisting of three additional judges to enable the Tribunal to more effectively cope with its increased work load. In December, the General Assembly approved a substantial increase in the ICTR's budget.

In 1998, the United Nations Office of Internal Oversight Services issued a follow-up report on its 1997 report on its investigation of alleged mismanagement of the ICTR. Although progress has been made, the United States and other governments continue to press the ICTR to work to correct the problems and to improve the efficiency and effectiveness of the Tribunal.

Law of the Sea

The 1982 UN Convention on the Law of the Sea (LOS Convention) entered into force on November 16, 1994. Partly to meet U.S. concerns, a supplementary "Agreement Relating to the Implementation of Part XI" (Deep Seabed Mining) was negotiated in 1994, and entered into force on July 28, 1996. As of the end of 1998, a total of 130 states had ratified the Convention, and 94 states had ratified the Agreement.

The United States supports the LOS Convention as modified by the 1994 Agreement and applied the Agreement on a provisional basis, in accordance with its terms. Provisional application, however, terminated in November 1998. The Administration is working to obtain the necessary advice and consent of the U.S. Senate to permit accession to the Convention. Taken together, the Convention and the Agreement meet a basic and long-standing objective of U.S. oceans policy: conclusion of a comprehensive Law of the Sea Convention that will be respected by all nations.

The International Seabed Authority (ISA) held its fourth meeting in two separate sessions in 1998. All four of its organs—the Assembly, the Council, the Legal and Technical Commission, and the Finance Committee—met during the sessions. The ISA Legal and Technical Commission continued its review of a draft mining code and model contract which incorporated many of the previous comments by the United States and submitted it to the Council for its review. The Council began consideration of the mining code. In an effort to address the costs to the Parties, the Authority approved a 1999 budget which called for only one meeting in 1999. The budget was virtually unchanged.

The International Tribunal for Law of the Sea, also a LOS body, continued its deliberations on a prompt release of vessel case. The meeting of states parties met and approved its 1999 budget. The budget was slightly increased to take account of the case load of the Tribunal.

Part 7



Administration and Budget

Current Financial Situation of the United Nations

The United Nations ended 1998 with member contributions outstanding totalling \$2.031 billion for the UN regular budget, the international war crimes tribunals in the former Yugoslavia and Rwanda, and UN peacekeeping operations. The U.S. share of this amount was \$1.294 billion, or 64 percent of the total. Per UN records, most of the U.S. share related to UN peacekeeping operations, where over \$975 million remained outstanding. The U.S. amount outstanding for the UN regular budget was \$315.7 million. This included \$100 million in funds that had been appropriated for fiscal year 1999, but were being withheld pending semi-annual certification by the Secretary of State that no action had been taken by the United Nations to cause the 1998-1999 UN budget to exceed \$2.533 billion. It was expected that the certifications and payments would be made in the spring and summer of 1999.

UN records indicate that 117 of the total 185 UN member states had paid their regular budget assessments in full by the end of 1998. This compares to 100 UN member states at the end of 1997 and 98 member states at the end of 1996. The improved payment record of UN member states was among the factors that helped reduce the UN's reliance on internal borrowing from peacekeeping operations to make up deficits in the UN regular budget. The 1998 deficit was \$40 million, as compared to \$122 million in 1997.

A major concern in 1998 for the United States was the possible loss of vote in January 1999, as prescribed by Article 19 of the UN Charter. Under Article 19, a UN member state automatically loses its vote in the General Assembly if its arrears equal or exceed its total assessments for the two previous years. The United States was able to avoid the Article 19 sanction through a combination of unforeseen credits accrued from UN peacekeeping operations (\$42.5 million) and significant payments made in the final quarter of 1998 (\$360.5 million). Both actions helped reduce the U.S. balances outstanding below the two-year assessment threshold, as prescribed in Article 19. The U.S. payments were \$247.1 million for the UN regular budget and \$113.4 million for UN peacekeeping operations.

Most of the regular budget payments (\$177.5 million) pertained to funds appropriated for fiscal year 1999. All of the peacekeeping payments pertained to funds appropriated for fiscal year 1998.

The possible imposition of the Article 19 sanction will continue to be a major difficulty for the United States unless action is taken to reduce substantially the level of the U.S. arrears.

UN Budget

The UN General Assembly, based on the recommendations of the Fifth Committee (Administrative and Budgetary), adopted, without a vote, two resolutions dealing with the UN budget: revised estimates for the 1998-1999 UN program budget and the proposed program budget outline for the biennium 2000-2001.

On December 18, 1998, the General Assembly adopted, by consensus, Resolution 53/215, the revised UN program budget for the biennium 1998-1999. The revised budget of \$2,526,703,500 reflects a decrease of \$5,627,700 from the initial 1998-1999 UN budget of \$2,532,331,200, as approved one year earlier in December 1997. The revised budget also is within the ceiling level of \$2,533,000,000 as initially established by U.S. legislation for fiscal year 1998 and continued for fiscal year 1999. The legislation requires the United States to withhold \$100 million from its assessed contribution to the UN regular budget, pending semi-annual certification by the Secretary of State that the United Nations has taken no action to cause the 1998-1999 UN budget to exceed \$2.533 billion.

As revised, the lower 1998-1999 UN budget reflects primarily the impact of favorable rates of inflation and exchange, as well as lower costs for UN staff. The lower staff costs are attributable mainly to higher-than-budgeted vacancy rates for professional staff as a result of delays in recruitment. The 1998 vacancy rate of over 10 percent for professional staff was well in excess of the 5 percent rate approved by the General Assembly for the 1998-1999 biennium. The combination of the above savings was more than sufficient to offset additional costs for special political missions, extraordinary and unforeseen activities, and expenses relating to decisions of UN policy-making organs, including the Security Council. The net effect of the savings was a reduction of \$5,627,700 in the revised 1998-1999 UN program budget.

On December 18, 1998, the General Assembly also adopted Resolution 53/206, the UN program budget outline for the biennium 2000-2001. The outline level of \$2.545 billion was approved by the General Assembly without a vote. For the first time, the UN budget outline includes provision for special political missions in the next biennium (\$86.2 million). However, the outline fails to take into account \$20 million in efficiency savings (subsequently recosted to \$19.8 million) that the Secretary General had identified to offset the cost of major conferences and special missions for which mandates already exist. Most member states indicated

that such savings cannot be predicted in advance and, thus, should be handled in the context of the UN budget performance report. In the same resolution, the General Assembly also decided that the Contingency Fund should be set at 0.75 percent of the preliminary estimate for 2000-2001, or \$19.1 million.

Both the United States and Japan indicated the outline level to be excessive and, thus, reserved on the decision of the General Assembly. The United States called for an outline level that was at or below the initial 1998-1999 UN budget of \$2.532 billion. This level was more than sufficient to ensure full implementation of mandated activities and provide resources for special political missions that may be undertaken in the course of the next biennium. The level also would reflect the likelihood of at least \$20 million in efficiency savings in the next biennium as a result of improvements in UN operations. Japan also called for a lower outline level, but could have accepted a somewhat higher figure than the United States.

As approved, the UN budget outline forms the basis for the Secretary General's preparation of his detailed budget estimates for the 2000-2001 biennium. The estimates will be issued in late spring 1999 and considered by the General Assembly at its 54th session in autumn 1999. The General Assembly will approve the budget in December 1999.

Audit Reports

On December 18, 1998, the General Assembly adopted, without a vote, Resolution 53/204, Financial Reports and Audited Financial Statements, and Reports of the Board of Auditors. The resolution accepts the financial reports and audited financial statements of the following entities whose accounts were examined during the current audit cycle: the United Nations, UN Peacekeeping Operations, the International Trade Center, UN University, UN Development Program (UNDP), UN Children's Fund, UN Relief and Works Agency for Palestine Refugees in the Near East, voluntary funds administered by the UN High Commissioner for Refugees, the Fund of the UN Environment Program, UN Population Fund, UN Habitat and Settlements Foundation, the Fund of the UN International Drug Control Program, and the UN Office for Project Services. The audited accounts and financial statements for the entities relate primarily to the biennium 1996-1997.

The Board of Auditors qualified its audit opinion on the financial statements of UNDP, the UN Population Fund, and the UN International Drug Control Program primarily as a result of the lack of audit certificates for expenditures incurred by the agencies during the 1996-1997 financial period. For UNDP, audit certificates were unavailable for the expenditure of \$520 million out of a total reported expenditure on nationally executed programs of \$1,936 million. A similar qualification had been rendered for the previous audit of UNDP covering the biennium 1994-1995. In Reso-

lution 53/204, the General Assembly notes its serious concern about the qualified audit opinions and asks the UN Secretary General and the executive heads of the UN funds and programs to ensure timely implementation of the recommendations of the Board of Auditors and take necessary steps to avoid another qualification during the next audit.

Resolution 53/204 also calls on the General Assembly to consider, as appropriate, specific issues regarding this agenda item at its resumed 53rd session in 1999. While the resolution does not specify the issues, the frequency of audits of the Office of the UN High Commissioner for Refugees is one area that might be discussed at the resumed session. The UN's Advisory Committee on Administrative and Budgetary Questions (ACABQ) recommends that such audits be changed from the current annual cycle to a biennial cycle. Major donor countries, including the United States, have indicated their strong preference for retaining the annual audits.

The workload of the Board of Auditors has increased substantially in recent years. In its report to the 53rd session of the General Assembly (document A/53/513), the ACABQ notes that total audit reports submitted to the General Assembly and other bodies has increased from 16 in 1994-1995 to 34 in 1996-1997. In addition, since 1994, 27 requests for special audits have been made by the General Assembly and the ACABQ. It is the Board's intention to request additional resources in the UN program budget for the 2000-2001 biennium.

At the 53rd session of the General Assembly, the Auditor-General of the Philippines was elected to a three-year term on the Board of Auditors, defeating the incumbent from India, whose term expires on June 30, 1999, and the candidate from Pakistan. Beginning in July 1999, the UN Board of Auditors will be composed of the Auditors-General (or their equivalent) from Ghana, the Philippines, and the United Kingdom.

Financing Peacekeeping Operations

The year 1998 reflected a continued decline in the scale and costs of UN peacekeeping. The largest grouping of operations continued to be related to the implementation of the Dayton Accords with the North Atlantic Treaty Organization continuing to assume responsibility for the military aspects of Bosnia. The operation in Eastern Slavonia in Croatia was completed. New operations were started in the Central African Republic (MINURCA) and in Sierra Leone (UNOMSIL). The United States continued to press for reform of UN peacekeeping administration and financing in several related resolutions, and for a reduction of the U.S. peacekeeping assessment rate to 25 percent.

The majority of the resolutions provided funding for operations approved in previous years. These were for the UN Disengagement Observer Force (UNDOF) on the Golan Heights (Resolution 52/236); UN Interim Force in Lebanon (UNIFIL) (Resolution 52/237); UN Observer

Mission in Georgia (UNOMIG) (Resolution 52/242); UN Mission of Observers in Tajikistan (UNMOT) (Resolutions 53/19 and 52/229B); UN Iraq/Kuwait Observer Mission (UNIKOM) (Resolution 52/238); UN Peacekeeping Force in Cyprus (UNFICYP) (Resolution 52/241); the UN Preventive Deployment Force (UNPREDEP) (Resolutions 52/245 and 53/20); the UN Transitional Administration in Eastern Slavonia (UNTAES) and the UN Police Support Group (UNPSG) (Resolution 52/244); the UN Mission for the Referendum in Western Sahara (MINURSO) (Resolutions 52/228B and 53/18); and UN Mission in Bosnia and Herzegovina (UNMIBH) (Resolution 52/243), which funds the UN Mission of Observers in Prevlaka (UNMOP) and the International Police Task Force (IPTF). New operations approved for funding in 1998 include MINURCA (Resolution 52/249) and UNOMSIL (Resolution 53/29). Funding for the War Crimes Tribunals was approved as follows: for Rwanda, Resolution 53/213; for the former Yugoslavia, Resolution 53/212. In the case of the Iraq/Kuwait border and Cyprus operations, the relevant resolutions continued the provisions established in 1993 for significant voluntary funding by the locally interested parties, i.e., Kuwait for UNIKOM and Greece and Cyprus for UNFICYP.

Scale of Assessments

The General Assembly, at its regular 53rd session, took two actions under this agenda item, both of which related to requests by UN member states for exemption from the loss of vote provision under Article 19 of the UN Charter. The General Assembly did not consider any changes to the current UN scale of assessments, as approved in 1997 under General Assembly Resolution 52/215. The current scale is in effect for the three-year period covering 1998-2000.

On October 7, 1998, the General Assembly adopted without a vote Decision 53/406 B, which granted Georgia and Guinea-Bissau a temporary waiver from the Article 19 sanction for a period of three months. The waiver was granted without reference to the UN's Committee on Contributions, which normally reviews all requests for exemption and makes recommendations regarding them to the Fifth (Administrative and Budgetary) Committee. Subsequent to adoption of Decision 53/406 B, three more countries—Bosnia and Herzegovina, the Democratic Republic of the Congo, and Iraq—also submitted requests for exemption directly to the Fifth Committee without prior review by the Committee on Contributions.

On November 30, 1999, the General Assembly approved without a vote Resolution 53/36, which decided that all requests by UN member states for exemption from loss of vote under Article 19 must be considered first by the Committee on Contributions in accordance with Rule 160 of the Rules of Procedure of the General Assembly. The resolution also included a request to the Committee on Contributions to hold a special session as early as possible in 1999 to consider representations from mem-

ber states and to report thereon to the General Assembly at its resumed 53rd session. The special session was later scheduled to take place on February 8-12, 1999.

Committee for Program and Coordination

The Committee for Program and Coordination (CPC) held its 38th session June 1-26 and August 17-26. The CPC, with 34 members elected to regional seats, is the main subsidiary organ of the Economic and Social Council (ECOSOC) and the General Assembly for planning, programming, and coordination. Its terms of reference are: to review and recommend priorities among UN programs as defined in the Medium-Term Plan, give guidance on translating legislation into programs, develop evaluation procedures, assess the results of current activities and the continuing validity of legislation, and make recommendations on the Secretary General's program budget outline. It also considers programs and activities of the UN system on a sector-by-sector basis to enable ECOSOC to ensure their compatibility and complementarity.

Recommendations made: The CPC recommended changes in the rules and regulations for Program Planning, Budgeting, Monitoring, and Evaluation (PPBME) which would require: that each subprogram of the Medium-Term Plan identify accomplishments to be achieved during the plan period and that the proposed budget indicate, for each subprogram, accomplishments in addition to outputs. It also approved a statement that stressed the importance of better implementation of the rules and regulations in the PPBME to enable the CPC to carry out its mandate more effectively. The United States, which pressed for the changes and compliance with the PPBME, viewed these actions as small but important steps toward achievement of U.S. policy goals of results-based budgeting and time limits for programs. These recommendations were later approved by the General Assembly (Resolution 53/207), which "stressed" that more emphasis should be placed on analysis to reflect "achievements" in implementing program activities and that the PPBME "...provides a sound basis for effective monitoring and evaluation if implemented." The United States found no support for language relating to performance indicators.

Action on budget outline: The CPC passed the 2000-2001 biennium budget outline to the Fifth Committee without specific recommendations.

Other actions: The CPC debated non-substantive changes in the Medium-Term Plan and program budget occasioned by transfers of function and name changes brought about by the Secretary General's reform plan. It endorsed several Joint Inspection Unit (JIU) recommendations for improvements in the publications program but did not reach consensus on endorsing a sunset rule for publications. It endorsed all of the Office of Internal Oversight Services' (OIOS) recommendations regarding peacekeeping start-up, for example, creating an analytical budgeting system for peacekeeping and an archive of standard operating procedures. In its

review of the 1996-1997 Program Performance Report, the CPC could not agree on what to do with 57 “outputs” of the 1994-1995 budget, primarily publications, that program managers and OIOS had recommended be terminated. The United States supported termination of those outputs. The matter was referred to the Fifth Committee.

The Fifth Committee was to have reviewed the function and work methods of the CPC, along with those of the Advisory Committee on Administrative and Budgetary Questions, the Board of Auditors, and the JIU, in connection with a draft resolution on “strengthening external oversight mechanisms.” Action was deferred for the third consecutive year.

Joint Inspection Unit

The Joint Inspection Unit (JIU), an external oversight body accountable to member states, conducts inspections related to efficient and effective operations in the UN system. Eleven inspectors serve in their personal capacity as experts on the UN system. John D. Fox, of the United States, began a five-year term of office January 1, 1996.

The JIU issued five reports dated in 1998: (1) Fellowships in the UN System; (2) More Coherence for Enhanced Oversight in the UN System; (3) The UN University - Enhancing its Relevance and Effectiveness; (4) UN System Common Services at Geneva; and (5) UN Office for Project Services (UNOPS): Broader Engagement with UN System Organizations.

The Fifth Committee was scheduled to review the function and work methods of the JIU, along with those of the Advisory Committee on Administrative and Budgetary Questions, the Board of Auditors, and the Office of Internal Oversight Services (OIOS), in connection with a draft resolution on strengthening external oversight mechanisms. The U.S. and U.K. delegations attempted to resolve disagreements prior to the session but failed. The Committee—for the third consecutive year—was unable to agree on the authority and functions of OIOS and the means of identifying and implementing improvements to the JIU. Therefore, action was deferred to the March 1999 resumed session. As a result of these deferrals, the Committee has not taken action on the JIU’s proposed work programs for 1996, 1997, and 1998.

Office of Internal Oversight Services

The Office of Internal Oversight Services (OIOS) is an independent oversight mechanism that provides assistance to the Secretary General in fulfilling his oversight responsibilities regarding resources and staff. OIOS’s fourth annual report, covering the period July 1, 1997 through June 30, 1998, which was transmitted to the General Assembly in September 1998, summarized the significant findings, recommendations, and actions taken in regard to 80 audits, inspections, investigations, and evaluations. Peacekeeping, humanitarian and related activities, procurement, and new UN bodies received priority attention.

OIOS reports biannually to the Secretary General on the status of implementation of recommendations. Summary data in the annual report showed a steadily rising rate of managers' implementation of recommendations. As of June 1998, 73 percent of the 4,042 recommendations issued from October 1994 through June 1996 and 72.5 percent of the 811 recommendations issued from July 1996 through June 1998 had been implemented. In the area of investigations, the implementation rate was particularly high: for the period 1994 through 1998, the rate was 89 percent.

Improvement of management is a major OIOS objective. The head of OIOS is a member of the Senior Management Group established by the Secretary General as a reform initiative. OIOS' latest annual report, for the period July 1997 through June 1998, showed that over 75 percent of OIOS recommendations concerned improved efficiency or effectiveness and management controls or structure. The report also listed, as a result of OIOS actions, actual cost-savings and recoveries amounting to \$10.3 million. In introducing the OIOS report, the Secretary General stated that OIOS was "...part of the management culture of the UN and a valuable source of reference and guidance in the continuing process of institutional reform." In the opening session of the 53rd General Assembly, the U.S. delegation expressed pleasure at OIOS's progress and, in the Fifth Committee, called attention to its contribution to the "...new management culture of efficiency, effectiveness, and accountability." In meetings with UN officials, the U.S. Mission emphasized that OIOS reports should be used as a tool to correct management deficiencies and prevent their recurrence.

The resolution that established OIOS, 48/218B, mandated an evaluation and review of the functions and reporting procedures of OIOS in the 53rd session of the General Assembly. The Fifth Committee was unable to reach agreement and deferred action to the resumed session of the 53rd General Assembly in March 1999.

International Civil Service Commission

The International Civil Service Commission (ICSC), a 15-member body of recognized experts, is responsible for making recommendations on salaries, allowances, benefits, and other conditions of service for employees of the United Nations and its specialized agencies. Lucretia Myers, retired Senior Advisor, Retirement and Insurance Service, at the Office of Personnel Management, continued to be the U.S. member, beginning a new four-year term on January 1, 1998. The Commission met in Rome and New York for its 47th and 48th sessions, respectively. The Fifth Committee considered the ICSC's annual report in November and December.

At the two ICSC sessions, the Commissioners discussed, debated, took decisions, and developed recommendations regarding a wide variety of

topics. Based on these recommendations, the General Assembly took the following key actions:

- Approved, for Professional staff, a 2.48 percent increase in the base/floor salary scale by consolidating post adjustment into base on a “no gain-no loss” basis (i.e., with a commensurate reduction in post adjustment), effective March 1, 1999.
- Granted a 14.6 percent increase in the children’s and secondary dependent’s allowances effective January 1, 1999, and asked the Commission to review the methodology, rationale, and scope of the allowances in 2000.
- Approved varying increases, effective January 1, 1999, in seven currency areas, in maximum admissible expenditures allowed under the education grant system; also, approved increases in the flat rates and additional amounts for reimbursement of boarding costs in excess of the maximum grant at designated duty stations.
- Reconfirmed the continued use of the Noblemaire principle (use of the highest-paid civil service) for establishing salary levels for Professional staff.
- Requested that the Commission, in conjunction with its next round of place-to-place surveys, ensure that post adjustments are representative of the cost of living of all staff members in the Professional categories working at each duty station.
- Requested that the Commission submit to the 55th General Assembly a report providing additional information on such things as the rationale and impact of the ICSC’s proposals to replace the current language incentive scheme for Professional staff with a non-pensionable bonus, and to align the language incentives for General Services staff with those of Professional staff.

The General Assembly adopted Resolution 53/209 on the Report of the International Civil Service Commission, without a vote, on December 18, 1998.

Human Resources Management

At resumed sessions of the 52nd UN General Assembly, the Fifth Committee considered an issue of particular importance to the United States—a code of conduct for UN staff.

At the resumed session in March, the UN General Assembly decided to ask the International Civil Service Commission (ICSC) to examine the Secretary General’s proposed code of conduct because of possible implications it might have on the UN common system (Decision 52/461). The ICSC’s review resulted in a recommendation that the United Nations could proceed with implementing the code, which would involve amending staff regulations and rules, on the understanding that such revisions

were applicable to the United Nations only and not to other organizations. The Fifth Committee continued considering this issue in August and September, and, based on its recommendation, the UN General Assembly adopted a resolution without a vote on September 8, 1998 (Resolution 52/252), which approved implementation of the new code of conduct.

The new code of conduct is important because it updates and clarifies existing rules regarding standards of conduct and performance, provides a framework for accountability, and establishes standards to prevent conflicts of interest, including financial disclosure provisions.

Due to time limitations, the 53rd UN General Assembly deferred to a resumed session consideration of human resources management issues, including such matters as delegation of authority and accountability, recruitment and placement, employment of retirees, consultants and contractors, and the status of women in the Secretariat.

Employment of Americans

The Department of State assists qualified U.S. citizens in competing for professional positions in the United Nations and other international organizations. The Department's UN Employment Information and Assistance Unit, along with numerous Executive Branch agencies, supports these organizations by disseminating international vacancy information to Americans across the country. In a typical year, the Department provides direct assistance to hundreds of Americans and provides general information about employment opportunities in international organizations to thousands of others. U.S. Missions to the United Nations and other international organizations in New York, Geneva, Montreal, Nairobi, Rome, and Vienna, as well as some embassies, also provide direct support for this function through regular contacts with agency officials.

The following chart shows the total number of Americans in professional and senior positions in all UN agencies* as of December 31, 1998.

Professional and Senior Staff

	Total	U.S.	U.S. Percent
UN Secretariat	5,060	620	12.3
UN Subsidiary Bodies	7,408	640	8.6
UN Specialized Agencies and the International Atomic Energy Agency	6,781	650	9.6

*Excluding peacekeeping missions.

The UN Secretariat and some of the specialized agencies have established a system of “desirable ranges,” or quotas, to estimate member states’ desired geographic representation. The following chart lists those UN agencies which have such ranges—the United Nations Secretariat (UN), the Food and Agriculture Organization (FAO), the International Civil Aviation Organization (ICAO), the International Labor Organization (ILO), and the World Health Organization (WHO)—and the number and status of Americans on board as of December 1998. (These figures represent only that portion of the agencies’ total professional posts which were funded from the assessed budgets and “subject to geographic distribution.”)

UN Agency	Filled	U.S.	Americans on Board		Current Status
		Desirable Range or Quota	Number	Percent	
		Range			
UN	2,401	326-441	355	14.8	In range
FAO	970	182-243	125	12.9	Underrepresented
ICAO	206	26	13	6.3	Underrepresented
ILO	612	95-127	73	11.9	Underrepresented
WHO	1,036	174-237	139	13.4	Underrepresented

We recognize that during 1998, as in other recent years, the failure of the United States and other member states to meet their financial obligations to the United Nations Secretariat, its subsidiary agencies, and the specialized agencies, has affected the staffing decisions of these organizations.

In 1998, Americans continued to hold the top position in several UN agencies: UN Children’s Fund (Carol Bellamy, Executive Director); UN Development Program (Gus Speth, Administrator); Universal Postal Union (Tom Leavey, Director General); World Food Program (Catherine Bertini, Executive Director); and Intergovernmental Organization for Migration (Brunson McKinley, Director General).

Throughout the year, the U.S. Government continued to give special attention to recruiting qualified women for UN positions and encouraged UN agencies to hire and promote more women. At present, American women represent almost 50 percent of all Americans in professional and

senior positions in the UN Secretariat, and 34 percent of Americans in all UN agencies.

In addition to helping recruit for permanent, career positions throughout the UN system, the Department of State also provided candidates for UN peacekeeping and other special operations.

The United States has a long-standing policy of lending professional staff to international organizations either by detail (in which the employee remains on the U.S. payroll, but serves at the international organization) or by direct transfer (in which the employee is paid by the organization but retains reemployment rights with the U.S. agency). These arrangements usually last fewer than five years but may last as long as eight years if it is considered to be in the national interest. The United States also continued to support a limited number of Junior Professional Officer positions at the Office of the UN High Commissioner for Refugees and the FAO.

UN Joint Staff Pension Board

The UN Joint Staff Pension Fund (UNJSPF) was established in 1949 to provide retirement, death, disability, and related benefits for employees of the United Nations and other organizations participating in the common system. During 1998, there were 20 international organizations in the Fund and about 68,000 participants. The fund has assets of approximately \$22 billion. The UNJSPF is administered through the UN Joint Staff Pension Board, consisting of 33 representatives of member states, member organizations, and Fund participants. The Board held its 48th session in Vienna in July 1998.

The key items discussed by the Board were the 24th actuarial valuation of the Fund as of December 31, 1997, the pension adjustment system, management of the Fund's investments, future administrative arrangements between the Fund and member organizations, the status of the issues related to pension claims of former Fund participants from the former Union of Soviet Socialist Republics (USSR), survivor's benefits for spouses and former spouses, and the request by the Interim Commission for the International Trade Organization/General Agreement on Tariffs and Trade (ICITO/GATT) to withdraw from the Fund.

As a result of the Board's recommendations and decisions, the General Assembly took the following key actions:

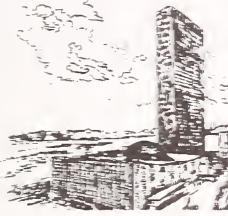
- Expressed satisfaction that the actuarial situation of the Fund had improved so that it now reflected a surplus, but indicated that the current contribution rates should not be reduced until a pattern of such surpluses emerged.
- Noted the Board's decision to recommend that the threshold for implementing cost-of-living adjustments of pensions be reduced from three to two percent, effective April 1, 2001, if a favorable actuarial valuation is made as of December 31, 1999.

- Expressed appreciation for the investment performance that contributed to the actuarial surplus of the Fund as of December 31, 1997, and expressed support for the efforts being made to develop better indicators of investment performance of the Fund.
- Approved revised cost-sharing arrangements between the United Nations and the Pension Fund, which for a number of items (e.g., computer and rent costs) would be on the basis of a one-third (United Nations)/two-thirds (Fund) ratio.
- Encouraged all parties involved in the dispute regarding the transfer agreements between the Fund and the former USSR, Ukrainian SSR and Byelorussian SSR to continue to seek to resolve outstanding issues regarding payment of benefits.
- Welcomed the actions taken to address issues relating to pension entitlements for spouses and former spouses and encouraged the Board to continue its efforts in this regard; endorsed the Board's recommendation that the Fund provide for a payment facility to help staff meet court-ordered support obligations for former spouses and children, a divorced surviving spouse's benefit, optional purchase of surviving spouses' benefits in respect of marriages after separation, and elimination of the remarriage penalty.
- Decided to agree to the ICITO/GATT's request for withdrawal from membership in the Fund as of December 31, 1998, provided that certain administrative conditions could be met.

The actions taken by the UN General Assembly and Board regarding facilitation of court-ordered support payments were of particular importance to the U.S. Government, which has been actively urging international organizations to adopt such practices where they do not exist, as well as other appropriate practices to ensure that staff fulfill their court-ordered support obligations.

The Fifth Committee considered the report of the Pension Board in November and December and recommended a resolution that would implement the Board's recommendations and note or endorse the Board's decisions. The General Assembly adopted Resolution 53/210 on the Report of the UN Joint Staff Pension Board, without a vote, on December 18, 1998.

Part 8



Specialized Agencies and Other Bodies

Food and Agriculture Organization (FAO)

FAO, established in 1945 in Rome, is one of the oldest and largest of the UN specialized agencies. It now has 175 member nations. The FAO is the chief international center for data and expertise in the fields of agriculture (including plant and animal genetic resources), fisheries, forestry, and food-related issues, and the only source of comprehensive data for all agricultural commodities, forestry and fishery products, and related ecosystems.

FAO was established to promote enhanced food security (through improved nutrition and expanded production and distribution of food and agricultural products) and to improve the lives of rural populations. Its in-depth institutional knowledge of farming and natural resources and its response capability in pest control emergencies are key assets for U.S. agricultural, economic, and humanitarian interests.

FAO develops international standards and promotes measures to ensure food safety and quality and safe agricultural chemical use. FAO also helps protect world agriculture and consumers through training and field disease control programs aimed at eradicating plant and animal diseases and pests, and through stewardship of genetic diversity. Of particular importance are the joint FAO/World Health Organization Codex Alimentarius Commission, the revised International Plant Protection Convention, control of international plagues such as desert locusts, and revising the International Undertaking on Plant Genetic Resources. FAO, in conjunction with the UN Environment Program (UNEP), is responsible for the recently concluded Rotterdam Convention on Prior Informed Consent for Certain Hazardous Chemicals and Pesticides in International Trade (PIC). The interim PIC secretariat is jointly located at FAO headquarters and at UNEP in Geneva.

FAO is the international body with sufficient expertise, membership, and mandate to help resolve global fishery problems. In an era when sixty to seventy percent of the world's capture fisheries (areas where fish are caught by nets) are overfished, global leadership in addressing overfishing

is essential. The FAO has demonstrated its ability to provide this leadership, both through its development of the Code of Conduct for Responsible Fisheries in 1995, and through the development of "global plans of action" in 1998 to solve widespread problems related to fishing overcapacity, to incidental catch of seabirds in longline fisheries, and to conservation and management of sharks.

In the aftermath of natural disasters, FAO is the agency in the UN system that provides appropriate seeds and tools to farming communities to help reestablish agricultural production.

FAO's highest policy-making body, the biennial Conference, is composed of all 175 FAO member states plus the European Union, which is a member organization. The Conference approves FAO's program and policy objectives, and adopts its program of work and budget. Jacques Diouf (Senegal), elected Director General in 1993, will serve through December 1999. A 49-member Council, of which the United States is a member, is elected by the Conference and serves as the interim governing body.

FAO derives its operating funds from its regular program budget, funded through the assessed contributions of its members, and from extrabudgetary activities carried out with other international organizations, financial institutions, and bilateral trust fund donors. FAO's regular program of work and budget operates on a biennial cycle and is approved by the FAO Conference. Regular program support results from assessed contributions, based on the UN assessment scale. At 25 percent, the United States was assessed \$80,972,500 for calendar year 1998 (paid in Fiscal Year 1999). U.S. arrears to the FAO total over \$105 million.

The United States and other major contributors continue to encourage FAO to be more active in the system-wide UN reform process and more transparent in its decision-making. The United States also continues to seek additional reforms within the organization to improve governance and to further streamline its activities. The United States is contributing to the major effort FAO is making to prepare a "Strategic Framework," which for the first time will enable FAO to have a long-term planning mechanism.

The United States played a very active role in the successful negotiation of the Rotterdam Convention on PIC, which was signed in September 1998. The new agreement builds on an existing voluntary procedure in which 154 countries currently participate, and has broad support from the environmental community and from major U.S. chemical producer associations.

The United States also played a leadership role in the development of the three significant plans of action on shark conservation, reduction of

seabirds caught in longline fishing, and management of fishing capacity that have been handled by FAO's Fisheries Department.

In 1998, the United States served on the Finance Committee, and continued to press for good governance.

International Atomic Energy Agency (IAEA)

The IAEA serves a critical role in U.S. nuclear non-proliferation policy. Through its system of international safeguards, the IAEA provides critical assurance that nuclear materials under safeguards are used exclusively for peaceful purposes. There are 128 member states of the IAEA. The 35-member Board of Governors (Board) is responsible for providing overall direction and guidance with respect to the Agency's policies and program implementation. The United States holds a *de facto* permanent seat on the Board. The Board meets in March, June, September, and December. The General Conference is held in September. It consists of all IAEA member states and carries out general oversight of the Agency's work. In 1998, the Secretariat had 914 professional posts subject to geographical distribution, of which the United States held 142, which is 15.5 percent of the total. The fourth Director General of the IAEA, Mohamed El-Baradei (Egypt), assumed office on December 1, 1997.

The highlight of the year in the safeguards field was the large increase in the number of Additional Protocols signed by member states. When brought into force and implemented in individual states, such protocols will significantly enhance the Agency's ability to detect undeclared nuclear activities. By the end of 1998, 38 member states had signed the Protocols, including the countries of the European Union and Japan, and seven had either brought them into force or were implementing them provisionally. In routine safeguards implementation, the IAEA performed 2,488 on-site inspections at 591 facilities and other locations in 59 member states. The United States continued its substantial extrabudgetary contribution to the safeguards field by providing the Agency with both equipment and expertise to strengthen the safeguards system. It also accepted safeguards inspections at three sites holding fissile material declared excess to defense needs.

U.S. participation in nuclear safety activities by numerous U.S. agencies continued in 1998. The U.S.-supported Extrabudgetary Program for Russian-type reactors was successfully concluded, with consensus having been reached on the recommendations for future work related to the design and operation of early-generation nuclear power plants. The United States will continue to support further IAEA work in these safety-related areas. The United States also supported the newly formed Extrabudgetary Program on the Safety of Nuclear Installations in Southeast Asia, Pacific, and Far East countries. Following a General Confer-

ence resolution, work was begun with U.S. support to address the Year 2000 computer problem and its potential impact on the safety of nuclear installations in member states. Another initiative precipitated by a General Conference resolution will generate an IAEA report evaluating the status of national systems for ensuring the safety of radiation sources and the security of radioactive materials. The IAEA also continued preparations for the first meeting on the Convention on Nuclear Safety, which the United States has not yet ratified.

In addition to its routine inspection activities, the IAEA also carried out important non-proliferation functions in the Democratic People's Republic of Korea (DPRK) and Iraq in 1998. On the basis of a decision by the Board following a request of the UN Security Council in 1994, the IAEA maintained continuous inspections at the Nongbyon Center in the DPRK in order to monitor the October 1994 Agreed Framework provision for a freeze on the DPRK's graphite-moderated reactors and related facilities.

In Iraq, the IAEA also implemented the mandate assigned to it by resolutions of the UN Security Council. In 1998, IAEA inspectors conducted 445 inspections in Iraq at 206 locations, 79 of which were inspected for the first time. There was no indication of prohibited activity, equipment, or material detected during these inspections, although the IAEA has cautioned the Security Council that, despite the scope and intensity of its verification measures, a degree of uncertainty in any countrywide verification process is inevitable.

The U.S. regular assessment is approximately 25 percent of the IAEA's total resources from assessments and amounted to approximately \$58 million in 1998. The United States remained the largest single contributor of voluntary support to the IAEA. The U.S. extrabudgetary contribution of \$36 million went to support the following: the Technical Cooperation Fund, the U.S. program of technical assistance to safeguards, cost-free experts, in-country technical projects, U.S.-hosted training courses and fellowships, nuclear safety projects, and application of safeguards on nuclear material declared excess to defense needs in the United States. With the steady increase in IAEA responsibilities, key programs, including safeguards, are consistently underfunded, and the IAEA is increasingly reliant on voluntary contributions, which are unpredictable and generally inadequate

International Civil Aviation Organization (ICAO)

ICAO, established in 1944, and a UN specialized agency since 1947, fosters the safe and orderly growth of international civil aviation. ICAO sets international standards and recommended practices for civil aviation,

thus ensuring its safety and security worldwide, and provides technical expertise for countries in matters of air safety and security. Because the United States dominates civil aviation fields of research, safety and security innovations, and aviation manufacturing and transport, both the public and private sectors in the United States have great interest in the work of ICAO. In 1998, the membership of ICAO was 185 states. Of the 281 professional staff of ICAO, 12 were U.S. citizens.

The ICAO Assembly, the senior policy-making body which meets once every three years, convened in September 1998. Important initiatives were advanced at the Assembly on a number of aviation safety and security matters. Most important among them is the adoption of an enhanced and more effective Universal Safety Oversight Program, providing for regular, mandatory, systematic, and harmonized aviation safety audits of all member states. This program calls for the release of audit reports with greater transparency and increased disclosure, as well as assistance to member states in meeting their obligations to oversee commercial air-transport operations.

The Assembly adopted a U.S.-initiated resolution calling for strengthened trade controls over Man-Portable Air Defense Systems which could pose a security threat to civil aviation. The Assembly also adopted another resolution initiated by the United States which maintains the reform momentum begun at the 1995 Assembly and requires action on streamlining, reducing administrative costs, consolidating regional offices, and other areas.

The Year 2000 computer problem was highlighted, and the Assembly agreed to proposals by the United States and other states for action. The resolution adopted required, *inter alia*, that member states provide information to ICAO on the compliance status of their aeronautical services by July 1, 1999.

During 1998, ICAO continued to work toward the implementation of the Global Navigation Satellite System (GNSS), an advanced satellite navigation system using the U.S. Global Positioning System and the Russian Global Navigation Satellite System for the use of civil aviation. The Assembly adopted a Charter on the Rights and Obligations of states relating to GNSS services.

Through its Committee on Aviation and Environmental Protection, ICAO also continued its work on measures to reduce greenhouse gas emissions from aviation.

Work continued during 1998 to modernize the Warsaw Convention in relation to just compensation for passenger victims of air disasters and other accidents. The Legal Committee initiated a study group on this subject in preparation for a diplomatic conference to be held in May 1999.

ICAO's budget for 1998 was \$46.5 million, of which the United States' share, at 25 percent, was \$11.6 million. This amount was paid in November 1998. The United States also was assessed \$570,000 for its share of costs of the ICAO Joint Financing Program which manages air navigation services in the North Atlantic, bringing the total U.S. payment in 1998 to \$12.1 million. The U.S. Government provided additional financial and in-kind resources for the safety oversight and aviation security programs of ICAO.

International Fund for Agricultural Development (IFAD)

IFAD has a mandate unique among multilateral lending institutions, in that it focuses exclusively on increasing food production, improving living conditions, and enhancing rural incomes in developing countries through loans and grants for projects specifically benefiting the rural poor. IFAD's target groups are small farmers, the rural landless, nomadic pastoralists, artisanal fisherfolk, indigenous people, and poor rural women. The bulk of IFAD's resources are made available to low-income countries on highly concessional terms, repayable over 40 years.

IFAD is funded through donor contributions to periodic replenishments and from investment and interest income. The United States has been contributing \$5 million per year for six years to the Fourth Replenishment which began in 1997. Since its establishment in 1977, IFAD has financed 489 projects in 111 countries, to which it has committed \$5.67 billion in grants and loans. IFAD-funded projects have assisted 30 million poor rural households or approximately 200 million people. Seventy percent of IFAD's projects have benefited African and Asian countries, while Latin America and the Caribbean, the Middle East and North Africa, and Central and Eastern Europe have been the beneficiaries of the remaining 30 percent. In 1998, IFAD provided 30 loans valued at \$303 million and 24 grants totaling \$24 million.

IFAD's highest authority is its Governing Council, on which all 161 member states are represented. IFAD's current operations, particularly the approval of loans and grants, are overseen by the Executive Board, consisting of 18 members, including the United States. IFAD's President serves as Executive Board Chair and Chief Executive Officer of the fund. Under the leadership of second-term President Fawzi H. Al-Sultan of Kuwait, IFAD has pursued a vigorous reform agenda, cutting administrative costs over 23 percent since 1994, while preventing personnel growth during the past five years. IFAD provides worldwide coverage with only 126 professional staff. IFAD has proven effective in advancing its development agenda in agricultural projects, grassroots democracy, and

women's and environmental issues at relatively low cost, and in areas of the world where it is difficult for the U.S. Government to work.

International Labor Organization (ILO)

The ILO, founded in 1919, is the only tripartite organization in the UN system. Based in Geneva, it has 174 member countries represented by governments, workers, and employers. The ILO is the only international agency in which the private sector participates fully with government.

The ILO's mandate is to advance humane conditions of labor and social stability around the world by promoting democracy and human rights, employment and the alleviation of poverty, and equality and protection of working people. The ILO seeks to define common standards of decency applying to workers among nations involved in international trade. American workers and businesses can compete fairly if international labor standards help level the playing field. With the ILO's tripartite system, U.S. businesses and workers benefit by participating in the development of international labor standards that affect their operations.

Because the United States is one of 10 countries of "chief industrial importance," the U.S. Government has a permanent seat on the ILO's 56-member Governing Body. In addition, an American worker (from the AFL-CIO) and an American employer (from the U.S. Council for International Business) have each won election to seats on the Governing Body. They speak and vote independently of the U.S. Government.

Government, worker, and employer delegations from the United States actively participated in Governing Body meetings in March and November, and in the 86th International Labor Conference in June. U.S. delegations also participated in four sectoral meetings during 1998: Employment and Industrial Relations in Oil Refining, the Human Resources Dimension of Structural and Regulatory Changes and Globalization in Postal and Telecommunications Services, Technology and Employment in the Food and Drink Industries, and Export-Processing Zones-Operating Countries.

During 1998, consideration of an ILO Declaration on basic labor rights and its follow-up dominated much of the attention of the Governing Body and the June Conference. The chief U.S. Government objectives in 1998 in the ILO included adoption of the declaration with a vigorous follow-up mechanism attached. Other major U.S. objectives were keeping up pressure on countries that violate worker rights, support for ILO efforts to eliminate exploitative child labor, and achieving the election of a new Director General firmly committed to both worker rights and reform.

Progress toward these objectives was as follows:

- Despite substantial opposition, the International Labor Conference

in June adopted the “ILO Declaration on Fundamental Principles and Rights at Work,” with a follow-up mechanism, by a vote of 273 (U.S.) to 0, with 43 abstentions. This committed all 174 member states to respect four principles embodied in seven ILO “core” conventions: freedom of association and collective bargaining, elimination of forced labor, elimination of exploitative child labor, and non-discrimination in employment. The Declaration recognizes that all ILO member states, whether or not they have ratified the conventions, have an obligation to respect these fundamental workers’ rights. To encourage implementation of these principles and rights, a monitoring mechanism will review performance and progress. In November 1998, the ILO Governing Body (GB) approved a number of key details implementing the follow-up mechanism, including a schedule of reports and surveys to encourage observance of the principles.

- Based on thorough study, ILO supervisory bodies (GB, GB Committee on Freedom of Association, Independent Committee of Experts, and the ILO Conference Committee on the Application of Standards) in 1998 highlighted serious abuses of trade union and other fundamental rights in Nigeria, Burma, Sudan, Indonesia, Cuba, Colombia, and elsewhere. A Special Commission of Inquiry produced extensive documentation on forced labor in Burma and laid out a series of recommendations on which both the Committee of Experts and the Governing Body will monitor progress. In each case, the United States strongly supported the consensus endorsing these steps.
- In March 1998, Juan Somavia (Chile) was elected Director General of the ILO. He has a firm commitment to agency reform and to labor rights. Strongly supported by the United States, Somavia won easily.
- The first of two required discussions by the International Labor Conference of a new convention on elimination of the “worst” forms of exploitative child labor (e.g., prostitution, drug trafficking, pornography) was also held in 1998. The United States hopes for adoption following the second discussion scheduled for June 1999, but a number of contentious issues must first be resolved. However, a discussion of a possible convention and/or recommendation concerning contract labor, with the U.S.-supported goal of providing the same level of protection regarding wages, hours, and terms and conditions of work for “contract” workers as “employees” in an enterprise, founded over the definition of “contract labor.” After a panel of experts reexamines this issue, the ILO plans to revisit it in 2000 or 2001.

The United States sees the ILO as an important vehicle with which to highlight and attack exploitative child labor, a major U.S. priority. In 1998, the U.S. Congress appropriated \$30 million which will be used to

support the ILO's "International Program for the Elimination of Child Labor." ILO programs in Bangladesh and Pakistan are removing children from industries and placing them in schools and rehabilitation centers. An ILO program in Brazil removes children from shoe factories. Other ILO child labor programs will withdraw children in Central America from such hazardous work as fireworks production.

In 1998, the ILO adopted a detailed recommendation on conditions to stimulate job creation in small and medium-sized enterprises. This recommendation, which recognized the critical role played by small and medium-sized enterprises in the ongoing growth of market economies and jobs, was strongly supported by the United States. An informal tripartite ministerial-level meeting on more and better jobs for women was attended by U.S. Labor Secretary Alexis Herman and highlighted an important issue and helped mobilize resources.

The new UN Staff College, located at the ILO Training Center in Turin, completed its first full year of operation in 1998. A self-funding institution, the UN Staff College seeks to contribute to the ongoing process of system-wide UN reform through short, focused training in areas such as management within existing resources.

The U.S. assessment for the ILO in Calendar Year 1998 was 83.9 million Swiss francs, or approximately \$60 million.

International Maritime Organization (IMO)

The IMO's principal objectives are to foster cooperation among governments on technical matters affecting international shipping, to achieve the highest practicable standards for maritime safety, and to prevent marine pollution. The IMO also develops conventions and treaties concerning international shipping, facilitates international maritime affairs, and provides technical assistance in maritime matters to developing countries. The IMO tracks UN Conference on Environment and Development and Kyoto Climate Change-related issues in the Marine Environment Protection Committee, one of its major work programs.

IMO membership increased in 1998 to 156 states with the acceptance of the Marshall Islands. Hong Kong, China, and Macao continue as associate members. All members and associate members may participate in the IMO's biennial Assembly (held in odd calendar years). The 50th and 51st Council meetings were held in London June 15-19 and November 16-20, respectively. The 32-member IMO Council, on which the United States has always been a member, is responsible for all functions between the Assembly's biennial meetings.

Operating under a zero-nominal-growth budget (when compared to the 1996-1997 biennium), the IMO in 1998 began implementation of its first program-based budget. The budget now clearly reflects the costs associ-

ated with detailed elements of IMO's work programs and the priorities associated with each of the programs. In 1998, the IMO began implementing the second phase of its budgetary reform efforts, i.e., detailing performance indicators and output measures for each of the major programs. As a consequence, greater transparency has been achieved in the 1998-1999 biennium, an accomplishment which will be further refined in the 2000-2001 biennium.

In the Technical Cooperation Committee (TCC) meeting in June 1998, the United States Coast Guard and the Canadian Coast Guard jointly presented a paper on approaches in bilateral technical maritime cooperation as a model for other countries. The TCC adopted a U.S.-delegation recommendation inviting member states that are providing technical assistance in the maritime sector to inform the Secretariat of their activities, ongoing and planned, which directly or indirectly address the goals of the IMO regarding safer shipping and cleaner oceans. The IMO is to maintain this resulting inventory of the maritime TCC activities for the benefit of governments, nongovernmental organizations, and the private sector.

In 1998, the United States also played a key role in other technical accomplishments of the IMO, including: the adoption of amendments to the International Convention on Safety of Life at Sea (SOLAS) to improve stability, search and rescue, and safety of shipping; termination of the trials in which the officer in charge of the navigational watch was permitted to act as the sole look-out in periods of darkness (i.e., one-man bridge at night); adoption of mandatory ship-reporting systems in two areas off the east coast of the United States for protection of the endangered right whale; agreement to develop an instrument on control of harmful or invasive aquatic organisms and pathogens (i.e., nonindigenous aquatic nuisances) resulting from improper management of ballast water; and agreement to develop an international instrument on the use of anti-fouling paints.

The IMO also began consideration of a more equitable funding arrangement for the North Atlantic Ice Patrol, a service created after the sinking of the Titanic to observe and warn of iceberg hazards in North Atlantic shipping routes off Newfoundland. This international service is carried out by the United States Coast Guard under the authorization of SOLAS.

As a major player in international maritime trade, the United States reaps great benefits from the work of the IMO while paying only about 4 percent of its assessed budget (about \$1.3 million yearly). Assessments are based chiefly on registered shipping tonnage, with Panama and Liberia, as major flags-of-convenience countries, among the most important contributors. The IMO is one of the few UN-related organizations in which the United States has no arrearages.

International Monetary Fund (IMF)

The IMF has a long-standing agreement to work in cooperation with the United Nations. The IMF provides a permanent forum for member states to review world economic trends, discuss the economic policies of individual members, promote international monetary cooperation, and enable the expansion and balanced growth of world trade.

The IMF also provides technical advice to member states and offers financial support to those countries suffering balance-of-payments difficulties that are taking steps to correct those problems. The IMF remains especially active in helping former Soviet states make the transition from command to market economies. In 1998, the IMF continued to lead the international response to the global financial crisis, mobilizing over \$100 billion in multilateral and bilateral financing to restore market confidence in the affected countries and assist them in enacting sound economic reforms.

International Telecommunication Union (ITU)

The principal objective of the ITU is the promotion of international cooperation for the use of telecommunications. Established in 1865 as the International Telegraph Union, the ITU now serves as a forum where governments and the private telecommunications sector coordinate the establishment and operation of telecommunication networks and services. Dealing with technical issues of standardization, the work of the ITU has important commercial consequences. At the end of 1998, there were 189 member countries, with one addition during the year. Plenipotentiary Conferences, to which all ITU members are invited, are held every four years.

ITU Council. The 46-member ITU Council, which serves as the governing body of the Union between Plenipotentiary Conferences, held its annual meeting in Geneva May 20-29, 1998. The main focus of the Council was the preparation for and the agenda of the Plenipotentiary Conference later in the year.

1998 Minneapolis Plenipotentiary Conference. The United States hosted the 1998 ITU Plenipotentiary Conference, recognizing the importance of telecommunications to U.S. industry and government, and the dominant role of the U.S. private sector in global telecommunications. The U.S. delegation was led by Ralph Everett. Vice President Gore gave the Conference's keynote address.

The Plenipotentiary strengthened the role of the private sector and approved a zero-nominal-growth budget of 665 million Swiss francs for the next four years. Cost recovery for ITU services was a major issue at the Plenipotentiary, resulting in a resolution of principles of cost recovery,

which will prevent the use of cost recovery for additional income generation for the Union. The Plenipotentiary Conference reaffirmed the 1998 Council decision to charge for satellite network notification. Yoshio Utsumi (Japan) was elected as ITU Secretary General, and Roberto Blois (Brazil) was elected as Deputy Secretary General. The Conference was successful in constitutionally streamlining many of the Union's technical activities, and reducing duplication or removing obstacles to growth of telecommunications, the Internet, and electronic commerce. Fourteen Arab nations advocated making Palestine an ITU member. This proposal was rejected. However, the Conference gave Palestine an external access code, call signs, and frequency notification assignment. The next Plenipotentiary will be in Morocco in 2002.

World Radiocommunications Conference. The biennial World Radiocommunications Conference (WRC) will be held May 8–June 2, 2000, in Istanbul. Issues covered by the WRC include continuation of the process of simplification of the Radio Regulations, allocation of additional radio spectrum for new commercial satellite systems, revision of the maritime mobile and aeronautical mobile regulations, and revision of the coordination procedures for high frequency broadcasting. This includes the provision for digital service and changes to the coordination procedures for satellite systems to discourage hoarding satellite orbital slots. Of particular importance to the United States is the protection of the Global Positioning System (GPS) from efforts to obtain frequency allocation for mobile satellite systems that could cause interference with GPS aeronautical and maritime navigation systems.

International Trade Center (ITC)

The ITC is the UN's focal point for technical cooperation in trade promotion. A joint-subsidary organ of the United Nations and the World Trade Organization (WTO), the ITC works with developing countries and economies in transition—especially their business sectors—to set up effective trade promotion programs for expanding their exports and improving their import operations. Headquarters operations are funded jointly by the UN Conference on Trade and Development (UNCTAD) and the WTO. Technical cooperation programs are funded by the UN Development Program (UNDP) and by voluntary contributions from governments and organizations. ITC headquarters are in Geneva.

At the ITC's annual joint advisory board meeting in April 1998, both the WTO and UNCTAD indicated satisfaction with the new course adopted by the ITC since 1994. At that time, ITC had embarked on a program designed to better focus the Center's work program to assist the neediest countries, primarily in Africa. One product of the ITC's new orientation is the WTO/UNCTAD/ITC Joint Integrated Technical Assistance

Program in Selected Least-Developed and Other African Countries (JITAP), launched in March 1998. JITAP's funding objective is \$10 million for projects in 7 sub-Saharan countries. In addition, the ITC is responsible for supporting an administrative unit that coordinates the Integrated Framework for Trade-Related Technical Assistance to Least Developed Countries which was established by the High-Level Meeting of the WTO, UNCTAD, ITC, International Monetary Fund, World Bank, and UNDP in late 1997.

UN Educational, Scientific, and Cultural Organization (UNESCO)

The United States believes that UNESCO has largely addressed the issues that led to U.S. withdrawal from the organization in 1984. The United States views positively UNESCO's useful work in a number of fields, and has wide contact with the organization. The United States is a signatory to a number of international conventions and agreements for which UNESCO serves as secretariat, and remains routinely involved in implementation of these instruments.

As a non-member of UNESCO, the United States paid no assessed contribution in 1998, but participated in and provided modest voluntary support to various UNESCO programs that serve priority U.S. interests. These included UNESCO activities in support of:

- a free, pluralistic, and independent press, and the free flow of information;
- civic education, especially in newly democratizing countries;
- reinforced role for civil society in preventing conflict;
- heightened access to education for girls and women;
- collaborative ocean research activities;
- protection of natural and cultural heritage; and
- geological science research.

The United States participated, at UNESCO's invitation, in various international meetings arranged by the organization in 1998:

- At a conference on cultural policies and development (Stockholm, March 30-April 2), the United States vigorously asserted, before a number of ministers of culture and other senior culture officials from 144 countries, the importance of freedom of expression as the cornerstone of cultural policy.
- The "World Conference on Higher Education" (Paris, October 5-9) brought together education ministers and other leaders from 180 countries. The conference provided international outreach to U.S.

higher education, an increasingly important sector of the U.S. economy, and allowed its leaders to participate directly in shaping international priorities for the reform of higher education.

- An experts meeting on a draft international convention to protect underwater cultural heritage provided the United States a forum to promote important conservation equities in a manner consistent with U.S. interests as a major maritime power.
- The Intergovernmental Oceanographic Commission (IOC)—a functionally autonomous UNESCO body of which the United States remains a full member—provides a forum for the United States to directly engage scientists and governments in both developing and industrialized countries in cooperative global oceanographic research and marine operations, and in exchange of scientific data. The United States exercises leadership through its membership on the IOC's Executive Council, which meets annually, and through its support of specific IOC activities. The value of voluntary U.S. cash and in-kind contributions to the IOC in 1998 totaled approximately \$1.5 million.
- The World Heritage Committee, of which the United States is a member, oversees activities related to the implementation of the 1972 World Heritage Convention. An initiative of the Nixon administration, the Convention is the most widely accepted conservation agreement in the world. U.S. participation in the annual Committee meeting provides an opportunity to shape programs that promote U.S. international conservation goals. The United States made voluntary contributions totaling approximately \$550,000 to the Committee's World Heritage Fund in 1998.

In 1998, the United States also followed the work of the two regular meetings of UNESCO's Executive Board, which monitors management reform and program implementation.

Universal Postal Union (UPU)

The UPU exists to facilitate international communications through the efficient operation of postal services across borders. The United States has been a member of the UPU since its founding (as the General Postal Union) in 1874. There are now 189 members with no changes to membership during 1998. The UPU Congress meets every five years to review and revise its conventions, regulations, and other agreements. The next Congress will be held in Beijing in 1999.

Council of Administration. The Council of Administration, responsible for questions of governmental policy and administration, met October 19-21 in Bern, Switzerland, and adopted a 1999 budget of 35.7 million

Swiss francs (\$25.5 million), the third year of zero nominal growth in its budget. The United States supported the zero-growth budget. The U.S. share of the budget remains approximately six percent. A strategic program budget is now in its fourth year, running parallel with a traditional budget. It is slated to replace the traditional budget in the future. UPU members were generally satisfied with the 1999 budget presentation.

Postal Operations Council. The Postal Operations Council met twice during 1998 at UPU headquarters in Bern, Switzerland. Created by the 1994 Seoul Congress, the Council is responsible for operational and commercial questions. The United States continued its leadership of the cost study of the financially significant terminal dues system used by postal administrations to reimburse each other for mail delivery.

World Bank Group

The World Bank Group (the Bank) is composed of the International Bank for Reconstruction and Development (IBRD), established in 1945, the International Development Association (IDA), established in 1960, the International Finance Corporation (IFC), established in 1956, and the Multilateral Investment Guarantee Agency (MIGA), established in 1988. From their creation through June 30, 1998, the IBRD and the IDA have provided more than \$425 billion in loans, either at near-commercial terms (IBRD) or at concessional terms (IDA), for development projects and to support economic reform. During the Bank's 1998 fiscal year (ending June 30), 180 nations were IBRD members, 159 belonged to the IDA, 172 were members of the IFC, and 141 were members of MIGA. The United States remains the Bank's largest shareholder, with 17 percent of shares in the IBRD, 15 percent in the IDA, 24 percent in the IFC, and 21 percent in MIGA.

James Wolfensohn took office as president of the World Bank in 1996. Within the context of broad reform programs at the Bank and the United Nations, he has emphasized improved cooperation. This has manifested itself in several ways. A special UN Development Program-Bank task force is charged with fine-tuning the relationship in the areas of provision of technical assistance, grant funding, project implementation, and governance issues. The Bank and the United Nations have committed to high level, quarterly meetings to continue the policy dialogue. In May 1998, 30 Economic and Social Council ambassadors spent a day at the World Bank discussing policy, common challenges, and future collaboration.

At the institutional level, the two organizations have been working together to improve cooperation and coordination at the country level. The Bank hopes this will bring major improvements in development effectiveness. The Bank has a Memorandum of Understanding with the Office of the UN High Commissioner for Refugees covering operations in post-

conflict areas. There is also joint Bank-World Health Organization (WHO) cooperation on WHO's "Roll Back Malaria" campaign. The Bank is a major financier for the UN Special Initiative for Africa. The Food and Agriculture Organization and the Bank have a special food security program in Africa. At the operational level, there are hundreds of projects that are jointly financed and/or implemented by the Bank and the UN agencies in agriculture, industry, health, and education.

World Health Organization (WHO)

WHO, based in Geneva, was established in 1948 with the objective of "...the attainment by all peoples of the highest possible level of health..." and celebrated its 50th anniversary in 1998. The anniversary was marked by a special event at the annual World Health Assembly—featuring a presentation by U.S. First Lady Hillary Rodham Clinton—and in the private sector by numerous reviews of global health issues and recommendations for future WHO action. After 50 years of activity, WHO was working in 1998 in close partnership with 191 member states and 2 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."

During 1998, U.S. representatives participated in meetings of the World Health Assembly, the WHO Executive Board, regional committees for the Americas, the Western Pacific, and Europe, and the 18-member 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, and of the UN Joint Program on HIV/AIDS (UNAIDS), which is cosponsored by WHO and five other agencies. Within the WHO staff, there were more American citizens in professional posts than any other nationality. At year's end, Americans held the senior posts of executive director of the communicable diseases cluster, legal counsel, director of internal audit and oversight, and director of the division of personnel.

The key event of the year was the nomination and election of Dr. Gro Harlem Brundtland, former prime minister of Norway, as WHO's fifth Director General. She was nominated in a secret ballot vote by the Executive Board in January 1998. Although the United States did not have membership on the Board during this meeting, it made it known that it supported Dr. Brundtland over three other candidates. She was then elected by the Assembly in May by a vote of 166 (U.S.) to 7, with 1 abstention. She took the oath of office at the Assembly, although she did not officially begin her five-year term at the helm of WHO until July 21. Outgoing Director General Hiroshi Nakajima (Japan) was named Director General Emeritus by the Assembly.

Immediately after Dr. Brundtland took office, she initiated wide-ranging reforms in WHO's organizational structure and method of work. She eliminated the bureaucratic layers of Deputy Director General and Associate Director General, and took steps to reduce the "director" positions from 50 to 35 and to increase the number of women in professional posts. WHO's program activities were redistributed within nine "clusters" of related activity. She created a cabinet and initiated a system of special "cross-cluster" cabinet-level projects, including campaign pledges to "roll back malaria" and to give special attention to tuberculosis, health care reform, and tobacco control. By year's end, Dr. Brundtland's staff had presented a proposal for the new WHO budget, covering the biennium 2000-2001, with the headquarters portion of the budget reshaped along the lines of the nine new organizational clusters, and with achievement targets set for each of the WHO programs in the course of the biennium. The many changes in WHO's staffing and budgeting were being closely watched by other UN system agencies for possible emulation.

Although the extensive personnel dislocations caused by the reorganization created some concern and confusion among the staff, U.S. officials credited Dr. Brundtland with "heroic efforts" in reformulation of the budget and the WHO structure within the first six months and considered that she had created new excitement and optimism regarding WHO's potential to address global health issues.

In reform initiatives, the Executive Board in January decided to apply a two-term limit to the service of the regional directors, to make that policy coincide with the policy established for the Director General. The normal length of a term is five years. This new policy applied to five of the six regional directors. The one exception, the director of the region of the Americas, serves a four-year term with unlimited potential for renewal, under the provisions of the constitution of the Pan American Health Organization.

The Board asked the regional director for the Americas to take appropriate steps to have the two-term limit applied in that region as well. The United States had long supported the concept of two-term limits.

The Executive Board in January 1998 also proposed seven amendments to the WHO Constitution. Because proposals must be circulated to member states at least six months in advance, these amendments will be considered by the Assembly in 1999. Subjects addressed by the proposals included new penalties for late payment of assessments and qualifications for membership on the Executive Board, both of which appeared intended to limit U.S. participation. The United States, which did not have membership on the Board for this meeting, did not join in the recommendation that these amendments be sent forward.

At the Assembly in May, the United States was a strong supporter of a reform initiative to reallocate WHO resources among the six regional groups. The result was that more funds would be allocated to Africa and to the new independent states in the European region, while the shares of the WHO budget for the other four regions and headquarters would be decreased. The Assembly also elected the United States to a three-year term on the Executive Board, but, over U.S. objection, agreed to a constitutional amendment (subject to later national ratification) that would increase the Board from 32 to 34 seats. It approved a brief declaration on "Health for All Policy for the 21st Century," an updating of WHO's previous guiding principles of "Health for All by the Year 2000," as well as resolutions on cloning, tuberculosis, sanitation, climate change, and antimicrobial resistance.

The Assembly did not approve a resolution on WHO's "revised drug strategy" after a contentious debate that continued during the entire meeting. Some developing countries, led by South Africa, insisted that the resolution contain negative references to global trade agreements, particularly the Agreement on Trade-Related Aspects of Intellectual Property Rights, as well as suggestions that countries need not honor patent obligations. The United States and other Western countries would not accept the resolution with this wording included, and, in the end, the Assembly referred the issue to the Executive Board. The Board, in turn, created an *ad hoc* working group, which met for one week in October. Dr. Brundtland, by then the new Director General, offered her good offices to help avert further complication on this subject, and at the end of the meeting there was consensus on a new text, including agreement by both the United States and South Africa. The new text was forwarded to the January 1999 meeting of the Executive Board (which approved it without change), for later submission to the May 1999 Assembly. Dr. Brundtland pledged to initiate a new dialogue with all interested parties, including industry, on issues relating to pharmaceuticals and infant formula.

Several Arab countries at the Assembly introduced a resolution sharply critical of Israeli practices in the "occupied territories." Israel complained that the text was inappropriately politicized for a meeting on health and called for a vote. The resolution was adopted by a vote of 68 to 3 (U.S.), with 1 abstention. The U.S. delegation said that the health of the Palestinian people was the only legitimate aspect of the issue for this meeting, and pointed out that, while it could not accept this text, the United States provided extensive assistance to the Palestinians.

Several small-country friends of Taiwan, repeating an effort begun in 1997, proposed an agenda item in which Taiwan could be considered for official observer status in WHO—a status that does not exist under WHO rules for territories in the political situation of Taiwan. The Assembly's

General Committee recommended that the item not be included on the agenda, and the plenary agreed. There was no vote.

On financial and other issues, the U.S. delegation again encountered resistance to some of its initiatives because of the \$39.8 million in U.S. arrears. The amount of the arrearage was not increased during the year, however, since the United States was able to pay in full its 1998 assessment of \$108.4 million. The United States was also the largest contributor of extrabudgetary program funds, providing \$46.1 million, mostly from the Agency for International Development.

In the September meeting of the WHO regional committee for the Western Pacific, Dr. Shigeru Omi of Japan was nominated for the post of regional director. In a secret-ballot election, he defeated Dr. S. T. Han (Republic of Korea), who had been director of the Western Pacific Regional Office, in Manila, for the previous ten years. The United States, while expressing appreciation for the service of Dr. Han, had supported Dr. Omi's election. (The nomination was approved by the Executive Board in January 1999, for a five-year term beginning February 1, 1999.)

Pan American Health Organization (PAHO)

The Pan American Sanitary Conference, the supreme governing body of PAHO, which meets every four years, convened in Washington, D.C., in September. Representatives of all 38 PAHO member states participated, mostly at the ministerial level. U.S. officials were active in that meeting as well as in meetings of the PAHO Executive Committee and its Subcommittee on Planning and Programming.

The major event of the Conference was the reelection of Sir George Alleyne (Barbados) to a second four-year term as PAHO Director, serving simultaneously as WHO regional director for the Americas. The United States strongly supported Dr. Alleyne's election and spoke in his behalf. He was unopposed. Also during the Conference, the United States was elected to a three-year term on the PAHO Executive Committee. Following the Conference, the PAHO Executive Committee decided to send to the 1999 meeting of the Directing Council a proposal that the PAHO Constitution be amended to provide that the PAHO Director serve a five-year term, renewable only once, beginning at the end of Dr. Alleyne's term in 2002. This would bring PAHO election policy into line with that of the other five regions of WHO.

The Sanitary Conference discussed and adopted resolutions on, *inter alia*, the impact of El Nino on health, the health of older persons, HIV/AIDS, vaccines, and reproductive health. Later in the year, PAHO organized an effective task force to help address the severe impact of Hurricane Mitch on the Caribbean countries and Central America. The Conference also gave extensive attention to tobacco, and authorized a fea-

sibility study of a tobacco control convention within the region of the Americas.

The United States, which pays 59.44 percent of the PAHO regular budget, paid its assessment of \$49,927,762 to PAHO in full during 1998. U.S. Government arrears from prior years amounted to \$14,941,094.

International Agency for Research on Cancer (IARC)

The Governing Council of IARC, a subsidiary of WHO, met at IARC headquarters in Lyons, France, in May. Dr. Paul Kleihues (Germany) was elected to a second five-year term as the IARC Director. Member states were outspoken in their praise of his administrative reforms and substantive achievements since taking office five years earlier.

The Governing Council voted to accept the applications of Brazil and Argentina, bringing the IARC country membership to 18. These were the first countries outside the industrialized world to be admitted to membership. The Council also agreed to make special payment arrangements for the Russian Federation, which had not made payment to IARC or participated in the Council meeting since 1993. Desiring to encourage Russia to resume participation, the Council agreed to allow the Federation to take up to 15 years to repay its arrearages, about \$7.6 million, provided that it would agree to pay its 1998 and subsequent assessments in full. However, by year's end, the Russian Federation said it was unable to make these payments, and consideration was being given to a form of suspension of its membership.

During the year, the United States paid its assessment of \$1,665,526 in full. This amounted to 9.17 percent of the budget. United States arrears in IARC amount to \$352,126.

JOINT UN PROGRAM ON HIV/AIDS (UNAIDS)

UNAIDS began formal operations on January 1, 1996. The program is cosponsored by WHO, the UN Development Program, the UN Children's Fund, the UN Population Fund, the UN Educational, Scientific, and Cultural Organization, and the World Bank. The 22-member Program Coordinating Board (PCB), meeting in May in Geneva, endorsed the 1998-1999 biennial budget of \$120 million and the creation of a \$33 million operating reserve fund, which would permit programs to be implemented in a timely way in advance of the receipt of contributions. The United States continued to be the major donor to UNAIDS, providing 26 percent of the annual budget. UNAIDS staff reported that approximately \$550 million was currently available per year for the funding of HIV prevention in the developing world. The United States was shown to have contributed 25 percent of that amount. The program director, Dr. Peter Piot (Belgium), continued his effort to increase available resources. He also

testified on the HIV/AIDS epidemic before the House International Relations Committee in September.

The PCB held an *ad hoc* thematic meeting in December in New Delhi, India, where it endorsed a monitoring and evaluation plan for UNAIDS and urged immediate implementation of the monitoring system, using the best available indicators.

The Committee of Cosponsoring Organizations (CCO) met in Geneva in November under the chairmanship of WHO Director General Brundtland. The CCO approved an approach and timeline for development of a global UN strategy on HIV/AIDS, and it agreed in principle to the request of the UN International Drug Control Program that it become the seventh UNAIDS cosponsoring organization.

UNAIDS staff reported at the end of 1998 that since the beginning of the HIV global pandemic in the mid-1970s, more than 47 million people had become infected around the world. Of these, 14 million had already died of HIV-related illnesses (2.5 million in 1998 alone). Another 33 million were living with HIV, 70 per cent of them in sub-Saharan Africa. It was estimated that another 6 million people would become infected with HIV and more than 2.5 million people would die during 1999.

World Intellectual Property Organization (WIPO)

WIPO was established by a convention that entered into force in 1970. One of the 16 specialized agencies of the United Nations, WIPO is responsible for promoting the protection of intellectual property (copyrights, patents, and trademarks) through cooperation among states, administration of Unions founded on the basis of multilateral intellectual property (IP) treaties, and providing IP-related technical assistance to foster the development and growth of rational IP systems among WIPO members.

Administrative Organization. There are 171 signatories to the WIPO Convention. WIPO administers 17 intergovernmental “unions” or treaties, each founded on a multilateral treaty. The two principal treaties are the Paris and Berne Conventions (151 and 134 signatories, respectively). These treaties, and a number of others, provide for the establishment of an “International Bureau,” or secretariat. The International Bureau operates under the direction of WIPO member states through a General Assembly that meets in ordinary session every second year.

The principal administrative organs of the Paris and Berne Unions are the assemblies of each union, from which all the member states elect executive committees. The combination of these two committees constitutes WIPO’s Coordination Committee. It meets annually and is entrusted with

the normal tasks of such a governing body, including the review and implementation of WIPO's biennial program and budget.

Member states contribute to six of the WIPO unions, known as the "Program Unions." WIPO's 1998-1999 biennial gross assessed budget for the Program Unions is approximately 41,270,000 Swiss francs (about \$28 million). The U.S. share is approximately 6.5 percent of the total assessment. Because of the installation of a new Director General in late 1997, consideration of the 1998-1999 biennial budget, which normally would have occurred at the September 1997 Governing Bodies meeting, was delayed until March 1998 to give the new Director General time to develop his own programs and budget for presentation to the members.

WIPO Governing Bodies. The Governing Bodies of WIPO and the Unions administered by WIPO met in special session March 25-27, 1998, to approve the 1998-1999 WIPO program and budget. They met again in ordinary session September 7-15, 1998.

WIPO-WTO Cooperation. On January 1, 1996, an agreement between WIPO and the World Trade Organization entered into force. It provides for cooperation concerning implementation of the Trade-Related Aspects of Intellectual Property Rights (TRIPS) Agreement, namely notification of laws and regulations, communication of emblems of states and international intergovernmental organizations under Article 6 of the Paris Convention, and legal-technical assistance and technical cooperation in favor of developing countries relating to the implementation of the TRIPS Agreement.

World Meteorological Organization (WMO)

The WMO's membership now consists of 179 states and 6 territories. The 50th session of the Executive Council (EC) met in June 1998. At this meeting the EC approved John J. Kelly, Jr., newly appointed Director of the U. S. National Weather Service, as the U.S. Permanent Representative to the WMO.

The Council also agreed to continue to monitor the implementation of its policy on the exchange of meteorological data and analysis products developed by member states (Resolution 40, 12th Congress). The policy provides protection of key U.S. interests in the open and free exchange of meteorological and hydrological data for forecasting, research, and other noncommercial uses, and provides guidelines to protect the intellectual property rights of those who provide analyses based on such data. This EC was the first in which most official documentation was available on the WMO's Internet site well in advance of the convening of the session.

The session adopted a compromise resolution recommending a three-term limit maximum for the position of WMO Secretary General. Assum-

ing it is approved by the 13th Congress in May 1999, it would not become operational until the end of 2003.

The Secretariat proposed a Consolidated Program and Budget of 267.9 million Swiss francs (about \$170 million) for the 13th financial period, i.e., 2000-2003, which represents a 7 percent increase over the zero-nominal-growth (ZNG) budget of 248.8 million Swiss francs for the current (12th) financial period, 1995-1999. The U.S. Permanent Representative disassociated the United States from the EC recommendation to the 13th Congress relating to the proposed budget because it was in excess of ZNG.

Secretary General G.O.P. Obasi (Nigeria) continued his candidacy for reelection to a fifth term as WMO Secretary General when his current term expires in December 1999. Ambassador Manuel Dengo (Costa Rica) is also an announced candidate for the Secretary General position.

The United States continued its financial support for the WMO Voluntary Cooperation Program (VCP). The VCP provides training and equipment to help developing countries participate in WMO programs, particularly the World Weather Watch.

Appendix 1



Address by President William J. Clinton

Statement by President Clinton before the 53rd regular session of the UN General Assembly on September 21, 1998.

At the opening of this General Assembly, the world has much to celebrate.

Peace has come to Northern Ireland after 29 long years. Bosnia has just held its freest elections ever. The United Nations is actively mediating crises before they explode into war all around the world. And today more people determine their own destiny than at any previous moment in history.

We celebrate the 50th anniversary of the Universal Declaration of Human Rights, with those rights more widely embraced than ever before. On every continent people are leading lives of integrity and self-respect, and a great deal of credit for that belongs to the United Nations.

Still, as every person in this room knows, the promise of our time is attended by perils. Global economic turmoil today threatens to undermine confidence in free markets and democracy. Those of us who benefit particularly from this economy have a special responsibility to do more to minimize the turmoil and extend the benefits of global markets to all citizens. And the United States is determined to do that.

We still are bedeviled by ethnic, racial, religious, and tribal hatreds; by the spread of weapons of mass destruction; by the almost frantic effort of too many states to acquire

such weapons; and, despite all efforts to contain it, terrorism is not fading away with the end of the 20th century. It is a continuing defiance of Article 3 of the Universal Declaration of Human Rights, which says, "Everyone has the right to life, liberty, and security of person."

Here at the United Nations, at international summits around the world, and on many occasions in the United States, I have had the opportunity to address this subject in detail, to describe what we have done, what we are doing, and what we must yet do to combat terror. Today, I would like to talk to you about why all nations must put the fight against terrorism at the top of our agenda.

Obviously, this is a matter of profound concern to us. In the last 15 years, our citizens have been targeted over and over again—in Beirut, over Lockerbie, in Saudi Arabia, at home in Oklahoma City by one of our own citizens, and even here in New York in one of our most public buildings, and most recently on August 7 in Nairobi and Dar es Salaam, where Americans who devoted their lives to building bridges between nations, people very much like all of you, died in a campaign of hatred against the United States.

Because we are blessed to be a wealthy nation with a powerful mili-

tary and a worldwide presence active in promoting peace and security, we are often a target. We love our country for its dedication to political and religious freedom, to economic opportunity, to respect for the rights of the individual. But we know that many people see us as a symbol of a system and values they reject, and often they find it expedient to blame us for problems with deep roots elsewhere.

But we are no threat to any peaceful nation, and we believe the best way to disprove these claims is to continue our work for peace and prosperity around the world. For us to pull back from the world's trouble spots, to turn our backs on those taking risks for peace, to weaken our own opposition to terrorism, would hand the enemies of peace a victory they must never have.

Still, it is a grave misconception to see terrorism as only, or even mostly, an American problem. Indeed, it is a clear and present danger to tolerant and open societies and innocent people everywhere. No one in this room, nor the people you represent, are immune.

Certainly not the people of Nairobi and Dar es Salaam. For every American killed there, roughly 20 Africans were murdered and 500 more injured—innocent people going about their business on a busy morning. Not the people of Omagh in Northern Ireland, where the wounded and killed were Catholics and Protestants alike, mostly children and women, and two of them pregnant, people out shopping together, when their future was snuffed out by a fringe group clinging to the past.

Not the people of Japan who were poisoned by sarin gas in the Tokyo subway. Not the people of Argentina who died when a car bomb decimated a Jewish community center in Buenos Aires. Not the people of Kashmir and Sri Lanka killed by ancient animosities that cry out for resolution. Not the Pal-

estinians and Israelis who still die year after year for all the progress toward peace. Not the people of Algeria enduring the nightmare of unfathomable terror with still no end in sight. Not the people of Egypt, who nearly lost a second President to assassination. Not the people of Turkey, Colombia, Albania, Russia, Iran, Indonesia, and countless other nations where innocent people have been victimized by terror.

Now, none of these victims are American, but every one was a son or a daughter, a husband or wife, a father or mother, a human life extinguished by someone else's hatred, leaving a circle of people whose lives will never be the same. Terror has become the world's problem. Some argue, of course, that the problem is overblown, saying that the number of deaths from terrorism is comparatively small, sometimes less than the number of people killed by lightning in a single year. I believe that misses the point in several ways.

First, terrorism has a new face in the 1990s. Today, terrorists take advantage of greater openness and the explosion of information and weapons technology. The new technologies of terror and their increasing availability, along with the increasing mobility of terrorists, raise chilling prospects of vulnerability to chemical, biological, and other kinds of attacks, bringing each of us into the category of possible victim. This is a threat to all humankind.

Beyond the physical damage of each attack, there is an even greater residue of psychological damage—hard to measure, but slow to heal. Every bomb, every bomb threat, has an insidious effect on free and open institutions, the kinds of institutions all of you in this body are working so hard to build.

Each time an innocent man or woman or child is killed, it makes the

future more hazardous for the rest of us. For each violent act saps the confidence that is so crucial to peace and prosperity. In every corner of the world, with the active support of UN agencies, people are struggling to build better futures, based on bonds of trust connecting them to their fellow citizens and with partners and investors from around the world.

The glimpse of growing prosperity in Northern Ireland was a crucial factor in the Good Friday Agreement. But that took confidence—confidence that cannot be bought in times of violence. We can measure each attack and the grisly statistics of dead and wounded, but what are the wounds we cannot measure?

In the Middle East, in Asia, in South America, how many agreements have been thwarted after bombs blew up? How many businesses will never be created in places crying out for investments of time and money? How many talented young people in countries represented here have turned their backs on public service?

The question is not only how many lives have been lost in each attack, but also how many futures were lost in their aftermath. There is no justification for killing innocents. Ideology, religion, and politics, even deprivation and righteous grievance do not justify it. We must seek to understand the roiled waters in which terror occurs: of course we must.

Often, in my own experience, I have seen where peace is making progress, terror is a desperate act to turn back the tide of history. The Omagh bombing came as peace was succeeding in Northern Ireland. In the Middle East, whenever we get close to another step toward peace, its enemies respond with terror. We must not let this stall our momentum.

The bridging of ancient hatreds is, after all, a leap of faith, a break with the past, and thus a frightening threat

to those who cannot let go of their own hatred. Because they fear the future, in these cases terrorists seek to blow the peacemakers back into the past.

We must also acknowledge that there are economic sources of this rage as well. Poverty, inequality, masses of disenfranchised young people are fertile fields for the siren call of the terrorists and their claims of advancing social justice. The deprivation cannot justify destruction, nor can inequity ever atone for murder. The killing of innocents is not a social program.

Nevertheless, our resolute opposition to terrorism does not mean we can ever be indifferent to the conditions that foster it. The most recent UN human development report suggests the gulf is widening between the world's haves and have-nots. We must work harder to treat the sources of despair before they turn into the poison of hatred. Dr. Martin Luther King once wrote that the only revolutionary is a man who has nothing to lose. We must show people they have everything to gain by embracing cooperation and renouncing violence. This is not simply an American or a Western responsibility; it is the world's responsibility.

Developing nations have an obligation to spread new wealth fairly, to create new opportunities, to build new open economies. Developed nations have an obligation to help developing nations stay on the path of prosperity and—and—to spur global economic growth. A week ago I outlined ways we can build a stronger international economy to benefit not only all nations, but all citizens within them.

Some people believe that terrorism's principal fault line centers on what they see as an inevitable clash of civilizations. It is an issue that deserves a lot of debate in this great hall. Specifically, many believe there is an inevitable clash between Western civilization and Western values, and

Islamic civilizations and values. I believe this view is terribly wrong. False prophets may use and abuse any religion to justify whatever political objectives they have—even cold-blooded murder. Some may have the world believe that almighty God himself, the merciful, grants a license to kill. But that is not our understanding of Islam.

A quarter of the world's population is Muslim—from Africa to Middle East to Asia and to the United States, where Islam is one of our fastest growing faiths. There are over 1,200 mosques and Islamic centers in the United States, and the number is rapidly increasing. The 6 million Americans who worship there will tell you there is no inherent clash between Islam and America. Americans respect and honor Islam.

As I talked to Muslim leaders in my country and around the world, I see again that we share the same hopes and aspirations: to live in peace and security, to provide for our children, to follow the faith of our choosing, to build a better life than our parents knew, and to pass on brighter possibilities to our own children. Of course, we are not identical. There are important differences that cross race and culture and religion which demand understanding and deserve respect.

But every river has a crossing place. Even as we struggle here in America, like the United Nations, to reconcile all Americans to each other and to find greater unity in our increasing diversity, we will remain on a course of friendship and respect for the Muslim world. We will continue to look for common values, common interests, and common endeavors. I agree very much with the spirit expressed by these words of Mohammed: rewards for prayers by people assembled together are twice those said at home.

When it comes to terrorism, there should be no dividing line between Muslims and Jews, Protestants and Catholics, Serbs and Albanians, developed societies and emerging countries. The only dividing line is between those who practice, support, or tolerate terror, and those who understand that it is murder, plain and simple.

If terrorism is at the top of the American agenda—and should be at the top of the world's agenda—what, then, are the concrete steps we can take together to protect our common destiny? What are our common obligations? At least, I believe they are these: to give terrorists no support, no sanctuary, no financial assistance; to bring pressure on states that do; to act together to step up extradition and prosecution; to sign the Global Anti-Terror Conventions; to strengthen the Biological Weapons and Chemical Convention; to enforce the Chemical Weapons Convention; to promote stronger domestic laws and control the manufacture and export of explosives; to raise international standards for airport security; to combat the conditions that spread violence and despair.

We are working to do our part. Our intelligence and law enforcement communities are tracking terrorist networks in cooperation with other governments. Some of those we believe responsible for the recent bombing of our embassies have been brought to justice. Early this week I will ask our Congress to provide emergency funding to repair our embassies, to improve security, to expand the worldwide fight against terrorism, to help our friends in Kenya and Tanzania with the wounds they have suffered.

But no matter how much each of us does alone, our progress will be limited without our common efforts. We also will do our part to address the sources of despair and alienation through the Agency for International Development in Africa, in Asia, in

Latin America, in Eastern Europe, in Haiti, and elsewhere. We will continue our strong support for the UN Development Program, the UN High Commissioners for Human Rights and Refugees, UNICEF, the World Bank, the World Food Program.

We also recognize the critical role these agencies play and the importance of all countries, including the United States, in paying their fair share.

In closing, let me urge all of us to think in new terms on terrorism, to see it not as a clash of cultures or political action by other means, or a divine calling, but a clash between the forces of the past and the forces of the future, between those who tear down and those who build up, between fear and hope, chaos and community.

The fight will not be easy. But every nation will be strengthened in joining it, in working to give real meaning to the words of the Universal Declaration of Human Rights we signed 50 years ago. It is very, very important that we do this together.

Eleanor Roosevelt was one of the authors of the Universal Declaration. She said in one of her many speeches in support of the United Nations, when it was just beginning, "All agreements and all peace are built on confidence. You cannot have peace and you cannot get on with other people in the world unless you have confidence in them."

It is not necessary that we solve all the world's problems to have confidence in one another. It is not necessary that we agree on all the world's issues to have confidence in one another. It is not even necessary that we understand every single difference among us to have confidence in one another. But it is necessary that we affirm our belief in the primacy of the Universal Declaration of Human Rights, and, therefore, that together we say terror is not a way to tomorrow, it is only a throwback to yesterday. And together—together—we can meet it and overcome its threats, its injuries, and its fears with confidence.

Appendix 2



Principal Organs of the United Nations

General Assembly

The General Assembly is composed of all 185 members of the United Nations. As of December 31, 1998, they are:

Member	Date of Admission	Member	Date of Admission
Afghanistan	Nov. 19, 1946	Cameroon	Sept. 20, 1960
Albania	Dec. 14, 1955	Canada	Nov. 9, 1945
Algeria	Oct. 8, 1962	Cape Verde	Sept. 16, 1975
Andorra	July 28, 1993	Central African Republic	Sept. 20, 1960
Angola	Dec. 1, 1976	Chad	Sept. 20, 1960
Antigua and Barbuda	Nov. 11, 1981	Chile	Oct. 24, 1945
Argentina	Oct. 24, 1945	China	Oct. 24, 1945
Armenia	March 2, 1992	Colombia	Nov. 5, 1945
Australia	Nov. 1, 1945	Comoros	Nov. 12, 1975
Austria	Dec. 14, 1955	Congo	Sept. 20, 1960
Azerbaijan	March 2, 1992	Congo, Democratic Republic of	Sept. 20, 1960
Bahamas	Sept. 18, 1973	Costa Rica	Nov. 2, 1945
Bahrain	Sept. 21, 1971	Cote d'Ivoire	Sept. 20, 1960
Bangladesh	Sept. 17, 1974	Croatia	May 22, 1992
Barbados	Dec. 9, 1966	Cuba	Oct. 24, 1945
Belarus	Oct. 24, 1945	Cyprus	Sept. 20, 1960
Belgium	Dec. 27, 1945	Czech Republic	Jan. 19, 1993
Belize	Sept. 25, 1981	Denmark	Oct. 24, 1945
Benin	Sept. 20, 1960	Djibouti	Sept. 20, 1977
Bhutan	Sept. 21, 1971	Dominica	Dec. 18, 1978
Bolivia	Nov. 14, 1945	Dominican Republic	Oct. 24, 1945
Bosnia and Herzegovina	May 22, 1992	Ecuador	Dec. 21, 1945
Botswana	Oct. 17, 1966	Egypt	Oct. 24, 1945
Brazil	Oct. 24, 1945	El Salvador	Oct. 24, 1945
Brunei Darussalam	Sept. 21, 1984	Equatorial Guinea	Nov. 12, 1968
Bulgaria	Dec. 14, 1955	Eritrea	May 28, 1993
Burkina Faso	Sept. 20, 1960	Estonia	Sept. 17, 1991
Burundi	Sept. 18, 1962	Ethiopia	Nov. 13, 1945
Cambodia	Dec. 14, 1955	Fiji	Oct. 13, 1970

Member	Date of Admission	Member	Date of Admission
Finland	Dec. 14, 1955	Malta	Dec. 1, 1964
France	Oct. 24, 1945	Marshall Islands	Sept. 17, 1991
Gabon	Sept. 20, 1960	Mauritania	Oct. 27, 1961
Gambia	Sept. 21, 1965	Mauritius	April 24, 1968
Georgia	July 31, 1992	Mexico	Nov. 7, 1945
Germany	Sept. 18, 1973	Micronesia	Sept. 17, 1991
Ghana	March 8, 1957	Moldova	March 2, 1992
Greece	Oct. 25, 1945	Monaco	May 28, 1993
Grenada	Sept. 17, 1974	Mongolia	Oct. 27, 1961
Guatemala	Nov. 21, 1945	Morocco	Nov. 12, 1956
Guinea	Dec. 12, 1958	Mozambique	Sept. 16, 1975
Guinea-Bissau	Sept. 17, 1974	Myanmar (Burma)	April 19, 1948
Guyana	Sept. 20, 1966	Namibia	April 23, 1990
Haiti	Oct. 24, 1945	Nepal	Dec. 14, 1955
Honduras	Dec. 17, 1945	Netherlands	Dec. 10, 1945
Hungary	Dec. 14, 1955	New Zealand	Oct. 24, 1945
Iceland	Nov. 19, 1946	Nicaragua	Oct. 24, 1945
India	Oct. 30, 1945	Niger	Sept. 20, 1960
Indonesia	Sept. 28, 1950	Nigeria	Oct. 7, 1960
Iran	Oct. 24, 1945	Norway	Nov. 27, 1945
Iraq	Dec. 21, 1945	Oman	Oct. 7, 1971
Ireland	Dec. 14, 1955	Pakistan	Sept. 30, 1947
Israel	May 11, 1949	Palau	Dec. 15, 1994
Italy	Dec. 14, 1955	Panama	Nov. 13, 1945
Jamaica	Sept. 18, 1962	Papua New Guinea	Oct. 10, 1975
Japan	Dec. 18, 1956	Paraguay	Oct. 24, 1945
Jordan	Dec. 14, 1955	Peru	Oct. 31, 1945
Kazakhstan	March 2, 1992	Philippines	Oct. 24, 1945
Kenya	Dec. 16, 1963	Poland	Oct. 24, 1945
Korea,		Portugal	Dec. 14, 1955
Democratic People's		Qatar	Sept. 21, 1971
Republic of	Sept. 17, 1991	Romania	Dec. 14, 1955
Korea, Republic of	Sept. 17, 1991	Russian Federation	Oct. 24, 1945
Kuwait	May 14, 1963	Rwanda	Sept. 18, 1962
Kyrgyzstan	March 2, 1992	Saint Kitts and	
Laos	Dec. 14, 1955	Nevis	Sept. 23, 1983
Latvia	Sept. 17, 1991	Saint Lucia	Sept. 18, 1979
Lebanon	Oct. 24, 1945	Saint Vincent and	
Lesotho	Oct. 17, 1966	the Grenadines	Sept. 16, 1980
Liberia	Nov. 2, 1945	Samoa	Dec. 15, 1976
Libya	Dec. 14, 1955	San Marino	March 2, 1992
Liechtenstein	Sept. 18, 1990	Sao Tome and	
Lithuania	Sept. 17, 1991	Principe	Sept. 16, 1975
Luxembourg	Oct. 24, 1945	Saudi Arabia	Oct. 24, 1945
Madagascar	Sept. 20, 1960	Senegal	Sept. 28, 1960
Malawi	Dec. 1, 1964	Seychelles	Sept. 21, 1976
Malaysia	Sept. 17, 1957	Sierra Leone	Sept. 27, 1961
Maldives	Sept. 21, 1965	Singapore	Sept. 21, 1965
Mali	Sept. 28, 1960		

Member	Date of Admission	Member	Date of Admission
Slovak Republic	Jan. 19, 1993	Tunisia	Nov. 12, 1956
Slovenia	May 22, 1992	Turkey	Oct. 24, 1945
Solomon Islands	Sept. 19, 1978	Turkmenistan	March 2, 1992
Somalia	Sept. 20, 1960	Uganda	Oct. 25, 1962
South Africa	Nov. 7, 1945	Ukraine	Oct. 24, 1945
Spain	Dec. 14, 1955	United Arab Emirates	Dec. 9, 1971
Sri Lanka	Dec. 14, 1955	United Kingdom	Oct. 24, 1945
Sudan	Nov. 12, 1956	United States	Oct. 24, 1945
Suriname	Dec. 4, 1975	Uruguay	Dec. 18, 1945
Swaziland	Sept. 24, 1968	Uzbekistan	March 2, 1992
Sweden	Nov. 19, 1946	Vanuatu	Sept. 15, 1981
Syria	Oct. 24, 1945	Venezuela	Nov. 15, 1945
Tajikistan	March 2, 1992	Vietnam	Sept. 20, 1977
Tanzania	Dec. 14, 1961	Yemen	Sept. 30, 1947
Thailand	Dec. 16, 1946	Yugoslavia	Oct. 24, 1945
The former Yugoslav Republic of Macedonia	April 8, 1993	Zambia	Dec. 1, 1964
Togo	Sept. 20, 1960	Zimbabwe	Aug. 25, 1980
Trinidad and Tobago	Sept. 18, 1962		

The 52nd regular session of the General Assembly, which had been suspended December 22, 1997, held resumed sessions during 1998. The session was formally closed on September 8.

The General Assembly held its 20th special session, June 8-10, 1998, devoted to countering the world drug problem. The 10th emergency special session met in July to discuss enhancement of the status of the Palestinian observer mission.

The 53rd regular session of the General Assembly convened September 9, 1998, and was suspended December 18, 1998.

The Assembly elected Didier Operti (Uruguay) as President and the Chairmen of the Delegations of Brunei Darussalam, Cameroon, China, France, Georgia, Germany, Lesotho, Liberia, Morocco, Myanmar (Burma), Nicaragua, Russian Federation, San Marino, Senegal, Suriname, Syria, Turkmenistan, Uganda, United Kingdom, United States, and Yemen as the 21 Vice Presidents.

The Chairmen of the six Main Committees, on which each member may be represented, were:

First Committee (Disarmament and International Security)—Andre Mernier (Belgium)

Second Committee (Economic and Financial)—Bagher Asadi (Iran)

Third Committee (Social, Humanitarian and Cultural)—Ali Hachani (Tunisia)

Fourth Committee (Special Political and Decolonization)—Pablo Macedo (Mexico)

Fifth Committee (Administrative and Budgetary)—Movses Abelian (Armenia)

Sixth Committee (Legal)—Targalsaikhany Enkhsaikhan (Mongolia)

The General Committee (steering committee) is composed of the President, the 21 Vice Presidents and the Chairmen of the 6 Main Committees of the General Assembly.

Security Council

The Security Council is composed of 5 members designated in the Charter as permanent and 10 members elected by the General Assembly for 2-year terms ending December 31 of the year given in the heading:

Permanent Members: China, France, Russian Federation, United Kingdom, United States

1998: Costa Rica, Japan, Kenya, Portugal, Sweden

1999: Bahrain, Brazil, Gabon, Gambia, Slovenia

On October 8 the Assembly elected Argentina, Canada, Malaysia, Namibia, and the Netherlands as members of the Security Council for 2-year terms of office beginning January 1, 1999.

Trusteeship Council

The Trusteeship Council is composed of the United States and the other four Permanent Members of the Security Council (China, France, Russian Federation, United Kingdom).

In 1994 the Trusteeship Council adopted an amendment to its rules of procedure stating that it will meet in the future only on request. The Council held its 62nd session (the first since 1994) in October.

Economic and Social Council

ECOSOC is composed of 54 members elected by the General Assembly for 3-year terms ending December 31 of the year given in the heading:

1998: Argentina, Bangladesh, Canada, Central African Republic, China, Czech Republic, Finland, Gabon, Guyana, Jordan, Lebanon, Nicaragua, Romania, Russian Federation, Sweden, Togo, Tunisia, United Kingdom

1999: Cape Verde, Chile, Cuba, Djibouti, El Salvador, France, Gambia, Germany, Iceland, Japan, Latvia, Mexico, Mozambique, Republic of Korea, Spain, Sri Lanka, Turkey, Zambia

2000: Algeria, Belarus, Belgium, Brazil, Colombia, Comoros, India, Italy, Lesotho, Mauritius, New Zealand, Oman, Pakistan, Poland, Saint Lucia, Sierra Leone, United States, Vietnam

The General Assembly elected Bolivia, Bulgaria, Canada, China, Czech Republic, Democratic Republic of the Congo, Denmark, Guinea-Bissau, Honduras, Indonesia, Morocco, Norway, Rwanda, Russian Federation, Saudi Arabia, Syria, United Kingdom, and Venezuela for 3-year terms beginning on January 1, 1999. All were elected on November 12.

International Court of Justice

The International Court of Justice consists of 15 members elected by the General Assembly and Security Council for 9-year terms ending February 5 of the year shown in parentheses. The judges, listed in order of precedence, are:

- Stephen M. Schwebel, United States (2006), President
- Christopher G. Weeramantry, Sri Lanka (2000) Vice President
- Shigeru Oda, Japan (2003)
- Mohammed Bedjaoui, Algeria (2006)
- Gilbert Guillaume, France (2000)
- Raymond Ranjeva, Madagascar (2000)
- Geza Herczegh, Hungary (2003)
- Shi Jiuyong, China (2003)
- Carl-August Fleischhauer, Germany (2003)
- Abdul Koroma, Sierra Leone (2003)
- Vladlen S. Vereshchetin, Russian Federation (2006)
- Rosalyn Higgins, United Kingdom (2000)
- Gonzalo Parra-Aranguren, Venezuela (2000)
- Pieter H. Kooijmans, Netherlands (2006)
- Francisco Rezek, Brazil (2006)

Appendix 3



United States Representatives

Permanent Representative and Chief of Mission to the United Nations: Bill Richardson (to September 1998); A. Peter Burleigh, Chargé d'Affaires (from September 1998)

Deputy Permanent Representative to the United Nations: A. Peter Burleigh

Deputy Permanent Representatives to the Security Council: A. Peter Burleigh; Nancy E. Soderberg

Representative on the Economic and Social Council: Betty E. King

Alternate Representative for Special Political Affairs: Nancy Soderberg (from January 1998)

Representative for UN Management and Reform: Richard Sklar

U.S. Representative to the European Office of the United Nations, Geneva: George E. Moose

U.S. Representative to International Organizations, Vienna: John B. Ritch III

UN General Assembly

53rd regular session (New York, Sept. 9–Dec. 18)

Representatives: A. Peter Burleigh¹ (Acting Chairman); Joseph Biden, Jr.; Rod Grams

Alternates: Betty E. King; Caliborne de Borda Pell; Richard Sklar; Nancy Soderberg

Subsidiary and Other Bodies

UN Scientific Committee on the Effects of Atomic Radiation

47th session (Vienna, May 25–29)

Representative: Fred A. Mettler, Jr., M.D.

Alternate: Warren K. Sinclair

Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization

23rd session (New York, Jan. 26–Feb. 6)

Representative: Robert B. Rosenstock

1. The Secretary of State, Madeleine K. Albright, served as chairman of the delegation, *ex officio*, during her presence at the session.

Alternates: John Arbogast; Carolyn Willson

Committee on Conferences

Substantive session (New York, Aug. 25, 26, 28)

Representative: Roy Wharton

Disarmament Commission

20th substantive session (New York, Apr. 6–28)

Representatives: Robert T. Grey, Jr.; Nancy Soderberg

Alternate: Katharine C. Crittenberger

Conference on Disarmament

First Part (Geneva, Jan. 19–Mar. 27)

Representative: Robert T. Grey, Jr.

Alternate: Katharine C. Crittenberger

Second Part (Geneva, May 11–June 26)

Representative: Robert T. Grey, Jr.

Alternate: Katharine Crittenberger

Committee on Information

19th session (New York, May 4–15)

Representative: Tania Chomiak

UN Commission on International Trade Law

31st session (New York, June 1–12)

Representatives: Harold S. Burman; Jeffrey Kovar

Committee on Peaceful Uses of Outer Space

41st session (Vienna, June 3–12)

Representative: Kenneth Hodgkins

Alternate: Lynn F. H. Cline

Special Committee on Peacekeeping Operations

Meets intermittently in New York.

Security Council

Representative: Bill Richardson (to September 1998); A. Peter Burleigh (from September 1998)

Deputies: Richard Sklar; Nancy Soderberg

Trusteeship Council

62nd session (New York, Oct. 26)

Representative: Robert Rosenstock

Economic and Social Council and Related Bodies

Organizational sessions: (New York, Jan. 22, Feb. 3–6, May 7)

Substantive session (New York, July 6–31)

Representative: Betty King

Alternates: Seth Winnick

Functional Commissions

Commission on Crime Prevention and Criminal Justice

7th session (Vienna, Apr. 21–30)

Representative: Jonathan Winer

Alternate: John B. Ritch III

Commission on Human Rights

54th session (Geneva, Mar. 16–Apr. 24)

Representative: Nancy H. Rubin

Alternate: George E. Moose

Commission on Narcotic Drugs

41st session and special segment (Vienna, Mar. 11–13; Mar. 16–21)

Representatives: Jane E. Becker; John B. Ritch III

Commission on Population and Development

31st session (New York, Feb. 23–27)

Representative: Betty King

Alternates: Margaret J. Pollack; Seth Winnick

Commission for Social Development

36th session (New York, Feb. 10–20)

Representative: Betty King

Alternate: Seth Winnick

Statistical Commission

Did not meet in 1998.

Commission on Science and Technology for Development

Did not meet in 1998.

Commission on the Status of Women

42nd session (New York, Mar. 2–13)

Representative: Linda Tarr-Whelan

Alternate: Betty King

Commission on Sustainable Development

6th session (New York, Apr. 20–May 1)

Representative: Melinda Kimble

Alternate: Mark G. Hambley

Regional Economic Commissions

Economic and Social Commission for Asia and the Pacific

54th session (Bangkok, Apr. 16–22)

Representative: William H. Itoh

Alternates: Ralph L. Boyce, Jr.; Robert Fitts

Economic Commission for Europe

53rd plenary session (Geneva, Apr. 21–23)

Representative: Michael Arietti

Economic Commission for Latin America and the Caribbean

27th session (Aruba, May 11–16)

Representative: E. Michael Southwick

Alternate: Frank Kerber

Standing Committees

Commission on Human Settlements

Did not meet in 1998.

Committee on Natural Resources

4th session cancelled.

Committee on Non-Governmental Organizations

Regular session (New York, May 18–29; June 22–26)

Representative: Betty King

Alternate: Seth Winnick

Committee for Program and Coordination

38th session (New York, June 1–26)

Representative: Richard Sklar

Alternates: Seth Winnick; Susan Shearouse

Related Subsidiary Bodies

UN Children's Fund

Executive Board, annual session (New York, June 1–5)

Representative: Maureen White

Alternate: Betty King

UN Development Program

Executive Board, annual session (Geneva, June 8–19)

Representative: Betty King

Alternates: Elizabeth Bollman; Margaret J. Pollack

UN Environment Program

Did not meet in 1998.

Office of the UN High Commissioner for Refugees

Executive Committee, 49th session (Geneva, Oct. 5–9)

Representative: Julia V. Taft

Alternate: George E. Moose

UN Conference on Trade and Development

Conference did not meet in 1998.

Trade and Development Board, 45th session (Geneva, Oct. 12–23)

Representatives: Michael Arietti; E. Michael Southwick

Alternates: John Blodgett; George Southern

Specialized Agencies and Other Bodies

Food and Agriculture Organization (FAO)

Did not meet in 1998.

International Atomic Energy Agency (IAEA)

General Conference, 42nd session (Vienna, Sept. 21–25)

Representative: John B. Ritch III

International Civil Aviation Organization (ICAO)

32nd session, General Assembly (Montreal, Sept. 22–Oct. 2)

Representative: Jane F. Garvey

Alternate: Carol J. Carmody

International Fund for Agricultural Development (IFAD)

Governing Council, 21st session (Rome, Feb. 11–12)

Representative: Kelly C. Kammerer

Alternate: Laurie J. Tracy

International Labor Organization (ILO)

Conference, 86th session (Geneva, June 2–18)

Government Delegates: Andrew J. Samet; Gare A. Smith

Alternates: George E. Moose; David A. Peterson

International Maritime Organization (IMO)

Did not meet in 1998.

International Monetary Fund (IMF)

U.S. Governor: Robert E. Rubin

Alternate: Alan Greenspan

International Telecommunication Union (ITU)

Plenipotentiary Conference (Minneapolis, Minnesota, Oct. 12–Nov.6)

Representative: Ralph Everett

Alternates: Richard C. Beard; Elizabeth Echols; William Luther

Council (Geneva, May 20–29)

Representative: Richard C. Beard

UN Educational, Scientific and Cultural Organization (UNESCO)

Did not meet in 1998.

UN Industrial Development Organization (UNIDO)

The United States withdrew from UNIDO on December 31, 1996.

Universal Postal Union (UPU)

Universal Postal Congress did not meet in 1998.

World Bank Group

International Bank for Reconstruction and Development (IBRD)

U.S. Governor: Robert E. Rubin

Alternate: Stuart Eizenstat, Acting

U.S. Executive Director: Jan Piercy

Alternate: Michael Marek

International Development Association (IDA)

The U.S. Governor, Executive Director and alternates were the same as those of the IBRD.

International Finance Corporation (IFC)

The U.S. Governor, Executive Director and alternates were the same as those of the IBRD.

World Food Program (WFP)

Annual Session (Rome, May 12–21)

Representative: Douglas Sheldon

Alternate: Laurie Tracy

World Health Organization (WHO)

51st World Health Assembly (Geneva, May 11–16)

Representatives: Donna E. Shalala; David Satcher; George E. Moose

Alternates: Kenneth Bernard; Neil A. Boyer; Nils M. Daulaire; Linda Vogel; Robert G. Loftis

World Intellectual Property Organization (WIPO)

Governing Bodies (Geneva, Sept. 7–15)

Representative: Bruce A. Lehman

Alternates: James M. McGlinchey; Robert Stoll

World Meteorological Organization (WMO)

Congress did not meet in 1998.

Executive Council, 50th session (Geneva, June 16–26)

Representative: John J. Kelly, Jr.

Alternate: Martin C. Yerg, Jr.

World Trade Organization (WTO)

Ministerial Conference did not meet in 1998.

U.S. Permanent Representatives to the United Nations from 1946 to 1998

Edward R. Stettinius, Jr. (March 1946–June 1946)

Herschel V. Johnson (acting) (June 1946–January 1947)

Warren R. Austin (January 1947–January 1953)

Henry Cabot Lodge, Jr. (January 1953–September 1960)

James J. Wadsworth (September 1960–January 1961)

Adlai E. Stevenson (January 1961–July 1965)

Arthur J. Goldberg (July 1965–June 1968)

George W. Ball (June 1968–September 1968)

James Russell Wiggins (October 1968–January 1969)

Charles W. Yost (January 1969–February 1971)

George Bush (February 1971–January 1973)

John P. Scali (February 1973–June 1975)

Daniel P. Moynihan (June 1975–February 1976)

William W. Scranton (March 1976–January 1977)

Andrew Young (January 1977–April 1979)

Donald McHenry (April 1979–January 1981)

Jeane J. Kirkpatrick (February 1981–April 1985)

Vernon A. Walters (May 1985–January 1989)

Thomas R. Pickering (March 1989–May 1992)

Edward J. Perkins (May 1992–January 1993)

Madeleine K. Albright (February 1993–January 1997)

Bill Richardson (February 1997–September 1998)

A. Peter Burleigh, Chargé d'Affaires (September 1998–)

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