



United States Department of State

# United States Participation in the United Nations



*Report by the President to the Congress for the year 1993*

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# United States Participation in the United Nations





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## Acronyms and Short Forms

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
C-24	Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples
CD	Conference on Disarmament
CEDAW	Committee on the Elimination of Discrimination Against Women
COPUOS	Committee on the Peaceful Uses of Outer Space
CSCE	Conference on Security and Cooperation in Europe
CSD	Commission on Sustainable Development
CSW	Commission on the Status of Women
EC (EU)	European Community (renamed European Union)
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
G-77	Group of 77
Habitat	UN Center for Human Settlements
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICJ	International Court of Justice
ICSC	International Civil Service Commission
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
ILC	International Law Commission
ILO	International Labor Organization

IMF	International Monetary Fund
IMO	International Maritime Organization
INSTRAW	International Research and Training Institute for the Advancement of Women
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
MINURSO	UN Mission for the Referendum in Western Sahara
NAM	Non-Aligned Movement
NATO	North Atlantic Treaty Organization
OAS	Organization of American States
OAU	Organization of African Unity
ONUMOZ	UN Operation in Mozambique
ONUSAL	UN Observer Mission in El Salvador
PLO	Palestine Liberation Organization
UNAVEM II	UN Angola Verification Mission
UNCED	UN Conference on Environment and Development
UNCITRAL	UN Commission on International Trade Law
UNCTAD	UN Conference on Trade and Development
UNDC	UN Disarmament Commission
UNDCP	UN International Drug Control Program
UNDOF	UN Disengagement Observer Force
UNDP	UN Development Program
UNEP	UN Environment Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFICYP	UN Force in Cyprus
UNFPA	UN Population Fund
UNHCR	Office of the UN High Commissioner for Refugees
UNHRC	UN Human Rights Commission
UNICEF	UN Children's Fund
UNIDO	UN Industrial Development Organization
UNIFEM	UN Development Fund for Women
UNIFIL	UN Interim Force in Lebanon
UNIKOM	UN Iraq-Kuwait Observation Mission
UNITAR	UN Institute for Training and Research
UNMIH	UN Mission in Haiti
UNMOGIP	UN Military Observer Group in India and Pakistan
UNOMIG	UN Observer Mission in Georgia
UNOMIL	UN Observer Mission in Liberia
UNOMUR	UN Observer Mission Uganda-Rwanda
UNOSOM II	UN Operation in Somalia



UNPROFOR	UN Protection Force (in Yugoslavia)
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
UNSCEAR	UN Scientific Committee on the Effects of Atomic Radiation
UNTAC	UN Transitional Authority in Cambodia
UNTSO	UN Truce Supervision Organization
UPU	Universal Postal Union
WFP	World Food Program
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization



## Part 1



# Political Affairs

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## Security Council

The UN Charter places on the Security Council primary responsibility for maintaining international peace and security. It authorizes the Council to achieve the peaceful settlement of disputes (Chapter VI), and to deal with threats to the peace, breaches of the peace and acts of aggression (Chapter VII). For actions on matters raised under Chapter VI, the Council can only make recommendations. In areas covered by Chapter VII, however, it can make decisions which are binding on all member states—including the imposition of collective political, economic and military sanctions.

The 15-member Council meets as necessary throughout the year. It comprises five Permanent Members—France, China, Russia, United Kingdom and the United States—and 10 nonpermanent members elected by the General Assembly. Half of this number, or five new members, are elected annually to serve 2-year terms. The 10 nonpermanent members in 1993 were Brazil, Cape Verde, Djibouti, Hungary, Japan, Morocco, New Zealand, Pakistan, Spain and Venezuela. The Council Presidency rotates monthly by alphabetical order among the member states.

In 1993 the Council continued the activism it has shown since the end of the Cold War. It met formally a record 171 times in 1993 (compared to 129 times in 1992 and 53 times in 1991) and consulted informally frequently. Forty-eight meetings were devoted to the situation in the former Yugoslavia. In 1993 the Council adopted 93 resolutions, 7 without a vote and 77 with unanimous approval. On May 11 Russia cast the first veto since 1990, blocking a resolution on financing the UN peacekeeping force in Cyprus (UNFICYP). A new resolution on this subject was adopted on May 27 with Russian support. Also, a resolution to exempt Bosnia from the arms embargo on the former Yugoslavia was considered, but failed to garner sufficient votes for adoption. The vote was 6 (U.S.) to 0, with 9 abstentions.

Peacekeeping efforts continued to command center stage in the Security Council's activities in 1993, as the Council approved

five new peacekeeping operations. The UN Mission in Haiti (UNMIH) was established in September to help modernize and professionalize the Haitian security forces, but the Haitian authorities failed to create conditions under which the mission could deploy and function. The UN Observer Mission in Liberia (UNOMIL) was set up in September to monitor implementation of the Cotonou Peace Agreement. In June the Council established the UN Observer Mission in Uganda–Rwanda (UNOMUR) to verify that no military assistance was being provided across the border to Rwanda. In October the Council created the UN Assistance Mission for Rwanda (UNAMIR) to monitor the ceasefire in that country. The Security Council also set up the UN Observer Mission in Georgia (UNOMIG) to verify compliance with ceasefire agreements. In other activity, the Council expanded and/or extended the mandates of UN missions in Angola, Somalia, Cyprus, Middle East and the former Yugoslavia.

## General Assembly

The General Assembly meets annually from mid-September until late December and during the rest of the year as required. The work of the Assembly takes place in six main committees and in plenary. Disarmament and national security issues are dealt with in the First Committee; economic and financial issues are discussed in the Second Committee; social, humanitarian and cultural issues are discussed in the Third Committee; the Fourth Committee takes up special political issues not addressed in the First Committee, as well as decolonization issues; administrative and budgetary matters are addressed in the Fifth Committee; and legal issues are under the purview of the Sixth Committee. The General Assembly refers most issues to the main committees, all committees of the whole, but may choose to deal directly with an issue in plenary.

The 48th session of the General Assembly opened on September 21 and held 87 plenary sessions before recessing on December 23. It adopted 281 resolutions, about the same as during each of the past 2 years, but a sharp drop from the 332 resolutions of 1990. Of the 281 resolutions, 217 (or 77 percent, a statistical high) were adopted by consensus.

The 48th General Assembly admitted six new members in 1993—and replaced one—raising UN membership to 184. The new members are Andorra, Eritrea, Monaco, the former Yugoslav Republic of Macedonia, Czech Republic and Slovakia. The latter two replaced Czechoslovakia.

The 48th General Assembly witnessed changing attitudes on the situation in the Middle East. In the wake of the Israeli-PLO Declaration of Principles of September 13, 1993, the U.S., Israeli, PLO and other Arab Delegations worked effectively to winnow several outdated resolutions from those traditionally considered, defer or revise others, and adopt a new, positive resolution welcoming progress in the Middle East peace process. Egypt, Morocco and Jordan joined Israel and over 100 other delegations in cosponsoring the new resolution—a joint U.S.-Russian initiative.

On a related issue, the 48th General Assembly saw a marked reduction in discrimination against Israel. Israeli credentials were accepted without challenge for the first time since 1982, an Israeli was elected for the first time to a General Assembly position (in the UN Administrative Tribunal), and Israel was elected to the UN Committee on Information. For the first time, the annual resolution on assistance to the Palestinian people was adopted by consensus.

Human rights remained a salient concern of the 48th General Assembly, which adopted U.S.-drafted resolutions on the human rights situation in Cuba, Somalia, Sudan and the former Yugoslavia. The General Assembly also adopted strong resolutions on human rights in Iran, Iraq and Burma (Myanmar), to which the United States contributed and which it actively supported. The 48th General Assembly's establishment, with vigorous U.S. support, of an office of UN High Commissioner for Human Rights was a milestone achievement for world human rights. Adoption of a resolution calling for a moratorium on the export or transfer of anti-personnel land mines that pose grave dangers to civilian personnel constituted an important first step in addressing the devastating consequences of their indiscriminate use.

The 48th UN General Assembly saw advances on UN management issues, most notably the approval in principle of the establishment of an independent entity to enhance oversight functions—such as inspections, audits, and investigations—at the United Nations. The session held the UN budget to zero real growth for 1994–1995, but with significant additional funds for items of high priority to the United States: human rights, humanitarian affairs and peacekeeping.

On peacekeeping, resolutions passed by this General Assembly stressed the need for enhanced UN capabilities, better peacekeeping management, stronger operational management and command and control, and improved coordination with civilian

aspects of operations and between UN headquarters and the field.

## **Regional Issues**

### **Middle East**

#### *Situation in the Occupied Territories*

In January the Security Council discussed follow-up action on resolution 799, adopted in December 1992 after the deportation of over 700 Palestinians from the occupied territories. The Secretary General submitted to the Security Council on January 25 a report that described several UN missions to Israel in regard to the deportations. The report noted that Israel had at that point failed to comply with resolution 799, notably with respect to the safe and immediate return of the deportees.

On February 1 Secretary of State Warren M. Christopher announced the elements of a breakthrough on the deportee issue. He declared that a series of steps to be taken by Israel were consistent with resolution 799, and that further action by the Security Council was unnecessary and could even undercut the process then under way. Secretary Christopher said that with the steps to be announced by the Israeli Government, the United States believed that the time had come to look ahead and concentrate efforts on invigorating and restarting the Arab-Israeli peace negotiations.

On February 9 the Permanent Representative of Israel informed the Security Council of the Israeli Government's decisions concerning temporarily excluded members of the Hamas and Islamic Jihad groups. These decisions included: the immediate return of 101 deportees, reduction by one-half of deportation terms for the remaining deportees, confirmation of deportees' rights to appeal and permission for the delivery of humanitarian provisions by helicopter.

On December 15 the Permanent Representative of Israel sent a letter to the President of the Security Council announcing that all deportees had been allowed to return. The Secretary General confirmed to the Security Council at that time that he understood the issues surrounding resolution 799 to have been favorably resolved.

#### *UN Interim Force in Lebanon*

The UN Interim Force in Lebanon (UNIFIL) was established by Security Council resolution 425 in March 1978 after the first

Israeli invasion of Lebanon. UNIFIL is deployed in southern Lebanon. At year's end, UNIFIL forces numbered about 5,250.

On January 28 the Security Council unanimously adopted resolution 803, which extended UNIFIL's mandate until July 31. On July 28 the Council voted unanimously to extend UNIFIL's mandate until January 31, 1994. (Resolution 852.)

The Security Council addressed UNIFIL several times in the context of recurrent security problems in southern Lebanon, most notably in late July. On July 30 the UN Secretary General wrote to the President of the Security Council protesting Israeli Defense Force (IDF) warnings to UNIFIL to curtail movements in some areas of southern Lebanon because of IDF activity. The President of the Security Council issued statements, upon the adoption of resolutions 803 and 852, which expressed concern over continuing violence and urged all parties to exercise restraint. The Secretary General informed the Security Council on August 9 that a Lebanese Army battalion would be deployed in the UNIFIL area of operation, for the task of maintaining public order.

#### *UN Disengagement Observer Force*

The UN Disengagement Observer Force (UNDOF) was established after the 1973 Arab-Israeli war to oversee the disengagement of Israeli and Syrian forces in the Golan Heights in accordance with the Israeli-Syrian agreement of May 1974. As of November 1993 the UNDOF forces numbered 1,115, most of whom were deployed in the Golan Heights within and close to the area of separation between Israeli and Syrian forces. UNDOF's forces were contributed by Austria, Canada, Finland and Poland. At year's end, an increased Polish contingent was expected to replace departing Finnish forces.

The Security Council met twice, under routine procedures, to renew the 6-month mandate of UNDOF. On May 26 the Council adopted resolution 830, which extended UNDOF's mandate until November 30. The Council voted unanimously on November 29 to adopt resolution 887, which extended the mandate until May 31, 1994.

The Secretary General noted, in his semiannual reports to the Security Council on UNDOF operations, that:

Despite the present quiet in the Israel-Syria sector, the situation continues to be potentially dangerous and is likely to remain so, unless and until a comprehensive settlement covering all aspects of the Middle East problem can be reached. I continue to hope that determined efforts will be made by all concerned to tackle the problem in all its aspects, with a view to arriving at a just and durable

peace settlement, as called for by the Security Council in its resolution 338 (1973).

In both May and November, the President of the Security Council issued a brief statement indicating that this observation by the Secretary General reflected the views of the Security Council.

### *Situation in the Middle East*

The 48th General Assembly was distinguished by the first-ever adoption of a positive resolution on the Middle East peace process. The United States, Russia and Norway introduced this resolution, which passed on December 14, with the support of Israel and most members of the Arab Group. A total of 110 delegations cosponsored the resolution. Resolution 48/58, entitled "Middle East peace process," was adopted by a vote of 155 (U.S.) to 3, with 1 abstention.

The U.S. Permanent Representative, Ambassador Madeleine Albright, hailed the resolution when the United States introduced it to the General Assembly:

Its passage would mean that after decades of division and discord, we in this Assembly are now able to speak with one voice about the imperative of a Middle East peace. By supporting the peace process, the General Assembly would honor the bedrock principles upon which the UN Charter resides, while encouraging the Palestinians, Arab states and Israel to continue on the road towards an enduring and comprehensive settlement.

The new Middle East peace process resolution stressed the importance of achieving a comprehensive, just and lasting peace. It expressed full support for the achievements of the peace process thus far, including the Declaration of Principles on Interim Self-Government Arrangements signed by Israel and the Palestine Liberation Organization, and the agreement between Israel and Jordan on a common agenda. The resolution called for rapid progress on other tracks of the Arab-Israeli negotiations. It further welcomed international support for the economic and social development of the Palestinian people, commended an active UN role in the Middle East peace process and encouraged regional development and cooperation.

The General Assembly adopted two other resolutions on December 14, also under the agenda item, "The situation in the Middle East." The United States abstained on a resolution concerning Jerusalem and voted against a resolution on the Golan Heights. This year, the "Omnibus" resolution, traditionally tabled under the Situation in the Middle East agenda item, was not introduced in the General Assembly. In the past, the United



States found this resolution highly objectionable in its treatment of issues related to the occupied territories.

Resolution 48/59 A, adopted by a vote of 141 to 1, with 11 abstentions (U.S.), concerned the status of Jerusalem. It determined "that Israel's decision to impose its laws, jurisdiction and administration on the Holy City of Jerusalem is illegal and therefore null and void and has no validity whatsoever." The Deputy U.S. Permanent Representative said in his explanation of vote that the United States, consistent with past practice, would abstain on the resolution. He noted that Jerusalem must remain undivided, but that its final status should be decided through negotiations.

Resolution 48/59 B, on the Golan Heights, was adopted by a vote of 65 to 2 (U.S.), with 83 abstentions. This annual resolution was improved modestly over previous texts, but retained past language on Israeli annexation of territory, Israeli failure to comply with UN Security Council resolution 497, and demands for Israeli withdrawal from the Golan. The U.S. Representative gave an explanation of vote indicating that the United States opposed language which could be considered to prejudge the outcome of negotiations between the parties.

### *Question of Palestine*

The General Assembly on December 20 adopted four resolutions under the agenda item, "Question of Palestine." The United States opposed all of these annual resolutions, mainly because they reflected an outdated and unbalanced approach to Middle East issues. Three of the resolutions were virtually unchanged from the previous year. The fourth resolution, entitled "Peaceful settlement of the question of Palestine," was renamed from previous versions and deleted its traditional call for an international conference.

Resolution 48/158 A endorsed the efforts of the General Assembly's Committee on the Exercise of the Inalienable Rights of the Palestinian People. The United States has long regarded this Committee as serving political aims of the PLO while ignoring or suppressing other points of view. The General Assembly voted 106 to 3 (U.S.), with 40 abstentions, in favor of the resolution. Resolution 48/158 B concerned the UN Secretariat's Division for Palestinian Rights and was adopted by a vote of 107 to 2 (U.S.), with 41 abstentions. The United States views the Division for Palestinian rights as traditionally biased in its treatment of issues in the region.

Resolution 48/158 C called on the UN Secretariat's Department of Public Information, in cooperation with the Committee on the Exercise of the Inalienable Rights of the Palestinian People, to continue its special information program on the question of Palestine, with particular emphasis on public opinion in Europe and North America. It was adopted by a vote of 147 to 2 (U.S.), with 2 abstentions.

Resolution 48/158 D, "Peaceful settlement of the question of Palestine," replaced previous versions of a resolution formerly entitled, "International Peace Conference on the Middle East." The new text dropped the previous call for the convening of an international peace conference on the Middle East under UN auspices, "with the participation of all parties to the conflict, including the Palestine Liberation Organization, on an equal footing, and the five Permanent Members of the Security Council." This year's resolution was improved from earlier texts, but still cited definitive positions on issues reserved for final status negotiations between the parties. It was adopted by a vote of 92 to 5 (U.S.), with 51 abstentions.

The U.S. Representative, in an explanation of vote on the question of Palestine resolutions, commented that the parties in the region have moved beyond these resolutions, and the General Assembly should do so as well. He noted specifically:

This year's resolution entitled, "Peaceful settlement of the question of Palestine," is greatly improved over its predecessor texts that called for an international peace conference on the Middle East. The resolution, however, speaks conclusively to issues under direct negotiation between the parties of the region. The General Assembly should support the process of those negotiations for all the parties to resolve their differences directly, without prejudging their outcome. At this important moment, we want to avoid focusing on issues or statements that divide and polarize.

This year, sponsors of the question of Palestine resolutions tabled but did not bring to a vote a traditional fifth resolution, "The uprising (Intifadah) of the Palestinian people." The U.S. Representative commended deferral of this resolution, and said that the United States had hoped to see deferral of all resolutions in the question of Palestine category.

### *Israeli Practices in the Occupied Territories*

Seven resolutions under the agenda item of Israeli practices have traditionally been adopted by the General Assembly. These resolutions are debated and voted upon first by the General Assembly's Special Political and Decolonization Committee, and then voted upon by the General Assembly plenary. The Arab Group sponsors of these resolutions took a major step forward at

the 48th General Assembly by merging four resolutions into one. Three remaining resolutions were improved to varying degrees from previous versions. All four resolutions were adopted by the plenary of the General Assembly on December 10. The United States voted against two and abstained on two.

Resolution 48/41 A was entitled, "Report of the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories." This year's version of the resolution was dramatically improved over previous texts, which had criticized harshly alleged Israeli practices in the occupied territories, e.g., collective punishment, demolition of houses, use of undercover units as death squads and ill treatment and torture of prisoners. This year's resolution evolved into a primarily technical text, limited largely to the mandate of the Special Committee. It was adopted in plenary by a vote of 93 to 2 (U.S.), with 65 abstentions. In an explanation of vote in Committee, the U.S. Representative took note of major improvements in this resolution. He said, however, that the United States continues to believe that the Special Committee itself is biased, superfluous and unnecessary.

Resolution 48/41 B reaffirmed the applicability of the Fourth Geneva Convention to the occupied territories, and demanded that Israel accept and comply with its provisions. This year's resolution deleted from previous texts a reference that condemned Israel. The resolution was adopted by a vote of 152 to 1, with 6 abstentions (U.S.). This year, the United States did not call for a separate vote on operative paragraph 1, which reaffirmed the applicability of the Fourth Geneva Convention. The U.S. Representative noted in his explanation of vote, however, that the United States continues to believe that the Geneva Convention relative to the protection of civilian persons in time of war is applicable to the occupied territories.

Resolution 48/41 C drew together elements of four resolutions adopted the previous year under this agenda item. This year's consolidated text called on Israel to facilitate the return of deported Palestinians and respect fundamental freedoms of the Palestinian people. Other operative paragraphs determined that Israeli actions in violation of the Geneva Convention and Security Council resolutions were illegal, as were Israeli settlements in the occupied territories. Resolution 48/41 C was adopted by a vote 106 to 2 (U.S.), with 48 abstentions.

Resolution 48/41 D, on the Golan, condemned Israel's decision to extend its laws, jurisdiction and administration to the

occupied Golan Heights. It declared this decision to be null and void and to have no legal effect. The Golan resolution was similar in both tone and substance to prior texts. As a result of changing attitudes in the General Assembly, especially in the wake of breakthroughs in the Middle East peace process, the Golan resolution drew considerably less support than in the past. It was adopted by a vote of 85 to 1, with 68 abstentions (U.S.). The U.S. position remains that the Golan is occupied Syrian territory and that the provisions of the Fourth Geneva Convention therefore apply to it. The United States abstained on the resolution for two reasons: it contained harsh and unbalanced rhetoric, and issues concerning the Golan should be resolved through negotiations in accordance with Security Council resolutions 242 and 338.

In an explanation of vote, the U.S. Representative said the United States has a strong interest in the human rights situation in the occupied territories. But he noted that debate on issues such as settlements diverts attention from the real task of promoting peace through direct negotiations between the parties. He added that one-sided and outmoded rhetoric is divisive and does not contribute to the negotiations. In this sense, he commented, the resolutions are more symbolic than helpful.

He also confirmed the long-standing U.S. objection to references such as "occupied Palestinian territory, including Jerusalem," or "Palestinian and other Arab territories occupied by Israel since 1967, including Jerusalem." The United States opposes such references because they could be considered as prejudging the outcome of negotiations. He confirmed that the United States considers the phrases in question to describe the territories demographically and geographically, are limited to territories occupied in 1967, and do not prejudice their status, which can be resolved only through negotiations.

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

The Special Political and Decolonization Committee annually considers draft resolutions related to activities of the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). UNRWA is mandated by the General Assembly to provide education, health and relief services to Palestinian refugees in Lebanon, Jordan, Syria and the occupied territories of the West Bank and Gaza.

During Committee debate, draft resolutions similar to those adopted in previous years were tabled by various sponsors. Ten

were approved by the Committee on December 8 and referred to plenary where they were adopted on December 10. The United States supported three of the resolutions, voted against six and abstained on one. The traditional UNRWA resolution on resumption of ration distribution to Palestine refugees was not brought to a vote by its sponsors. Two new resolutions were tabled concerning Palestine Liberation Organization (PLO) participation in the UNRWA Advisory Commission. One of these two resolutions was not brought to a vote by its sponsors, and the other was withdrawn by its sponsor. The General Assembly plenary, however, decided by consensus that the UNRWA Advisory Commission should establish a working relationship with the PLO.

This year, in contrast to prior practice, the United States did not sponsor resolution 48/40 A, on "Assistance to Palestine refugees." A slightly updated version of the resolution was sponsored by members of the European Union. The resolution urged governments to contribute generously to UNRWA humanitarian programs. It was adopted in plenary by a vote of 159 to 0, with 2 (U.S.) abstentions.

The U.S. Special Adviser, in his explanation of vote, confirmed strong U.S. support for UNRWA. He noted that the United States is UNRWA's largest donor, and commended UNRWA's excellent work in the fields of health, education, training and refugee relief. Given breakthroughs in the Middle East peace process, the United States believed that traditional approaches to the Arab-Israeli conflict should be modified appropriately. In this respect, resolution 48/40 A's routine citation of UN General Assembly resolution 194 of 1948 was no longer appropriate. Resolution 194 had prescribed a particular outcome with respect to the return and compensation of Palestinian refugees. Accordingly, the U.S. Adviser said, we want to avoid focusing on issues or statements that divide and polarize. He reminded the Committee that parties of the region differ on key aspects of the refugee issue, and that these differences should be addressed at the negotiating table, as the parties themselves have agreed. For this reason, he said, the United States abstained on resolution 48/40 A.

Two resolutions also expressed general support for UNRWA's humanitarian efforts and were adopted unanimously. They were entitled, "Working group on the financing of the UN Relief and Works Agency for Palestine Refugees in the Near East," (Resolution 48/40 B) and "Assistance to persons displaced as a result of the June 1967 war and subsequent hostilities." (Resolution 48/40 C.)

Resolution 48/40 D, "Offers by member states of grants and scholarships for higher education, including vocational training, for Palestine refugees," appealed to governments and organizations to contribute generously to institutions providing education to Palestinians. It was adopted by a vote of 161 (U.S.) to 0, with 1 abstention. The United States reserved its position on the resolution's operative paragraph five, referring to a proposed Jerusalem university "Al-Quds" which the United States did not endorse.

Resolution 48/40 E, "Palestine refugees in the Palestinian territory occupied by Israel since 1967," demanded that Israel "desist from the removal and resettlement of Palestine refugees . . . and destruction of their shelters." The resolution was adopted in plenary, 157 to 2 (U.S.), with no abstentions. The United States opposed this resolution and many of the remaining UNRWA resolutions because of their sweeping, unbalanced criticism of Israel's treatment of refugees.

Resolution 48/40 F, entitled "Return of population and refugees displaced since 1967," reaffirmed "the inalienable right of all displaced inhabitants to return to their homes or former places of residence" in the occupied territories. The resolution was improved from previous texts, but remained objectionable to the U.S. in its prejudgment of issues to be negotiated by the parties. Resolution 48/40 F was adopted by a vote of 152 to 2 (U.S.), with 5 abstentions.

Resolution 48/40 G, "Revenues derived from Palestine refugees' properties," asked the Secretary General to establish a fund for receipt of income, on behalf of displaced Arab owners, derived from their property and assets in Israel. The resolution passed with a vote of 114 to 2 (U.S.), with 44 abstentions.

Resolution 48/40 H, "Protection of Palestine refugees," urged the Secretary General and Commissioner General of UNRWA to continue their support for the safety, security, legal rights and human rights of Palestinian refugees in the occupied territories. It was adopted by a vote of 153 to 2 (U.S.), with 6 abstentions.

Resolution 48/40 I called for the establishment of the "University of Jerusalem (Al-Quds) for Palestine Refugees." This resolution was adopted by a vote of 156 to 2 (U.S.), with 2 abstentions. The United States supports practical efforts to promote higher education opportunities for Palestinians, but opposed the resolution for presenting an unrealistic approach.

Resolution 48/40 J was entitled, "Protection of Palestinian students and educational institutions and safeguarding of the

security of the facilities of the UN Relief and Works Agency for Palestine Refugees in the Near East in the occupied Palestinian territories." This resolution passed by a vote of 159 to 2 (U.S.), with no abstentions.

When these resolutions were voted on in Committee, the U.S. Adviser to the 48th session of the General Assembly emphasized U.S. concern about the Palestinian refugee situation and underscored support for UNRWA. He commented, however, that many of the resolutions, in addition to containing unbalanced criticism of Israel, made proposals that the United States considered financially unsound. Such resolutions, he said, make no practical contribution to UNRWA's objectives. Rather, they only serve to exacerbate tensions in an already difficult atmosphere in the occupied territories. He concluded that the United States hopes for further rationalization of the far too many resolutions adopted under the UNRWA agenda item.

#### *Cooperation Between the United Nations and the League of Arab States*

On November 22 the UN General Assembly adopted by consensus resolution 48/21 on "Cooperation between the United Nations and the League of Arab States." This was the first occasion since 1983 that the United States did not vote against this resolution.

U.S. support for the resolution resulted from improvements in the text, and notably the deletion of references to other General Assembly resolutions inconsistent with U.S. policies. The U.S. Representative made an explanation of vote commending the cosponsors of the resolution for modifying past language. He said that the resolution is now a technical resolution, focusing on cooperation between the United Nations and regional organizations, like other similar resolutions. He added that adopting this resolution by consensus reflects the new spirit of progress in the Middle East peace process.

#### *Cooperation between the United Nations and the Organization of the Islamic Conference*

The UN General Assembly adopted resolution 48/24 by consensus on November 24. It was entitled, "Cooperation between the United Nations and the Organization of the Islamic Conference." The United States traditionally supports this resolution, which contains no contentious language. The resolution endorses a wide range of cooperative activities involving the United Nations and its specialized agencies.

## *Iraq*

Throughout 1993 UN Security Council activity focused on the critical issue of Iraqi failure to comply with the series of resolutions that followed Iraq's invasion of Kuwait in August 1990. The United States played a leading role in Security Council efforts to achieve Iraqi compliance with the requirements of Security Council resolutions 687, 688, 715 and others.

The Security Council approved two new resolutions on Iraq during 1993: resolution 806 expanding UNIKOM's mandate, and resolution 833 on demarcation of the Iraq-Kuwait boundary.

Resolution 806 was passed unanimously on February 5. It requested that the Secretary General plan and execute a phased deployment to strengthen the UN Iraq-Kuwait Observation Mission (UNIKOM). The resolution also incorporated an expansion of UNIKOM's rules of engagement, to allow action that would prevent or redress violations of the boundary area, including a 15-kilometer wide demilitarized zone. The adoption of resolution 806 followed several reports by the Secretary General on the border situation and proposals to strengthen UNIKOM. These proposals responded in part to serious Iraqi violations of resolution 687 in January, which had in turn drawn Security Council Presidential statements issued on January 8 and 11. At year's end, arrangements were near completion for strengthening UNIKOM through deployment of a mechanized infantry battalion.

Resolution 833 was adopted unanimously on May 27. This resolution followed submission of the final report of the Iraq-Kuwait Boundary Demarcation Commission to the Secretary General. Resolution 833 reaffirmed that the decisions of the Iraq-Kuwait Boundary Demarcation Commission were final, and demanded that Iraq and Kuwait respect the inviolability of the international boundary as demarcated by the Commission, and the right to navigational access. The U.S. Permanent Representative commended the Boundary Demarcation Commission for successful completion of its work under difficult circumstances. She underscored the importance the United States attached to the inviolability of the boundary. The UN Iraq-Kuwait Boundary Demarcation Commission held its final meeting in Geneva September 16-17. The Commission forwarded supplementary reports on technical aspects of boundary demarcation to the Secretary General. These reports concluded the work of the Commission, and the Commission was disbanded.

On June 28 the President of the Security Council issued a statement that affirmed, in response to an Iraqi letter, that the Iraq-Kuwait boundary demarcation did not reallocate territory



between Iraq and Kuwait, but simply carried out the technical task necessary to demarcate for the first time precise coordinates of the boundary. On November 23 the Security Council approved a Presidential statement expressing concern about recent Iraqi violations of the Iraq-Kuwait boundary, when large numbers of Iraqi nationals crossed the boundary illegally.

During 1993 the Security Council reviewed, at 60-day intervals, Iraqi compliance with the requirements of resolutions 687, 688 and others. These sessions were conducted in accordance with sanctions review procedures established by resolutions 687 and 700. Each review found widespread Iraqi refusal to accept the requirements of relevant resolutions, and Council members thus agreed not to modify the existing sanctions regime.

The United States has regarded Iraq's failure to accept resolutions of the Council as a major global concern. On many occasions in the Security Council, U.S. officials outlined the scope of Iraqi noncompliance. Examples of noncompliance in the area of weapons of mass destruction included interference with UN Special Commission inspections and refusal to identify foreign sources for weapons programs. Other Iraqi violations of resolution 687 include refusal to recognize the inviolability of the Iraq-Kuwait boundary, failure to account for Kuwaiti detainees and failure to return stolen Kuwaiti property. On November 26 Iraq informed the Security Council that it formally accepted resolution 715, adopted by the Council in October 1991. The President of the Council, on December 5, acknowledged Iraq's acceptance and reminded Iraq of its obligations regarding ongoing monitoring and verification in accordance with the resolution.

U.S. officials also drew frequent attention to Iraq's refusal to cease repression of civilians and cooperate with humanitarian relief efforts as required by resolution 688. Iraqi actions ranged from bureaucratic obstruction to assault, terrorism and sabotage against nongovernmental organization and UN relief workers. The United States supported the UN Human Rights Commission Special Rapporteur's concept for assignment of human rights monitors in Iraq, although this recommendation was not implemented during the year, mainly for budgetary reasons.

In response to Iraq's continued military action against civilians in southern Iraq, the United States, in collaboration with coalition partners, maintained Operation Southern Watch to monitor compliance with resolution 688 and deter Iraqi violations. This operation precluded flights by Iraqi fixed or rotary wing aircraft south of the 32nd parallel and came to be known as the "southern no-fly zone." Coalition members also continued to

enforce a similar no-fly zone in northern Iraq, above the 36th parallel.

U.S. officials repeatedly urged that Iraq ease civilian suffering by selling oil, in accordance with resolutions 706 and 712, to purchase food and other humanitarian items. The Iraqi Government held discussions with UN Secretariat officials in July and August on possible implementation of resolutions 706 and 712. Those discussions concluded unsuccessfully, due to Iraqi refusal to accept essential terms of the resolutions.

On December 20 the UN General Assembly adopted resolution 48/144, condemning the Iraqi government's violation of human rights throughout the country, by a vote of 116 (U.S.) to 2, with 43 abstentions.

## **Africa**

### *South African Policies of Apartheid*

The General Assembly adopted four apartheid-related resolutions on December 20, 1993. Resolution 48/159 A, entitled "International efforts towards the total eradication of apartheid and support for the establishment of a united, nonracial and democratic South Africa," resolution 48/159 B, entitled "Program of work of the Special Committee against Apartheid," resolution 48/159 C, entitled "Work of the Intergovernmental Group to Monitor the Supply and Shipping of Oil and Petroleum Products to South Africa," and resolution 48/159 D, UN Trust Fund for South Africa," were all adopted by consensus.

Significant action was taken this year in resolution 48/1, "Lifting of sanctions against South Africa," adopted on October 8 by consensus. The resolution lifted the prohibition and restrictions on economic relations with South Africa, and called for the lifting of the oil embargo as of the date the Transitional Executive Council becomes operational.

### *Angola*

Hostilities between the Government of Angola and the National Union for the Total Independence of Angola (UNITA) continued throughout 1993. The Security Council passed resolution 804 on January 29 condemning the resumption of hostilities between the two parties and the initial rejection by UNITA of the (September 1992) election results and extending the mandate of the UN Angola Verification Mission (UNAVEM II). The Security Council demanded an immediate ceasefire between the parties and agreement on a timetable for the implementation of the

peace accords. The U.S. Representative supported the resolution but noted that UNAVEM II and concerned nations could not impose peace where the will for peace does not exist.

Resolution 811 of March 12 strongly condemned the persistent violations by UNITA, its continued rejection of the election results, its unwillingness to negotiate with the government of Angola and its seizure of provincial capitals. After voting for this resolution, the U.S. Representative decried the deteriorating situation in Angola and UNITA's failure to participate in the February talks in Addis Ababa and expressed strong support for the peace efforts of the Secretary General and his Special Representative.

Angola was the subject of two more resolutions, 834 of June 1 and 851 of July 15, each renewing the mandate of UNAVEM II for a limited period and supported by the United States. Resolution 864 of September 15 prohibited the sale or supply of arms and related materiel, as well as petroleum and petroleum products, to UNITA and deplored repeated attacks by UNITA on UN personnel. The U.S. Permanent Representative stated that the leadership of UNITA must understand that the international community holds it responsible and will not tolerate its continued attempts to wage a war on its own people to conquer militarily what it could not win through a democratic election.

On October 6 UNITA issued a statement in which it accepted the results of the September 1992 elections. In the same month, UNITA declared a unilateral ceasefire, although the government of Angola charged that UNITA was still engaged in hostilities. From October 25–31 exploratory talks began in Lusaka to ascertain whether negotiations could be resumed. The UN special representative and representatives from the three observer states, United States, Russia and Portugal, participated in the talks. On October 30 UNITA informed the Secretary General of its willingness to withdraw troops to UN monitored areas, the modalities for which would be part of the negotiations with the Government of Angola.

Negotiations in Lusaka continued through the end of the year, as did hostile actions from both sides. Resolution 890 of December 15, supported by the United States, extended UNAVEM II until March 16, 1994. The U.S. Representative announced U.S. readiness to assist both parties to reach agreement, but cautioned that the international community will need cogent demonstrations from both the government and UNITA that they are indeed committed to peace if it is to assist in implementing an eventual peace accord.

### *Burundi*

On November 3 the General Assembly adopted by consensus resolution 48/17, which expressed grave concern at the attempted military *coup d'état* in Burundi in October, condemned the assassination of the President of the Republic and other political leaders, and expressed support for the efforts of the Secretary General of the United Nations and the Organization of African Unity to promote a return to democracy in Burundi.

### *Comorian Island of Mayotte*

This question has been on the General Assembly's agenda since 1976. The dispute between France and the Federal Islamic Republic of the Comoros hinges on the status of the island of Mayotte. On December 13 the General Assembly adopted resolution 48/56 by a vote of 91 to 2, with 36 (U.S.) abstentions. It reaffirmed the sovereignty of the Comoros over Mayotte and urged France to accelerate the process of negotiations with the Government of the Comoros with a view to ensuring the prompt and effective return of the island of Mayotte to the Comoros. This resolution also asked the Secretary General to report on the progress of this matter to the 49th session of the General Assembly.

### *Liberia*

In early 1993 the National Patriotic Front of Liberia (NPFL) and the United Liberation Movement for Democracy in Liberia (ULIMO) factions continued their attacks against peacekeeping troops from the Economic Community of West African States (ECOWAS) Military Observer Group (ECOMOG). In March the Secretary General appointed a special representative to oversee peacekeeping operations in Liberia.

On March 26 the Security Council passed resolution 813, which condemned the violations of the 1990 ceasefire and also reaffirmed the Security Council's reliance on the Yamoussoukro IV Accord to provide a workable framework for peaceful resolution. Resolution 813 welcomed the special representative's appointment and called upon the Secretary General and ECOWAS to consider reconvening a meeting of all Liberian factions to restate their commitment to the Yamoussoukro IV Accord.

In July 1993 the United Nations, ECOWAS and representatives of the three main Liberian factions met first in Geneva and subsequently in Cotonou, Benin, to hammer out what has since become known as the "Cotonou Accord." This document, signed July 25, called for a ceasefire, establishment of a Transitional Government composed of representatives of the three factions,

elections to be held within 6 months, and the disarmament of combatants to ECOMOG troops. These troops had to be "expanded" by the addition of contingents from other, non-ECOWAS African nations in order to carry out their disarmament tasks successfully.

In resolution 856 on August 10, the Security Council welcomed the Secretary General's decision to send a technical team to Liberia to study the proposed establishment of the UN Observer Mission in Liberia (UNOMIL); approved the advance dispatch of 30 military observers to monitor ceasefire violations; and commended efforts by ECOWAS in support of the peace process. In late September, the United States announced a pledge of \$19.83 million to the UN Trust Fund for Liberia to support the expansion of the ECOMOG peacekeeping operation in Liberia. An additional \$11 million was added in December, bringing the total U.S. financial support for ECOMOG peacekeeping to \$30.83 million.

On September 22, the Security Council passed resolution 866. This established a 300-person UNOMIL observer force with a mandate of 7 months' duration to monitor compliance with the peace agreement; observe and verify the election process; develop a plan for demobilization of combatants; train ECOMOG troops in demining; and coordinate peacekeeping efforts with ECOMOG. There was praise once again for the major role by ECOWAS in this peacekeeping operation.

By year's end, ECOMOG troops were joined by a contingent from Tanzania; Ugandan troops arrived early in the new year. UNOMIL and ECOMOG were working out a plan for disarmament and demobilization of the factional armies, and negotiations were under way for formation of the transitional government and holding national elections.

### *Libya*

The Security Council adopted resolution 883 on November 11, imposing additional sanctions against Libya for its failure to comply with two previous resolutions, 731 and 748. Resolution 883 was sponsored by the United States, United Kingdom and France. It concerned terrorist attacks on the Pan Am 103 and UTA 772 civilian aircraft flights, and was adopted by a vote of 11 (U.S.) to 0, with 4 abstentions. The U.S. Permanent Representative, Ambassador Madeleine Albright, stated in an explanation of vote that resolution 883 "demonstrated for all to see that the Security Council is steadfast in its opposition to international terrorism."

Resolution 883 established new sanctions that included a limited freeze on Libya's overseas financial assets and an embargo on selected oil refining and oil transportation equipment. The resolution also tightened certain provisions of resolution 748 which limit civil aviation ties with Libya. These new sanctions took effect on December 1, 1993.

In January 1992 the UN Security Council had adopted resolution 731. This resolution endorsed U.S., U.K. and French demands that Libya surrender for trial all those indicted in the Pan Am 103 bombing; cooperate with U.S., U.K. and French investigations of the Pan Am 103 and UTA 772 bombings; pay appropriate compensation; and cease support for terrorism.

Libya's refusal to accept the requirements of resolution 731 led to the adoption of resolution 748 in March 1992, imposing sanctions on Libya. Resolution 748 sanctions remain in force and include: a ban on air traffic into and out of Libya, worldwide restrictions on Libyan Arab Airlines offices, a ban on the provision of aircraft and related services and parts to Libya, a ban on sales to Libya of military equipment and services, reductions in Libya's diplomatic presence abroad and travel restrictions on Libyan nationals with ties to terrorism.

The Secretary General continued his efforts to secure full Libyan compliance with all resolutions. Although Libya has taken some cosmetic and easily reversible steps concerning terrorist training sites, it has yet to satisfy any of the requirements imposed by the Security Council resolutions.

Resolution 748 included a provision mandating a review of its measures every 120 days. These reviews occurred in April, August and December. Given Libya's noncompliance with the requirements imposed by the resolutions, the Security Council agreed that sanctions should remain in effect without change.

### *Mozambique*

The UN Operation in Mozambique (ONUMOZ) was the subject of five Security Council resolutions in 1993, all supported by the United States. Resolution 818 of April 14 expressed the Security Council's concern over delays affecting the implementation of the peace process. The U.S. Representative said after the vote that it was up to the Mozambican Government and the Resistencia Nacional Mocambicana (RENAMO) to ensure the speedy implementation of the peace accord, especially demobilization of the combatants. Resolution 850 of July 9 underlined the importance of holding elections no later than October 1994 and urged the government and RENAMO to begin demobilization

and to implement steps toward the formation of the new Mozambican Defense Force.

Resolution 863 of September 13 reaffirmed the importance of holding elections no later than October 1994, and urged the parties to implement all provisions of the General Peace Agreement. In October the Secretary General traveled to Mozambique to impress upon the parties the need to implement the revised timetable of the Peace Agreement. Resolution 879 of October 29 extended ONUMOZ's mandate until November 5. The next resolution, 882 of November 5, welcomed the approval by the Mozambican parties of the revised timetable and urged the parties to assemble troops and to initiate demobilization. This resolution also authorized the Secretary General to proceed with the selection and deployment of UN Police Observers, underscored the importance of making progress on electoral law and renewed the ONUMOZ mandate for 6 months, taking into account the need to achieve cost savings. In November both RENAMO and the Government of Mozambique began to order their troops to assembly areas. By December 1993, more than 50 percent of the assembly areas were operational and the ceasefire, maintained throughout the year, continued.

### *Rwanda*

The Security Council played an active role during the year in supporting efforts to end the civil war in Rwanda. It adopted resolution 846 on June 22 establishing the UN Observer Mission Uganda-Rwanda (UNOMUR) to verify that no military assistance reaches Rwanda from across the Uganda border. A force of 81 observers was deployed to monitor movements on the Uganda side of the border. On December 20 the Council renewed UNOMUR's mandate for another 6 months.

On October 5 the Council adopted resolution 872, which established the UN Assistance Mission for Rwanda (UNAMIR). Its mission is to deploy lightly armed UN peacekeepers in Rwanda to monitor observance of the Arusha peace accords, signed on August 4, which formally ended the civil war between the Government of Rwanda and the Rwandan Patriotic Front (RPF). The Arusha accords call for a 22-month transition period leading to multiparty, democratic elections. The UNOMUR and UNAMIR missions remain separate, but they are integrated administratively under one UN commander.

The first phase of the UNAMIR mission was completed during the year. Deployment of the first battalion to Kigali and establishment of the Kigali Weapons Secure Area was completed

by late December. The second phase of the mission, which includes deployment of a second battalion to the Demilitarized Zone in the north and preparation of assembly points for the Rwandan Government and RPF forces, was scheduled to begin early in 1994.

### *Somalia*

The U.S.-led United Task Force (UNITAF), which landed in Somalia on December 9, 1992, made rapid progress during early 1993 toward providing a secure environment for relief aid. The threat of famine was largely eliminated as order was gradually restored. Fifteen political leaders signed a peace pact in Addis Ababa in March, offering hope for a peaceful resolution of the Somali conundrum.

The Security Council passed resolution 814 on March 26, authorizing an expansion in the size and mandate of the UN Operation in Somalia (UNOSOM II). It called upon UNOSOM II to build on UNITAF's success by assisting the Somali people in promoting political reconciliation and reestablishing the police force. The mission of restoring an entire country was virtually unprecedented.

On May 4 UNITAF ended and UNOSOM II assumed leadership of the international peacekeeping effort. On June 5 Somali militiamen killed 24 Pakistani peacekeepers. The Security Council passed resolution 837 on June 6, calling for the arrest of those responsible for the deaths of the Pakistanis and the prompt deployment of contingents to meet UNOSOM II's requirement for 28,000 troops. On June 17 UNOSOM II issued an arrest order for General Mohammed Aideed, implicated in the June 5 incident; the ensuing manhunt was unsuccessful despite the dispatch of 400 U.S. Army Rangers in late August to assist this effort.

The Security Council approved resolution 865 on September 22, warning that those who attacked UNOSOM personnel would be held responsible; supporting the reestablishment of the police, judiciary and penal system; and encouraging political reconciliation among the various Somali factions.

On October 3-4, 18 Americans were killed and 75 wounded in a fierce street battle with Aideed's forces. On October 7 President Clinton announced that all American combat forces would be withdrawn from Somalia by March 31, 1994, but reaffirmed his commitment to assist the Somali people in finding a political solution for the conflict.



A UN-organized humanitarian conference beginning on November 30 adopted a strategy of targeting international aid to peaceful regions of Somalia as a further inducement toward peace. The Somali factions met on the margins of the conference to engage in political discussions. A follow-on conference of police donors resulted in an increasing number of pledges for trainers, equipment or personnel to help reestablish a viable police force. The United States led this effort with contributions of \$25 million in excess Department of Defense equipment and \$2 million to pay for police salaries.

Resolution 885, approved on November 16, authorized the establishment of a Commission of Inquiry to investigate the armed attacks against UNOSOM personnel and subsequent events and suspended the arrest action against individuals, including Aideed, who were implicated in these actions but not detained. Resolution 886, passed on November 18, renewed UNOSOM II's mandate through May 31, 1994, and noted the responsibility of the Somali people to cooperate and reconcile with each other.

Belgium, France and Sweden began withdrawing their personnel from Somalia late in 1993. Most countries adopted a cautious wait-and-see attitude, with some offering to increase their troop contributions to UNOSOM II. Although the hoped for political breakthrough did not occur, a number of positive events bode well for the future of Somalia: at the local and regional level factions came together and formed governing councils; a fledgling police force of some 5,000 emerged; the threat of famine was largely eliminated; and thousands of refugees returned to resume farming or other activities. International assistance for the police gathered steam, as specific pledges or general offers of assistance from Norway, Sweden, Germany, Italy, United Kingdom and the Netherlands were announced.

### *Western Sahara*

Resolution 48/49 of December 10, "Question of Western Sahara," was adopted without a vote. It reiterated support for the organization and supervision by the United Nations, in cooperation with the Organization of African Unity, of a referendum for self-determination of the people of Western Sahara. The resolution also asked the Special Committee on the Situation with regard to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples to report to the General Assembly at its 49th session.

At the end of 1993, the Secretary General and his Special Representative for the Western Sahara were still engaged in efforts to resolve differences concerning the criteria to be applied for registration of voters for the referendum to determine the future status of the Western Sahara.

At year's end, the UN Mission for the Referendum in Western Sahara (MINURSO), also charged to observe the ceasefire that went into effect September 6, 1991, had not been fully deployed. There are at present 29 American citizens, all military personnel, assigned to MINURSO. Formal deployment has been delayed until final agreement can be reached between the parties on guidelines for voter participation. The United States had contributed \$43.4 million of the approximately \$143 million for MINURSO approved by the United Nations by the end of 1993. No further requests for funds have since been made by the United Nations for the MINURSO operation.

### *Cooperation with the Organization of African Unity*

On October 15 the UN Secretary General issued a report on cooperation between the United Nations and the Organization of African Unity (OAU). The report recommended increased regional cooperation and integration, noting the constructive role regional organizations could play in preventive diplomacy, peacekeeping, peacemaking and post-conflict peacebuilding. Moreover, the United Nations called for continued cooperation with the OAU in election monitoring, refugee aid and humanitarian assistance. The two organizations noted their solidarity of opinion that popular participation in democratic elections and the protection of human rights were factors essential to the development of the African continent. The United Nations complimented the OAU for its efforts in deploying election observers to Eritrea and Malawi, and looked forward to a continuing OAU presence in South Africa. The Secretary General suggested the OAU might also be of assistance in Rwanda and Liberia. Finally, after the October coup attempt in Burundi, the United Nations asked the OAU to play a leading role in attempting to resolve the ethno-political crisis there.

On November 29 the General Assembly adopted by consensus resolution 48/25 on strengthening the cooperation between the United Nations and the OAU. That resolution praised the OAU's efforts to promote a peaceful settlement of disputes and conflicts in Africa and commended the establishment of a mechanism in June 1993 for the prevention, management and resolution of conflicts in Africa. The resolution also urged greater cooperation between the United Nations and the OAU in the

areas of economic integration among African states, the process of democratization, conflict resolution and the application of the UN Secretary General's "An Agenda for Peace." Finally, the resolution requested that the Secretary General report on the progress of cooperation between the United Nations and the OAU at the 49th session of the General Assembly.

## **Central America**

### *El Salvador*

Throughout 1993 the UN Observer Mission in El Salvador (ONUSAL) continued its active efforts to monitor and encourage compliance with the provisions of the January 1992 peace accord between the Government of El Salvador and the FMLN guerrilla movement. ONUSAL's human rights, military and police divisions played critical roles in verifying implementation of respective aspects of the peace accords. In particular, the human rights division's objective investigations into alleged human rights abuses helped dissipate the considerable tension created by recent cases. In other problematic areas ONUSAL proved adept at forging consensus among the parties that helped overcome obstacles to implementation.

In May the Security Council enlarged ONUSAL's mandate to include observing the electoral process concluding with the March 1994 national elections. The mission's new electoral division quickly began working with the Salvadoran Supreme Electoral Tribunal to maximize voter registration and pave the way for free and fair elections.

The adjunct support group comprising Colombia, Mexico, Spain, Venezuela and the United States (the "four plus one") remained actively engaged in supporting UN efforts to further the Salvadoran peace process. Friends involvement was particularly important in late summer 1993 following what the UN Secretary General called the "gravest threat to date" to the peace accords—the discovery of clandestine FMLN arms caches in El Salvador and neighboring countries.

By fall ONUSAL was increasingly concerned about growing violence in El Salvador and allegations that it was politically motivated. In November the Security Council in resolution 888, reaffirmed its support for the UN Secretary General's efforts to get an immediate investigation of illegal armed groups, and called on the Salvadoran parties to complete implementation of outstanding elements of the peace accord. Particularly, the Council urged the Government and the FMLN to remove all

obstacles to implementation of the land transfer program and stressed the need to accelerate reintegration efforts for excombatants.

In the same resolution, the Council emphasized the need for full and timely implementation of the recommendations of the "Truth Commission," and extended ONUSAL's mandate until May 31, 1994. Under the terms of the extension, the Secretary General must report to the Council by May 1, 1994, on ONUSAL operations to facilitate Council review of the mission's size and scope for the period after May 31, 1994.

### *Guatemala*

During 1993 the United Nations continued to observe sporadic talks, aimed at reaching agreement on a framework for peace negotiations, between the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca, an umbrella guerrilla organization. By late fall both parties had requested that the UN Secretary General convene a preliminary meeting, under UN auspices, with the purpose of establishing terms for the continuation of the talks. The UN General Assembly, in a resolution adopted by consensus on December 20, expressed appreciation for the Secretary General's participation in the Guatemalan peace process thus far, and asked that he continue his support for the process. (Resolution 48/161.)

An informal UN "friends" support group, comprising Colombia, Mexico, Norway, Spain, United States and Venezuela, consulted periodically in 1993 to further the process. Late in December the Secretary General agreed to convene negotiations between the parties in early January 1994 to try to reach agreement on the framework for renewed peace talks. The negotiations were expected to produce such an agreement, and to lead the way to heightened UN engagement in the peace process.

### *Haiti*

In late 1992 the UN Secretary General appointed former Argentine foreign minister Dante Caputo as his Special Envoy for Haiti, heralding an increasingly active UN role in efforts to resolve the crisis stemming from the October 1991 overthrow of President Jean Bertrand Aristide. On February 26 the Security Council issued a statement noting that the humanitarian crisis in Haiti, including mass displacements of population, could become or aggravate threats to international peace and security. In April the General Assembly authorized the dispatch to Haiti of UN personnel to join in a joint UN/OAS International Civilian Mission (ICM) charged with monitoring the human rights

situation there. A "friends" support group, comprising Canada, France, the United States and Venezuela, provided active diplomatic support for Caputo's efforts to establish a political dialogue with the Haitian parties.

On June 16 the Council imposed a mandatory petroleum and weapons embargo on Haiti (Resolution 841) to force the Haitian military to negotiate a return of power to Aristide. On July 3 the parties signed the UN-witnessed "Governors Island Accord" committing themselves to a number of steps in a settlement process to culminate in Aristide's return to Haiti on October 30, 1993. Representatives of Haitian political parties met shortly thereafter at the United Nations to establish modalities for implementing certain of the accord's provisions.

The Council subsequently suspended sanctions (Resolution 861, August 27) and authorized the deployment of a UN Mission in Haiti (UNMIH), charged with supporting the modernization of the Haitian military and the creation of a new police force, as called for in the Governor's Island Accord. (Resolution 867, September 23.) Deployment was frustrated in October when the Haitian military permitted dock-side demonstrations against the arrival of a ship carrying U.S. and Canadian UNMIH personnel. Concluding that the Haitian authorities had failed to provide a secure environment for UNMIH to function, the United Nations halted further deployment and withdrew elements already in-country. ICM personnel were also withdrawn, and the Council reimposed sanctions (Resolution 873, October 13) to pressure the military in Haiti to live up to its obligations under the Governor's Island Accord, including facilitating the mission of UNMIH.

Subsequent political efforts by the United Nations to reinvigorate the Governors Island process encountered little success, largely because of the lack of cooperation by the main Haitian parties. In December President Aristide's Prime Minister sought to restore momentum to the Governors Island process by proposing a national conference. Although Aristide initially supported the initiative, it foundered when he later withdrew that support. The four friends met in Paris in December and agreed that both Aristide and the Haitian parliament had essential roles to play in moving forward the settlement process. The friends also agreed that unless the military lived up to its commitments under the Governors Island process by January 15, 1994, they would recommend that the Council increase sanctions on Haiti.

## Western Hemisphere

### *U.S. Embargo of Cuba*

For the second consecutive year, Cuba introduced a General Assembly resolution condemning the alleged extraterritorial effects of the U.S. trade embargo against Cuba. The resolution was adopted by a vote of 88 to 4, with 57 abstentions. Albania, Israel and Paraguay joined the United States in voting against the resolution. (Resolution 48/16.)

The resolution calls upon all states to refrain from promulgating "laws and regulations whose extraterritorial effects affect the sovereignty of other states and the legitimate interests of entities or persons under their jurisdiction, as well as the freedom of trade and navigation."

The U.S. Ambassador to the Economic and Social Council, in explaining the U.S. vote against the resolution, said:

There is nothing the United States would like more than to see Cuba's doors fully opened to economic and political freedom . . . . That is the goal of our embargo. Our embargo policy has not changed in 30 years because repression in Cuba has not changed . . . . We believe we have a political and economic right to exclude as trading partners those who violate fundamental human rights and who demonstrate little respect for human dignity and the worth of the individual.

## Other Areas

### *Afghanistan*

Under the auspices of the Secretary General, a group of concerned countries referred to as the "Friends of Afghanistan" met in New York on several occasions to monitor and discuss the situation. On December 21 the General Assembly adopted by consensus resolution 48/208 on emergency international assistance for peace, normalcy and reconstruction of war-stricken Afghanistan. The resolution, *inter alia*, appealed to all member states to provide emergency assistance, urged the Afghan government to take immediate steps towards national rapprochement, and requested that the Secretary General dispatch a special mission to solicit views on how the United Nations could assist Afghanistan in this.

On December 20 the General Assembly also passed by consensus resolution 48/152 on the human rights situation in Afghanistan which, *inter alia*, urged a comprehensive, peaceful political solution, improved respect for human rights by all the parties to the conflict and the release of all prisoners of war and other prisoners held without trial.

### *Antarctica*

In resolution 38/77 of 1983, the General Assembly asked the Secretary General to prepare a study on all aspects of Antarctica, taking into account the Antarctica Treaty system and all other relevant factors. The resulting report, submitted to the General Assembly in 1984, reviewed a range of activities related to Antarctica without making any major recommendations. General Assembly resolution 39/152 of 1984 expressed appreciation to the Secretary General for the study and placed Antarctica on the provisional agenda of the 40th session.

Consideration of Antarctica by the General Assembly at its 40th session led to a regrettable polarization of views on the issue, with a number of non-Antarctica Treaty members pressing for fundamental changes in the Antarctica Treaty system, and Treaty parties rejecting the alleged need for significant changes in the system. The parties made known at that time that they would suspend their cooperation with the United Nations on Antarctica matters until consensus could again be achieved. This course of action was continued through the 48th General Assembly session in 1993. The unity of countries supporting this position was maintained.

One resolution on Antarctica was adopted by the 48th General Assembly. Resolution 48/80 dropped the call found in resolution 47/57 for the exclusion of South Africa from participation in the Antarctica Treaty. The resolution reiterated the call upon the Treaty Parties to invite the Secretary General or his representative to their future meetings. It urged the Treaty Parties to build on the agreements attained at the UN Conference on Environment and Development. It reiterated its call for the ban on mining in and around Antarctica to be made permanent. The plenary adopted the resolution by a vote of 96 to 0, with 7 abstentions, and 66 states (U.S.) not participating.

### *Cambodia*

The United Nations organized and conducted highly successful elections in May for a constituent assembly; the elections were followed by establishment of a constitutional government in September. One of the largest and most ambitious peacekeeping operations in UN history was brought to a successful conclusion by the end of the year, following the withdrawal of the last units of the UN Transitional Authority in Cambodia (UNTAC).

The Secretary General issued numerous reports throughout the year to keep the Security Council informed on a variety of issues. The Security Council passed six resolutions on Cambodia

during 1993. The first was resolution 810 which was adopted unanimously. This resolution endorsed the decision of the Supreme National Council (SNC) to hold constituent assembly elections May 23–27, urged all Cambodian parties to create tolerance for peaceful political competition and put an end to all threats or acts of political and ethnic violence and intimidation, reiterated its demand that all parties desist from all offensive military action and desist from threats of intimidation against UNTAC personnel.

In an explanation of vote, the U.S. Representative urged all parties to cooperate fully with UNTAC to guarantee that political intimidation and violence cease and that a neutral political environment be established so that free and fair elections could take place. She also urged all parties to support the results, noting that the United States was committed to supporting only the Government that emerges from the elections as the sole legitimate authority for all of Cambodia.

Resolution 826 was adopted unanimously on May 20. It expressed satisfaction with the arrangements made for the conduct of elections, commended those participating in the campaign despite violence and intimidation, condemned all acts of violence, expressed appreciation to UNTAC and called on it to work to ensure a neutral political environment, reminded all Cambodian parties of their obligations to respect the results, and reaffirmed the readiness of the Security Council to support fully the constituent assembly and the process of drawing up a constitution and establishing a new government.

Resolution 835 was adopted by consensus on June 2. It expressed the Council's intention, following certification of the election, to support fully the duly-elected assembly; called upon all parties to respect the results of the election and to help establish a democratic government in accordance with the terms of the new constitution; and urged the international community to contribute to the reconstruction and rehabilitation of Cambodia.

The U.S. Deputy Representative said the United States shared and supported the statement by the Secretary General's special representative that the conduct of the elections was free and fair. He called upon all Cambodian parties to declare their intention to respect the outcome of the elections.

Security Council resolution 840 was adopted unanimously on June 15. It endorsed the results of the election, which had been certified free and fair by the United Nations; called upon all parties to respect the results of the election and to cooperate in



securing a peaceful transition; fully supported the newly elected constituent assembly; requested that UNTAC continue to play its role in conjunction with the SNC during the transition period; asked the Secretary General to report to the Council by mid-July; and urged all states and relevant international organizations to contribute to the reconstruction of Cambodia.

Security Council resolution 860 was adopted unanimously on August 27. It approved UNTAC's withdrawal plan; supported the Constituent Assembly in drawing up a constitution; confirmed that UNTAC's functions would end upon the creation in September of a new government; and decided that, in order to ensure a safe and orderly withdrawal of UNTAC's military component, to extend the withdrawal period until November 15. The U.S. Representative said that the United States was heartened by the great progress made towards peace and national reconciliation, that we looked forward to promulgation of a constitution consistent with the principles of a pluralistic, liberal democratic system as outlined in the Paris Accords, that UNTAC had been a shining example of how a UN peacekeeping operation can help restore peace and hope to a shattered nation and that the international community still has a responsibility to assist Cambodia in rehabilitation and reconstruction.

Security Council resolution 880 was adopted unanimously on November 4. It welcomed the formation of the new government; urged member states to assist with demining; extended the withdrawal period of the mine clearance training unit until November 30 and the military police and medical components until December 31; established a team of 20 military liaison officers for a single period of 6 months to report on matters affecting security, maintain liaison with the Government of Cambodia and assist the Government in dealing with residual military matters relating to the Paris Accords; and welcomed the intention of the Secretary General to appoint a person to coordinate the UN presence in Cambodia.

### *Cyprus*

President William J. Clinton reiterated on a number of occasions the U.S. commitment to a fair and permanent settlement of the Cyprus problem. To that end, the United States remained actively engaged in supporting UN efforts seeking progress in negotiations between the Cypriot parties. U.S. officials consulted frequently with UN negotiators, the Cypriot parties, members of the Security Council, and other interested parties. U.S. Secretary of State Warren M. Christopher met Cypriot President George

Vassiliou and President-elect Glacos Clerides February 22 at Larnaca airport in Cyprus and urged progress toward a solution.

At the end of March, newly elected Cypriot President Clerides and Turkish Cypriot leader Rauf Denktash traveled to New York, meeting jointly with the Secretary General. They committed to resume face-to-face substantive negotiations, adjourned since October 1992, on May 24 at the United Nations. While in New York both leaders met with U.S. Ambassador Madeleine K. Albright.

On May 24 President Clerides and Mr. Denktash met in New York with the Secretary General and his new Special Representative Joseph Clark. Mr. Denktash requested and was granted a 5-day delay in the proceedings in order to consult with the Turkish Cypriot community on a package of confidence-building measures (CBMs) previously proposed by the United Nations. The CBMs were aimed at improving the atmosphere in which to conduct further negotiations on the "set of ideas" proposed by the United Nations as the basis for a political settlement and discussed by the parties the previous year. On June 1, Mr. Denktash was granted an additional delay until June 14. However, he did not return to the talks. The U.S. Government urged both sides to accept the CBMs in their entirety, and continued consultations with the United Nations, the Cypriot sides, and other interested parties, attempting to promote progress.

Turkish Cypriots held elections on December 12, with a coalition formed thereafter.

The UN Peacekeeping Force in Cyprus (UNFICYP) underwent significant changes in 1993. Intended to help reduce violence between the Turkish Cypriot and Greek Cypriot communities, UNFICYP had been funded entirely through voluntary contributions since its inception in 1964. In 1992 and 1993, troop contributing nations, unreimbursed by the United Nations for many years due to insufficient voluntary contributions, withdrew significant numbers of personnel and planned further withdrawals. A number of troop contributors, as a condition for their forces remaining, demanded that the basis for funding UNFICYP be changed to assessments.

Responding to these concerns, the Secretary General, in his report to the Security Council on March 30, presented a plan for restructuring and reducing the size of UNFICYP, with funding to be provided through assessments on UN member states. A British draft Security Council resolution adopting this plan was vetoed by Russia on May 11, as it believed voluntary contribu-

tions should continue to play an important part in financing UNFICYP. A new draft resolution that adopted the Secretary General's restructuring plan, called for maximum voluntary contributions, and assessed costs of the operation not met through voluntary contributions, was passed by the Council on May 27 as resolution 831. The Governments of Greece and Cyprus had pledged voluntary contributions covering more than half of the restructured UNFICYP's cost, estimated by the Secretary General at \$47 million per year.

The new plan went into effect on June 11 when the Security Council, through resolution 839, extended UNFICYP's mandate until December 15. On December 15 the Council adopted resolution 889, which extended UNFICYP's mandate until June 15, 1994. In its resolutions, the Council requested that the Secretary General to continue his good offices mission and urged the parties to make progress toward a settlement. It also requested that the Secretary General continue to examine ways to reduce UNFICYP's costs. By the end of the year, an Argentine battalion joined the remaining British and Austrian battalions as the largest contingents in UNFICYP, stabilizing the force's size at just over 1,200 personnel. (Force strength was over 2,100 in mid-1992.) The United States continues to support measures that reduce UNFICYP's costs in a manner that maintains its effectiveness.

### *Georgia*

Fighting between separatist forces in the Abkhazia region of Georgia and Georgian Government forces was temporarily reduced by a ceasefire in May 1993. However, a subsequent increase in the level of fighting prompted the United States and other Security Council members to adopt resolution 849 on July 9, asking the Secretary General to dispatch his Special Representative, Ambassador Edouard Brunner, to Georgia to assist in implementing the ceasefire. The resolution also asked the Secretary General to begin planning for the possible deployment of military observers, pending ceasefire implementation.

With the July 27 signing of a formal ceasefire, the Council, in resolution 854, adopted unanimously August 6, authorized the advance deployment of 10 military observers to verify compliance with the ceasefire. On August 24, with the ceasefire apparently holding, the United States joined other members of the Security Council in adopting resolution 858. This resolution created the UN Observer Mission in Georgia (UNOMIG) and authorized dispatch of 88 observers to monitor the ceasefire agreement. Deployment of UNOMIG personnel was suspended in September when Abkhaz forces initiated fighting in violation

of the ceasefire. On November 4 the Security Council, in resolution 881, approved the continued presence in Georgia until January 31 of no more than the five UNOMIG observers already on the ground.

Georgian and Abkhaz representatives met in Geneva November 30–December 1 under the auspices of Special Representative Edouard Brunner. Russia participated as “facilitator” and the CSCE was an observer. The United States joined France, Germany, and the United Kingdom in an informal “friends of Georgia” group to support the negotiating process. On December 1 the Georgians and Abkhaz signed an eight-point agreement, which included pledges not to use force, to exchange prisoners and to create conditions for the safe return of refugees and displaced persons. The parties agreed to reconvene in Moscow or Geneva on January 11, 1994. In light of this agreement, the Security Council, on December 22, authorized deployment of up to 55 UNOMIG observers.

### *Korea*

On April 8 the Security Council issued a statement which expressed concern about the situation in the Democratic People’s Republic of Korea, expressed support for the North-South joint declaration on the denuclearization of the Korean peninsula, welcomed all efforts aimed at resolving the situation and encouraged the International Atomic Energy Agency (IAEA) to continue its consultations with the Democratic People’s Republic of Korea.

On May 11 the Security Council adopted resolution 825 by a vote of 13 (U.S.) to 0, with 2 abstentions. This resolution called on the Democratic People’s Republic of Korea to reconsider the announcement contained in its letter of March 12 and thus reaffirm its commitment to the Non-Proliferation Treaty; called upon the Democratic People’s Republic of Korea to honor its non-proliferation obligations under the Treaty and comply with its safeguards agreement with the IAEA; requested that the Director General of the IAEA continue to consult with the Democratic People’s Republic of Korea; and encouraged all member states to facilitate a solution.

### *Nagorno-Karabakh*

During 1993, the continuing conflict between the Armenians of the Nagorno-Karabakh region of the Republic of Azerbaijan and the forces of the Republic of Azerbaijan, and in particular the continuing expansion of the conflict beyond the boundaries of Nagorno-Karabakh, prompted four Security Council resolu-

tions. The thrust of the resolutions was to condemn the escalation of hostilities and to encourage the parties to resolve the conflict with the assistance of the Conference on Security and Cooperation in Europe (CSCE). All resolutions were adopted unanimously, with active U.S. support.

In resolution 822, adopted April 30, the Security Council demanded an immediate end to hostilities and withdrawal of all occupying forces from the Kelbadjar district and other recently occupied territory. The Council also called for a resolution of the conflict within a framework proposed by the CSCE. Nagorno-Karabakh Armenian forces continued to occupy Azerbaijani territory outside the Nagorno-Karabakh region. The Council in resolution 853, adopted July 29, again condemned continuing Nagorno-Karabakh Armenian offensives, especially the seizure of Agdam. It reaffirmed its support for CSCE efforts to end hostilities and promote a negotiation process.

In September, following discussions with both parties, the CSCE issued a detailed plan that sought to link mutual Azerbaijani and Nagorno-Karabakh Armenian conflict-reduction and confidence-building steps, within a specific timetable. The Security Council responded with resolution 874, passed October 14, expressing strong support for the CSCE's plan.

In spite of the CSCE's efforts, fighting continued and the Council again, in resolution 884 of November 12, condemned ceasefire violations and the occupation of additional Azerbaijani territory (the Zangelan district and the town of Goradiz).

The conflict remained unresolved at the end of 1993.

### *Former Yugoslavia*

The United States played an active role, in close coordination with the rest of the Council, in continuing efforts to establish a framework for UN efforts to bring conflicts in Croatia and in Bosnia and Herzegovina to an end, to promote peaceful settlements of these conflicts and to prevent the spread of conflict elsewhere in the former Yugoslavia. All the Security Council resolutions concerning the former Yugoslavia adopted in 1993 were unanimous except as indicated below.

Following an upsurge of fighting in the UN Protected Areas in Croatia, the Security Council on January 25 approved resolution 802, condemning Croatian armed forces attacks and demanding the immediate cessation of hostilities.

On February 19 the Council approved resolution 807, which extended the mandate of the UN Protection Force (UNPROFOR) in the former Yugoslavia until March 31.

In response to continuing serious violations of international humanitarian law, including the practice of "ethnic cleansing," the United States worked for adoption of resolution 808 on February 22, in which the Council decided to establish an international tribunal to prosecute those responsible for serious violations of international humanitarian law in the conflict in the former Yugoslavia, and requested that the Secretary General submit a report on how this could be accomplished.

On March 30, in resolution 815, the Council extended the mandate of UNPROFOR in all of the former Yugoslavia for a further 3 months. Following up the Council's continuing concern over heightened tension in the UN Protected Areas in Croatia, the Council asked the Secretary General to report on progress toward implementing the UN plan to reduce the level of conflict in these areas.

On March 31, in resolution 816, the Council by a vote of 14 (U.S.) to 0, with 1 abstention, expanded the ban on military flights over Bosnia (the "no fly zone"), originally established in resolution 781 (October 9, 1992), to include all fixed and rotary-winged aircraft, and established measures for enforcing the ban.

In resolution 817 of April 7, the Council recommended to the General Assembly that the Former Yugoslav Republic of Macedonia be admitted to UN membership.

In resolution 819, adopted on April 16, the Council responded to the continuing Bosnian Serb siege of the town of Srebrenica by declaring it a safe area, which should be free from any armed attack. To give effect to this declaration, the resolution requested that the Secretary General increase UNPROFOR presence in and around Srebrenica.

In resolution 820, adopted on April 17 by a vote of 13 (U.S.) to 0, with 2 abstentions, the Council tightened economic sanctions against the Federal Republic of Yugoslavia (Serbia/Montenegro).

On April 28, in resolution 821, the Council by a vote of 13 (U.S.) to 0, with 2 abstentions, recommended that the General Assembly exclude the Federal Republic of Yugoslavia (Serbia/Montenegro) from ECOSOC and its subsidiary bodies and conferences. In doing so, the Council sought to strengthen the principle that the Federal Republic of Yugoslavia (Serbia/Montenegro) did not automatically continue the membership of

the former Socialist Federal Republic of Yugoslavia in the United Nations.

On May 6, in resolution 824, the Council responded to continuing Bosnian Serb military pressure on Sarajevo, Tuzla, Zepa, Gorazde and Bihac by declaring them safe areas, along with Srebrenica.

On May 25 the Council adopted resolution 827, formally establishing the International Tribunal anticipated in resolution 808.

In resolution 836, adopted by a vote of 13 (U.S.) to 0, with 2 abstentions on June 4, the Council bolstered its declaration of safe areas by authorizing UNPROFOR to take the necessary measures to accomplish their protection, and authorized the use of air power in support of UNPROFOR's protection efforts.

To attempt to stem the flow of military assistance to forces fighting the Bosnian Government within Bosnia and Herzegovina, the Council adopted resolution 838 on June 10, asking the Secretary General to report to the Council on options for deployment of international monitors along Bosnia and Herzegovina's borders.

In June the United States announced it would send troops to serve in the UNPROFOR contingent in the former Yugoslav Republic of Macedonia in order to prevent expansion of the conflict in other parts of the former Yugoslavia to this newly independent state. On June 18, in resolution 842, the Council welcomed the U.S. announcement and authorized the expansion of UNPROFOR/Macedonia accordingly.

In resolution 843, adopted on June 18, the Council welcomed establishment of a working group of the Sanctions Committee, designed to study requests under Article 50 of the UN Charter for assistance from states adversely affected by UN sanctions imposed on the Federal Republic of Yugoslavia (Serbia and Montenegro).

As part of its effort to try to ensure the protection of the six safe areas, the Council authorized the reinforcement of UNPROFOR troops and reaffirmed its decision in resolution 836 authorizing the use of air power in support of UNPROFOR by adopting resolution 844 on June 18.

Also on June 18, the Council, responding to growing tension between Greece and the former Yugoslav Republic of Macedonia, adopted resolution 845, calling on the two states to arrive at a speedy settlement of their differences.

On June 29 the Council failed to adopt a resolution that would have exempted Bosnia and Herzegovina from the arms embargo on the former Yugoslavia. The vote on the resolution was 6 (U.S.) to 0, with 9 abstentions.

On June 30 the Council adopted resolution 847, extending the mandate of UNPROFOR until September 30.

The Council adopted resolution 855 on August 9, by a vote of 14 (U.S.) to 0, with 1 abstention, calling upon the Federal Republic of Yugoslavia (Serbia and Montenegro) to reconsider its expulsion of human rights monitors of the Conference on Security and Cooperation in Europe (CSCE) from the regions of Kosovo, Sandjak and Vojvodina.

On August 20 the Council adopted resolution 857, establishing a list of 23 candidates for judges of the international tribunal. On September 16–17, the General Assembly elected 11 judges, including the U.S. candidate, Judge Gabrielle Kirk McDonald.

In the face of continuing conflict in Bosnia, the Council adopted resolution 859 on August 24. It acknowledged NATO's readiness to provide air power in support of UNPROFOR, urged the parties to the conflict to conclude a just and comprehensive political settlement and declared the Council's readiness to assist in implementing a settlement.

The Council, on September 30 and October 1, adopted resolutions 869 and 870, respectively, to provide an interim extension for UNPROFOR forces as the Council worked out substantive questions concerning UNPROFOR's mandate. With those questions resolved, the Council, in resolution 871 adopted October 4, extended UNPROFOR's mandate until March 31, 1994.

On October 21, in resolution 877, the Council appointed Ramon Escobar-Salom as prosecutor of the tribunal. Mr. Escobar-Salom subsequently withdrew.

## **Other Issues**

### **Committee on the Peaceful Uses of Outer Space**

Resolution 48/39, "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 on the Peaceful Uses of Outer Space (COPUOS) and set the program of work for COPUOS and its Legal and Scientific and Technical Subcommittees. In 1993 COPUOS and the subcommittees continued their work on questions relating to international cooperation in areas such as meteorology, astronomy and astro-



physics, space transportation, human space flight, planetary exploration and environmental monitoring.

There has been a growing awareness among member states of the need for further international research concerning orbital debris and its potential impact on space exploration. In this regard, the United States played a leading role in reaching agreement to add an item dealing with the scientific aspects of orbital debris to the agenda of the 1994 session of the Scientific and Technical Subcommittee.

The year 1993 marked the 35th anniversary of the establishment of the 53-member Committee. In 1958 the General Assembly adopted 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.

Since that time, the Committee and its subcommittees have made significant progress in promoting international understanding of the potential uses of outer space for science and engineering, communications, transportation, meteorology, environmental monitoring and medicine. The Committee has also 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.

## Law of the Sea

The third UN Conference on the Law of the Sea (LOS) began in 1973 and completed negotiations on the UN Convention on Law of the Sea in 1982. The convention will enter into force on November 16, 1994. The United States has not signed the convention, but is actively involved in efforts to amend its seabed mining provisions to address our and other industrialized countries' objections before then.

At its 48th session, the General Assembly adopted its annual Law of the Sea resolution as resolution 48/28. The resolution preserved progress made in the 1991 and 1992 resolutions, which acknowledged the need to reevaluate the seabed mining regime based on growing reliance on market principles. In addition, the resolution called on the Secretary General to accelerate his efforts to facilitate universal participation in the convention through informal consultations on outstanding problems with

the deep seabed mining provisions. Thus, as in 1991 and 1992, the United States abstained on the LOS resolution, rather than casting a negative vote. It was adopted 144 to 1, with 11 (U.S.) abstentions.

In April 1993 Ambassador Albright announced the Administration's decision to take a more active part in the informal consultations in the hope of resolving our outstanding problems with the LOS convention's seabed mining provisions. In a statement to the General Assembly during the debate on the resolution, the United States noted that, with the 60th ratification of the LOS convention, we have entered a new phase in our search for a convention that can achieve broad acceptance within the international community. The U.S. Representative observed that the consultations had made substantial progress through the production of a negotiating text of a draft agreement, and characterized its production as a manifestation of the dedication of all participants to the objective of removing the remaining obstacles to a widely accepted convention within the coming year.

## Special Political Issues

### Membership

In 1993 six nations became new members of the United Nations, and one was replaced, bringing total membership to 184 countries. The new members are the Principality of Andorra, Eritrea, Monaco, the former Yugoslav Republic of Macedonia, Czech Republic and Slovak Republic. The latter two replaced Czechoslovakia. On January 19 the General Assembly adopted resolutions 47/221 and 47/222, without a vote, approving membership for the Czech Republic and the Slovak Republic, respectively. On April 8 the General Assembly adopted resolution 47/225, without a vote, approving membership for the former Yugoslav Republic of Macedonia. On May 28 resolutions 47/230 and 47/231, adopted without a vote, admitted Eritrea and Monaco to UN membership. Finally, on July 28 the General Assembly adopted resolution 47/232, without a vote, admitting the Principality of Andorra.

These General Assembly actions followed Security Council resolutions recommending admission for: Slovak Republic (Resolution 800) on January 8; Czech Republic (Resolution 801) on January 8; the former Yugoslav Republic of Macedonia (Resolution 817) on April 7; Eritrea (Resolution 828) on May 26; Monaco (Resolution 829) on May 26; and the Principality of Andorra

(Resolution 848) on July 8. All the resolutions were adopted without a vote.

## **Israeli Credentials**

For the first time since 1981, the UN General Assembly treated Israeli credentials in a normal procedural manner. On October 29 the General Assembly adopted, without a vote, the report of the Credentials Committee. This report contained a positive recommendation on Israeli credentials. From 1990 through 1992, presentation of the Credentials Committee report to the General Assembly had been deferred, in anticipation of possible challenges to Israel's credentials. From 1982 to 1989, Israeli credentials were challenged by a proposed amendment to the Credentials Committee report. These proposed amendments were routinely defeated by procedural no-action motions.

## **Security Council Reform**

On July 20 the Secretary General issued a report (A/48/264) on the question of equitable representation on and increase in the membership of the Security Council. The report provided comments of member states in response to General Assembly resolution 47/62. On December 3 the General Assembly passed by consensus resolution 48/26 on the question of equitable representation on and increase in the membership of the Security Council. This resolution established an open-ended working group to consider all aspects of the question of increase in the membership of the Security Council and other matters related to the Security Council, and requested that the working group submit a report on its progress before the end of the 48th session of the General Assembly.

## **International Peace and Security**

The principles which guide U.S. policy toward the UN's role in maintaining international peace and security were enunciated by President Clinton in his September 27 address to the General Assembly (full text is in Appendix 1). Noting that "UN peacekeeping holds the promise to resolve many of this era's conflicts," the President stated that the United States supports UN peacekeeping not in order to "subcontract American foreign policy," but "to strengthen our security, protect our interests and to share among nations the cost and effort of pursuing peace."

In pointing out the UN's inability to become involved in all of the world's conflicts, the President stressed the need to subject all proposals for new peacekeeping operations to "the rigors of military and political analysis." To that end, he said, in evaluat-

ing proposals for new peacekeeping missions, the United States has begun asking, and the United Nations should ask: "Is there a real threat to international peace? Does the proposed mission have clear objectives? Can an end point be identified for those who will be asked to participate? How much will the mission cost?"

The President called for developing at the United Nations "the technical means to run a modern world class peacekeeping operation." He expressed U.S. support for "the creation of a genuine UN peacekeeping headquarters with a planning staff, with access to timely intelligence, with a logistics unit that can be deployed on a moment's notice and a modern operations center with global communications."

He also stressed that peacekeeping must be fairly funded, as well as adequately funded. He expressed his commitment both to work with Congress to see that U.S. peacekeeping bills are paid, and to work with the United Nations to change the peacekeeping scale of assessments, in place since 1973, to reflect the ability of others now to bear a greater share of the financial burden of peacekeeping.

During 1993, consistent with the President's guidelines, the United States supported the Secretary General's expansion of the staff of the Department of Peacekeeping Operations; establishment of a planning cell and 24-hour operations center; and transfer of responsibility for logistics to the Department of Peacekeeping Operations from the Department for Administration and Management.

The United States took the lead in organizing at the United Nations an informal "contact group" of Security Council members and major financial and troop contributors to peacekeeping operations. The contact group recommended initiatives and reforms in a number of areas including: peacekeeping command, control, and planning; civilian staffing needs; training; press and public information; budget; and management.

Many U.S. concerns in these and related areas were reflected in Security Council statements on elements of the *An Agenda for Peace* (the Secretary General's 1992 study of peacekeeping), and in General Assembly resolutions on *An Agenda for Peace*, (Resolution 47/120 B, September 20), "A comprehensive review of the whole question of peacekeeping operations in all their aspects," (Resolution 48/42, December 10) and "Strengthening UN command and control capabilities" (Resolution 48/43, December 10), all adopted without a vote.

## Efforts Toward Strengthening the Role of the United Nations

### *Charter Committee*

The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (Charter Committee) held its 18th session March 1–19. The 47-member Committee, established by the UN General Assembly in 1975, has convened annually since 1976. It considers a wide variety of proposals under the general headings of maintenance of international peace and security and peaceful settlement of disputes.

In general debate preceding work on specific proposals, delegates addressed particularly the question of the cooperation between the United Nations and regional organizations in the maintenance of international peace and security, and the question of assistance to third states affected by the imposition of sanctions under Article 50 of the Charter.

The Committee reviewed draft documents and working papers on these two subjects extensively and also considered working papers under the international peace and security heading. Additionally, the Committee addressed, under the peaceful settlement of disputes heading, the Guatemalan draft, "UN Rules for the Conciliation of Disputes Between States."

A report of the Committee's work was submitted to the Sixth Committee of the General Assembly for its review. Debate in the Sixth Committee focused on Security Council reform, cooperation between the United Nations and regional organizations, the draft rules for conciliation of disputes, and the question of assistance to third states affected by the imposition of sanctions under Chapter VII of the Charter.

On December 9 the General Assembly adopted a resolution, 48/36, endorsing the report of the Charter Committee, without a vote. The resolution sets the agenda for the future work of the Charter Committee. The Committee has been asked to give priority at its next session, in March 1994, to proposals on the implementation of assistance to third states affected by the imposition of sanctions, and to the proposal by Russia to enhance cooperation between the United Nations and regional organizations. The Committee is also requested to continue its work on the proposal by Guatemala on UN rules for the Conciliation of Disputes Between States.

## **Fiftieth Anniversary of the United Nations**

The Preparatory Committee for the Fiftieth Anniversary of the United Nations, established in accordance with a decision of the 46th General Assembly, held six meetings during the course of the year. The Committee is responsible for considering and recommending to the General Assembly proposals for suitable activities in connection with the observance of the 50th anniversary.

On October 19 the General Assembly adopted decision 48/406, without a vote, which takes note of the work of the Preparatory Committee, including its decision that the theme for the commemoration will be "We the Peoples of the United Nations . . . United for a Better World."

On December 23 the General Assembly adopted resolution 48/215, without a vote. The resolution notes that the anniversary and commemorative programs in connection with the 50th anniversary could not be financed from the regular budget, but would be financed from a Trust Fund established for that purpose. The resolution also approves, on an exceptional basis, the creation of a position at the Under Secretary General level to coordinate the activities of the anniversary.

## **Questions Relating to Information**

Questions relating to information are discussed at annual sessions of the UN Committee on Information (COI). The COI is a standing committee of the General Assembly mandated to oversee UN public information activities, including those of the UN Department of Public Information (DPI), and to coordinate information activities of UN specialized agencies. Each year it adopts a set of recommendations on information issues to submit to the Special Political Committee of the General Assembly. The Special Political Committee, after discussion, adopts the recommendation in its original or amended form as a resolution.

While discussions in the COI were once heavily ideological, since 1990 the work of the Committee has been nonpolemical and primarily concerned with the management of the DPI. In the 1993 resolution, the COI urged respect for Charter principles and in particular for freedom of the press. The Committee asked the DPI to review its publications to ensure that they fulfill an identifiable need, asked the Secretary General for a report on efforts to integrate UN Information Centers with UNDP field offices and called for timely UN publications.

The COI recommendations were adopted by the General Assembly, without a vote, in resolution 48/44 on December 10.





## Part 2



# Disarmament and Arms Control

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## Introduction

Article 11 of the UN Charter provides that the "General Assembly may consider the general principles of cooperation in the maintenance of international peace and security, including the principles governing disarmament and the regulation of armaments." From its early years, the United Nations was hampered in its efforts to promote disarmament and arms control by great-power disagreement. Since the end of the Cold War, many nations have reevaluated old policies and old alliances have broken up. As a result, many more issues are being decided by consensus. Despite a great deal of progress in this regard, some long-standing areas of disagreement persist, particularly, the question of how certain issues should be addressed in international fora. It is to be hoped that further progress can be made in rationalizing the agendas and work of the First Committee, the Disarmament Commission and the Conference on Disarmament.

## Disarmament Commission

The UN Disarmament Commission (UNDC) provides a subsidiary forum for deliberation on disarmament issues as mandated by the General Assembly, when the Assembly is not in session. It considers and makes recommendations on various problems in the field of disarmament, and follows up the relevant decisions and recommendations of the special session devoted to disarmament.

At the beginning of the 1990 session, the UNDC adopted a reform package (annex to General Assembly resolution 44/119 C) aimed at improving its functioning. As in past years, the UNDC adhered to the practice of consensus throughout the session.

In accordance with the reform package, the UNDC considered only three agenda items in 1993: process of nuclear disarmament in the framework of international peace and security, with the objective of the elimination of nuclear weapons; regional approach to disarmament within the context of global

security; and role of science and technology in the context of international security, disarmament and other related fields. However, only the working group reporting on regional disarmament was able to agree on a consensus report; the chairmen of the other working groups each submitted papers on their own responsibility that were not binding on their groups. No consensus was reached on the science and technology item, and the Commission decided at the last minute, to recommend to the UN General Assembly that it include that item in the UNDC agenda for conclusion at the 1994 session. The third item on the agenda, nuclear disarmament, received only limited treatment in 1993 and was scheduled to be concluded in 1994.

Pressure to include a new item on the UNDC agenda in 1993 continued almost until the start of the 1993 session. Most states, pushing for a new item to replace the objective information item concluded in 1992, indicated their preference for the Swedish-proposed non-proliferation. A few delegations, particularly the United States and the United Kingdom, argued, ultimately successfully, against adding a new item, so that only three items would have to be considered at this session. Their arguments centered on the practical difficulties of trying to complete two items simultaneously in 1993. The basic concern of the United States and the United Kingdom was, however, that taking up the non-proliferation item this year would mean that, in principle, it would have to be concluded in 1995 on the eve of the Non-Proliferation Treaty (NPT) extension conference, with unhelpful effects.

Much of the session was devoted to defining the terms of debate on the three items. The lack of substantive agreement on any issue was a matter of concern to many delegations and caused two traditionally strong UNDC supporters, Canada and Australia, to make on-the-record statements raising questions about the worth of the meetings.

**Working Group 1 on the Process of Nuclear Disarmament in the Framework of International Peace and Security, with the Objective of the Elimination of Nuclear Weapons.** Discussion centered on the chairman's proposed outline on "Guidelines and Recommendations for the Process of Nuclear Disarmament in the Framework of International Peace and Security, with the Objective of Elimination of Nuclear Weapons." A procedural report was adopted. The chairman's objective was to produce a paper by the end of the 1993 session that would serve as the starting point for discussion in 1994. Due to the priority given to concluding the science and technology and regional disarma-

ment items, the chairman did not accomplish this. The product of the 1993 session was an outline the chairman subsequently used to produce a draft-working paper. In addition, the Secretariat prepared two papers: a compilation of general debate statements on nuclear disarmament and a compendium of previous working papers on the subject.

**Working Group II on Regional Approach to Disarmament Within the Context of Global Security.** Work centered on the papers prepared by the chairman and was based on items in last year's chairman's papers. Despite their relative brevity, the papers contained numerous points objectionable either to the United States and other Western Delegations, or to East European Delegations or to the non-aligned. The most contentious issues related to the relationship between regional and global disarmament, the validity in the post-Cold War era of the final document of the 1978 UN General Assembly Special Session on Disarmament (SSOD I), confidence-building measures, nuclear arms control and the role of the United Nations in disarmament. Despite these and other differences, a consensus text was accepted. Although the text represents a compromise, and its call to disarmament efforts at the regional level is, therefore, not exactly deafening, it is consistent with the U.S. purpose of impressing upon the international community that the post-Cold War era requires a new arms control agenda focusing on regional security problems. The text can also be helpful in future multilateral debates on such issues as the SSOD I final document, UN role in disarmament, zones of peace and nuclear-weapon-free zones. It omits or appropriately modifies language on those issues to which the United States has had long-standing objections.

**Working Group III on the Role of Science and Technology in the Context of International Security, Disarmament and Other Related Fields.** The working group on science and technology was chaired in 1993 by the Ambassador from Mongolia. His nonpaper summarizing science and technology work during the two previous UNDC sessions, based on the 1992 science and technology report and working papers tabled earlier by some delegations, lacked balance and clearly favored non-aligned positions. Although revised several times by the chairman, with inputs from several coordinators appointed by him for assistance (India, Germany, Sweden and Brazil), it still ran afoul of national positions. The chairman selected the Canadian Ambassador to chair an open-ended drafting group, and she used the chairman's paper as a framework for the group's work. The efforts to accommodate the different national views did not pro-

duce a consensus paper. The UNDC accepted the UNDC chairman's suggestion that the science and technology item be continued in 1994 in the hope that additional time could help resolve the differences.

## Conference on Disarmament

The Conference on Disarmament (CD) is the single, global multilateral disarmament and arms control negotiating forum of the international community. The CD has a membership of 38 states, including all 5 nuclear-weapon states and 34 other states. Forty-three other states have nonmember observer status. The CD is an autonomous organization, independent of (but supported financially by) the United Nations, and it operates strictly by consensus. The Conference reports annually on its activities to the General Assembly, and resolutions adopted by the Assembly often request the Conference to consider specific disarmament matters.

During 1993, the CD was in session January 18–March 26, May 17–June 25 and July 26–September 3. The CD during this period held 22 formal plenary meetings and numerous informal meetings.

Following the successful completion of the Chemical Weapons Convention in 1992 and its delivery to the international community for signature, the CD returned to active consideration of the traditional arms control topics. Among the wide range of disarmament issues considered during 1993, those items receiving the most attention were: nuclear test ban, outer space arms control, negative security assurances and transparency in armaments (TIA). Four *ad hoc* committees were reestablished from the 1992 session: Negative Security Assurances, Arms Control in Outer Space, Transparency in Armaments and Nuclear-Test Ban.

The 1993 session closed with a renewed sense of direction and purpose, generated by the CD's decision on August 10 to negotiate a nuclear-test-ban treaty, beginning in 1994. This decision followed President Clinton's July 3 announcement on seeking a nuclear-test ban.

### *Ad Hoc Committees*

#### *Negative Security Assurances*

The Negative Security Assurances (NSA) *Ad Hoc* Committee was reestablished during the 1993 CD session "to continue to negotiate with a view to reaching agreement on effective inter-

national arrangements to assure non-nuclear-weapon states against the use or threat of use of nuclear weapons." The Committee held 11 formal meetings during the second and third sessions. The complex nature of the issues, as well as differing perceptions of national security interests, converged to impede the search for a common NSA formula.

The five nuclear-weapon states have offered unilateral assurances to the non-nuclear-weapon states; the U.S. assurance, first offered in 1978, stands as a reliable statement of U.S. policy.

### *Outer Space Arms Control*

The *Ad Hoc* Committee on the Prevention of an Arms Race in Outer Space was reestablished with a nonnegotiating mandate in 1993. Many substantive meetings were held, and the discussions concentrated mainly on outer space confidence-building measures (CBMs).

Activities in the Committee during 1993 tended to reflect a modest change in emphasis, moving away from specific legal propositions for outer space negotiations in favor of confidence-building measures. The United States and other Western Group members took an active part in discussions, belying G-21 accusations that the West wished to hinder the work of the Committee.

The U.S. position, nevertheless, remains that, while we are open to discussion of measures to prevent an arms race in outer space, we believe existing agreements and regimes provide adequate security in this regard.

### *Transparency in Armaments*

The CD's work on Transparency in Armaments (TIA) got off to a quick start when the TIA *Ad Hoc* Committee (the first ever for this agenda item) was established in the first week of the session. The Committee had a successful series of meetings in 1993, and a full range of views and topics were discussed. These included the UN Register of Conventional Arms Transfers, military holdings, procurement through national production, technology transfers and weapons of mass destruction. The Committee ended its session by recommending continued work in 1994.

### *Nuclear -Test Ban*

The Nuclear-Test Ban *Ad Hoc* Committee was reestablished in 1993, and several meetings during the first two sessions were devoted to presentations by experts on both seismic and nonseismic verification techniques. President Clinton's statement on July

3 concerning nuclear-testing policy and the follow-on August 10 decision of the CD to begin multilateral negotiations on a nuclear-test-ban treaty, gave new impetus to the work of the NTB *Ad Hoc* Committee.

The third session was marked by the development of a negotiating mandate for the Committee for next year, and preliminary consideration of a program of work for the actual negotiations, which will begin in 1994.

## Membership Expansion

In addition to the work of the *ad hoc* committees, the topic of membership expansion occupied much time and was the focus of considerable attention. With 43 nonmember observers, many of whom had applied for full CD membership several years ago, and with a new global reality in the wake of the breakup of the Soviet Union, there was an emerging sense in the CD that its membership should be expanded to reflect the changed world.

A special coordinator was appointed to develop an expansion package that would not only reflect the new world situation, but would also preserve the geographical and political balance in the CD. The proposal developed by the special coordinator, Australian Ambassador Paul O'Sullivan, included Iraq. Despite the inclusion of many friends and allies of the United States in the package, we could not accept, as a full member, any country subject to comprehensive UN sanctions, and consequently, the United States broke consensus on the proposed membership package. The issue of membership expansion remained unresolved at the end of the 1993 session.

## First Committee

The First Committee convened its 1993 session on October 18 and continued consideration of disarmament items until November 19. This session considered 48 items, an increase over the 40 resolutions considered last year. A number of resolutions were withdrawn during the course of the session, some at the 11th hour. Despite an emphasis on "rationalizing" the work of the First Committee (i.e., "streamlining" its work), as well as an appeal that Cold War era initiatives be abandoned, a number of new resolutions were introduced this year and several old and outdated resolutions were reintroduced. Some of the new resolutions proved among the more contentious initiatives considered this year, in particular, the resolution on non-proliferation of weapons of mass destruction and the resolution requesting that the International Court of Justice consider the legality of the

use of nuclear weapons. Twenty-four items were adopted by consensus, a decline from 1992.

Among the notable achievements of the session were the adoption by consensus of the resolution on a "Comprehensive Test-Ban Treaty" and the resolution on the "Prohibition of the production of fissile material for nuclear weapons or other nuclear-explosive devices." The biennial U.S.-cosponsored resolution on "Compliance with arms control treaties" was again adopted by consensus, and a new U.S.-sponsored resolution on "Establishment of a land-mine export moratorium" attracted 75 cosponsors and was also adopted by consensus.

From the U.S. point of view, another achievement was the vote on the "Israeli nuclear armaments" resolution, which was opposed by 39 delegations, up from only 3 last year, and only 1 additional vote in support, from 54 last year to 55 this year. This shift demonstrated the positive reaction of many states to the Middle East peace process and produced a shock among Arab Delegations. Finally, a Non-Aligned Movement resolution calling for the International Court of Justice to review the legality of the use of nuclear weapons was nearly brought to a vote despite broad opposition to the resolution. It was withdrawn on the last day of First Committee action.

## **General Disarmament Issues**

**Compliance.** The U.S.-sponsored resolution "Compliance with arms control limitations and disarmament agreements" (Resolution 48/63) was cosponsored by more than 50 countries and was adopted without a vote. The only change from resolutions of previous years was the broadening of the area of compliance to cover the need for compliance with obligations stemming, not only from agreements, but also from commitments assumed by states, such as unilateral declarations and UN Security Council resolutions.

Resolution 48/75 K on "Moratorium on the export of anti-personnel land-mines" was adopted without a vote.

## **Nuclear/Mass Destruction Weapons Issues**

The United States joined in the sponsorship of two key nuclear non-proliferation resolutions, which enjoyed wide support and passed by consensus. These were the resolution calling for the negotiation of a comprehensive nuclear-test ban (Resolution 48/70), and a resolution calling for the cutoff of production of fissile material for nuclear weapons. (Resolution 48/75 L.) U.S. support for both of these resolutions was expressed by Pres-

ident Clinton's announcement of July 3, which called for the prompt negotiation of a nuclear-test ban and his subsequent appeal in his speech before the UN General Assembly on September 27 for a cutoff in the production of fissile material.

Unfortunately, two Cold-War era resolutions reappeared, one calling for a "Convention on the Prohibition of Nuclear Weapons," adopted by a vote of 120 to 23 (U.S.), with 24 abstentions (Resolution 48/76 B), and a draft resolution for a freeze on nuclear weapons. The United States, joined by most of its NATO allies, voted against the first resolution. India, the sponsor of the nuclear freeze draft resolution, withdrew it after being assured of U.S. support for the cutoff resolution.

Other nuclear resolutions included proposals for the establishment of nuclear-weapon-free zones in the Middle East, Africa and South Asia. The United States supported all three. Resolution 48/71 on the Middle East and resolution 48/86 on Africa were adopted without a vote. Resolution 48/72, regarding a nuclear-weapon-free zone in South Asia, was adopted by a vote of 153 (U.S.) to 3, with 12 abstentions.

## **Conventional Arms Control**

The United States cosponsored the two most significant resolutions on conventional disarmament, the resolution endorsing the UN Register of Conventional Arms Transfers (Resolution 48/75 E), which called for greater transparency in armaments, and the resolution that called for greater transparency in military expenditures. (Resolution 48/62.) Both passed by consensus.

Both Pakistan and Germany introduced resolutions on regional arms control. Despite efforts to merge the two texts, they could not agree on a common text. The United States supported both texts. The German one was adopted without a vote (Resolution 48/75 G), while India was the only country to abstain on the Pakistani resolution, which was adopted 170 (U.S.) to 0, with 1 abstention. (Resolution 48/75 I.)

### *Other Arms Control Issues*

**Institutional Issues.** A number of First Committee actions in 1993 involved the adoption of reports of other bodies or of the Secretary General. A resolution on further rationalization of the First Committee (Resolution 48/87) was adopted by consensus. Resolution 48/76 C, on the UN Disarmament Fellowship Program, unchanged from last year, was cosponsored by the United States and adopted without a vote.



**Outer Space.** Sri Lanka, on behalf of the non-aligned, introduced the outer space resolution. (Resolution 48/74 A.) The text was almost identical to the 1992 resolution, on which the United States abstained. Following unsuccessful attempts to persuade Sri Lanka to modify some of the language or correct inaccuracies, the United States again abstained. In an explanation of vote, the United States stressed the fact that since the resolution did not take into account dramatic changes in the international situation, particularly in U.S.-Russian relations, the resolution was out of step with the times.

### **Rationalization of Work**

Resolution 48/87, "Rationalization of the work of the Disarmament and International Security Committee (First Committee)" was adopted without a vote. This item was added to the agenda of the First Committee, as a result of General Assembly resolution 47/233 of August 17, 1993, regarding revitalization of the work of the General Assembly. The resolution records the decision by the General Assembly to enhance the effectiveness of the First Committee by addressing First Committee issues in a more systematic manner and by streamlining its functioning. To that end, First Committee agenda items were clustered by theme (e.g., nuclear weapons, conventional weapons, regional disarmament, etc.). This issue will remain on the First Committee's agenda and will be further reviewed during First Committee meetings at the 49th session of the General Assembly.



## Part 3



# Economic and Development Affairs

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## Introduction

Chapter III of the UN Charter established the General Assembly and the Economic and Social Council (ECOSOC) as the principal organs of the United Nations responsible for the issues covered in Part 3 of this report. ECOSOC is vested by the Assembly with responsibility for discharging certain functions in the economic and social fields, including the promotion of higher living standards, full employment and development, solutions to international cultural and educational cooperation, and a universal respect for and observance of human rights and fundamental freedoms.

ECOSOC consists of its plenary body, five regional economic commissions, several functional commissions and a varying number of subcommissions, working groups and expert groups. The regional economic commissions and many of the other bodies are covered in this section.

In 1993 ECOSOC held its regular session June 28–July 30 in Geneva. The objectives for the 1995 Social Summit were discussed during the 3-day high-level segment of the regular session. Two themes were discussed during the coordination segment: emergency humanitarian assistance and the activities of the UN system in the struggle against malaria and diarrheal disease. Other issues on the substantive agenda included NGO consultative status with the ECOSOC, transnational corporations, sustainable development, ECOSOC reform, humanitarian and disaster relief to various countries and population.

ECOSOC's limited membership (54 countries), however, has led developing countries to prefer the General Assembly and its subsidiary bodies for substantive discussion and action on international economic development issues. As a result, the General Assembly created such entities as the UN Conference on Trade and Development for substantive discussion on international economic development issues. The General Assembly and its subsidiary bodies constitute the major forums for what

traditionally has been called the North-South dialogue, that is discussions between the developed and developing countries. During 1993 the tendency for countries to address economic development issues in independent, pragmatic ways intensified, particularly in those UN bodies with expert participation. Therefore, there was an increasing recognition that countries must establish the right domestic policies if development is to succeed, and the "North-South" dialogue was redefined as a "Partnership."

The General Assembly, in its regular sessions, is organized into six committees. The Second Committee is responsible primarily for economic affairs, and the Third Committee for cultural, humanitarian and social affairs. The Second and Third Committees receive some of their issues directly, but most are passed to them from UN system subsidiary bodies through ECOSOC.

## **Second Committee**

The General Assembly Second Committee made significant progress in a number of key areas. For the first time, the United States was able to join consensus on the resolution calling for assistance to the Palestinian people. (Resolution 48/213.) The resolution acknowledged the Israeli-PLO agreement and called for support to implement it. The Committee furthered institutional reform by adopting by consensus a resolution to restructure and reform the ECOSOC governing structures. (Resolution 48/162.) The United States was able to cosponsor another consensus resolution called "renewal of the dialogue on strengthening international economic cooperation for development through partnership." (Resolution 48/165.) The UN Secretariat is to report to the 49th General Assembly on means of promoting such dialogue. The United States sponsored another consensus resolution on entrepreneurship and privatization for economic growth and sustainable development, which received broad support for pro-market concepts. (Resolution 48/180.)

Despite the positive nature of the overall dialogue in the Second Committee, there were several issues, such as debt and economic sanctions, where we could not support resolutions. We were isolated in our opposition to the 1993 debt resolution, which was adopted 164 to 1 (U.S.), with 0 abstentions. (Resolution 48/182.) A significant number of countries, however, objected to resolution 48/168 regarding a Cuban-sponsored perennial initiative aimed at the U.S. trade embargo against

Cuba. It was adopted 116 to 32 (U.S.), with 16 abstentions and called for the elimination by developed countries of all economic sanctions used against developing countries.

## **ECOSOC Reform**

A lengthy negotiation process culminated in the adoption by consensus of resolution 48/162 on restructuring and revitalization of the United Nations in the economic, social and related fields. The objective of the resolution is twofold: to improve ECOSOC's ability to coordinate UN development activities and to improve governance of the UN's operational activities. The resolution provided that the ECOSOC will be responsible for providing the UN's operational activities with cross-sectoral coordination and overall guidance on a system-wide basis. Most directly, it abolished the governing bodies of the UN Development Program (UNDP) and UNICEF and called for their replacement by 36-member executive boards. The resolution also envisages replacing the World Food Program's Council on Food Aid with an executive board and with policy oversight shifted to the ECOSOC. Since the WFP is a joint UN/FAO program, no action can be taken until the next FAO Conference (scheduled for 1995) passes a resolution paralleling 48/162.

The reform also defined the substantive agendas for ECOSOC and the UN General Assembly's Second Committee so as to avoid overlap and repetitive debates. It furthermore asserted that the prerogatives of ECOSOC subsidiary bodies be respected within their respective issue areas. As a result, ECOSOC and the General Assembly would not review again such bodies' substantive debates or decisions when specifically requested to do so by a member state. Instead, ECOSOC's place to "add value" to the process is used in coordinating the various subsidiaries' actions from a large system-wide perspective, and then reporting as such to the General Assembly.

The reform is a significant step forward in improving the coherence of the UN's activities in economic and social fields. ECOSOC should be able to provide clear and coordinated guidance to UN field activities, while the new executive boards will provide a means for more effective participation in governance by interested governments. Further work, however, will be required to fully implement the reforms and to achieve our end objective of improved field delivery of assistance.

## **Economic and Development Issues**

### **Special Programs of Economic Assistance**

As is customary, the General Assembly adopted a number of resolutions in its 48th session calling for emergency assistance to countries suffering special hardships, such as famine, natural disaster, war or civil strife. The United States joined in consensus on all of them.

Of particular note, the U.S. Delegation worked with Arab, Israeli and PLO Delegations to adopt an unprecedented consensus resolution on assistance to the Palestinian people. (Resolution 48/213.) In the past, the United States had voted against resolutions under this title, because they were overly politicized and contained unbalanced criticism of Israeli policies. But in the spirit of accommodation that followed the September 1993 agreement between Israel and the PLO—signed on the White House lawn—the sponsors of resolution 48/213 were persuaded to drop much of the old rhetoric in favor of a more positive and constructive text. The resolution welcomes the Israeli-PLO agreement, as well as the Conference to Support Middle East Peace convened in Washington, October 1, and urges donors to provide support to implement the agreement.

The 48th General Assembly also adopted consensus resolutions calling for emergency assistance to Nicaragua, El Salvador, Yemen, Sierra Leone, Liberia, Djibouti, Sudan, Somalia, Angola, Afghanistan, Rwanda and Croatia. (Resolutions 48/8, 48/203, 48/195, 48/196, 48/197, 48/198, 48/200, 48/201, 48/202, 48/208, 48/211 and 48/204, respectively.) In addition, the United States joined consensus on resolution 48/20, calling for emergency action to combat locust infestation in Africa, and resolution 48/214, urging concerted international action to address the general economic crisis in Africa in the context of the UN New Agenda for the Development of Africa in the 1990s.

### **Development Dialogue**

The United States cosponsored an Indonesian-drafted resolution in the 48th General Assembly on strengthening international dialogue on development issues. The resolution was adopted by consensus. (Resolution 48/165.)

Resolution 48/165 moved the General Assembly beyond the divisive “North-South” polemics that dominated UN development debates in the 1970s and 1980s and placed such discussions on a new plane, based on “genuine interdependence, mutual benefits and shared responsibilities.” It asks the Secretary Gen-

eral to report to the 49th General Assembly on ways to promote such dialogue.

The U.S. Delegation worked closely with Indonesia—acting on behalf of the Non-Aligned Movement—and other delegations to modify the text, so as, to make it acceptable to both developed and developing countries, as well as the countries of the former Soviet Union.

## **Entrepreneurship and Privatization**

For the 4th consecutive year, the United States introduced a resolution in the General Assembly on entrepreneurship and privatization, directing the UN system to assist in concrete ways with the rehabilitation and development of the private sector as an engine of growth in the world economy.

Resolution 48/180 was adopted by consensus and drew dozens of cosponsors. It calls upon the UN system to increase technical assistance in support of entrepreneurship, privatization, demonopolization and administrative deregulation and to design programs and activities that will

. . . facilitate, as appropriate, the creation of enabling environments for the establishment and growth of small and medium-sized enterprises and for the support of local entrepreneurs.

The United States also joined consensus on resolution 48/60, introduced by Papua New Guinea, launching a UN initiative on opportunity and participation. Under this initiative, a panel of experts will be convened to analyze barriers to the participation of average people, particularly in developing countries, in the development of their economies and to recommend ways of enhancing such participation.

## **International Debt Problems of Developing Countries**

As in 1992 the United States cast the lone-dissenting vote on a General Assembly resolution entitled "Enhanced international cooperation toward a durable solution to the external debt problems of developing countries." (Resolution 48/182.) It was adopted 164 to 1 (U.S.), with 0 abstentions.

The United States opposed the text because it contained technical inaccuracies, failed to adequately acknowledge the progress that has been achieved in resolving international debt problems in recent years, was unbalanced in terms of the actions expected to be taken by debtors and creditors and interfered inappropriately with the mandates of international financial institutions.

The U.S. statement in explanation of this vote made clear that the U.S. Government takes the debt problems of developing countries seriously but that "the resolution calls for decisions on debt policy that really should be formulated outside this forum."

## **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, ESCAP and ECLAC.

### **Economic Commission for Europe**

The Economic Commission for Europe (ECE) was established in 1947 to strengthen economic relations and improve intergovernmental cooperation. Membership is open to European members of the United Nations, plus the United States, Canada, Switzerland and Israel. The United States has encouraged the membership and participation in ECE of all states of the former Soviet Union and the Baltic States. Since Kazakhstan became a member in December 1993, ECE membership has reached 54 which is 19 more than 5 years ago. ECE headquarters are in Geneva.

The ECE's terms of reference are broad, but members chose in a 1990 reform exercise to focus activities and resources in five priority areas: trade facilitation, environment, statistics, economic analysis and transport. In the area of trade facilitation, the ECE establishes standards for trade transactions and for the regulations governing trade transactions. The Commission's EDIFACT program (Electronic Data Interchange for Administration, Commerce and Transport) establishes global standards for computerized trade transactions, aimed at permitting increases in efficiency and financial savings.



In environment, the ECE identifies and promotes regional efforts to address transboundary environmental problems. It has provided a forum for the negotiation, adoption and implementation of important environmental conventions. The ECE also assists transition countries in addressing environmental concerns; it performed much of the preparatory work for the April 1993 Lucerne Ministerial Conference, "Environment for Europe," which developed an Environmental Action Program for Central and Eastern Europe. At the end of 1993, the ECE revised its work program and terms of reference to be more responsive to the mandates and directions laid out by the UN Conference on Environment and Development (UNCED) and by the Lucerne Declaration.

The Commission also undertakes multilateral activities in economics, transportation, science, technology and the environment, which implement Basket II provisions of the Conference on Security and Cooperation in Europe (CSCE).

The United States has supported the Commission's increased focus on the economies in transition in Central and Eastern Europe, within the framework of its current mandate and available resources. This focus has become, in practice, a sixth "priority" of the Commission. The ECE continues to hold workshops and seminars in its areas of expertise to support the integration of the economies in transition into the global economy.

The ECE Commission meets annually in Geneva. At the 48th Commission session, held in April 1993, the ECE adopted decisions on the following subjects: the work of the Commission as a whole; transport; environment and sustainable development; cooperation in the Mediterranean; economies in transition; consequences of the accident at the Chernobyl nuclear power plant; preparatory work for the Fourth Conference on Women, Beijing 1995; and provision of adequate resources. Most ECE activities are carried out through subsidiary intergovernmental bodies. Principal subsidiary bodies include committees on the five priority sectors plus committees on agriculture, energy, housing, and timber and the Senior Advisors on Science and Technology. The four working parties are chemicals, steel, engineering and automation and standardization. The most effective use of limited resources, especially in responding to the needs of transition countries, remains the critical issue in the ECE.

## **Economic and Social Commission for Asia and the Pacific**

The Economic and Social Commission for Asia and the Pacific (ESCAP), established in 1947, has 48 members in an area stretch-

ing from Iran and Azerbaijan in the west to the Cook Islands in the South Pacific and accounting for more than half of the world's population. The United States is 1 of the 10 original members, as are Russia, France, the Netherlands and the United Kingdom. There are 10 associate members, including Guam and American Samoa. 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 helps members attract outside assistance. It does not provide grants or loans of its own.

The ESCAP Commission meets annually. The theme of the 49th Commission session, held in Bangkok in April 1993, was expansion of investment and intraregional trade. The U.S. Delegation used the opportunity to emphasize the commitment of the new administration to remain engaged in the region and to forge a "New Pacific Community," as well as to highlight new U.S. policies on population and the environment. The U.S. Delegation also introduced a resolution on eradication of preventable diseases in the region, which was adopted by consensus. The resolution urges governments to take the necessary measures to eradicate poliomyelitis in the region by the year 2,000 or earlier, and also urges coordinated action to control the spread of AIDS.

Also in 1993, the United States participated in the inaugural meetings of the new thematic ESCAP committees on Poverty Alleviation Through Economic Growth and Social Development and on The Environment and Sustainable Development. The United States also participated in the Committee on Regional Economic Cooperation and its steering group, the Committee on Transport and Communications, Typhoon Committee and a special ministerial conference on urbanization.

## **Economic Commission for Latin America and the Caribbean**

The United States is 1 of 42 members of the 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 thinktank 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.” 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 (SELA). 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 with regard to the importance of open markets and the role of the private sector in economic development.

During 1993, the United States participated in ECLAC regional preparatory meetings for the International Conference on Population and Development, to be held in Cairo in September 1994, and for the International Year of the Family. At the population meeting in May, in Mexico City, the United States assumed a strong leadership role in crafting a regional consensus document on population and development and a plan of action on population matters. The Year of the Family Preparatory Meeting in August, in Cartagena, Colombia, adopted a declaration and action guidelines on family policy, which the United States supported with minor reservations pertaining to financing and the role of the state in family matters.

ECLAC holds a plenary conference every 2 years. The last was in Santiago in April 1992. The 25th plenary, to be held in Cartagena in April 1994, will focus on economic integration within the region and the region’s linkages with the global economy.

## **Economic and Development Bodies and Programs**

### **UN Development Program**

#### *Mandate and Financing*

The UN Development Program (UNDP) is a voluntary fund that finances the world’s largest multilateral program of grant technical cooperation. The program is financed by voluntary contributions from governments. In 1993 pledges to UNDP totaled \$901 million. The United States contributed \$125 million, or 13.9 percent of total government contributions. Other large donors were: Japan, \$96.1 million; Denmark, \$86.5 million; Netherlands, \$85.6 million; Germany, \$80.1 million; Sweden, \$70.8 million; Norway, \$70.7 million; France, \$54.9 million; United

Kingdom, \$44.9 million; Canada, \$41.6 million; and Switzerland, \$39.7 million.

Contributions to UNDP in 1992 totaled approximately \$1,079 million. By contrast, in 1993 total contributions to the core budget decreased by 16.5 percent, or \$178 million, to \$901 million. This sizeable drop is due to the volatility in international currency markets and reduced levels of member state contributions. For example, two major contributors, the Netherlands and Denmark, both increased their contribution levels in local currency by 4 percent over 1992; however, the actual dollar value of their contributions decreased by 3.4 percent and 1 percent, respectively, because of fluctuating exchange rates.

UNDP was established in 1966 through the merger of two earlier UN programs, the Special Fund and the Expanded Program of Technical Assistance. The General Assembly established UNDP as the principal UN mechanism for coordinating and financing technical-cooperation activities. UNDP provides grant technical assistance to developing countries, with increasing emphasis on assistance to the poorest countries and on building national capacity to manage development activities.

Projects funded by UNDP are often implemented by one of the participating technical agencies of the UN system, such as FAO, UNIDO, ILO, UNESCO, ITU or ICAO. National execution, whereby national governments or indigenous private institutions take responsibility for programmatic management has increased in recent years, however, thereby contributing to the national capacity of individual developing countries to design and implement their own development programs. UNDP itself directly implements an increasing number of projects through its in-house Office for Project Services (OPS). In 1993 OPS executed UNDP-funded projects valued at approximately \$169 million. In the same year OPS executed approximately \$173 million worth of projects funded from extrabudgetary sources, such as trust funds, development banks, bilateral donors and recipient governments under management service agreements.

UNDP is headquartered in New York City. Its Administrator, James Gustave "Gus" Speth, of the United States, assumed office in July 1993, succeeding William H. Draper III, also of the United States. He will serve a 4-year term, expiring in June 1997.

### *Governing Bodies*

UNDP is a subsidiary organ of the UN General Assembly, which sets overall UNDP policy. Through 1993, UNDP's operating policies continued to be established and its programs and

budgets approved by a Governing Council composed of representatives from 48 states—21 developed countries and 27 developing countries—although the former Yugoslavia did not participate in Council meetings in 1993. The Governing Council reports to the UN General Assembly through the Economic and Social Council (ECOSOC), which elects members to the Council for 3-year terms. Consistent with the leading role that the United States plays in UNDP affairs, the United States has been a member of the Governing Council since its establishment.

These governance arrangements prevailed, as in past years, through the course of 1993. However, in late December the 48th UN General Assembly adopted by consensus resolution 48/162 on ECOSOC reform. The resolution was the culmination of an effort by both donor and recipient countries to provide more focused and substantive governance and programmatic oversight of the development programs and funds of the UN system, including UNDP and the UN Children's Fund (UNICEF), under the overall policy guidance of ECOSOC. Resolution 48/162 contained the following key elements: responsibility for policy direction was shifted from the existing governing bodies (the Governing Council in the case of UNDP) to the ECOSOC and the existing governing bodies were replaced by new, smaller (36-member) executive boards, which would concentrate more on operational, management and financial oversight of the funds/programs than was the case heretofore. Donors were allocated one-third of the seats (12) on the new executive boards. As a result of the new governance arrangements, ECOSOC member countries at the end of 1993 had begun discussions to prepare for the elections to the new UNDP and UNICEF executive boards, which were to be held early in 1994.

In 1993 the UNDP Governing Council provided oversight for the UN Population Fund, Technical Cooperation Among Developing Countries, UN Fund for Science and Technology for Development, UN Revolving Fund for Natural Resources Exploration, UN Sahelian Office, UN Development Fund for Women, UN Volunteers and the UN Capital Development Fund. The Council also provided policy guidance for the UN Department of Technical Cooperation for Development (DTCD), which also executes UNDP-financed projects.

### *Secretariat and Field Organization*

UNDP's administrative apparatus consists of a Secretariat in New York and over 125 field offices in the developing countries where programs are being carried out. Assisted by their staffs, UNDP Resident Representatives advise recipient governments

on development plans and policies and UN assistance. Within their countries of assignment, they coordinate UNDP programs, including those of the UN Capital Development Fund, UN Volunteers, the UN Revolving Fund for Natural Resources Exploration and UNFPA. They also serve as resident representatives for, and support the work of, a number of UN technical agencies, including the World Food Program, the UN Environment Program, the UN Department of Development Services and Management Services and the Office of the UN High Commissioner for Refugees.

In most countries, the UN Secretary General has designated the UNDP Resident Representative as Resident Coordinator of the UN system development activities. In that capacity, he or she is responsible for coordination of all UN system development activities in the country to which he/she is accredited.

### *Governing Council*

The Council met in New York, June 1–18, for its annual regular session. The main decisions taken during the session related to the admission of Eritrea and the former Yugoslav Republic of Macedonia for recipient status; the status of national execution of projects and the new support cost system; review of the program of assistance to the Palestinian people; the UN Capital Development Fund; the UN Development Fund for Women (UNIFEM); a review of individual country programs, including those in Sudan and Burma, by the Standing Committee on Program Matters (SCPM); the possible merger of the Office of Project Services (OPS) into the UN Secretariat; and several UNDP financial, budgetary and administrative matters.

**National Execution and Support Costs.** The Deputy Administrator of UNDP reviewed progress on implementation of national execution of projects and the new support cost system. In his report he noted that a serious erosion of UNDP's 1993 core budget had taken place—resulting from reduced levels of contributions and currency fluctuations—which forced UNDP to limit project approvals to 75 percent of the individual country Indicative Planning Figures (IPFs) established for the Fifth Cycle (1992–1996). Total projects approved totaled only \$570 million as compared to \$900 million at the same point in the Fourth Cycle (1987–1991).

Interventions on the support-cost system agenda item were made by representatives from the UN Food and Agricultural Organization (FAO), the World Meteorological Organization (WMO) and the International Telecommunication Union (ITU),

who all expressed concern over the impact of the new support cost arrangements on their agencies. The ITU representative was particularly vocal, pointing out the lack of flexibility built into the support cost system. The representatives suggested that UNDP embark on discussions with the small technical agencies to find concrete ways to lessen the impact of these new arrangements on small technical agencies.

The U.S. Delegation stated it had serious reservations on whether the support-cost system could function in light of reduced core revenues and the impact it has had on joint project approvals during 1992 and 1993. The U.S. Delegation called for a Secretariat review to examine the procedural issues, as well as the long-term viability of the system, with a view to producing recommendations as to whether the support-cost arrangements should be changed. If so, what adjustments could be made to ensure its more effective functioning, while still affirming UNDP's central funding and coordination role. The Italian delegation agreed with the U.S. Delegation's view, but the initiative received little support from other member states. The Governing Council approved a decision that, *inter alia*, welcomed the increased use of national execution in UNDP-assisted programs; encouraged greater use of the UN technical specialized agencies in the design and backstopping of nationally executed projects; invited the Administrator to continue to seek to incorporate the smaller technical agencies into the new support cost arrangements; and reaffirmed that the results of an external independent evaluation of the new arrangements be provided to the Council in 1994.

**UN Capital Development Fund.** The Executive Director of the UN Capital Development Fund presented the UNCDF's biennial report. In addition to an operational review for 1992–1993, a report was submitted on UNCDF's loan facility and its revolving funds. There was extensive discussion supporting the Fund's work, and the Council approved a decision to endorse the continuation of the loan facility and the area-based program approach. The decision included an appeal to participating governments to substantially increase their voluntary financial support for the UNCDF.

**UN Development Fund for Women.** In the Governing Council's deliberations on the UN Development Fund for Women (UNIFEM), the Director of the Fund, Sharon Capling-Alakija, stressed the need to break the silence about violence against women. Ethnic and religious concepts, in developed and developing countries alike too often made women the primary vic-

tims of violence, she said, and none were so vulnerable as refugee women. Silence about such violence, as well as the silence surrounding such abuses as involuntary circumcision, sexual trafficking and domestic violence, needs to be broken. Several delegations agreed that violence against women was a major obstacle to the development of all societies and welcomed UNIFEM's initiative to play an advocacy role and to disseminate information on the subject, particularly with the creation of its advocacy facility. Other delegations stressed that UNIFEM must pay critical attention to equipping women refugees with employable skills. Almost all delegations congratulated UNIFEM for its serious contribution to putting gender issues on the international agenda. The Council adopted a decision recognizing UNIFEM's important role in the preparations for the Fourth World Conference on Women to be held in Beijing in 1995 and encouraging increased voluntary contributions to support UNIFEM's work.

**Office for Project Services.** Discussion of the proposed redeployment of UNDP's implementing arm, the Office for Project Services (OPS), to the UN Secretariat took place during the last 2 weeks of the 3-week Council meeting. Several member states expressed concerns regarding the status and continued effectiveness of OPS were it to be transferred. Despite lengthy explanations from UN Secretariat officials, who defended the proposal to amalgamate OPS with the Secretariat's Department for Development Support and Management Services (DDSMS), Council members called for further clarification of the modalities of the proposed transfer. Effectively, this delayed a decision on the proposed transfer and assured it priority status for debate at the 41st Council meeting in 1994.

**HIV/AIDS.** The HIV/AIDS pandemic was raised as a separate public-health issue representing a serious threat to development in less developed countries (LDCs). The United States and Canada have taken the lead in keeping, before the Governing Council, the need to improve UN system action and coordination of HIV/AIDS-related activities at the field level. The United States introduced and the Council approved a decision on HIV/AIDS, which fully supported the World Health Assembly's resolution of May 14, 1993, calling for a study of a proposed joint and cosponsored UN program on HIV/AIDS. The decision requested that the UNDP Administrator cooperate fully in the interagency consultative process leading to such a program. Similar decisions were adopted by the governing bodies of the other UN system agencies, which are proposed to be participants in the joint and cosponsored program.



### *Standing Committee for Program Matters*

Holding its fifth session since the Council created it in February 1991, the Standing Committee for Program Matters (SCPM) had become an important and effective mechanism for the review of country programs.

At the June 1993 annual session of the Governing Council, the Council's SCPM devoted considerable attention to UNDP's Burma country program, largely due to concerns over Burma's human rights record under the existing military regime. There were 18 interventions, including that of the U.S. Delegation. The majority were given by G-77 delegates supporting the UNDP Administrator's report, which proposed the expenditure of \$40 million (of the total \$90 million IPF for Burma for the Fifth Cycle, 1992-1996) over 2 1/2 years (June 1993-December 1995). Among the G-77 interventions, only the Indian Delegation cited human rights violations, stating it would like to see "a reinstatement of democratic forces" in Burma. Of the donor nation group, Japan, New Zealand and Australia supported the Administrator's proposal, although Australia asked for a hold on left-over Fourth Cycle (1987-1991) funds. Other donor nations, including Canada, Denmark (speaking on behalf of the EC) and Sweden expressed concern about human rights violations by the Burmese regime. A decision on assistance levels to Burma was eventually approved. It stated that all future assistance should be clearly targeted toward programs having grass-roots level impact, particularly, addressing primary health care, the environment, HIV/AIDS, training and education and food security. It approved amounts released from reallocation of carried-over Fourth Cycle resources and expenditure of up to \$18 million from Fifth Cycle funds for the 18-month period to December 1994. Lastly, the decision required that the Administrator continue to approve assistance on a project-by-project basis and to report to the Governing Council to obtain approval and implementation of any new projects at its 41st session.

The UNDP submitted a report on the status of assistance to the Palestinian people. It pointed out that a large number of high impact projects had been completed in 1992 and described a further assessment study done by an independent consultant. The findings indicated increased local needs. After considerable debate, the Council approved a decision supporting the initiation of new programming and continuance of those programs not yet finished.

Governing Council debate on the Sudan country program revealed considerable U.S. and EC concern over conditions in

Sudan, condemned the government's human rights record and advocated limitations on UNDP programming, with a policy review to be conducted the following year. G-77 Council members recommended approval of the proposed program while expressing concern about donor insistence on conditioning/politicizing UNDP's assistance. Delegations noted that a large part of UNDP's proposed sustainable rural development activities actually related to food security and that program prioritization was being done by the beneficiaries themselves. The U.S. Delegation stated that under normal conditions the proposed country program would be consistent with the U.S. Government's view of the economic development needs of Sudan but that in-country conditions could hardly be termed normal. A decision was taken that approved the country program with the understanding that it will focus exclusively on food security related activity, with a subsequent policy review at the 41st Governing Council session on the enabling social, political and physical environment and its effect on programmatic implementation.

The Governing Council reviewed communications received from Eritrea and the former Yugoslav Republic of Macedonia containing requests to be given recipient status. Both countries qualified for UNDP assistance.

**Budgetary and Finance Committee (BFC).** The BFC considered the annual review of the financial situation (1992), including trust funds; revised budget estimates for the 1992-1993 biennium and budget estimates for the 1994-1995 biennium; audit reports; financial regulations; and procurement from developing countries. With respect to the 1994-1995 budget estimates, 22 national officer posts for HIV/AIDS were approved, subject to a joint review by UNDP and the WHO/Global Program on AIDS staff and in consultation with the Management Committee Task Force on HIV/AIDS, so as to coordinate the functions to be performed by the officers. Budget estimates in the amount of \$591,721,100 were approved for 1993-1994.

Given the reduced resource flows expected in 1993 and 1994, the BFC recommended adoption of a decision that, among other things, called upon the Administrator to monitor UNDP's financial situation to ensure its financial viability. With respect to audit reports, the BFC recommended that the Governing Council adopt a decision urging strict adherence to procedures regarding the hiring of consultants and more timely receipt of audited statements from executing agencies.

With UNDP no longer awash in nonconvertible rubles, the BFC recommended changes in UNDP's financial regulations which call for non-recipient donors to pay a gradually increasing share of their contributions in convertible currencies.

### *Proposed Transfer to Bonn*

In 1992 the German Government had offered Bonn as the headquarters of UNDP, UNIFEM and the UN Population Fund (UNFPA), where the three agencies would occupy—beginning in 1996—office premises that would be vacated when German Government offices were moved to Berlin. The June 1992 session of the Governing Council agreed to study the proposal and requested three reports for submission to the 40th session of the Council: a survey of UNDP member states to determine the potential impact on them of such a relocation; a management study to be done by UNDP on the effect of the proposed transfer; and a report to be prepared by the UN Secretariat on administrative implications.

The three reports were considered by the Governing Council at its 40th session. It was noted that a majority of those Council members surveyed expressed an interest in retaining UNDP headquarters in New York City. The Council approved a decision that thanked Germany for offering to host the agencies in Bonn, but took no action on the proposal. The decision merely refers the proposed transfer to the 41st Council session in 1994 for further consideration.

### *Appointment of New Administrator*

The second 4-year term of UNDP Administrator William H. Draper, III, was due to expire at the end of December 1993. However, prior to the 40th session of the Governing Council, Mr. Draper made known his desire to depart effective July 15, 1993.

In early May, President Clinton recommended to the UN Secretary General the appointment of James Gustave "Gus" Speth, a renowned U.S. environmental leader and founder/president of the World Resources Institute, to succeed Mr. Draper as Administrator. Subsequently, the Secretary General shared with member states of the Governing Council his intention to appoint Mr. Speth as the new Administrator and forwarded Speth's name to the UN General Assembly for approval. In June, at the time of the 40th Council session, the reconvened 47th General Assembly unanimously endorsed the appointment of Mr. Speth, who assumed office on July 15.

### *UNDP Governing Council Special Session*

The Governing Council held a special session in New York, December 15–16 to debate further the proposed transfer of the Office for Project Services (OPS) to the UN Secretariat. The Council adopted a decision to postpone, for 1 year, the transfer of OPS to the Department of Development Support and Management Services (DDSMS). The Council took this action in order to more closely examine the proposed merger of the two entities to ensure that the action would not adversely affect the continued operational integrity and effectiveness of OPS.

### *UN Capital Development Fund*

The UN Capital Development Fund (UNCDF), established by the UN General Assembly in 1966, is a trust fund that UNDP administers. It invests capital in small-scale projects that provide early, direct and long-term benefits to low-income groups in countries officially determined by the United Nations as least developed, as well as other countries widely acknowledged as most in need of grant-capital assistance. UNCDF is the only UN organization whose primary mandate includes a focus on the least developed countries.

The Fund's managing director is the UNDP Administrator. UNCDF receives resources from donors at a pledging conference held in the fall at the United Nations in New York. UNCDF finances its administrative costs from its income. The UNDP Governing Council serves as UNCDF's executive board, and normally considers UNCDF programs on a biennial basis.

UNCDF has a small administrative staff in New York. Mr. Jules Frippiat (Belgium), was appointed to the position of Executive Secretary, the operational head of the Fund, in April 1992. In program countries, the UNDP Resident Representative serves as the representative of UNCDF as well. In countries where UNCDF has a large program, the Fund assigns either a junior professional officer, seconded from various donor countries, a UN Volunteer or a national professional officer to monitor its projects at the field level.

UNCDF is active in several sectors, including: agriculture and irrigation, infrastructure development, low-cost housing, water and sanitation, small-scale credit and industry development, health and education. In 1993 project approvals were \$40 million and project delivery totaled \$58 million.

UNCDF invests in poverty reduction through three types of program activities: building productive and social infrastructure (dams, bridges, roads, marketplaces, schools, health centers,

etc.); grants to local authorities or affinity groups for community development; and lending on a commercial basis to farmers and other producers who, because they lack collateral, would be otherwise ineligible for credit from local banking institutions.

A typical program would combine these elements in one region of a target country, normally in an area of recognized potential where UNCDF's small investments could lead to high, sustainable returns for the beneficiary population concerned. A \$3 million project was approved in Guinea. The project combines intervention at both the regional and local levels and is based on three complementary themes: restoration of the agro-ecological balance; development of rural townships to lessen demographic pressure on natural resources; provision of support services for agricultural production; and direct involvement of communities and elected local authorities in the programming, implementation and financing of investments.

In Vietnam, UNCDF is contributing \$17.5 million to a rural investment program in the district of Dai Loc. The program, which incorporates mutually supporting infrastructural investments at the village level, public- and private-sector development with the introduction of modern management and contracting practices and industrial credit, is generating strong local support and intersectoral coordination.

In Mauritania, a \$10.8 million rural poverty reduction program was approved for the Assaba region. Key program components include environmental regeneration, improved food production, local development funds, strengthened community participation mechanisms in support of national decentralization efforts and partnership with nongovernmental organizations.

UNCDF possesses some important comparative advantages within the multilateral and bilateral donor community. Chief among them are the small scale and localized nature of its investment activities, which have facilitated popular participation and manageability. UNCDF is thus a particularly appropriate partner for emergent local political institutions and socio-economic groups.

The overriding objective of UNCDF in 1993 and beyond will continue to be that of its mandate, which is more pressing and relevant than ever: sustained poverty alleviation in the least developed countries. The United States will continue to encourage UNCDF to address this issue through the provision of capital financing aimed at increasing productivity, income and

employment and at improving access of the poor to basic social services.

Contributions to UNCDF for 1993 totaled \$34.2 million. The Netherlands was the largest contributor to UNCDF that year at \$8.1 million, followed by Denmark at \$6 million. The 1993 U.S. contribution was \$3 million.

### *UN Volunteers*

**Mandate and Governance.** The UN Volunteers (UNV) program, established by the General Assembly at its 25th session, began operation in January 1971. The program provides volunteers with essential skills to developing countries to assist in development activities. Volunteers are recruited on a worldwide basis. UNV is the only multilateral volunteer-sending agency and provides, by and large, the only opportunity for volunteers from developing countries to serve abroad.

The General Assembly designated the Administrator of UNDP as the Administrator of UNV. An Executive Coordinator, Dr. Brenda McSweeney, a U.S. citizen, and staff in Geneva promote and coordinate the recruitment, selection and administrative management of Volunteer activities within the UN system. Most Volunteers are assigned to UNDP field offices and work on projects funded by UNDP or the specialized UN agencies. Effective June 1, 1993, the UN International Short-Term Advisory Resources (UNISTAR), another UN volunteer program, which responds to short-term demand for highly specialized volunteer advisory services to the private and public sectors of developing countries, was merged with UNV. The UNDP Governing Council is responsible for the governance of UNV and considers the activities of the program biennially in even years.

**Activities and Funding.** A total of 3,563 Volunteers served in 125 countries in 1993, with 90 percent of them working in the low-income countries of Africa, Latin America and the Caribbean, Middle East, Asia and the Pacific. Africa alone has accounted for about 50 percent of the assignments during the last decade, with Asia and the Pacific making up another third.

UNV's Strategic Plan for 1993-1996 focuses on four areas: technical cooperation, support to community based-initiatives, humanitarian activities and peace-related programs.

UNV's technical cooperation focuses primarily on health, tertiary education and agriculture/rural development. UNV is collaborating more closely both with UNDP and the multilateral development banks, particularly during the design stage of programs. It is also concentrating on thematic programs, such as

programs dealing with the socioeconomic impact of HIV/AIDS in Africa under a UNDP-funded regional project. In the Western Hemisphere, UNV's activities have focused on Central America, where the thrust of the program has moved to peace-building, democratization and the promotion of human rights. In Mexico, Guatemala, Nicaragua and El Salvador, UN Volunteers have assisted with the resettlement and reintegration of refugees into civilian life.

UNV continues to expand its community-based initiatives through its Domestic Development Services program. UNV is enlisting more local volunteers, thereby tapping the tremendous potential for volunteering that exists in developing countries, particularly at the grassroots level. A number of experimental initiatives using a mixture of international and national volunteer talent are under way in Africa, Asia and Latin America.

The increased involvement of the United Nations in peace-making and peacekeeping activities has had tremendous impact on UNV. Some 465 election officials, administrators, lawyers and judges served as UN Volunteers in Cambodia during 1992-1993, helping prepare Cambodians for their first elections. An additional 220 UNV specialists supported the UN Transitional Authority in Cambodia (UNTAC) in a wide range of technical fields. UNV human rights assistants in Cambodia also helped prepare secondary school curricula in human rights.

UNV is increasingly fielding teams of specialists to help with relief, rehabilitation and reconstruction work in crisis areas. UNV has set up a specialized unit to respond to humanitarian and emergency requirements in coordination with the responsible UN organizations, usually the UN Department of Humanitarian Affairs (DHA). During 1993 this unit handled approximately 300 assignments in 35 countries. Volunteers help governments and UN agencies to meet the need for logistics experts, nutritionists, water supply and sanitation specialists, emergency health care providers, and road and bridge engineers. UN Volunteers have played important support roles in such complex UN emergency humanitarian assistance efforts as drought relief in southern Africa, with large programs in Botswana, Namibia and Malawi.

UNV is working with both the UN High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM) to assist with repatriation and reintegration of an estimated 1.8 million Mozambican refugees. In Asia, humanitarian assistance has continued to Afghanistan, South East Asia and Cambodia, usually by meeting the basic needs of refugees

and displaced persons. UNV has also been active in the former Yugoslavia, with 34 Volunteers serving with UNHCR and the UN Protection Force (UNPROFOR). UN Volunteers continued to work with the UN Operation for Somalia (UNOSOM). In responding to "complex emergencies," UNV finds itself increasingly involved in assisting with the transition from humanitarian relief to development activities. As a result, UNV is focusing more on building long-term capacity among local communities through activities promoting health, education and income generation through the use of local volunteers. This is true in Somalia, where national UN Volunteers will be participating in a large-scale UN and UNDP rehabilitation effort. The objective will be building national capacity by restoring a sense of ownership of the reconstruction effort to citizens of the country.

UNV administrative expenditures for 1993 were \$11.71 million. Contributions in 1993 to the Special Voluntary Fund (SVF) totaled \$1.3 million. Other income, including special purpose funds to support UN Volunteers, totaled \$71 million in 1993. The Peace Corps-appropriated FY 1993 budget for UNV was \$384,000, of which 100,000 was for the Special Voluntary Fund.

The Peace Corps works closely with UNV to recruit and support U.S. citizens for UNV's various assignments. Peace Corps sponsorship of a UNV includes travel to and from the country of assignment, pre- and post-service medical exams and a readjustment allowance of \$200 per month of volunteer service paid at the end of service. Peace Corps will also pay the travel and medical examinations of up to two children of the UN Volunteer. Peace Corps-sponsored UN Volunteers take the Peace Corps oath and are legally considered to be Peace Corps Volunteers assigned to the United Nations. Peace Corps sponsored 47 UN Volunteers in FY 1993.

For the most part, UNVs who are involved in the Humanitarian Relief Unit, election monitoring and other short-term assignments are not sponsored by the Peace Corps. However, Peace Corps assists in the recruiting, interviewing and processing of these UN Volunteers. Peace Corps is attempting to recruit currently serving Peace Corps Volunteers who are nearing the end of their assignments for these short-term assignments. These volunteers are often ideally suited for these assignments because they have been living in the area for 2 or more years and know the local languages.



### *UN Fellowship Program*

The UN General Assembly established the UN Fellowship Program in 1948. Thirty specialized agencies administer the fellowships financed out of project funds in all fields related to economic and social development.

The program gives nationals from developing countries who are employed by governments the opportunity to broaden their professional knowledge in areas of primary importance to the development of their countries. UN Fellows develop skills in many fields, including ocean economics, water resources management, mining, aviation and natural resources management. The United States provides training in the fields of agriculture, international aviation and communications.

Candidates are nominated by their governments within the framework of specific projects, and the requests for training are channeled through local UNDP offices. Fellows are required to return to their countries upon completion of their studies to resume the functions assigned to them by their governments.

Generally, training programs are designed as a component of UN-funded technical-assistance projects. When training is provided in developed countries, it has been the practice of several host governments to cover the administrative cost associated with such training. The United States has adopted a similar practice to assure U.S. institutions are competitive as a source of training under UN-funded projects. Until the early 1980s, the Agency for International Development covered these costs, consolidating this activity with its bilateral training efforts. Since 1982 funds have been provided through U.S. voluntary contributions and administered by the Department of State.

In 1993 the Department of State provided \$250,000 in voluntary contributions to participating Federal agencies to offset part of the administrative costs of training Fellows in the United States. Agencies bear the costs not defrayed by the Department of State or charge them to the sponsoring UN agency. A total of 294 Fellows received training in the United States in 1993, facilitated by the U.S. Information Agency's Office of International Visitors. Seventy-three government and industry officials from 16 countries were assisted by ICAO to receive training in the United States under the supervision and direction of the Federal Aviation Administration. The ITU assisted 61 Fellows representing 19 countries to undergo training sponsored by the Federal Communications Commission. Some 166 trainees from 39 countries were assisted by the FAO to participate in training programs conducted in cooperation with the U.S. Department of

Agriculture. The Bureau of the Census, U.S. Department of Commerce, hosted 44 UN Fellows.

U.S. participation in the UN Fellows program complements several U.S. bilateral and multilateral development interests. First, UN funds, to which the United States is a major contributor, are expended in our own institutions. Second, because the program contributes to the development of skilled manpower in developing countries, it enhances the capacity of recipient countries to assist with their own development. Third, the Fellows learn our techniques and become familiar with U.S. equipment and suppliers, which often in the past has prompted them to purchase U.S. equipment for their own countries. Fourth, studying development issues in the United States exposes the future leaders and managers of developing countries to U.S. approaches to development issues, e.g., economic policy reform, market incentives and privatization. For all of these reasons, the program can have long-term benefits for the United States.

## **UN Children's Fund**

The UN Children's Fund (UNICEF) was founded in 1946 to help meet the emergency needs of children in the aftermath of World War II. Today it is an important development agency, promoting and supporting country programs that address the needs of children, mothers and families in developing countries around the world. This includes activities to promote child survival, health, social mobilization, education and development. UNICEF also provides emergency assistance in coordination with other UN agencies. Because of its apolitical character, UNICEF frequently finds acceptance in areas experiencing political turmoil, and has been a key emergency assistance provider in places such as Bosnia, the Horn of Africa, Cambodia, Lebanon, Ethiopia, Mozambique, Angola, Afghanistan, Iraq and Central America.

In 1993, prior to ECOSOC reform, the Executive Director received policy guidance and direction from the UNICEF Executive Board. ECOSOC was composed of 41 member states elected for 3-year terms and held its annual meeting in April. The United States has always been an elected member of this Board. Special sessions or mail polls are used to resolve issues, which must be decided between scheduled sessions of the Board.

### *Programs*

UNICEF allocates its resources among countries on the basis of severity of need, using criteria that include: infant mortality rates, under-5 child morbidity and mortality statistics, infant

and child population totals and per capita GNP. Since 1983 the infant mortality rate has been used as the most important criterion to guide both the level and the content of UNICEF program cooperation. UNICEF's programs are then developed and tailored to the recipient country's specific needs and priorities on the basis of a situational analysis that addresses needs of children and women. UNICEF's funds are rarely the sole source of support for a program; in most instances, they serve either as a catalyst or as a critical ingredient, which ensures a particular program's success.

UNICEF's programs also assist recipient countries through advisory services, intercountry exchanges of experts, other local training exercises and promotion of social mobilization efforts. UNICEF is widely recognized for its ability to procure, package and deliver medical and other health or education supplies through its centralized supply, procurement, packaging and warehousing system known as UNIPAC (UN Procurement and Assembly Center), located in Copenhagen, Denmark. UNICEF is the largest supplier of vaccines to countries participating in WHO's Expanded Program of Immunization (EPI). In 1990, according to WHO/UNICEF estimates, these countries achieved the goal of universal childhood immunization—80 percent of children under 1 year of age against six major diseases. Efforts to sustain and increase this level are continuing.

In 1993 UNICEF program expenditures totaled \$804 million for projects in over 130 countries. This amount was divided as follows: \$210 million (26 percent) for child health activities; \$31 million (4 percent) for nutrition and household food security; \$84 million (10 percent) for water supply and sanitation activities; \$72 million (9 percent) for educational activities; \$57 million (7 percent) for community development and organization and for programs for women and for children in especially difficult circumstances; \$127 million (16 percent) for planning, advocacy and program support; and \$223 million (28 percent) for emergency relief activities in all of the program areas. The ratio of 1993 budget expenditures of \$187 million to total expenditures (\$997 million) declined from 19.7 percent in 1992 to 18.8 percent in 1993.

In addition to programs and projects funded from UNICEF's General Resources budget, UNICEF develops each year, in cooperation with countries, many other worthwhile projects for support through special-purpose contributions, or supplementary funds. These so-called "noted" projects are approved by the Executive Board and are listed in an annual catalog, which is

made available to potential donors, including development agencies and national committees. In addition, UNICEF appeals for emergency funds, either separately or increasingly, as part of a UN-consolidated appeal, to assist children and mothers affected by either natural or manmade disasters. In 1993 the United States contributed about \$100 million to UNICEF's core activities and more than \$22 million to supplementary and emergency funds.

### *Child Survival and Development Revolution*

In the early 1980s, the world health community recognized that several curative and preventive health technologies had become relatively inexpensive but were not yet widely available—especially in remote areas—nor accepted or used. If these techniques were properly promoted and utilized, UNICEF reasoned, it would be possible by the year 2000 to reduce by half the number of childhood deaths (estimated by UNICEF at 35,000 per day) caused by preventable childhood diseases and diarrheal disease-related dehydration. UNICEF's "Child Survival and Development Revolution" (CSDR) was launched in 1983 and includes the use of four principal tools: growth charts to detect malnutrition, oral rehydration therapy (ORT), breastfeeding and immunization against the six major childhood preventable diseases—measles, diphtheria, tetanus, pertussis (whooping cough), polio and tuberculosis. A major impetus for greater utilization of these tools in the 1990s resulted from the World Summit for Children (1990), which established target goals for the year 2000. UNICEF is currently focusing activities on achieving, by 1995, 10 mid-decade "pacing" goals.

There is a strong tradition of consultation and cooperation between UNICEF and technical personnel from U.S. Government agencies, such as U.S. AID and the Department of Health and Human Services. Both at Headquarters and in the field, health and education specialists from UNICEF and the U.S. Government work together to maximize the effectiveness of their child survival and development activities.

### *Universal Child Immunization*

Less than a decade ago, global immunization coverage stood at only 10 percent for children of the developing world. At that time, the international community set an ambitious target of 80 percent coverage against the six major childhood diseases by 1990. Thanks to strong leadership from UNICEF and the World Health Organization (WHO) and equally strong support from donor countries, including the United States, this remarkable goal was reached, according to WHO/UNICEF estimates. WHO

estimated that the achievement of universal child immunization (UCI) prevented more than 3 million deaths from measles, tetanus and pertussis in 1990 alone.

This achievement set the tone for a decade-long target-oriented child survival and development strategy launched by the World Summit for Children. In addition to improving and sustaining UCI, the decade goals have been extended to include: global eradication of polio by the year 2000; elimination of neonatal tetanus by 1995; 95 percent reduction in measles deaths and 90 percent reduction of measles cases by 1995; 50 percent reduction in diarrheal deaths of children under 5 years and 25 percent reduction in diarrhea incidence rate; and reduction by one-third in deaths due to acute respiratory infections in children under 5 years. The UCI delivery system is being employed to advance these goals in addition to promoting improved nutrition, breast-feeding and the use of oral rehydration therapy. Donors are working with UNICEF now to emphasize capacity building and sustainability in immunization programs.

The United States has been especially supportive of a related initiative, called the Children's Vaccine Initiative (CVI), by which UNICEF and WHO hope to sustain their immunization success. The CVI, endorsed in December 1990 by a broad consortium of public and private organizations, aims to promote the development and utilization of new or improved vaccines capable of contributing significantly to global reduction in child mortality. Immediate research and development goals of the CVI include a single-dose tetanus vaccine to prevent neonatal tetanus, a thermostable oral polio virus vaccine and an improved measles vaccine. In addition, the CVI has identified and analyzed major impediments to new vaccines used by developing countries. Several U.S. Government agencies are involved in research and testing of vaccines as part of this initiative.

### *World Summit for Children*

The momentum created in 1990 by the World Summit for Children and the World Conference on Education for All increased in 1993 with emphasis placed on the mid-decade pacing goals. Among the goals set by the Summit for Children are: a one-third reduction of child death rates; a 50 percent reduction of maternal mortality rates and severe/moderate malnutrition among children under 5 years of age; an increase in immunization coverage (as outlined above); clean water and safe sanitation for all families; basic education for all children and an 80 percent primary school completion rate; and a 50 percent reduction of the adult illiteracy rate compared to its 1990 levels, with

an emphasis on female literacy. UNICEF and donors recognize that some goals may be difficult to reach in some countries. The mid-decade goals were developed as stepping stones to the year 2000 goals.

At the World Summit, participating governments committed themselves to developing National Programs of Action (NPA) for children. During the past 3 years, UNICEF has worked with governments, especially of developing countries, to assist in the formulation of these national programs. The U.S. NPA, *A Culture of Caring*, was published in January 1993. UNICEF reports yearly to the UN General Assembly on followup to the World Summit for Children and in September 1993 organized at the 48th UN General Assembly a Roundtable on "Keeping the Promise to Children." UNICEF also supports many regional high-level meetings on Summit followup. In September 1993 the agency published its first annual *Progress of Nations* report monitoring achievement of Summit goals by country. In December UNICEF released its 1994 *State of the World's Children Report* at a White House ceremony where President Clinton also honored six "health heroes" of the child survival and development revolution.

#### *UNICEF Executive Board*

**Annual Session.** The UNICEF Executive Board held its annual session in New York April 26–May 7, to consider a wide range of issues, including the Children's Vaccine Initiative, promotion of breast-feeding, the environment, education and the Convention on the Rights of the Child. Specific resolutions reinforced the coordinative leadership of the UN Department of Humanitarian Affairs (DHA) in UN emergency operations; approved UNICEF's areas of focus in family planning; supported UNICEF's followup work to the 1990 World Summit for Children and to the 1992 UNCED; requested followup to the 1992 multidonor evaluation of UNICEF; endorsed the UNICEF approach to the needs of urban poor; preserved UNICEF's Global Funds; and authorized a review of headquarters relocation options in New York City and New Rochelle (N.Y.), with a final decision to be made in early September 1993.

The Board approved new country programs in Africa, Asia, Latin America, and, in a key decision of importance to the United States, established short-duration "bridging programs" in eight countries of Central and Eastern Europe and the Newly Independent States. In accordance with the framework set forth in a 1992 Board decision that outlined the scope of UNICEF's work in the region, the Board authorized \$2 million from

UNICEF General Resources for use in Armenia, Azerbaijan, Kazakhstan, Uzbekistan, Kyrgyzstan, Tajikistan and Turkmenistan and \$3 million for Albania for 1993–1995. These programs provide time for more detailed analysis by UNICEF to enable it to prepare regular 5-year country programs in the future. Varying levels of supplementary funding were also set for each of the country programs. UNICEF also announced its intention to present a country program for Georgia at the 1994 Board session.

UNICEF presented a document describing its growing emergency operations and its role as part of the UN relief delivery system. This presentation gave rise to extended discussion of UNICEF's mandate and the need to strengthen the still young Department of Humanitarian Affairs (DHA). Despite a strong argument from the UNICEF Secretariat to increase the ceiling level of its Emergency Program Fund (EPF) from \$14 million to \$30 million per biennium, donor countries remained convinced that such an increase would detract from the important discussions anticipated at the summer ECOSOC session on strengthening UN emergency humanitarian assistance. A final resolution asked UNICEF to continue responding to emergency needs, while maintaining its commitment to long-term development, and asked the Executive Director to report in 1994 on use of the EPF at its winter organizational session when a new request for the increase could be considered.

Noting the strong advocacy role that UNICEF can play in the area of family planning, delegates urged UNICEF to include support for family planning in its program. A resolution specified that UNICEF should strengthen its collaboration with UNFPA and donors, develop operational guidelines for implementation of activities at the field level based on the UNICEF family planning strategy and to provide support for the International Conference on Population and Development in 1994.

After reviewing the conclusions of a multidonor evaluation of UNICEF (Australia, Canada, Denmark, Switzerland), the Board recognized the need for the agency to make more explicit strategic and operational choices at the global, regional and country program levels. A resolution invited delegations to comment formally on the evaluation, asked the Executive Director to analyze and report to the 1994 session on experience and suggestions gained from the evaluation and established an open-ended working group in New York to identify followup issues and recommend proposals to the 1994 annual session.

On administrative and financial issues, the Board approved the financial medium-term plan for 1993–1996, closed the special

accounts approved for support of the 1990 World Summit for Children and accepted the greeting card operations work plan for 1993. Following strong interventions by the U.S. and other Delegations for further reductions in the administrative and support budget, the Board approved a level of \$431.4 million.

The Board considered three options for expanding UNICEF Headquarters accommodations: New York City, New Rochelle (N.Y.) or relocation of part of the operations to New Rochelle, retaining in New York City only those activities for which continuing proximity to the United Nations is essential. Concerned that UNICEF needed to seek better offers from the two cities, the Board instructed UNICEF to continue negotiations and decided to convene a special session in mid-September to make its decision based on new firm and final offers.

**Special Session.** The Executive Board convened a special session October 6–7 to consider the firm and final offers for UNICEF Headquarters accommodations in New York City and New Rochelle. The final resolution authorized the Executive Director to negotiate and execute a lease/purchase agreement for UNICEF House in Manhattan and an expansion property at 633 Third Avenue. The Board decided to review, by October 1994, projections for future levels of UNICEF Headquarters staff and requested that the Executive Director review that part of the greeting card and related operations currently located in Manhattan with the aim of ensuring its most efficient and cost-effective operation, including its location.

### *Funding*

Contributions to UNICEF are voluntary. In 1993 UNICEF received \$358 million in voluntary contributions to its general resources from 122 governments. The U.S. Government paid nearly \$100 million, placing it first (28 percent) among the contributors to UNICEF's general resources.

In addition to contributions from governments, UNICEF also receives substantial income from private, nongovernmental sources. Total 1993 income from UNICEF's greeting card and related operations amounted to more than \$95 million, while contributions from other nongovernmental sources amounted to \$26 million.

UNICEF's success in raising funds from private sources is largely due to the fund-raising activities of 33 national committees. The U.S. Committee for UNICEF, a nonprofit organization that has 3 million volunteers throughout all 50 states, is the largest and among the most active of these national committees.



### ***U.S. Presence in UNICEF***

UNICEF is headquartered in New York City. U.S. citizens have held the Executive Director position since UNICEF's inception. The current Executive Director is James Grant, who has held this position since January 1, 1980. His third 5-year term expires on December 31, 1994.

UNICEF employs approximately 1,381 professionals, of whom about 7.42 percent are U.S. citizens. U.S. citizens occupy several key policy positions, including the directorships of three of UNICEF's six regional divisions. In 1993 UNICEF procured more than \$26 million in supplies and equipment from U.S. suppliers.

### **World Food Council**

The UN General Assembly created the World Food Council (WFC) pursuant to resolution 22 of the 1974 World Food Conference. The WFC was established to provide a forum for ministerial-level discussion of world food problems and policy in order to coordinate an integrated approach toward their solution by governments and the UN system. At its annual ministerial sessions, the WFC reviews and makes recommendations on world food and agricultural problems. Although the WFC has made conceptual contributions toward the way the United Nations and bilateral development agencies approach world food questions, it has not exercised a coordinative role within the UN system. The United States, recognizing the need for improved intergovernmental and interagency coordination on food policy within the UN system and in connection with the UN Secretary General's call for systematic UN reform, has supported a review of WFC's mandate and future by WFC members and ECOSOC.

During the regular session of the 47th UN General Assembly, a number of delegations raised concerns about the adequacy of the UN response to world food and hunger problems. A working group of interested WFC members examined the future of the organization, during which the United States proposed transferring WFC functions as a ministerial forum to the ECOSOC and as a policy coordinator to the Subcommittee on Nutrition of the Administrative Coordinating Committee (ACC). The United States joined the Governments of Canada and Japan to cosponsor a compromise resolution aimed at strengthening world food security by bringing the World Food Council into a much closer working relationship with the FAO, ECOSOC and other relevant UN bodies. The resolution was reintroduced in the 48th General Assembly when the broader restructuring and

revitalization issues precluded Assembly consideration of the tripartite proposal.

In October the Secretary General transferred the WFC Secretariat to New York and assigned its personnel to the Department of Policy Coordination and Sustainable Development. The post of Executive Director has been vacant since July 1992. There was no ministerial meeting in 1993, and it appears unlikely that there will be one under WFC auspices in the foreseeable future.

## **Population Activities**

The UN Secretary General created the UN Fund for Population Activities (UNFPA) in 1967 to provide a multilateral source of financial assistance for population activities and programs in developing countries. Renamed the UN Population Fund in 1987, it operates under the guidance of ECOSOC. Since 1972 the UNDP Governing Council has directly governed UNFPA by providing policy guidance, reviewing UNFPA programs and operations, and setting funding and staffing levels.

UNFPA funds programs for a wide range of population activities. Areas of focus include maternal and child health and family planning; information, education and communication about population issues; data collection and analysis such as census assistance activities; population policy formulation; and women, population, environment and development. UNFPA does not provide funding for abortion. It receives voluntary contributions from donor countries. As a member of the UNDP Governing Council, the United States participates in the governance of UNFPA.

In 1985 Congress passed the Kemp-Kasten amendment to the Foreign Assistance Act, which prohibited the United States from providing assistance to any organization that the President determined supports or participates in the management of a program of coercive abortion or involuntary sterilization. That same year, the U.S. AID Administrator determined that U.S. assistance to UNFPA would violate the Kemp-Kasten amendment because of UNFPA's activities in China. As a result, \$10 million of the \$46 million appropriated for UNFPA was reprogrammed elsewhere.

Each year, from 1986 to 1992, the U.S. AID Administrator upheld the determination that the provisions of Kemp-Kasten precluded funding UNFPA. In 1993 the U.S. AID Administrator again reviewed the legality of providing assistance to UNFPA under the Kemp-Kasten amendment and determined that such funding would not violate U.S. law, and the United States contributed \$14.5 million to UNFPA in 1993.

The 40th session of the UNDP Governing Council was held in New York in June. In her annual statement to the Governing Council, UNFPA Executive Director, Dr. Nafis Sadik (Pakistan) emphasized UNFPA's commitment to reproductive freedom as a basic human right and that population programs, including family planning, must be based on individual choices and responsibilities. She also stressed that population programs need to reflect concern for gender issues and, in particular, the empowerment of women. Dr. Sadik expressed concern that UNFPA's resources in 1993 stood at approximately the same level as in 1992, and urged donors to consider increasing the proportion of official development assistance earmarked for population programs.

Responding to Dr. Sadik's address, Council members noted the importance of population issues and the importance of the 1994 International Conference on Population and Development (ICPD) to take place in Cairo, Egypt, in focusing global attention on population issues.

The U.S. statement to the Governing Council recognized population issues as important international priorities for the United States, and it emphasized the commitment to the global effort to address population problems. The U.S. Delegation stressed the need to ensure reproductive freedom and individual choice, and condemned the use of coercion in family planning programs. The United States also strongly voiced its concerns about coercion in China's population program, and called on UNFPA to decide whether its efforts in China have significantly improved voluntarism there.

In addressing U.S. concerns regarding the UNFPA program in China, Dr. Sadik described the program and UNFPA's positive, moderating influence. She vigorously condemned coercion and upheld the importance of defending and promoting human rights in general and reproductive rights specifically.

Major issues before the Governing Council's Budgetary and Finance Committee were UNFPA's biennial budget estimates for the administrative and program support services for the 1994-1995 biennium and revisions to UNFPA's financial regulations regarding trust funds, the purchase of supplies, equipment and services, and cost-sharing arrangements. The Governing Council called on UNFPA to reduce administrative costs in the event estimated income is not realized, and it urged the Executive Director to issue and implement specific guidelines in order to delineate appropriately the program, program-support and

administrative expenditures. The Governing Council approved budget estimates of \$113.1 million for the 1994–1995 biennium.

The Council's standing committee on program matters approved UNFPA country programs in Africa (Central African Republic, Cote d'Ivoire, Equatorial Guinea, Ethiopia, Guinea-Bissau, Madagascar, Mali, Rwanda, Sao Tome and Principe, and Sierra Leone), in Asia (Laos and Pakistan), and in Latin America (Colombia and Guatemala). The U.S. Delegation offered substantive comments on several of the programs and joined consensus in approving all the proposed programs.

The Council adopted a decision on UNFPA which, *inter alia*, reaffirmed the mandate of UNFPA and emphasized the sovereignty of nations in the formulation, adoption and implementation of population policies, consistent with general development policies and the basic rights and responsibilities of individuals, couples and families. The Council's decision expressed concern over the static level of voluntary contributions to UNFPA for 1993; welcomed the increase in the proportion of the Fund's expenditures devoted to maternal and child health and family planning services; recognized the important work of the UNFPA in the field of information, education and communication and called upon the Fund to strengthen its activities in these areas; requested that UNFPA strengthen its activities in sub-Saharan Africa; welcomed the continuing progress in the Global Initiative on Contraceptive Requirements and Logistics Management Needs in developing countries; and asked that the Executive Director submit a report to the next annual session of the Governing Council on UNFPA's experience over the past 25 years. In this decision the Governing Council also expressed support for World Health Assembly resolution 46.37 and called on UNFPA to collaborate fully in the study of a joint and cosponsored program on HIV/AIDS called for in that resolution.

## UN Commission on Human Settlements

The UN Commission on Human Settlements (UNCHS) was established by resolution 32/162 of the UN General Assembly in December 1977 following the UN Conference on Human Settlements held in 1976 in Vancouver. The same resolution established a Secretariat for the Commission, known as the UN Center for Human Settlements (Habitat), which has its permanent headquarters in Nairobi, Kenya. The Commission and the Center were created from existing UN bodies to consolidate human-settlements activities, as well as to give them new

emphasis. The Commission meets biennially. It held its 14th session April 26–May 5 in Nairobi, Kenya.

The UNCHS mandate is to assist countries to improve their ability to solve human-settlements problems through comprehensive and integrated approaches. The Commission promotes international cooperation in the field of human settlements and seeks to increase the resources available to developing countries for human settlements. The Commission consists of 58 member states elected for 3-year terms. The United States has been a member since 1977. The Commission provides policy guidance to the Center for Human Settlements (Habitat) and serves as its governing body. In March 1993 Elizabeth Dowdeswell, UN Under Secretary General and Executive Director of the UN Environment Program (UNEP), assumed the additional function of Executive Director of the Center.

The Center's responsibilities include coordinating and reviewing all human-settlements activities within the UN system, executing human-settlements projects and serving as a focal point for information exchange. The United States is represented by a Permanent U.S. Representative to the Center in Nairobi, who is also accredited to the UN Environment Program.

The United States has played an important role in the formation and development of UNCHS, actively participating on the Commission since its formation, working to keep its focus on the important technical and policy issues and participating in the shelter and urban-settlements dialogue supported by Habitat. In turn, Habitat has provided a useful forum to address key urban policy issues and to improve donor coordination on these issues. Through this forum U.S. views have reached a broad audience and have established a recognized leadership role for the United States in the sector.

### *Programs and Funding*

The Center's programs are geared toward helping governments establish and manage policies designed to improve the conditions under which the populations of their countries are able to get adequate housing. Toward this end, the Center performs research, conducts training and devises training modules, carries out technical-assistance projects for developing countries and provides information on human settlements through studies, reports and audiovisual presentations.

At the 47th session of the UN General Assembly in 1992, the Assembly adopted resolution 47/180 by consensus, which called for the convening of a second UN Conference on Human Settle-

ments (Habitat II) to be held in Istanbul, Turkey, in June 1996. Habitat II will make new recommendations for national action in the field of human settlements, as well as produce recommendations for bilateral- and multilateral-assistance policies and programs in the housing and urban sectors, which are increasingly recognized as high priority development concerns.

The preparations for this conference were the focus of considerable UNCHS activities in 1993. An organizational meeting of the Preparatory Committee for Habitat II was held March 3–5 in New York. This meeting established the Bureau of the Preparatory Committee and called upon the 14th session of the Commission on Human Settlements to provide recommendations on substantive issues in an integrated manner for the Habitat II Conference.

The 14th session of the Commission on Human Settlements took place April 26–May 5 in Nairobi, Kenya. The major items on the agenda were: substantive preparations for the Habitat II Conference, review of the Global Strategy for Shelter to the Year 2000 and a review of the budget and work plan for the Center on Human Settlements (Habitat) for the 1994–1995 biennium.

The Commission agreed upon two central themes as crucial for consideration by the Habitat II Conference: sustainable human settlements in an urbanizing world and adequate shelter for all. There was also agreement that Habitat II should be focused around a national preparatory process designed to produce facts on national-housing situations and the development of viable settlements in an urbanizing world.

Such a national preparatory process will build upon the work that UNCHS and the World Bank have undertaken in recent years in developing an adequate system for measuring and comparing the status and performance in individual countries of the shelter sector and, more recently, of the urban sector. This effort has already yielded valuable insight and promises to be an important instrument to assist policy makers in identifying the kind of policies that will lead to sustainable and equitable development in a rapidly urbanizing world.

Habitat's budget for 1993 was \$7.4 million. Extrabudgetary resources (including UN regular budget contributions and trust funds) totaled \$46.2 million. Actual expenditures amounted to approximately \$46 million. During the pledging session for the Habitat and Human Settlements Foundation, the U.S. Delegation reaffirmed the U.S. commitment to the Foundation and announced the FY 1993 contribution of \$400,000. Other major

contributors to the Habitat and Human Settlements Foundation in 1993 include Denmark, \$2.35 million; Japan, \$800,000; Netherlands, \$772,000; Finland, \$738,000; and Sweden, \$636,000.

## **Commission on Transnational Corporations**

The UN Commission on Transnational Corporations (UNCTC) was established in 1974 by ECOSOC resolution 1913 (LVII) to assist the Council "in fulfilling its responsibilities in the field of transnational corporations." Its mandate includes: acting as the forum within the UN system for consideration of issues relating to transnational corporations (TNCs); promoting the exchange of views among governments, intergovernmental groups, trade unions and business and consumer groups; providing guidance to the Center on Transnational Corporations; and developing a code of conduct relating to TNCs.

In 1993 the UNCTC Secretariat launched its second major reorganization in 2 years. On July 1 the United Nations integrated its New York-based programs on foreign direct investment and technology and transferred responsibility for those programs to the UN Conference on Trade and Development (UNCTAD) in Geneva.

The 19th session of the UNCTC held one meeting in 1993, on April 5–15. At that meeting, the United States led an effort to launch a review of the CTC's mandate. The U.S. Delegation pointed out that the CTC for years had focused its attention solely on TNCs, which represent but one aspect of international economic relations. The United States supported consideration of a broadening of the CTC mandate "to deal with the world to come, rather than the world which some thought existed." Many developing-country delegations resisted the effort to launch a rewrite of the CTC mandate. The final compromise resulted in agreement that in 1994 the CTC would review its "future activities."

Delegations at the meeting of the 19th session discussed a range of issues highlighting the growing importance and benefits of foreign direct investment (FDI) to economic development. Delegations agreed that the Secretariat should continue analyzing global trends and determinants of FDI flows and the impact on host countries, especially in the developing world.

The United States continued its previous pattern of building support for certain UNCTC activities—those providing technical assistance and training to interested foreign governments, rather than programs that mandate rules for TNCs. Discussing the CTC's technical work in support of privatization in Eastern

Europe and developing countries, the U.S. and many other Delegations emphasized the need for participation of foreign investment in privatization. Delegations agreed that the Secretariat should prepare a special study on the role of foreign direct investment in Africa with descriptions of domestic policies and reforms, which would help African countries to attract foreign investment.

Delegations rejected the CTC Secretariat's proposal to launch a series of activities, in the aftermath of the Rio Conference on Environment and Development, regarding TNCs and the environment. Many delegations noted that such activity belonged under the mandate of the Commission on Sustainable Development (CSD), not the CTC.

In a departure from previous sessions, no delegation introduced the perennial resolution on South Africa and TNCs. Delegations agreed, however, that the CTC would continue to examine the activities of TNCs in South Africa. In its "omnibus resolution," the CTC noted the positive role that foreign direct investment could play in developing the economy and society of a post-apartheid, democratic South Africa.

### *Code of Conduct*

In 1977 the CTC established the intergovernmental working group to draft language for an international code of conduct for TNCs. At the meeting of the 19th session, some delegations from developing countries raised the issue of a possible code of conduct under the agenda item entitled, "International, Regional and Bilateral Arrangements and Agreements Relating to Transnational Corporations." Given strong opposition from the United States and other OECD country delegations, the UNCTC took no action on adopting a code of conduct for TNCs.

An Australian observer delegate presented, but later withdrew, a recommendation that the UNCTC establish a working group on a "Guideline for Global Business." The United States and most other OECD delegations led the opposition to this revised version of an international code of conduct for TNCs. The International Chamber of Commerce and the International Organization of Employers, including its U.S. affiliate (the U.S. Council for International Business), also opposed consideration of a "Guideline for Global Business."

During discussion of the agenda item cited above, a World Bank representative described the World Bank's "Guidelines for the Legal Treatment of Foreign Investment," adopted in 1992. The World Bank representative noted the influence of the guide-



lines in negotiations of many Bilateral Investment Treaties. The U.S. Delegation praised the positive influence of the guidelines, but emphasized that the guidelines fell short of representing "state of the art" treatment of foreign investment. Delegations agreed to hear further presentations on "international arrangements and agreements relating to foreign investment and TNCs." At the 20th session of the UNCTC in 1994, the OECD Secretariat is expected to make one such presentation on the OECD's voluntary guidelines for multinational enterprises.

The 1994 UNCTC, in reviewing its future activities, will undoubtedly address the fact that support for the conclusion of a draft code of conduct is waning and therefore unmerited.

## UN Conference on Trade and Development

The UN Conference on Trade and Development (UNCTAD) is a major organization of the United Nations concerned with economic policy issues of trade and development. UNCTAD is a forum in which the 185 member countries examine a wide range of economic issues, considering both national experiences and international actions. UNCTAD publishes statistical and analytical reports and provides technical assistance. UNCTAD reports directly to the UN General Assembly.

UNCTAD meets in conference sessions once every 4 years to discuss policies, review past work and set new work programs. Between conference sessions, the Trade and Development Board meets semiannually to carry out the functions of the Conference. Standing Committees, established for 4-year durations, meet between quadrennial sessions. *Ad hoc* working groups, concentrating on more narrowly focused issues, have a 2-year duration.

The most recent Conference, UNCTAD VIII, was held in February 1992 in Cartagena, Colombia. At that meeting, the developed and developing countries set a new tone in UNCTAD by working cooperatively to create "A New Partnership for Development," which is embodied in the Conference document, the Cartagena Commitment. The positive leadership exerted by the U.S. Delegation to UNCTAD VIII helped bring about and shape the new approach.

At UNCTAD VIII, members adopted new work methods and a new work program designed to bring short-term, visible benefits to members. There is now a clear emphasis in UNCTAD meetings on the responsibility each country has for its own development.

Members are now concluding the first set of *ad hoc* working groups, which have explored such topics as "Comparative Experiences in Privatization," "The Interrelationship between Investment and Technology Transfer" and "Non-Debt Creating Resources for Development," which includes foreign direct investment and development of capital markets. A strong program on trade efficiency is under way, preparing members for the spread of electronic information systems. Other topics moving to the top of the agenda are trade and the environment and an analysis of the benefits flowing from the Uruguay Round.

The United States will host the World Symposium on Trade Efficiency in Columbus, Ohio, in 1994, the concluding work of the *Ad Hoc* Working Group on Trade Efficiency.

## General Agreement on Tariffs and Trade

The General Agreement on Tariffs and Trade (GATT) entered into force in January 1948. The United States has been a party to the GATT since its inception. At the end of 1993, 115 countries and customs territories, accounting for more than four-fifths of world trade, were members. Another 19 governments maintained *de facto* application of GATT, and there were 39 observers. Applications for contracting party status were outstanding from 19 countries at the end of 1993.

GATT is the principal multilateral instrument through which the United States seeks to improve the world trading system. It is both a compact of rules (rights and obligations) and a forum in which negotiations and other trade discussions take place. GATT is also intended to play a major role in the settlement of trade disagreements between member countries.

International trade has grown dramatically in volume (more than 32-fold), importance and complexity since the inception of the GATT. This growth is due in part to the consensus embodied in the agreement that the world's economic welfare depends on freer trade, without the risk of escalating tariff wars. Seven rounds of multilateral negotiations under the GATT have succeeded in reducing average tariffs in the industrial countries from more than 40 percent in 1947 to less than 5 percent today. The Uruguay Round agreement concluded in 1993 commits countries to further reduce tariffs by at least a third.

### *Uruguay Round*

The eighth round of multilateral trade negotiations under the GATT, launched at Punta del Este, Uruguay, in September 1986, was formally concluded on December 15, 1993.

The Uruguay Round agreement is the most comprehensive multilateral trade agreement to date. In addition to expanding market access by committing contracting parties to reducing tariffs by at least a third, it reduces and/or eliminates many important nontariff barriers to trade; extends GATT disciplines to the previously uncovered areas of services, intellectual property and international investment; and achieves substantial reforms in agricultural trade. The agreement also strengthens GATT rules and dispute-settlement procedures and establishes a new World Trade Organization (WTO) to implement and administer the agreement.

The Uruguay Round result actually comprises 15 separate agreements. The United States played a prominent role in all 15 negotiating groups and was instrumental in ironing out the remaining differences among trading partners to conclude the round.

The United States expects the Uruguay Round agreement to dramatically increase U.S. exports, promoting domestic economic growth and creating more and higher paying jobs for American workers. In agriculture, the United States successfully negotiated reductions in foreign subsidies and major improvements in our access to foreign markets. Other industries in which the United States is highly competitive—including aerospace, entertainment, medical equipment and pharmaceuticals, construction and agricultural equipment, chemicals, forest products, nonferrous metals and electronics—will also benefit significantly from the enhanced market access provisions of the round. U.S. companies are also expected to be major beneficiaries of the new agreements on services, intellectual property and trade-related investment measures (TRIMs).

While the United States achieved the vast majority of its objectives in the Uruguay Round, negotiations with key U.S. trading partners will continue in such unresolved areas as government procurement, telecommunications, and maritime and financial services. Negotiations on revising the GATT 1979 aircraft code, not formally part of the Uruguay Round, also continue.

## **Interim Offices**

General Assembly resolution 47/199 on the "Triennial policy review of operational activities for development within the UN system" requested that the Secretary General

... ensure that the operational activities for development within the UN system carried out in new recipient countries are undertaken

from the outset on the basis of an integrated, unified, cost-effective and innovative approach to development . . . .

The Secretary General's decision to establish UN Interim Offices in Armenia, Azerbaijan, Belarus, Eritrea, Georgia, Kazakhstan, Russian Federation, Ukraine and Uzbekistan, all of them countries in which the United Nations had not previously had field representation, was to ensure that the UN response to their special development needs was properly coordinated.

Representatives of all UN programs and funds operating in those countries would form a part of that office structure. The perception that the United Nations is fragmented has as one of the most visible manifestations the plethora of offices in the field. Integration of efforts, reflected through a single integrated office, marks an important new advance in the drive for a unified, cost-effective UN presence at the field level. Member states, including the United States, have expressed the hope that the technical and specialized agencies of the UN system would also choose to be associated with these offices.

The United States has long been a proponent of improved field coordination of UN system development activities. Additionally, the United States has advocated establishing common premises among UN departments, funds, programs and agencies operating at the field level as a means to promote integrated and coordinated UN assistance. The end of the Cold War and the creation of newly independent states in the former Soviet Union, along with emerging democracies elsewhere around the world, should be viewed as an opportunity to establish a coherent and rational UN field office structure.

Specifically, UN General Assembly resolution 47/199 requested that the Secretary General improve the efficiency and effectiveness of the UN system by providing a fully coordinated multidisciplinary approach to the needs of recipient countries under the leadership of the UN Resident Coordinator who, in most case, is the UNDP Resident Representative. These new offices are led by UN Representatives who serve as team leaders in the field and assist host governments by establishing clear focal point arrangements on the UN side.

These UN Interim Offices are not to be viewed as a permanent alternative solution to the UN Resident Coordinator principle endorsed by member states in resolution 47/199. Rather, the structure of these offices complements efforts to better coordinate and rationalize all UN activity in the field.

The functions being carried out by these offices are in accordance with legislative mandates, especially those calling for an integrated, unified, cost-effective and innovative approach to development cooperation, the strengthening of the resident coordinator system, and the development of a more integrated, multidisciplinary UN presence in the field. The Interim Offices have been established in full cooperation and with the agreement of the countries concerned. The main function of those offices has been, and will continue to be, to respond to the development needs of the countries concerned. These requirements include development assistance to economies in transition, economic and social support for the adjustment to independence, and, for some, the need for humanitarian assistance programs. Specific humanitarian relief activities include emergency assistance after severe floods in Kazakhstan, clean-up and mitigation in the Ukraine and other countries affected by the Chernobyl disaster, and preparation and coordination of humanitarian assistance programs in Armenia, Azerbaijan and Georgia.

The United States played an instrumental part in reaching a consensus resolution at the 48th General Assembly (Resolution 48/209), which authorized UN field offices in Armenia, Azerbaijan, Belarus, Eritrea, Georgia, Kazakhstan, Russian Federation, Ukraine and Uzbekistan.

The United States hopes that the experience learned in the operation of these field offices, combined with the experience gained from the implementation of resolution 47/199, will provide a solid foundation for the next Triennial Policy Review of Operational Activities for Development within the UN System at the 50th General Assembly.



## Part 4



# Social and Humanitarian Issues

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## Introduction

The Third Committee of the General Assembly addresses social, humanitarian and cultural issues. At the 48th General Assembly, the Third Committee actively discussed and adopted many resolutions on human rights, most notably resolution 48/141 establishing the position of UN High Commissioner for Human Rights. The United States was a major proponent of this initiative. Other resolutions covering human rights issues such as racism, minorities, self-determination, country situations (particularly China, Cuba, Somalia, the Sudan and the former Yugoslavia) will be addressed in Part 5. This part covers other social and humanitarian issues.

The 33rd session of the Commission for Social Development (CSD) met in Vienna February 8–17 and dealt with issues relating to the growing aging population, people with disabilities, youth and family concerns, as well as the World Summit for Social Development, to be held in 1995 in Copenhagen. Based on the text finalized at CSD, the Third Committee and General Assembly adopted a consensus resolution (Resolution 48/96) called the “Standard Rules on the Equalization of Opportunities for Persons with Disabilities.” Other resolutions in the Third Committee dealt with implementing the International Plan of Action on Aging, and Family and Youth. On December 7 the General Assembly devoted one plenary session to launching the 1994 International Year of the Family. Consensus resolutions supported the programs and activities of the UN High Commissioner for Refugees.

In a major step forward to strengthen the coordination of humanitarian emergency assistance provided by the United Nations, the General Assembly adopted a resolution that strengthens the leadership role of the UN Emergency Relief Coordinator, permits the use of funds from the UN Central Emergency Revolving Fund (CERF) to enhance rapid response coordination, and accelerates the development of an emergency

information system within the Department of Humanitarian Affairs (DHA). (Resolution 48/57.)

The second session of the UN Commission on Crime Prevention and Criminal Justice met April 13–23 in Vienna. It adopted a number of resolutions regarding the link between criminal justice and human rights and the priorities of the Commission members. In particular, the resolutions covered the importance of technical assistance, the issue of controlling the proceeds of criminal activity and the role of criminal justice in protecting the environment. The Third Committee supported the importance of the Crime Commission by stressing the importance of appropriate funding, adopted a U.S.- sponsored resolution on prevention of alien smuggling and supported funding from the regular budget for the UN African Institute for the Prevention of Crime and Treatment of Offenders.

## **Crime Prevention And Control**

The UN Commission on Crime Prevention and Criminal Justice was established as a Commission of ECOSOC in 1992, transferring to governments the issues previously considered by independent experts. The second session of the Commission met April 13–23 in Vienna.

The Commission considered a number of priority themes, so designated at the establishment of the Commission. These were: national and transnational crime, organized crime, economic crime (including money laundering) and the role of criminal law in the protection of the environment; crime prevention in urban areas (juvenile and violent criminality); and efficiency, fairness and improvement in the management and administration of criminal justice and related systems.

The Commission adopted by consensus resolutions covering violence against women in all its forms and proposed guidelines for the prevention of urban crime and the role of criminal law in the protection of the environment. It also adopted resolutions on the World Ministerial Conference on Organized Transnational Crime, control of the proceeds of crime, strengthening the UN crime prevention and criminal justice program, UN standards and norms in crime prevention and criminal justice and preparations for the Ninth Congress on the Prevention of Crime and Treatment of Offenders (1995) by consensus.

The 48th UN General Assembly adopted three resolutions on crime prevention and control. In resolution 48/103, "Crime prevention and criminal justice," adopted by consensus, the Gen-



eral Assembly called upon the Secretary General to support the operational activities and advisory services program, within existing resources of the UN budget. It once again asked the Secretary General to take necessary measures to upgrade to a division the Crime Prevention and Criminal Justice Branch of the Center for Social Development and Humanitarian Affairs. The resolution also expressed support for Italy's World Ministerial Conference on organized Transnational Crime (1994).

The United States initiated resolution 48/102, also adopted without a vote after extensive and difficult consultations, on "Prevention of alien smuggling." The U.S. resolution condemned the practice of alien smuggling and urged states to take appropriate steps to frustrate the practice and to protect migrants from exploitation, and asked the Commission on Crime Prevention and Criminal Justice, at its third session, to consider giving special attention to this issue.

Finally, the United States voted against resolution 48/101, "UN African Institute for the Prevention of Crime and the Treatment of Offenders," which called for funding for the Institute from within the overall program budget of the United Nations, rather than from regional voluntary contributions. The resolution was adopted by a vote of 119 to 1 (U.S.), with 49 abstentions.

## **Drug Abuse Control**

During 1993 the United States undertook initiatives in the UN General Assembly, ECOSOC, and the Commission on Narcotic Drugs (CND) to strengthen cooperation in international drug control. The UN International Drug Control Program (UNDCP) made headway in 1993 to strengthen the UN response to the challenges of international drug control.

### **UN International Drug Control Program**

The UN International Drug Control Program (UNDCP) was established on January 1, 1991, by the mandate of 1990 UN General Assembly resolution 45/179. Giorgio Giacomelli of Italy continued to serve in 1993 as the first Executive Director of the Program, holding the rank of Under Secretary General. Funded primarily from voluntary contributions, the UNDCP assists governments in complying with narcotics treaty obligations through technical cooperation activities, and provides drug control assistance to key drug-producing and drug-trafficking nations.

UNDCP's scope of activity targets those areas important to the production or transit of narcotic drugs in Southeast and Southwest Asia, the Andean subregion and the Near and Middle East. UNDCP also supports drug control activity in other affected regions, including Africa, the Caribbean, countries of Eastern Europe, and states of the former Soviet Union. The majority of the fund's programs continued to be concentrated in 1993 in the major drug-producing areas of Latin America and Asia.

In 1993 UNDCP cooperated with 59 countries through 183 regional and country-specific drug control programs. Program activities include alternative development, law enforcement training, institution building and demand reduction. UNDCP's new programming strategy reflects a comprehensive strategy linking all aspects of the drug problem. UNDCP has developed a "master plan" approach as a tool to strengthen the national drug control commitment and to identify assistance needs.

UNDCP also formulated new strategies to address the multifaceted nature of drug abuse and trafficking. It supported 32 global projects through a broad range of drug control activities, such as specialized training, research and advisory services. UNDCP also increased focus on reducing illicit demand, strengthening the control of precursor chemicals, and providing training to counter money laundering.

UNDCP also helped countries amend domestic legislation to promote rapid ratification and implementation of the 1988 UN Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. It continued its work to implement the International Drug Abuse Assessment System (IDAAS), which enables the UNDCP to analyze drug abuse data at national, regional and international levels, and to facilitate worldwide cooperation in this area.

In keeping with its leadership role to coordinate drug control activities in the UN system, UNDCP undertook efforts to strengthen dialogue and establish cooperative agreements and activities with other UN specialized and technical agencies, international financial institutions and nongovernmental organizations.

More than 50 governments and other sources contributed \$68 million in 1993 to the UNDCP. As one of the top five donors to UNDCP, the U.S. pledge for 1993 was \$6.2 million provided by the State Department's Bureau of International Narcotics Matters. UNDCP's total financial resources were \$81.7 million.

According to UNDCP, an estimated \$77.8 million was spent in 1993 on a variety of drug-related activities, including crop substitution or alternative development in narcotics-producing regions, training and the provision of drug law enforcement equipment, drug prevention education and information, and treatment and rehabilitation of drug-dependent persons.

In 1993 the United States continued to play a leadership role in guiding the work of UNDCP, including active participation in consultative meetings of the group of major donors to the program. UNDCP programs bolstered antidrug commitments in countries where the United States had extensive bilateral programs, and expanded antidrug initiatives in areas where the United States had been constrained by resources or political limitations. The U.S. pledge in 1993 included contributions for training in both chemical control and money laundering investigations. Additionally, the United States provided funding for projects in key heroin-producing areas in Southeast Asia, Pakistan, Afghanistan, and in the Newly Independent States and Eastern Europe.

## **International Narcotics Control Board**

The establishment of the International Narcotics Control Board (INCB) was provided for in the Single Convention on Narcotic Drugs of 1961. The mandate of the 13-member Board is to monitor the worldwide movement of drugs, and to promote governmental compliance with the various drug-control treaties.

The INCB produces a yearly report that assesses general trends in trafficking, abuse and licit and illicit production. In its 1993 report, the INCB noted that during the last two decades there has been a "globalization" of the drug problem, a drastically worsened situation in terms of drug abuse and the internationalization and cooperation among drug cartels, which have risen in economic power and political influence. The Board said there is growing recognition that international cooperation, which in the past has been mainly an expression of solidarity, is now "a matter of urgent self-defense," as drug trafficking syndicates seek to take advantage of countries that have not ratified the UN drug conventions, or that have weak or ineffective laws, or are experiencing political or social instability. The Board urged universal application of the provisions of the international drug control treaties.

The 1993 report focused on three areas of urgent concern: the importance of demand reduction, the impact of corruption on drug control systems and the prevention of money laundering.

The Board observed the lessening of a clear distinction between consumer, supplier and even transit countries. Without efforts to reduce illicit demand, actions aimed at reducing illicit drug supply were noted to have only temporary success. The Board invited governments to consider demand reduction as one of their first priorities in drug control efforts, adding that national approaches to demand reduction had to be carefully designed for each country's circumstances. Political will at the top combined with community-based initiatives could expect the best results. "Harm reduction" programs would provide only tertiary benefits as a strategy in reducing demand, the Board said, and could not be a substitute for demand reduction programs.

The Board noted its concern about the impact of corruption on drug control systems, and called for all nations to fight against corruption by officials in government and the criminal justice system. With the problem compounded by the expansion of international crime syndicates, the Board said the very principles of drug treaties and the efficacy of the international drug control system were in jeopardy.

The Board also said that the struggle against money laundering was just beginning. With profits in the billions of dollars annually, drug traffickers were using increasingly sophisticated tactics to launder their proceeds. Efforts were falling short in countries worldwide in the development of legislation to trace, seize and forfeit drug-trafficking proceeds. The Board called for enhanced international support for activities to counter money laundering.

## **Commission on Narcotic Drugs**

The 36th session of the Commission on Narcotic Drugs (CND) convened in Vienna March 29–April 7. The 53 members of the CND approved 9 draft resolutions and 5 decisions which were forwarded for ECOSOC consideration, and adopted 8 resolutions not requiring ECOSOC action.

The United States achieved its two primary objectives at the 36th CND session: to strengthen controls against chemical diversion, and to take steps to establish a maritime cooperation working group to achieve fuller implementation of provisions of the 1988 UN Drug Trafficking Convention. The United States cosponsored other resolutions important to U.S. interests on UN system cooperation on drug control and on demand reduction.

To establish better regulatory measures for commercial transactions in chemicals, the United States initiated a resolution

which urged states to closely regulate export commerce of precursor and essential chemicals to prevent diversion to illicit drug production. Support for UN activities to control chemical diversion was urged, and the UNDCP and INCB were asked to increase the scope of their respective roles.

The CND adopted a U.S.-proposed resolution which highlighted the significance of global maritime drug trafficking and set forth specific steps to follow up on recommendations to achieve fuller implementation of Article 17 (Illicit Traffic by Sea) of the 1988 UN convention. The resolution provided for the formation of an expert group to prepare an outline of goals and objectives of the formal maritime cooperation working group for the 37th CND in 1994. Drafters believed this initiative had the potential to bring significant improvements in maritime counter-drug cooperation, including on a bilateral and subregional basis.

Several resolutions adopted at the CND focused on demand reduction activities. Governments were urged to give priority to research, prevention, treatment and social reintegration within the context of national strategic plans to combat drug abuse. UNDCP was asked to give priority to assisting nations to develop and implement those strategic plans.

The importance of complementary and cooperative efforts in the UN system on drug control was recognized in a resolution calling for an updated UN System-Wide Action Plan (SWAP) on Drug Abuse Control. The resolution also asked associated UN agencies to develop agency implementing plans for the SWAP, and for governing bodies of UN agencies to make the issue of drug control an item on their meeting agendas.

The CND asked the Executive Director of UNDCP to ensure coordination, complementarity and nonduplication of effort in drug control activities across the UN system. He also was asked to increase cooperation with international financial institutions and intergovernmental organizations. All governments were urged to provide the fullest possible support to UNDCP.

At the 36th session, attention was given to the role of the Commission on budget matters in relation to the UNDCP. The final program budget for 1992–1993 totaling \$158,876,900 was approved. In order to synchronize UNDCP's budget cycle with that of the United Nations, and permit the CND to approve the UNDCP program budget prior to the start of the budget period, the CND adopted a resolution that provided, on a temporary basis, for a reconvened session of the CND in December 1993

and 1995. The United States expressed strong reservations about the practicality, necessity and budgetary implications of reconvening the CND, and disassociated from the consensus resolution.

At the reconvened session in December 1993, the Commission approved the budget estimates of the fund of the UNDCP for the biennium 1994–1995, totaling \$187,889,300.

## **ECOSOC Consideration of Drugs**

At the 1993 session of ECOSOC, 9 draft resolutions and 5 draft decisions contained in the report of the CND were adopted by consensus. Statements during the debate emphasized achievements the United Nations had made in the area of international narcotics control, and also covered demand reduction, debt and alternative development, control of chemicals, and coordination issues in the United Nations.

The U.S. Representative, Edward Marks, told the Council that the international drug trade continued to pose a fundamental threat to the United States in terms of social and economic costs. With the democratic foundations of other governments at risk, he reaffirmed continued U.S. commitment to work with nations showing the political will to fight drugs. Multilateral action, with UNDCP as the linchpin, was essential to international drug control efforts, he said. Marks stressed that all UN programs in major drug-producing and drug-trafficking areas should take the drug threat into account in their activities. In concert with the System-Wide Action Plan on Drug Abuse Control, Marks reaffirmed that all associated agencies were being asked to ensure that drug control received a high priority throughout the UN system.

## **General Assembly Action on Drugs**

A special high-level plenary meeting of the UN General Assembly was held on October 26–28 to examine the status of international cooperation against the illicit production, traffic and demand of drugs. More than 80 nations addressed the plenary, many at a ministerial level. As envisioned at the previous UN General Assembly by Mexico and Colombia, the high-level plenary meeting was intended to renew commitments to international narcotics control and consider the effectiveness of current policies and cooperative efforts. The United States was represented at the high-level session by Dr. Lee Brown, Director of the Office of National Drug Control Policy, Executive Office of the President.

Resolution 48/12, adopted without a vote during the high-level plenary meeting, expressed concern at the rising trend of abuse, production and trafficking, and its human toll, economic costs, related violence and threat to economic, social and political structures. The resolution reaffirmed the role of the CND to set policy and the leadership of the UNDCP as the main focus for concerted international action for drug abuse control. Several follow-up actions were requested: first, that UN system cooperation on drug control be examined at the 1994 ECOSOC coordination segment, and second, that the CND consider addressing a number of traditional and emerging areas of drug control that need increased attention.

In his statement to the plenary, Dr. Brown emphasized that drug control was an important element of U.S. foreign policy and an integral part of the American commitment to the rule of law, sustainable economic development, human rights and protection of the global environment. U.S. leadership on international drug control would continue, he said, but would need to be joined by the community of nations standing up to the threat collectively. In affirming a strong multilateral approach to get the job done, Dr. Brown said:

The need for a strong UN system is increasingly important. The UN agencies with related responsibilities cannot ignore the impact of narcotics production, trafficking and use.

The United Nations is not just a peacekeeping or peacemaking body. It also is a forum for calling attention to the enemies of democracy and calling for action against them. . . . Narcotics trafficking and other global crimes corrupt and undermine the basic institutions that underpin democracy and promote political freedom—the rule of law and free and open economies.

The General Assembly also considered international drug control in the agenda of the Third Committee. In an effort to streamline UN action on narcotics and to eliminate redundancy, four resolutions from the 47th General Assembly were combined and presented to the General Assembly as an omnibus text, resolution 48/112, adopted without a vote, entitled “International action to combat drug abuse and illicit production and trafficking.” To develop the text, the United States participated in a working group, chaired by Mexico, and also including the Bahamas, Cuba and Bolivia. All participating countries had initiated separate resolutions at the 47th Assembly.

The resulting resolution had five operative sections:

- The first urged respect for principles enshrined in the UN Charter and international law in the fight against drug abuse and trafficking.

- The second urged all states to ratify the UN conventions on drug control and establish the necessary legislative and administrative measures for compliance; it also called on the UNDCP to continue providing legal assistance to member states to implement the conventions.

- The third called upon the United Nations and the international community to implement to the widest possible extent the Global Program of Action against Illicit Production, Supply, Demand, Trafficking and Distribution of Narcotic Drugs and Psychotropic Substances, adopted by the 17th special session of the UN General Assembly in 1990.

- The fourth, in language suggested by the United States, called for completion of the updated System-Wide Action Plan on Drug Abuse Control; it asked associated agencies to complete implementation plans for inclusion in the plan, and asked governing bodies of the agencies to include the issue of drug control on their agendas.

- The fifth welcomed the drug control efforts of the UNDCP to date, and urged all governments to provide full support to the program. The efforts of the UNDCP in its budget presentation were appreciated, and further efforts were encouraged.

## **UN Disaster Relief and Humanitarian Relief Assistance**

### **Background**

There were problems of poorly coordinated disaster and humanitarian relief efforts in responding to a series of complex emergencies in the late 1980s and early 1990s. This resulted in the adoption in December 1991 of General Assembly resolution 46/182, which established the position of an "Emergency Relief Coordinator." The coordinator position, designated by the Secretary General, works closely with the relevant agencies and funds and programs of the UN system dealing with humanitarian assistance. The coordinator combines the functions of the various special representatives of the Secretary General for major and complex emergencies and the former Office of the UN Disaster Relief Coordinator (UNDRO). Under the authority of resolution 46/182, the Secretary General in February 1992 established the Department of Humanitarian Affairs (DHA) and



appointed Jan Eliasson (Sweden) as the Emergency Relief Coordinator and Under Secretary General for Humanitarian Affairs. DHA Headquarters is located in New York, while its operational office is located in Geneva. Specifically, the Under Secretary General for Humanitarian Affairs is responsible for:

- Responding to requests for emergency assistance requiring a coordinated response;
- Organizing interagency needs assessments missions and consolidated appeals for contributions;
- Facilitating access by operational agencies to emergency areas;
- Serving as a central focal point with governments and non-governmental organizations;
- Coordinating early warning systems; and
- Promoting the smooth transition from relief to development operations.

DHA does not have its own separate governing body. DHA matters are discussed biennially in ECOSOC. The budget for DHA is also set biennially by the Fifth Committee (Administrative and Budgetary) of the General Assembly in the context of the overall UN budget. For the 1993–1994 biennium, DHA was allocated approximately \$20 million. In addition to this regular budget, DHA maintains six extrabudgetary trust funds (five inherited from UNDR0) supported by voluntary contributions from donor governments. The five trust funds are disaster relief; technical cooperation (disaster mitigation); strengthening of DHA; program support (the repository of a three percent overhead fee charged on disaster relief funds channeled through DHA); the Sasakawa Disaster Prevention Award Endowment; and the Central Emergency Revolving Fund (CERF). There are approximately 120 DHA staff members (38 in New York and 82 in Geneva), who are funded through contributions from the regular budget, trust funds or special projects.

In 1992 the United States contributed \$6.2 million toward the establishment of the CERF. The CERF is for use by UN agencies involved in the initial phase of emergency relief. Funds borrowed from the CERF are replaced by the requesting agency with funds raised through the consolidated appeal process. As of September 30, advances from the CERF totaled \$52.7 million and reimbursements totaled \$22.5 million—leaving a fund balance of \$19.5 million. Disbursements were made in 1993 to various UN agencies for emergency relief work in Haiti (UNICEF),

Georgia (UNHCR), Tajikistan (WFP), Somalia (FAO) and Lebanon (Habitat).

## **General Assembly Consideration**

Since the adoption of resolution 46/182 in December 1991, the international community has faced 108 sudden-onset natural disasters and 26 complex emergencies. The experience of the last 2 years in responding to these emergencies has demonstrated the validity of resolution 46/182 as providing the framework for coordinating UN relief assistance. Although DHA's efforts have been spread thin by the new wave of humanitarian emergencies, its work has begun to take root. For example, consolidated appeals that have been established provide a sound and coherent basis for funding requests to respond to emergencies. The CERF has provided start-up funding (within 48 hours or less) to the various UN agencies responding to an emergency. The Inter-Agency Standing Committee (IASC) has moved ever closer to being an effective coordinating forum for UN agencies and humanitarian organizations. There is little doubt that the instruments for coordination envisaged by the resolution have proven to be essential and useful. However, experience has also demonstrated that additional measures need to be taken to further strengthen these instruments.

At the 1993 regular session of the Economic and Social Council (ECOSOC), member states considered the question of the coordination of humanitarian relief. A number of conclusions were developed and put forward to the 48th General Assembly for consideration, including the functioning and size of the CERF and the financing of coordination arrangements during the initial phase of emergencies.

In a major step forward to strengthen the coordination of humanitarian emergency assistance provided by the United Nations, the United States (along with Canada, Sweden, United Kingdom and European Union) was instrumental at the 48th General Assembly in crafting a carefully negotiated consensus resolution. Resolution 48/57 further strengthens the leadership role of the UN Emergency Relief Coordinator. Specifically, it allows the Emergency Relief Coordinator to use funds from the CERF to enhance rapid response coordination where insufficient capacity exists at the field level. The resolution also acknowledges the importance the United States places on the humanitarian advocacy role the Emergency Relief Coordinator must play as the UN system responds to complex emergencies. Furthermore, the resolution stresses an important U.S. objective of

accelerating the development of an emergency information system within DHA. In that regard, the United States announced during the general debate on this agenda item a joint U.S.-Japan initiative that will provide the necessary equipment and technical expertise to link DHA to the field during emergencies. Other points in the resolution in line with U.S. interests are a request to improve coordination both at headquarters and in the field; a request that the IASC meet more frequently and act in an action-oriented manner; and the inclusion of the International Organization for Migration (IOM) as a CERF beneficiary. A separate paragraph on consolidated appeals urged that they be more field-oriented, based on priorities developed from comprehensive and realistic projections of needs. The resolution also asked for the Secretary General to examine further means of providing DHA with adequate qualified personnel and administrative resources.

## **UN High Commissioner for Refugees**

### **Background**

The Office of the UN High Commissioner for Refugees (UNHCR) was established on January 1, 1951. The High Commissioner's original mandate was primarily international protection of refugees. However, in 1952 the General Assembly authorized the High Commissioner to appeal for funds to enable emergency aid to be given to the most needy groups of refugees. This mandate was extended further in 1958 to allow the High Commissioner to appeal for funds to provide care and maintenance to refugees and to finance permanent solutions.

The current High Commissioner, Mrs. Sadako Ogata (Japan), was first appointed in 1991. With strong U.S. support, Mrs. Ogata was subsequently reappointed by the Secretary General to a new 3-year term approved by the 48th General Assembly. UNHCR is governed by a 46-member Executive Committee, of which the United States is a key player.

UNHCR performs the critical role of ensuring protection, providing material assistance, and seeking durable solutions for refugees. The tremendous increase in conflicts worldwide and the resulting outflow of refugees (e.g., from the former Yugoslavia, the Horn of Africa, Liberia, Burundi, the Caucasus) highlight the importance of UNHCR's protection role.

UNHCR's budget in 1993 was approximately \$1.3 billion. The United States is the largest contributor to UNHCR, having contributed more than \$240 million in FY 1993.

## **Executive Committee Action**

The High Commissioner's efforts to improve the effectiveness and performance of UNHCR's programs, the organization's budget shortfalls, and concerns about growing restrictive trends on asylum were the dominant themes at the 1993 annual meeting of the Executive Committee. The meeting was marked by a general consensus among members that UNHCR is moving in the right direction on both protection policy and program management.

The Executive Committee endorsed most of UNHCR's policy initiatives, including proposed improvements in the programming cycle. The general conclusion on refugee protection steered a balanced course on the issue of asylum, reaffirming the importance of viable asylum policies (including temporary protection) in protecting refugees, while recognizing the need for creative approaches to prevent a breakdown in asylum systems. The conclusion also called for the High Commissioner to explore possibilities for more flexible use of third-country resettlement as a protection tool.

The Executive Committee did, in light of criticism by the Advisory Committee on Administrative and Budgetary Questions (ACABQ), take a cautious stance on a specific UNHCR proposal to create an inspector of operational activities. However, the Committee did ask the High Commissioner to continue her efforts to improve oversight of field activities.

The Executive Committee also furthered its efforts on behalf of refugee women and children. The conclusions on refugee protection and sexual violence and the policy on refugee women are both important developments in this field.

The United States once again played an important role in ensuring a successful meeting of the Executive Committee. The additional \$19 million U.S. contribution to UNHCR's general program on the eve of the meeting was vital in reassuring members that the 1993 general program would be fully funded and ensuring that the 1994 general program was approved at its proposed level. The United States played the leading role in brokering compromises on sensitive issues in key Executive Committee conclusions, particularly on the protection issues.

## **General Assembly Consideration**

Delivering the U.S. statement on this agenda item at the 48th UN General Assembly, the U.S. Representative noted that the continuing ability of UNHCR to meet the mounting needs of ref-

ugees rests largely with its leadership. The U.S. Representative praised the High Commissioner for the important strides she has made in the areas of management reform, emergency response capacity-building and responding to the needs of refugee women and children. Acknowledging that UNHCR plays an important role along the refugee continuum from prevention, to assistance, to development, the U.S. Representative cautioned member states not to expand UNHCR's limited involvement in prevention, assistance and protection of the internally displaced beyond its principal mandate to ensure protection for refugees elsewhere in the world. The U.S. Representative also cited the cooperation between UNHCR and the World Food Program (WFP) as a model for other UN agencies and encouraged the leadership of all the relevant UN agencies to promote a "culture of cooperation" to reduce inefficiency and close gaps in relief programs. Commenting that the needs of women and children is a high priority for the Administration, Congress and many U.S. nongovernmental organizations, the U.S. Representative praised the strides made by UNHCR to integrate the needs and abilities of refugee women and children into UNHCR programs. The U.S. Representative, stressing the inseparable relationship between protection and assistance when dealing with refugee women and children, said that providing for the security of women to reduce sexual violence and exploitation in refugee camps is essential. The representative announced U.S. support for UNHCR's efforts to assist these victims and prevent further occurrences through a special contribution of \$250,000.

Six resolutions related to refugees were adopted at the 48th General Assembly: "Convening of a United Nations Conference for the Comprehensive Consideration and Review of the Problems of Refugees, Returnees, Displaced Persons and Migrants" (Resolution 48/113); "Emergency International Assistance to Refugees and Displaced Persons in Azerbaijan" (Resolution 48/114); "Enlargement of the Executive Committee of the Program of the High Commissioner for Refugees" (Resolution 48/115); "Office of the United Nations Commissioner for Refugees" (Resolution 48/116); "International Conference on Central American Refugees" (Resolution 48/117); and "Assistance to Refugees, Returnees and Displaced Persons in Africa" (Resolution 48/118).

The United States cosponsored the omnibus resolution on "The Office of the UN High Commissioner." Specifically, this resolution:

- Expressed deep concern regarding the security and well-being of refugees, including incidents of refoulement, unlawful expulsion, physical attacks and detention under unacceptable conditions and called upon States to take all necessary measures to protect refugees in accordance with internationally recognized human rights norms;

- Expressed deep concern over conditions in a number of countries and regions that seriously endanger the delivery of humanitarian workers, including UNHCR staff; and

- Recognized the need for the international community to explore methods and means to better address within the UN system the protection and assistance needs of internally displaced persons.

The United States delivered an "explanation of position" on its decision to join consensus on the omnibus resolution covering refugees, returnees and displaced persons in Africa. Expressing disappointment that the resolution contained clearly outdated language and was not inclusive, the U.S. Representative noted that the resolution made no reference to the new African refugee emergencies such as Burundi and Togo. Nor did the resolution acknowledge the markedly changed situation in Mozambique and Liberia where repatriations have begun, and South Africa where repatriation has essentially concluded. Furthermore, the resolution did not adequately call on leaders in refugee-producing countries to eliminate immediately those conditions which created refugees and displaced persons.

## **World Social Situation**

The Commission for Social Development (CSD) was established in 1946. This 32-member subsidiary body of the Economic and Social Council (ECOSOC) meets biennially to review social objectives, program priorities and social research within the areas of economic and social development.

The 33rd session of the CSD met in Vienna, Austria, February 8-17. During this session, the CSD dealt with issues relating to the growing aging population, persons with disabilities, youth and family concerns, and the World Summit for Social Development planned for 1995 in Copenhagen.

The United States took an active role in drafting and sponsoring resolutions at the Vienna meeting. The United States sponsored draft resolutions on the Summit agenda and on strengthening the Disabled Persons Unit in the Secretariat.

## **Aging**

In keeping with the CSD's focus on social issues, the Third Committee, and subsequently the 48th General Assembly, adopted a consensus resolution on the implementation of the International Plan of Action on Aging on December 20. (Resolution 48/98.) It endorsed the formation of global and national targets on aging for the year 2001. In addition, the resolution called for a draft of a preparatory program for the International Year of Older Persons to be submitted in 1995 at the 34th session of the CSD and to the General Assembly during its 50th session.

## **Persons with Disabilities**

Recognizing the need for the full inclusion of persons with disabilities within all aspects of society, the General Assembly adopted resolution 48/95 on December 20. This resolution was designed to strengthen the UN's leadership role in the area of disability policy and programs.

The United States was an active participant in adopting the Standard Rules on the Equalization of Opportunities for persons with disabilities. (Resolution 48/96.) This resolution was designed to encourage integrated approaches for providing people with disabilities access to facilities, support in local communities, as well as medical services to infants and children with disabilities.

Realizing the importance of this issue, the Third Committee, and subsequently the General Assembly, adopted resolutions 48/95, 48/96, 48/97 and 48/99 by consensus. Resolution 48/99 established a program of action to further the equalization and integration of persons with disabilities throughout society. Also reinforcing and contributing to the significance of this issue, resolution 48/97 called for member states to observe an International Day of Disabled Persons.

## **Family and Youth**

Reaffirming resolution 45/133 of December 14, 1990, resolution 46/92 of December 16, 1991, and resolution 47/237 of September 20, 1993, the 48th session of the General Assembly devoted one plenary session on December 7 to launch the International Year of the Family. This session declared 1994 as the International Year of the Family to promote social progress and better standards of life for children and their parents.

## **World Summit for Social Development**

During its 33rd session on February 8–17, the Commission for Social Development (CSD) also discussed the World Summit for Social Development. In June ECOSOC held a high-level segment on the World Summit for Social Development. Later in the year, the Third Committee, and subsequently the 48th session of the General Assembly, adopted resolution 48/100 by consensus to promote preparations for the Summit.

At the ECOSOC high-level segment, the United States presented its views on the Summit, which emphasized the need for people-centered development programs and activities, and the need to establish an "Agenda for People" to build on the work of past UN conferences. This set out, in a focused way, the principles, responsibilities and actions required to strengthen social development around the world.

## **UN Educational and Training Program for Southern Africa**

The UN Educational and Training Program for Southern Africa (UNETPSA) was established by the UN General Assembly in 1967 by integrating earlier special programs to assist Namibia, South Africa, former Rhodesia and territories under Portuguese administration in Africa. Its mandate is to provide comprehensive financial assistance for education and training of students. Program headquarters are in New York, and it is administered by the Secretary General in consultation with the Advisory Committee on UNETPSA. The Advisory Committee, to which the United States belongs, has 13 members.

UNETPSA is financed from a trust fund made up of voluntary contributions by member states, organizations and individuals. For the 1-year period ending August 31, contributions and pledges totaled \$4,039,162. The principal donors were: Japan, \$1.32 million; Norway, \$916,655; and the United States, \$812,000. The Program is now granting new awards only to disadvantaged students from South Africa. In accordance with a decision of the Advisory Committee, new awards for Namibian students were discontinued in December 1992, but remaining Namibian students already benefiting from grants will complete the studies for which the awards were made, subject to satisfactory performance and availability of funds.

During the 12-month reporting period which ended August 31, UNETPSA awarded 1,989 new grants and extended 564 others.



UNETPSA, in accordance with the recommendations of the 1992 Follow-Up Conference on International Educational Assistance to Disadvantaged South Africans as well as relevant resolutions of the General Assembly, has continued to strengthen its educational and training activities inside South Africa. Its 1993–1994 work plan allocates about 64 percent of its total budget to projects inside South Africa. Emphasis is placed on training programs at universities and technical schools in order to enhance institution-building and to contribute to filling South Africa's human resource needs during the transition period to a non-racial democracy and beyond. The program has also cooperated with other scholarship agencies, educational institutions and nongovernmental organizations to increase the number of students it is able to sponsor.

In 1993 UNETPSA continued its cooperation with the Bursary Council of South Africa by extending 55 awards and granting 25 new awards to students in specialized fields such as law, education, agriculture, engineering, business and health. The major South African universities received awards to assist students in fields such as education, law, public administration, engineering and the sciences. Arrangements are under way to provide grants to a number of technical schools in South Africa in 1994.

UNETPSA also worked with a number of U.S. educational institutions and programs in 1993. UNETPSA continued its cooperation with U.S. institutions such as New Hampshire College, New York University, Columbia University, Kearney State College, Ramapo College, Upsala College, African Arts Fund and the Education Fund for Southern Africa. UNETPSA cooperated with the New York State Port Authority in an internship program for two UNETPSA graduates, and it continues to work with AFRICARE in their internship program. The Ford Foundation, UNETPSA, Southern Africa Freedom Through Education Foundation and Education Fund for Southern Africa jointly provided educational assistance to a number of undergraduates.



## Part 5



# Human Rights and Fundamental Freedoms

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## Overview of UN Involvement in Human Rights Issues

The 49th annual session of the UN Human Rights Commission (UNHRC) was held February 1–March 12 in Geneva. The 38th annual session of the UN Commission on the Status of Women was held in New York March 7–18, and the World Conference on Human Rights convened in Vienna June 14–25. ECOSOC considered the UNHRC's report at its first regular session for 1993 in New York June 27–July 29. The 45th session of the UNHRC's Subcommission on the Prevention of Discrimination and Protection of Minorities was held in Geneva August 1–26. The General Assembly considered a lengthy agenda of human rights issues during its Third Committee and plenary sessions September 21–December 23.

### World Conference on Human Rights

The UN World Conference on Human Rights met in Vienna June 14–25, the first such world conference since the Teheran Conference in 1968. The Vienna Conference was the first global human rights conference held in the post-Cold War period. The administration saw the world conference as an important opportunity for the international community to recommit itself to advancing the goals and principles of the Universal Declaration of Human Rights.

The United States had two major goals for the human rights conference: first, the reaffirmation of the bedrock principles of the Universal Declaration of Human Rights and, second, to strengthen the UN's ability to promote human rights.

To that end, the United States had developed an action plan to improve the UN's effectiveness in addressing and resolving human rights problems. The highlights of the plan included

- Ensuring greater effectiveness for the UN Human Rights Center and its advisory services and reporting activities;

- Targeting UN assistance towards helping nations establish the rule of law, eliminate torture and resolve ethnic, religious and racial conflict;

- Helping to integrate the rights of women and children into efforts throughout the UN system and supporting the appointment of a special rapporteur on violence against women;

- Increasing the capacity of the United Nations to promote democracy by assisting in the conduct of elections and improving the administration of justice;

- Integrating human rights considerations into UN activities, such as peacekeeping, refugee protection, conflict resolution, and development and humanitarian programs; and

- Creating the office of a UN High Commissioner for Human Rights as a means of helping to accomplish all of these goals.

Secretary of State Warren M. Christopher addressed the world conference on its opening day, addressing the theme of "Democracy and Human Rights: Where America Stands." His statement reiterated America's commitment to the Universal Declaration of Human Rights and support for democratic movements on a worldwide basis. Christopher urged adoption of the U.S. action plan, with particular emphasis on establishing a High Commissioner for Human Rights. He also stressed the importance of integrating the inhumane treatment of women into the global human rights agenda. He concluded by urging that the world conference "speed the day when all the world's peoples are raised up into lives of freedom, dignity, prosperity and peace."

At the conclusion of the world conference, the international community produced a final document that reaffirmed universality and set in motion a broad-based action program that lays the groundwork for long-term improvement of human rights conditions. The conference recommended strengthening the Human Rights Center and paved the way for establishing the High Commissioner for Human Rights at the 48th UN General Assembly.

The Vienna Declaration and Program of Action (A/CONF. 157/23), the final document of the World Conference on Human Rights, reflected agreements which were in harmony with the goals the United States had set for the conference. For example:

- The Vienna Declaration strongly and clearly reaffirmed the principle of the universality of international human rights standards.

- On the question of sovereignty, the document reiterates that the protection of human rights is a legitimate concern of the international community.

- The final document is clear in underscoring the importance of nongovernmental organizations in promoting human rights.

- The Declaration underscored the human rights of women as an integral part of UN human rights activities.

## **High Commissioner for Human Rights**

At the insistence of the United States and many other countries, the Vienna Declaration referred to the UN General Assembly the question of establishing the position of a High Commissioner for Human Rights. The adoption of UN General Assembly resolution 48/141, which formally established the office, was a major achievement for the United States.

Ambassador Madeleine K. Albright, the U.S. Permanent Representative to the United Nations, expressed delight with the outcome of Third Committee action in this regard. She predicted that "when formally established and functioning, this office will represent a major milestone for world human rights, an affirmation by the United Nations of an enduring United States foreign policy goal, and a far-reaching achievement in international relations. We regard this step," she added, "as a global triumph for human dignity, individual rights and fundamental freedoms."

The agreement to establish a High Commissioner was the product of a month-long Third Committee working group. The UN General Assembly, on December 20, adopted the resulting resolution 48/141 without a vote.

Under the terms of the resolution, all UN activities will be coordinated for the first time by a single office. The High Commissioner's mandate includes promotion and protection of human rights worldwide through direct contact with individual governments and the provision of technical assistance where appropriate.

The text calls for a High Commissioner, at the rank of Under Secretary General, to be nominated by the Secretary General and approved by the General Assembly, for a term of 4 years, with one 4-year extension possible. The incumbent, as the UN official principally responsible for all UN human rights activities, will coordinate human rights promotion and protection throughout the UN system and will supervise the UN Center for Human Rights in Geneva. The High Commissioner will report annually

to the UN Commission on Human Rights and, through ECOSOC, to the UN General Assembly.

The Vienna Declaration and Program of Action provided, to paraphrase the words of Secretary Christopher, a place upon which to stand for the international community. Establishment of the High Commissioner for Human Rights provides the instrument for moving toward the reality of universal human rights standards.

## **Violations of Human Rights in Specific Countries**

During 1993 U.S. Delegations introduced resolutions or initiated action on the human rights situations in five countries: China, Cuba, Somalia, the Sudan and the former Yugoslavia. These actions took place at the UN Human Rights Commission (UNHRC) session in Geneva and at the UN General Assembly's Third Committee. Resolutions adopted by the Third Committee were later acted upon by the General Assembly in full plenary session.

Chinese Government abuse of human rights continued to be a focus of U.S. efforts during 1993. At the UNHRC, the European Union (EU), working closely with the United States, introduced a resolution, with U.S. cosponsorship, critical of China's human rights policies. The Chinese delegation introduced a motion to take no action on the EU/U.S. initiative. Despite significant lobbying both in Geneva and in capitals by the EU and the United States on behalf of the resolution, the Commission adopted the Chinese procedural motion on March 8 by a vote of 22 to 17 (U.S.), with 12 abstentions. This ended further consideration of the resolution.

At both the UNHRC and the UN General Assembly, the United States introduced resolutions that condemned Cuba's human rights record and called upon the Government of Cuba to cooperate with the Commission's Special Rapporteur, Carl-Johan Groth. The resolutions were adopted in Geneva on March 10 by a vote of 27 (U.S.) to 10, with 15 abstentions (1993/63) and in New York on December 20 by a vote of 74 (U.S.) to 20, with 61 abstentions (48/142).

During 1993 the United States continued to register its concern over deteriorated human rights conditions in Somalia. During the UNHRC session in Geneva, the United States introduced a resolution thanking the Secretary General's independent expert for studying the situation and emphasizing the need for a

stable government to guarantee respect for human rights and fundamental freedoms. Resolution 1993/86 was adopted on March 10 by consensus. The General Assembly, on December 20, adopted a similar resolution, 48/146, by consensus.

The United States at both the UNHRC and the UN General Assembly introduced resolutions critical of the Sudanese Government's human rights practices and called for cooperation with the Commission's Special Rapporteur, Gaspar Biro. Resolution 1993/60 at the Commission was adopted on March 10 by a vote of 35 (U.S.) to 9, with 8 abstentions.

A stronger resolution, 48/147, which also criticized the Khartoum regime for air attacks against aid workers and civilians, was adopted in New York on December 20 by a vote of 111 (U.S.) to 13, with 30 abstentions.

Building on the two special sessions of the UNHRC held during 1992 on the subject of the human rights situation in the former Yugoslavia, the United States continued to apply pressure at the UNHRC and General Assembly for respect for human rights, mainly on the part of the Serbs, in the form of resolutions on the subject. The UNHRC adopted a U.S.-introduced resolution in Geneva on February 23 by consensus (Resolution 1993/7), and the UN General Assembly adopted a similar resolution (Resolution 48/153) in New York on December 20, also by consensus.

The United States also cosponsored resolutions initiated by other nations on other country-specific situations. Among those actions attracting significant participation by the United States were two on the subject of human rights in Afghanistan. The United States joined consensus on a chairman's statement at the UNHRC on March 8 in Geneva (1993/66) calling upon all parties to end the conflict peacefully. The United States also joined consensus on a Chairman's Statement, 48/152, at the UN General Assembly in New York on December 20.

On the situation in Myanmar (Burma), the UNHRC on March 8 adopted by consensus a resolution introduced by France and cosponsored by the United States. It was critical of the regime and called for the unconditional release of political prisoners and the implementation of the election results from the May 1990 elections (1993/73). The United States cosponsored a stronger resolution introduced by Sweden at the UN General Assembly; resolution 48/150 was adopted on December 20 by consensus.

The United States was instrumental both at the UNHRC and the UN General Assembly in crafting resolutions on the subject of the human rights situation in El Salvador. The United States cosponsored a resolution introduced by Colombia on the subject at the UNHRC, calling upon the Government of El Salvador to cooperate with the independent expert in his investigation of continuing human rights problems. The resolution was adopted on March 10 by consensus (Resolution 1993/93). At the UN General Assembly, the United States cosponsored a similar resolution, introduced by Mexico, that was adopted by consensus on December 20. (Resolution 48/149.)

With regard to human rights in Guatemala, the United States actively participated at the UNHRC in drafting the resolution on this subject and in garnering support for it. The United States cosponsored a Mexican resolution, adopted by consensus on March 10, to encourage the government of Guatemala to continue to make use of advisory services and technical assistance available through the UN Human Rights Center and to cooperate with the independent expert. (Resolution 1993/88.)

Haiti continued to be the focus of much U.S. activity both at the UNHRC and at the UN General Assembly. In Geneva, the United States on March 10 joined consensus on resolution 1993/68, introduced by Venezuela, aimed at encouraging the regime to respect human rights and fundamental freedoms. At the UN General Assembly, the United States cosponsored a resolution on the subject introduced by Ecuador. Resolution 48/151 was adopted on December 20 by consensus.

On the human rights situation in Iraq, the United States cosponsored EU-introduced resolutions critical of the regime's human rights practices, especially against the Kurds in the north and the Shia Arabs in the southern marshes. The UNHRC on March 10 adopted a resolution introduced by Denmark. (Resolution 1993/74.) It thanked UNHRC Special Rapporteur Max Van der Stoep for his series of reports on the subject and welcomed, by a vote of 36 (U.S.) to 1, with 15 abstentions, the idea of sending human rights monitors to Iraq.

The UN General Assembly on December 20 in New York adopted a resolution on the human rights situation in Iraq, by a vote of 116 (U.S.) to 2, with 43 abstentions. (Resolution 48/144.) The resolution was introduced by Belgium and strongly supported by the United States.

The United States also strongly supported EU resolutions on the abysmal state of human rights in Iran. At the UNHRC, the



United States cosponsored a resolution introduced by Denmark critical of the Government of Iran and calling for that government to cooperate with the Commission's Special Rapporteur, Reynaldo Galindo Pohl. This resolution, 1993/62, was adopted in Geneva on March 10 by a vote of 23 (U.S.) to 11, with 14 abstentions. The United States cosponsored a similar resolution introduced by the United Kingdom in the UN General Assembly; resolution 48/145 was adopted by a vote of 74 (U.S.) to 23, with 51 abstentions.

Of two regional issues (southern Africa and the Middle East), the United States was able to have a significant and positive impact on one—those resolutions dealing with the changing human rights situation in South Africa. At the UNHRC, the United States joined consensus for the first time on a balanced resolution about the human rights situation in South Africa. This was possible only after obtaining changes from the Tanzanian Delegation, which introduced the resolution. This resolution, 1993/9, was adopted by consensus on February 26.

A second UNHRC resolution, 1993/19, on monitoring the transition to democracy in South Africa, was adopted by consensus on the same date. Only a resolution introduced by Zambia on assistance to South Africa prompted a U.S. "no" vote. That resolution, 1993/18, was adopted on the same date by a vote of 30 to 12 (U.S.), with 9 abstentions. The United States called for a vote on resolution 1993/10, introduced by Zimbabwe, which called for the implementation of the International Convention on the Suppression and Punishment of the Crime of Apartheid. This outdated resolution was adopted on February 26 by a vote of 30 to 0, with 21 abstentions (U.S.).

At the UN General Assembly, the United States worked to improve the language of a resolution on self-determination and racism, introduced by Algeria, including many updated references to conditions in South Africa. The resolution (Resolution 48/94), containing other unacceptable references to the situation in the Middle East, was ultimately adopted over U.S. objections on December 20 by a vote of 101 to 26 (U.S.), with 36 abstentions. The United States voted against an anachronistic resolution, 48/89, on the status of the apartheid convention, introduced by Zimbabwe. The resolution was adopted on December 20 by a vote of 119 to 1 (U.S.), with 48 abstentions. But the United States did join consensus on December 20 on another Algerian resolution on the third decade to combat racism (Resolution 48/91), after having gained significant changes in the text.

The United States did not have as much success at the UNHRC and the UN General Assembly in influencing resolutions concerning human rights in the Middle East. The United States voted against all six resolutions on the situation in the Middle East at the UNHRC. The Commission adopted a resolution introduced by Syria on human rights in the Golan Heights on February 19 by a vote of 29 to 1 (U.S.), with 17 abstentions (Resolution 1993/1); it adopted a resolution introduced by Yemen on violation of human rights in the occupied Arab territories, including Palestine, on the same date by a vote of 26 to 16 (U.S.), with 5 abstentions (Resolution 1993/2 A); it adopted a second resolution introduced by Yemen on the Israeli occupation of Palestine on the same date by a vote of 27 to 1 (U.S.), with 19 abstentions (Resolution 1993/2 B); it adopted resolution 1993/3, introduced by Denmark, on Israeli settlements in occupied Arab territories on the same date by a vote of 46 to 1 (U.S.); it adopted a resolution introduced by Mauritania on the situation in occupied Palestine on the same date by a vote of 27 to 1 (U.S.), with 19 abstentions; and on March 10, it adopted another resolution, 1993/68, introduced by Mauritania, on the situation in southern Lebanon, by a vote of 50 to 1 (U.S.).

Despite the success of the United States at the UN General Assembly to gain adoption of a positive resolution about the Middle East, in addition to the self-determination and racism resolution (Resolution 48/90), the UN General Assembly on December 20 adopted an unbalanced resolution (Resolution 48/124) on the subject of respect for sovereignty and non-interference in the internal affairs of states in their electoral processes. Resolution 48/124, with unacceptable references to the situation in the Middle East, was adopted over U.S. objections by a vote of 101 to 51 (U.S.), with 17 abstentions.

During 1993 the United States and other nations considered the first available text of a draft declaration on defenders of human rights. In resolution 1993/92 at the UNHRC, cosponsored by the United States, the Commission thanked its working group, in which the United States has participated, for efforts since 1984 to produce such a document. The resolution, introduced by Norway, was adopted on March 10 by consensus.

At the UNHRC, the United States cosponsored a resolution, introduced by Austria, that called upon member states to promote respect for the protection of rights of minorities, as advocated in the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities. Resolution 1993/24 was adopted by consensus on March 5. The UN

General Assembly adopted a similar resolution by consensus on December 20. (Resolution 48/138.)

Also during 1993, the United States joined consensus on Swedish resolution 1993/78 at the UNHRC concerning the convention on the Rights of the Child, adopted by consensus on March 10.

In 1993 the United States was for the first time able to join consensus on a resolution introduced by Cuba at the UN General Assembly on the prevention of the sale of children. In the past, such resolutions had contained references to unsubstantiated claims that children have been bought and sold for body parts. At the insistence of the United States and others, all such references were removed, and resolution 48/156 was adopted on December 20 by consensus.

Thematic issues remained of great concern during 1993. At the UNHRC in Geneva, the United States cosponsored a resolution introduced by Poland on eliminating discrimination against those infected with HIV/AIDS. Resolution 1993/53 was adopted by consensus on March 9.

The United States also cosponsored an Irish resolution, adopted by consensus on March 5, calling for all states to recognize, as provided in the Declaration on the Elimination of All Forms of Intolerance and of Discrimination Based on Religion or Belief, the right of all persons to worship or assemble in connection with a religion or belief. (Resolution 1993/25.) The UN General Assembly, on December 20, adopted a similar resolution, also cosponsored by the United States, by consensus. (Resolution 48/128.)

Because of continuing concern over refugees and mass exoduses, the United States worked closely with drafters of resolutions on these subjects, both at the UNHRC and at the UN General Assembly.

At the UNHRC, the United States cosponsored a resolution introduced by Austria (Resolution 1993/95), adopted by consensus on March 11, encouraging the Secretary General's Special Representative, Francis Deng, to continue to study the problem of the internally displaced. At the UN General Assembly, the United States cosponsored a resolution introduced by Norway, adopted by consensus on December 20, that called upon nations to invite the Special Representative to their countries to study the question of the internally displaced. (Resolution 48/135.) The United States cosponsored a resolution introduced by Canada (Resolution 48/139), adopted by consensus on the same

date, on the subject of mass exoduses; it called for the UN Secretary General to establish an early-warning system to avoid humanitarian crises.

The United States donated \$500,000 in 1993 to the UN Voluntary Fund for the Victims of Torture, which provides funding for centers for torture victims around the world. In addition, the United States cosponsored a resolution introduced by Finland at the UNHRC on the importance of such contributions; resolution 1993/38 was adopted by consensus on March 5.

The Subcommittee on Prevention of Discrimination and Protection of Minorities held its 45th session during 1993, with Independent Expert Linda Chavez of the United States attending.

The 26-member Subcommittee is composed of uninstructed experts who, like Chavez, act in their personal capacity and in theory do not represent their governments. It reports to the UNHRC.

The Cuban Independent Expert was successful in having the Subcommittee adopt a statement requesting information about the U.S. treatment of a group known as "the Pastors for Peace." This group had sought to export a school bus and computers, a along with humanitarian materials, to Cuba in violation of U.S. export controls, without appropriate authorization. In its decision 1993/105 of August 18, adopted by a vote of 6 to 4, with 7 abstentions, the Subcommittee requested information from the United States on the matter, but, after considering an explanation supplied by the United States on August 23, took no further action.

In closed sessions, the Subcommittee dealt with recommendations of its preessional working group on communications that screens the thousands of human rights communications (referred to as "1503 cases" because of ECOSOC resolution 1503 (XLVIII) that initiated the procedure) received each year from individuals and groups. The working group identifies for the Subcommittee those situations that appear to reveal a consistent pattern of gross and reliably attested violations of human rights and fundamental freedoms. The Subcommittee referred several situations to the UNHRC for review.

## Status of Women

### Commission on the Status of Women

The 37th session of the UN Commission on the Status of Women (CSW) took place in Vienna, Austria, March 17–26. This session served a dual purpose. There were plenary meetings on the 1993 agenda items, and there was a committee of the whole that met concurrently with the plenary to discuss preparation for the 1995 World Conference on Women. The Commission adopted 16 resolutions, 13 by consensus, and 2 draft decisions, both by consensus. The United States introduced three resolutions which enjoyed wide cosponsorship: "Communications on the status of women" and "Women and legal literacy," which were adopted by consensus; and "Rape and abuse of women in the territory of the former Yugoslavia," which was adopted by a vote. The United States called for a vote and voted "no" on two resolutions entitled: "Situation of and assistance to Palestinian women" and "Women and development."

Since 1991 the CSW has served as the preparatory body for the 1995 World Conference on Women. At the 1993 CSW, the vice-chair from the Latin American region chaired the committee of the whole that discussed preparations for the World Conference. The committee's conclusions and recommendations were included in a resolution the CSW adopted by consensus.

An important part of this resolution dealt with participation by nongovernmental organizations (NGOs) in the world conference. The 1992 CSW had decided that only those NGOs that had consultative status with ECOSOC could attend the conference. All other NGOs could participate in a parallel NGO forum. After much lobbying by NGOs and several governments (including the United States), the consensus resolution opened the door for some NGOs without consultative status to participate in the conference, provided they were eligible to attend regional conferences or other preparatory meetings. The issue of NGO participation in the World Conference was addressed again at the General Assembly.

The resolution on the World Conference also:

- Requested that the Secretary General prepare and present to the Commission at its 38th session a draft of the Platform for Action, the final document that will emerge from the world conference;

- Urged governments to ensure that their national reports are submitted to the regional conferences in time to serve as contributions to the regional review and appraisal; and
- Decided on a structure of the Platform for Action.

The Commission also recommended for decision by ECOSOC that an intersessional working group of the Commission be convened for a period of 5 working days during the first 2 weeks of January 1994, open to all member and observer states, to further develop the structure of the Platform for Action.

Each session of the Commission discusses three priority themes, one drawn from each category of the Forward-Looking Strategies of the Nairobi World Conference: Equality, Development and Peace. The 1993 themes were: increased awareness by women of their rights, including legal literacy; women in extreme poverty; integration of women's concerns in national development planning; and women and the peace process.

The United States, on behalf of 48 cosponsors, introduced a resolution entitled "Rape and abuse of women in the territory of the former Yugoslavia," which condemned the rape and abuse, and urged governments and nongovernmental organizations to provide physical, social and psychological rehabilitation services for women and children subjected to rape. The adoption of this resolution by a wide margin, 38 (U.S.) to 0, with 1 abstention (Russia), marked a significant development at the CSW: consideration of a country-specific situation other than the perennial and politicized resolutions on Palestinian women and apartheid. In informal drafting group meetings, participants agreed that the CSW would lose credibility if it ignored this issue.

On behalf of 49 cosponsors, the United States introduced a resolution on "Women and legal literacy." This resolution asked UN agencies to support legal literacy programs for women; urged governments to ensure that persons responsible for enforcing and interpreting the law are aware of rights set out in international instruments; and urged the world conference on human rights to address the issue of legal literacy and services. The United States was commended on the floor for sponsoring this resolution, which was adopted by consensus.

The United States, on behalf of 24 cosponsors, introduced a resolution entitled "Communications on the status of women," which asked the Secretary General to continue to publicize the procedure and to report to the 38th session on his efforts, and invited each regional group to appoint its member to the working group on communications 1 week prior to each session of the

Commission. This resolution was the fourth in a series of resolutions the United States had introduced on this topic since the 1990 session of the Commission—all of which sought to strengthen the Commission's procedure for receiving and considering communications from victims of discrimination against women. It was adopted by consensus.

In addition to the resolutions above, the United States cosponsored the following, all adopted by consensus:

- Resolution introduced by Canada entitled "Draft declaration on the elimination of violence against women." The draft declaration, which was later adopted by ECOSOC and the General Assembly, defines violence against women and recommends actions for states and UN agencies to take in order to eliminate violence against women.

- Resolution introduced by Finland entitled "Improvement of the status of women in the Secretariat." For the first time, the resolution on this topic addressed the issue of sexual harassment.

- Resolution introduced by Australia entitled "Women, environment, and development," which urged the implementation of the recommendations in Agenda 21, particularly those relating to women.

- Resolution introduced by Australia entitled "Preliminary proposals for the system-wide medium-term plan for the advancement of women for the period 1996–2001," which recommended that the Commission on the Status of Women be given responsibility for monitoring progress on the system-wide medium-term plan for the advancement of women.

The United States played a key role in the informal working group on the World Conference on Human Rights. The resolution was presented as a vice-chairperson's text rather than sponsored by a member state. It sought to ensure that women's rights are integrated in the deliberations of the World Conference on Human Rights.

For the first time in its history, the CSW adopted a consensus resolution on "Women and children under apartheid." The consensus text was due largely to efforts by the Netherlands, United States and Egypt, which together focused on the omnibus resolution on apartheid adopted by the UN General Assembly. The African Group, led by Egypt, was more amenable to achieving consensus than in past years.

The United States called for a vote and voted "no" on two resolutions: "Situation of and assistance to Palestinian women," which was adopted by a vote of 28 to 1 (U.S.), with 9 abstentions, and "Women and development." The United States believed that the resolution on Palestinian women was one-sided in that it focused solely on the actions of Israel. The resolution on women and development identified the growing foreign debt, structural adjustment policies and adverse terms of trade as having a negative effect on efforts for the full integration of women in development. The resolution was adopted by a vote of 39 to 1 (U.S.).

## **Merger of UNIFEM and INSTRAW**

In November 1992 a high-level panel of advisers, appointed by the Secretary General to consider ways of restructuring and reforming the UN system and streamlining the Secretariat, recommended in its report that the International Research and Training Institute for the Advancement of Women (INSTRAW) be merged with the UN Development Fund for Women (UNIFEM). The Secretary General approved the report in January 1993.

At the suggestion of INSTRAW's Board of Trustees, the Secretary General established a task force, chaired by the Executive Director of the UN Population Fund (UNFPA), to consider the proposed merger and to make specific recommendations to him as to its effective implementation. The task force was composed of two members of INSTRAW's Board of Trustees and two members of UNIFEM's Consultative Committee, with the assistance of the Directors of UNIFEM and INSTRAW and representatives of UNDP and the Division for the Advancement of Women. The task force met May 24-26 to consider the substantive, managerial and political aspects of the proposed merger and submitted a report to the Secretary General on May 27 with its unanimous endorsement.

On the basis of the report, the Secretary General submitted his proposal to ECOSOC to merge INSTRAW and UNIFEM. He said it was "in accordance with his intention to achieve a stronger and more unified program to improve and to make the most effective use of the resources available."

However, ECOSOC was not able to reach a consensus on the merger. In decision 1993/235, ECOSOC took note of the report of the INSTRAW/UNIFEM Task Force and agreed that the recommendation to merge the two organizations could proceed subject to a proper analysis of the legal, financial and adminis-



trative implications of the merger and consideration by the General Assembly at its 48th session.

After much lobbying by the Dominican Republic—which argued that the Secretary General's report of the legal, financial and administrative implications of the merger was inadequate—the General Assembly also was unable to reach a decision on the merger. In resolution 48/111, adopted without a vote, the Assembly requested that the Secretary General submit a report on the proposed merger to ECOSOC at its 1994 substantive session. It also asked ECOSOC to submit its final recommendations to the General Assembly at its 49th session for its consideration and action before December 31, 1994.

### **ECOSOC Consideration**

The Second (Social) Committee of the Economic and Social Council considered the question of the advancement of women on July 7–14. The report of the Committee was submitted to the Council, which took action on proposals under this agenda item on July 27. The Council adopted the seven draft resolutions and the two draft decisions, which were recommended by the Commission on the Status of Women, as well as two draft resolutions and one draft decision introduced in the Social Committee.

The United States joined consensus in adopting the following draft resolutions: "Improvement of the status of women in the Secretariat," "Draft declaration on the elimination of violence against women," "Communications on the status of women," "Women, environment and development," "Women and children under apartheid," "Convention on the Elimination of All Forms of Discrimination against Women," "System-wide, medium-term plan for the advancement of women," and International Research and Training Institute for the Advancement of Women."

The United States also joined consensus in adopting the following draft decisions: "Report of the Commission on the Status of Women on its 37th session and provisional agenda and documentation for the 38th session of the Commission," "Intersessional working group of the Commission on the Status of Women on the Platform for Action of the Fourth World Conference on Women: Action for Equality, Development and Peace," and "The International Research and Training Institute for the Advancement of Women and the UN Development Fund for Women."

As it did in the Commission on the Status of Women, the United States called for a vote on the draft resolution entitled

"Situation of and assistance to Palestinian women," which was adopted by a vote of 32 to 1 (U.S.), with 11 abstentions.

## **General Assembly Consideration**

The Third Committee deliberated on agenda item 111, Advancement of Women, November 10–16.

In light of the two World Conference Preparatory Committee meetings scheduled for early 1994 (the January 1994 CSW intersessional working group and the 38th session of the CSW), the U.S. Government and many NGOs wanted to take the opportunity at the General Assembly to improve the procedures adopted by the CSW for NGO participation in the Fourth World Conference on Women and its preparatory process.

The United States believed that the most appropriate avenue for including language on NGO participation was the resolution drafted by the G-77 entitled "Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women," which is traditionally an amalgam of recommendations to advance the status of women.

The United States, other governments and NGOs urged the drafters to include language that would adopt, for the Fourth World Conference on Women and its preparatory process, the modalities for NGO participation in the International Conference on Population and Development and its preparatory process. The language was included, and the resolution was adopted by consensus.

There were eight resolutions under agenda item 111. The United States cosponsored and joined consensus in adopting 48/106, "Improvement of the status of women in the Secretariat," which asked the Secretary General to accord greater priority to the recruitment and promotion of women." The United States joined consensus in adopting 48/104, "Declaration on the elimination of violence against women," which was forwarded from ECOSOC as a chairperson's text; 48/105, "International Research and Training Institute for the Advancement of Women," which commended the work of INSTRAW and invited governments and NGOs to make voluntary contributions; 48/107, "UN Development Fund for Women," which commended the work of UNIFEM and invited voluntary contributions; 48/108, "Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women;" 48/109, "Improvement of the Situation of Women in Rural Areas," which invited member states to attach greater importance to the improvement of the situation of women in rural areas; 48/110,

“Violence against women migrant workers,” which called upon all countries to take appropriate steps to ensure that the rights of women migrant workers are protected; and 48/111, “Merger of the International Research and Training Institute for the Advancement of Women and the UN Development Fund for Women.”

### **Contributions to Voluntary Funds**

For FY 1993 the United States contributed \$1,000,000 to UNIFEM and \$250,000 to INSTRAW.



## Part 6



# Science, Technology and Research

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## Introduction

The UN's scientific, technological and research activities are wide ranging. Throughout 1993, a major focus of many organizations was follow-up to the 1992 UN Conference on Environment and Development (UNCED), which took place in Rio de Janeiro. Implementation of Agenda 21, the manifesto for sustainable development developed by UNCED, received attention by agencies throughout the UN system. The new Commission for Sustainable Development (CSD), whose first formal session took place June 14–25, 1993, in New York, began to play a principal role in the implementation of Agenda 21.

One of the key agencies responsible for environmental activities is the UN Environment Program (UNEP), which is headquartered in Nairobi, maintains regional offices in Bangkok, Geneva, Mexico City, Manama and Washington, and has specialized offices in Paris and Geneva. The Secretariat supporting the implementation of the Framework Convention on Climate Change (FCCC) is based in Geneva, as is the intergovernmental negotiating committee for the prospective convention on desertification. Geneva also hosts the secretariats that support implementation of the Montreal Protocol on ozone-depleting substances, the Basel Convention on transboundary movements of hazardous waste and the new convention on preservation of biological diversity. All receive administrative support from UNEP.

Other UN scientific programs address the protection of world climate, research on radiation and renewable energy, scientific training, and the study of issues related to oceans, biosphere, fresh-water resources and the natural heritage.

## UN Environment Program

The UN Environment Program (UNEP) was established in January 1973 in response to UN General Assembly resolution 2997 (XXVII) of December 15, 1972, which implemented the

institutional recommendations of the UN Conference on the Human Environment held in Stockholm in June 1972. UNEP stems from a U.S. initiative, and the United States has been the leading contributor to and an active participant in the program since its inception. UNEP's broad mandate is to catalyze and coordinate environmental activities throughout the UN system, and to support efforts by national governments worldwide to identify and address environmental and natural resource problems of common interest.

Apart from a small administrative core funded from the UN's regular budget, amounting to approximately \$6.5 million per year, UNEP is supported by voluntary contributions. Receipts in 1993 totaled \$66.4 million, of which the United States contributed \$21 million, or almost 32 percent. UNEP is guided by the decisions of its Governing Council, consisting of 58 member states elected by the General Assembly on the basis of geographical distribution: 16 African states, 13 Asian states, 13 Western European and other states, 10 Latin American and Caribbean states and 6 Eastern European states.

For its first 20 years of existence, UNEP's largest single area of activity had been in the field of environmental assessment, conducted through the EARTHWATCH program and its components—International Register of Potentially Toxic Chemicals (IRPTC), Global Environmental Monitoring System (GEMS), Global Resource Information Database (GRID) and International Referral System for Environmental Information (INFOTERRA). UNEP has also promoted environmental awareness through public information and education, and provided expertise and assistance, including training, in environmental management and impact assessment. Support for the further development of environmental law and institutions constituted another important area of effort.

In terms of specific environmental sectors, UNEP concentrated its efforts in six areas: the atmosphere (especially ozone depletion, climate change and acid rain), fresh water quality/supply and resource management, oceans and coastal areas (principally through the regional seas program), land degradation (primarily desertification and deforestation), the preservation of biological diversity and the management of hazardous wastes and toxic chemicals.

### **UNEP Governing Council**

The 17th session of UNEP's Governing Council took place in Nairobi, Kenya, May 10–21. It was the first major international

meeting devoted to environmental issues since UNCED in June 1992. Responding to UNCED's recommendations, the Governing Council revamped UNEP's priorities to give more emphasis to building up human and institutional capacities to address environmental concerns in pursuing sustainable development.

The increased emphasis on capacity-building came primarily at the expense of environmental sensing and assessment, historically UNEP's largest area of activity. Other adjustments included increases in planned outlays to address toxic chemicals and fresh water as well as human health and settlements, balanced by reductions in anticipated expenditures on environmental law and atmospheric issues. The United States supported enhanced attention to capacity-building for the protection and management of the environment as a useful overall priority for UNEP. At the same time, the United States insisted that UNEP's traditional global responsibilities not be neglected, especially in gathering, analyzing and disseminating environmental information as well as in promoting the further development of international environmental law.

The Governing Council also adopted decisions on UNEP's collaboration with the new Commission on Sustainable Development and on UNEP's reorganization of its regional offices. The United States stressed the need to strengthen the Regional Office for North America in New York so that it can interact more effectively with the UN Secretariat and the staff of the UN Development Program in supporting implementation of UNCED's outcomes. In addition, the Council called for an inter-governmental conference on the protection of the marine environment from land-based sources of pollution, and accepted the U.S. offer to act as host for this meeting in 1995.

Taken together, the decisions of the Governing Council constituted an agenda for reforming and revitalizing UNEP to ensure its vital role in following up UNCED. Throughout the remainder of the year, UNEP's Executive Director and her staff pursued the organizational and programmatic reorientation outlined by the Council. Initial results were expected early in 1994.

## **Convention on Biological Diversity**

The President announced on April 21 the intention of the United States to sign the Convention on Biological Diversity, which had been negotiated under UNEP's auspices and opened for signature at UNCED in 1992. On June 4, the U.S. Permanent Representative to the United Nations and the Counselor of the Department of State signed the convention on behalf of the

United States at UN Headquarters in New York. The United States issued no interpretative statement at the time of signing, noting that it would address interpretative issues at the time of ratification. The President sent the convention to the Senate on November 19 for advice and consent to ratification.

In remarks accompanying the signing, the U.S. representatives stressed the value of voluntary involvement of the private sector in developing new technologies based on genetic resources, and noted the importance of adequate protection for intellectual property rights to encourage such involvement. The U.S. representatives also noted U.S. intentions to ensure an effective relationship between the Conference of the Parties to the Convention and the Global Environment Facility, to provide funding for suitable biodiversity projects.

As authorized by the 17th session of its Governing Council, UNEP convened an Intergovernmental Committee on the Convention on Biological Diversity in Geneva October 11–15, to prepare for early and effective implementation of the convention. Following ratification by the requisite 30 parties, the convention entered into force on December 29.

U.S. ratification was expected by mid-1994, and the first meeting of the Conference of the Parties to the Convention was tentatively scheduled from November 28 to December 9, 1994.

## **General Assembly**

The process of carrying out UNCED's results continued at the 48th session of the General Assembly. The major work on initiating the implementation of UNCED's outcomes was accomplished in 1992 at the 47th General Assembly. It was therefore not necessary to reauthorize all of the efforts launched in the aftermath of UNCED, but a number of specific items did require action to ensure that the UN's contribution to the pursuit of sustainable development would continue.

The Assembly accordingly adopted by consensus a number of resolutions that addressed environmental issues. These included: supporting the ban on high-seas driftnet fishing, reconvening the UN conference on high-seas fisheries issues so it can finish its work, supporting the ongoing negotiations on a convention to combat desertification, implementing the framework convention on climate change, approving arrangements for the UN conference in 1994 on the sustainable development of small island states and further disseminating the Rio Declaration on Environment and Development. The General Assembly



also elected 29 new members of the Governing Council of UNEP, and approved the report of the 17th session of the Council.

## **Commission on Sustainable Development**

As the principal institutional mechanism at the international level for following up the recommendations of UNCED, the Commission on Sustainable Development (CSD) has the critical task of monitoring UNCED's results and fostering responses at all levels: national, regional and international. The centerpiece of UNCED's outcome is Agenda 21, a comprehensive set of recommendations covering all aspects of the interrelationship between environment and development. The CSD's multiyear schedule of work is organized around a number of different themes selected from Agenda 21 for each year's session, with the aim of completing a review of Agenda 21's implementation in time for a special session of the General Assembly in 1997.

Responding to General Assembly resolution 47/191, adopted by consensus on December 22, 1992, the Economic and Social Council (ECOSOC) established the CSD as a functional commission of ECOSOC on February 12, 1993, via resolution 1993/207. The same resolution set the membership of the CSD at 53, composed of states elected from the membership of the United Nations and the specialized agencies. A regional distribution of the CSD's members, following usual UN practice, produced an allocation of 13 seats for Western European and other industrialized countries, 13 seats for African countries, 11 seats for Asia, 10 for Latin America and the Caribbean and 6 for Eastern Europe. ECOSOC elected the initial members of the CSD, including the United States, for staggered 1-, 2- or 3-year terms on February 16; the normal term is 3 years, with one-third of the membership elected every year.

The CSD held an organizational session February 24-26 in New York as a transitional measure to prepare for its first regular session. The Commission elected its slate of officers by acclamation, consisting of a chairman (Malaysia) and four vice-chairmen (Antigua and Barbuda, Canada, Czech Republic and Tunisia). A provisional agenda for the first substantive meeting was also drawn up, and the 40 chapters of Agenda 21 were grouped into clusters for consideration on a sequential basis over a 3-year period.

The new Commission got off to a good start at its first session, held in New York June 14–25 under the chairmanship of Razali Ismail, the Malaysian Permanent Representative to the United Nations. The United States set the tone with an opening address by Vice President Al Gore, stressing the twin themes of international partnership and national responsibility and noting the growing stress human activity is placing on the environment, especially through population increases, causing strains on resources such as fresh water.

Key decisions at the CSD's first session included the establishment of a multiyear thematic program of work that assigned various chapters of Agenda 21 to upcoming meetings of the CSD: health, human settlements, fresh water, toxic chemicals and hazardous waste for the meeting in 1994; land resources, desertification, forests and biodiversity in 1995; atmosphere and oceans (including coastal areas and seas of all kinds) in 1996. Cross-sectoral themes, which address economic and social issues—including finance and technology—will be addressed every year. The CSD will devote 1997 to a comprehensive overview of the implementation of Agenda 21 in preparation for a special session of the General Assembly—the same year—to address progress achieved in carrying out UNCED's recommendations.

The CSD also developed a recommended format for voluntary national submissions of information on countries' experiences in carrying out those parts of Agenda 21 being considered by a given session of the Commission. The United States subsequently set the example for such reporting by making its own national submission to the CSD staff on November 30 addressing U.S. efforts in the areas on the CSD agenda for 1994. As for the UN system itself, the CSD called for strong efforts to coordinate activities related to sustainable development and the implementation of Agenda 21 through the Secretary General's Administrative Committee on Coordination (ACC) and its associated Interagency Committee on Sustainable Development (IACSD). The IACSD is made up of senior officials from UNEP, UNDP, the World Bank, FAO, UNESCO, WMO, WHO, ILO and IAEA, who will gather information on the UN system's efforts to support implementation of Agenda 21 for submission to ECOSOC through the CSD.

The two most difficult issues—the availability of financial resources and the transfer of technology to enable developing countries to implement Agenda 21—were addressed by creating two intersessional working groups to consider relevant matters in detail in preparation for the 1994 session of the CSD. At the 2-

day high-level segment of the CSD's meeting, the United States announced that it would work with Colombia, as head of the Group of 77 (developing countries), to help the CSD's officers prepare for the intersessional meeting on technology transfer. The high-level segment effectively concluded the work of the CSD's first session with the participation of ministerial-rank officials from 40 countries, including the Administrator of the U.S. Environmental Protection Agency, Carol Browner, and the Counselor of the Department of State, Timothy Wirth.

## **Cartagena Workshop on Environmentally Sound Technology**

The United States and Colombia subsequently organized a meeting of experts in Cartagena, Colombia, to consider issues relevant to the transfer of, cooperation in and capacity-building for environmentally sound technologies (ESTs). In the interest of promoting a concrete understanding of the technology transfer process, discussions focused on two specific areas of technology, those dealing with the treatment of liquid wastes and the improvement of energy efficiency. The meeting was chaired by Ambassador Arthur Campeau of Canada, one of the CSD's vice chairmen, and was attended by representatives from 20 countries as well from a number of governmental and nongovernmental organizations.

Participants placed greatest emphasis on the need for improved access to information on ESTs from all sources, public and private, and the desirability of a comprehensive survey of technologies that are publicly owned, publicly available or in the public domain. At the same time, the experts agreed on the need for domestic regulatory and policy-related measures to create an enabling environment for acquiring and using ESTs, including encouragement of efforts by the private sector. Results of the deliberations were summarized and made available to the CSD staff for use in preparing the intersessional working group meeting early in 1994.

## **Protection of World Climate**

Resolution 45/212 of 1990, "The Protection of Global Climate for Present and Future Generations of Mankind," established a single negotiating process under General Assembly auspices for the preparation by an International Negotiating Committee of an Effective Framework Convention on Climate Change. This eventually led to the formation of the UN Framework Convention on Climate Change (FCCC), and in 1992 the United States

became the first industrialized nation to ratify the treaty. In August 1993, the eighth session of the Intergovernmental Negotiating Committee for a Framework Convention on Climate Change commended the Intergovernmental Panel on Climate Change (IPCC) and urged it to continue refining methodologies for measuring greenhouse gas sources and sinks (i.e., rain forest and timber stocks).

The FCCC established a global process for addressing climate change over the long term. Although it did not contain specific targets and timetables for industrialized countries to stabilize their emissions of carbon dioxide, it called on developed countries to adopt national policies and measures to mitigate climate change. These policies should limit human-caused emissions of all greenhouse gases and protect and enhance greenhouse gas sinks and reservoirs.

All parties to the treaty must inventory all sources and sinks of greenhouse gases and establish national climate programs. Industrialized countries must go further, adopting national policies and taking corresponding measures to limit greenhouse gas emissions and protect and enhance greenhouse gas sinks and reservoirs. These countries are to report their action plans and projected net greenhouse gas emissions, with the aim of returning to their 1990 emission levels of these gases. The parties will meet regularly to review and update their plans in view of evolving scientific and economic information.

Worldwide concern about inadvertent climate change as a result of human activity has given increased emphasis to the importance of a program on climate, atmospheric research, long-term monitoring and resource use. WMO coordinates the World Climate Program, which includes four parts: World Climate Data and Monitoring Program (WCDMP), World Climate Applications and Services Program (WCASP), World Climate Impact Assessment and Response Strategies Program (WCIRP, a responsibility of UNEP) and the World Climate Research Program (jointly implemented by the International Council of Scientific Unions and WMO). WMO's new activities include the Climate Change Detection Project, which builds upon ongoing projects related to both data and monitoring.

The Global Atmosphere Watch (GAW) is a major new project, which is based on the existing Global Ozone Observing System and the Background Air Pollution Monitoring Network. Substantial effort and resources are needed to develop the existing two components into a much more comprehensive system. One

of the principal objectives of the GAW is to monitor and assess changes in the composition of the atmosphere and to predict future states of the earth system. Observations from all parts of the world will be necessary to monitor and evaluate climate change.

## **UN Scientific Committee on the Effects of Atomic Radiation**

The UN Scientific Committee on the Effects of Atomic Radiation (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 man-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, IAEA and nongovernmental organizations. The information concerns observed levels of ionizing radiation and scientific observations and experiments relevant to the effects of ionizing radiation on man and the environment.

The 42nd session of UNSCEAR met May 17–28 in Vienna. On the basis of documents prepared by the UNSCEAR Secretariat and further discussion, the Committee finalized a comprehensive report to the General Assembly with annexes in the following fields: doses from natural sources of radiation, especially radon; doses from man-made sources of radiation in the environment; medical radiation exposures; occupational radiation exposures and trends; effects of radiation on the developing human brain from prenatal exposure; dose and dose rate effects of radiation response; mechanisms of radiation carcinogenesis; and hereditary effects of radiation in human populations.

The Committee expects to finalize a document on epidemiology of radiation during the 43rd session in 1994 and to consider the following documents:

- R.539—Effects of Radiation on the Natural Environment
- R.540—Outline of Physical Topics: Sources of Radiation Exposure; Methodology for Dose Estimation
- R.541—Epidemiological Studies of Radiation Carcinogenesis

- R.542—Adaptive Responses to Radiation in Cells and Organisms

- R.543—Outline of Biological Topics: Mutagenesis and Repair; Combined Effects of Radiation; Other Agents, Hereditary Effects, Risk Perception

- R.544—Influence of Radiation Quality on the Induction of Deterministic and Stochastic Effects

- R.545—Ultraviolet Radiation Exposures and Effects

Concepts and methodologies for comparative assessment of effects and risks in interactions of toxic chemicals and radiation is a subject the Committee will keep under consideration, using experience developed in various international organizations and scientific bodies.

## UN Institute for Training and Research

### Background and Structure

The UN General Assembly established the UN Institute for Training and Research (UNITAR) in 1965 as a result of a U.S. initiative embodied in General Assembly resolutions of 1962 and 1963. UNITAR is an autonomous UN institution established to enhance the effectiveness of the structure and function of the UN system by training delegates to the United Nations in the operation of the UN system, its governing bodies and the issues the UN addresses.

UNITAR is managed by an Executive Director, who is appointed by the UN Secretary General after consultations with a Board of Trustees. Marcel A. Boisard of Switzerland was named Acting Executive Director of UNITAR in February 1992. UNITAR's Headquarters were transferred from New York to Geneva, effective July 1, 1993, but UNITAR maintains a small liaison office in New York.

The Board of Trustees provides policy guidance and direction. The Board is composed of no fewer than 11 and no more than 30 members appointed by the Secretary General in consultation with the Presidents of the General Assembly and ECOSOC, and includes four *ex officio* members: the UN Secretary General, the President of the General Assembly, the President of ECOSOC and the UNITAR Executive Director. In 1993 the Board of Trustees consisted of 17 appointed members, who serve in their personal capacities and not as formal representatives of governments. The United States has not nominated a replace-

ment for its former representative, Lawrence Eagleburger, who served on the Board from September 1988 until January 1989.

At the time of UNITAR's establishment, the UN General Assembly directed that it be wholly dependent upon voluntary contributions. When UNITAR began experiencing financial difficulties in the early 1980s, however, the United Nations began subsidizing UNITAR's operations in a variety of ways. The United States objected to such subsidies and in 1985 reduced its pledge of \$422,000 to UNITAR by an amount equivalent to its share (25 percent) of assessed funds transferred from the UN assessed budget (\$375,000). The following year, the United States ceased making contributions to UNITAR and publicly stated its view that UNITAR functions did not justify its continuation as a separate institution.

This led to a series of resolutions in ensuing General Assemblies that asked for a reevaluation of UNITAR's role and made repeated requests for UNITAR to sell its headquarters property in order to repay its debt to the United Nations. The decline in market value of New York real estate was frequently cited as an impediment to the latter recommendation. With regard to the former, the Secretary General was asked in 1990 to appoint a high-level independent consultant to prepare a report with recommendations on: the continued relevance of the mandate of the Institute; overall staffing requirements for the Institute; the financial means for meeting its needs; and the feasibility of utilizing the facilities of the Institute for the training of personnel for peacekeeping operations. This report was presented to the 46th General Assembly in 1991.

The report attempted to justify UNITAR's continued operation, based on its training function (including peacekeeping training). It suggested bringing the Institute under the aegis of the UN University in Tokyo (UNU) and proposed a budget allotment of \$2 million per year for UNITAR from the UN regular budget. Both the ACABQ and UN members found the report to be inadequate, and the United States led the call for further analysis. At the 47th UN General Assembly, the United States stated that the proposed move of UNITAR's Headquarters to Geneva would be acceptable only if a thorough cost analysis (and financing plan) of the move were presented. The Second Committee considered the agenda item on UNITAR at the regular session where delegations thoroughly discussed the Secretary General's analysis of UNITAR and proposed a draft resolution which was not formally adopted before close of the session in December 1992.

## **General Assembly**

The 47th General Assembly formally adopted resolution 47/277 at its resumed session in April 1993. The resolution accepted all of the Secretary General's recommendations, stipulating that: UNITAR's New York Headquarters building should be transferred to the United Nations in return for cancellation of its debt and coverage of 1992 financial obligations; UNITAR's Headquarters operations should be transferred from New York to Geneva, leaving a liaison officer in New York to organize existing training programs there; all funding of UNITAR's administrative budget and training programs, as of January 1, 1993, will be covered from voluntary contributions, donations, special-purpose grants and executing agency overhead; the cost of training programs made at the specific request of member states of UN agencies should be arranged by the requesting party(ies); the Secretary General should explore further closer cooperation between UNITAR and the ILO's Turin International Training Center; and the Secretary General should continue to review the research capacity of the UN system, including the possible transfer of UNITAR's non-training related research functions to the UN University (UNU).

At the 48th UN General Assembly in 1993, the Second Committee considered a report by the Secretary General on progress made in implementing the measures called for in resolution 47/277. The resolution's main provisions were implemented in 1993. UNITAR's headquarters were transferred to Geneva, effective July 1, 1993; the UNITAR building was transferred to the United Nations; and UNITAR's debt was canceled in the amount of \$10,678,482. Total staff now include 14 professionals, 9 general service, 2 consultants, 7 special fellows in residence and 4 interns. UNITAR now organizes some 50 training programs per year for UN system organizations. The Secretary General designated the Chief of the Training Service, Office of Human Resources Management, Department of Administration and Management, as the liaison officer to oversee the transitional period and to coordinate the remaining New York-based training programs. Efforts are being made to coordinate program activities between UNITAR and the International Training Center of the International Labor Organization at Turin, Italy, and a joint UN/ILO task force began in July to explore better use of the Center by the two organizations. UNITAR no longer performs functions of research and study. The



UNU is reorganizing its program priorities and planning for intensification of its research activities.

The financial situation of the Institute remains fragile, however. UNITAR must mobilize significant government contributions and other income in the biennium 1994–1995 in order to avoid further financial difficulty.

The Second Committee also considered a draft resolution proposed by Pakistan calling for the maintenance of a UNITAR presence in New York, designation of a New York liaison officer, and indefinite extension of the functions and status of six UNITAR research fellows in New York. The United States declared its opposition to reestablishing UNITAR offices in New York and continuing the senior fellows in their functions and status. The Committee eventually adopted a compromise resolution passed by the General Assembly December 21 as resolution 48/207. The resolution: invites the international community to make voluntary contributions to UNITAR; requests that the Secretary General examine the measures taken in 1993 with a view to further improving the organization and coordination of the training activities in New York; recommends that the senior fellows continue in their functions and status until a final decision is taken by the Board of Trustees during its June session, but no later than July 1, 1994; and asks the Secretary General to submit in a report to the 49th session of the General Assembly proposals for enhancing the research capacity of the UN system and information on the possibility of closer cooperation between UNITAR and other qualified national and international institutions, including the International Training Center of the ILO in Turin, Italy.

## UN University

The UN University (UNU), founded in 1973, is a non-degree-conferring postgraduate institution that coordinates studies on a range of issues of global significance such as nutrition, energy and development. The UNU is supported by voluntary contributions and the interest from an endowment fund. Its Headquarters are in Tokyo, and Japan is its principal benefactor.

Although the U.S. Government has not contributed to the UNU endowment, the Environmental Protection Agency did contribute \$30,000 in 1993 to initiate a feasibility study of a project, which will provide standards for global long-range forecasting and general futures research (the Millennium Project).

The U.S. interest in the UNU's global and collaborative research is demonstrated mainly through the private sector. American scholars work on approximately 35 UNU projects and coordinate the Food and Nutrition Program in Cambridge, Massachusetts, and the Mountain Ecology Program in Davis, California.

## **University for Peace**

The United States joined the UN consensus decision in 1980 which created the University of Peace. Since then, the U.S. Government has not participated in the program, activities or funding of the University.

## Part 7



# Trusteeship and Dependent Areas

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## Introduction

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” 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 General Assembly’s Fourth Committee. 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.

The United States, which is committed to the principle of self-determination, has consistently opposed many resolutions emanating from the C-24. The United States disagrees with the view of many C-24 members that independence is the only possible outcome of self-determination. The U.S. view is buttressed by General Assembly resolutions 1514 and 1541 of 1960, which specifically recognize that other legitimate outcomes are free association with an independent state or integration with an independent state. The United States also objects to the C-24’s generic condemnation of administering power military bases in non-self-governing territories. The U.S. view is that it must be decided based on the facts of a particular case whether these bases interfere with the right of self-determination. The United States has consistently opposed C-24 resolutions calling for specialized agency cooperation with, and assistance to, “national liberation movements.”

As the number of remaining non-self-governing territories diminished, the United States urged the decolonization committees toward a realistic approach that eschews ideological incantation and focuses instead on those territories’ true needs.

Disappointed with the C-24's continuing failure to change, in 1992 the United States announced its suspension of its cooperation with that body and continued that policy in 1993. However, the United States, as an administering power, recognizes its responsibilities under Chapter XI of the UN Charter to provide the Secretary General with information on administered territories, and will continue to fulfill them.

## **Special Committee Consideration**

In 1993 the Committee of 24, for the third time, consolidated resolutions on the three U.S. and seven other non-self-governing territories (six of which are administered by the United Kingdom and one by New Zealand) into one omnibus resolution. Pursuant to its decision to suspend cooperation with the C-24, the United States did not participate formally in the C-24's discussions or drafting sessions.

## **U.S. Territories**

American Samoa is an unincorporated and unorganized U.S. territory located in the South Pacific, 2,300 miles southwest of Hawaii. It comprises seven islands with a total area of 76 square miles and a population of approximately 35,000.

Guam is an organized, unincorporated U.S. territory. Approximately 30 miles long and 4-8 miles wide, Guam is the southernmost island in the Mariana Islands chain in the Western Pacific, about 6,000 miles west of San Francisco. It has a population of approximately 115,000.

The U.S. Virgin Islands are also an organized and unincorporated U.S. territory. The most prominent of these islands, located 1,000 miles southeast of Miami, are St. Thomas, St. Croix and St. John. The population of the territory is slightly over 110,000 and total land area is approximately 130 square miles.

## **General Assembly Action**

In the Fourth Committee the United States attempted to correct factual inaccuracies in C-24 draft language with respect to the U.S.-administered territories. For the third year in a row, moderate delegations succeeded in modifying C-24 drafts prior to voting. U.S.-sponsored amendments to language on Guam, American Samoa and the U.S. Virgin Islands were all accepted. Accordingly, the United States was able to join in the consensus

adoption of the omnibus resolution in the Fourth Committee and, subsequently, in the General Assembly. (Resolution 48/51.)

## **Puerto Rico**

The United States opposes C-24 consideration of Puerto Rico. General Assembly resolution 748 (1953) removed Puerto Rico from the list of non-self-governing territories following a referendum in which the people of Puerto Rico decided that the island should become a U.S. commonwealth. Resolution 748 recognized that the island's citizens had exercised their right to self-determination and that Puerto Rico, as a self-governing entity, was no longer a proper subject for UN consideration under the UN Charter. In 1993 the C-24 deferred consideration of Puerto Rico.

## **Other Questions**

In 1993 the Fourth Committee adopted and forwarded to the General Assembly six resolutions relating to decolonization in addition to the omnibus resolution. The United States joined in consensus on resolutions on New Caledonia, Western Sahara and offers by member states of study and training facilities for inhabitants of non-self-governing territories. (Resolutions 48/50, 48/49 and 48/48, respectively.)

The United States voted against two resolutions in the Fourth Committee and the General Assembly and abstained on a third. As usual, the most controversial of those was titled "Activities of foreign economic and other interests that impede the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Territories." (Resolution 48/46.) The resolution was adopted in the General Assembly 111 to 43 (U.S.), with 3 abstentions. The second resolution opposed by the United States, "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations," was adopted 113 to 5 (U.S.), with 43 abstentions. (Resolution 48/47.) Despite some slight moderation in their texts from the previous year, these two resolutions continued to reflect outdated and irrelevant cold war thinking and were for this reason opposed by the United States. The United States abstained on a third resolution entitled, "Information from Non-Self-Governing Territories transmitted under Article 73 of the Charter of the United Nations," which was adopted by a vote of 159 to 0, with 3 (U.S.) abstentions. (Resolution 48/45.)

The United States has consistently voted against Fourth Committee resolutions dealing with "foreign economic interests" that contain erroneous assumptions regarding the activities of multinational corporations. The United States does not regard these activities as being inherently detrimental to self-determination.

## Special Political Issues

General Assembly resolution 47/233 was adopted on August 17, 1993, without a vote, and regarded revitalization of the work of the General Assembly. As a result, the 48th General Assembly issues previously considered by the Special Political Committee and the Fourth Committee were consolidated in the Fourth Committee. The Fourth Committee, therefore, became the Decolonization and Special Political Committee.

## Trusteeship Council

Chapters XII and XIII of the UN Charter established an international trusteeship system overseen by the Trusteeship Council. By 1991 only the Trust Territory of the Pacific Islands (TTPI), administered by the United States and now consisting only of the Republic of Palau, remained subject to the Trusteeship Agreement under the Council's jurisdiction. In May 1986 the Trusteeship Council determined that the United States had fulfilled its obligations as trustee with respect to the Republic of the Marshall Islands (RMI), Federated States of Micronesia (FSM) and the Commonwealth of the Northern Mariana Islands. The Security Council confirmed the finding December 22, 1990, when it adopted resolution 683 by a vote of 14 (U.S.) to 1.

In the mid-1980's the United States and Palau negotiated a Compact of Free Association under which Palau would become a sovereign, self-governing state comparable to the RMI and the FSM. Between 1986 and 1992 the Palauan people went to the polls seven times to decide whether to approve the Compact and bring it into effect. Each time, the Compact won the approval of a majority of Palauan voters but failed to gain the 75 percent margin of approval required by the Palauan constitution. In the seventh vote of November 1992 Palauans, while voting to approve the Compact, also voted to amend Palau's constitution so that the Compact could be approved by a simple majority vote. On November 9, 1993, Palauans voted for the eighth time to approve the Compact of Free Association. The Compact was approved by a margin of more than two to one.

In its conclusions and recommendations adopted at the 60th session in May, the Trusteeship Council noted that the leadership of Palau desired an end to the Trusteeship at an early date and had decided to hold a plebiscite in Palau on the Compact of Free Association. The Council also expressed the hope that it would be possible to terminate the Trusteeship Agreement in the very near future.





## Part 8



# Legal Developments

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## Introduction

Significant legal issues of both substantive and procedural varieties arise frequently in connection with U.S. participation in UN activities and in activities of international organizations affiliated with the United Nations. Many of these legal matters are discussed in other parts of this report in the context of the underlying issues or particular international organizations to which they relate, including review of the UN Charter; uses of outer space; international human rights; International Labor Organization, International Civil Aviation Organization and UNESCO matters; UN administration and budget; and UN trusteeship issues. Part 8, therefore, deals separately with 1993 activities of an exclusively legal character, such as those of the International Court of Justice, International Law Commission, UN Commission on International Trade Law, and the Sixth (Legal) Committee of the General Assembly.

## International Court of Justice

The International Court of Justice (ICJ) is the principal judicial organ of the United Nations. The Court's main functions are to decide cases submitted to it by states and to give advisory opinions on legal questions at the request of international organizations authorized to request such opinions pursuant to the Statute of the Court and the UN Charter.

The Court is composed of 15 judges, no two of whom may be nationals of the same state. The UN General Assembly and the Security Council, voting independently, elect the judges from a list of persons nominated by national groups on the Permanent Court of Arbitration. The electors are mandated to bear in mind the qualifications of the individual candidates and the need for the Court as a whole to represent the main forms of civilization and the principal legal systems of the world. Court members are elected for 9-year terms, with one-third of the total number of judges elected every 3 years.

The Court submitted a brief report on its activities from August 1, 1992, to July 31, 1993, to the 48th General Assembly. (A/48/4.) The report contained information on the Court's composition, jurisdiction, judicial work, administration and publications. The General Assembly took note of the report on October 15, 1993. (Decision 48/404.)

During 1993, the International Court of Justice was composed as follows: Mohammed Bedjaoui (Algeria), Ni Zhengyu (China), Gilbert Guillaume (France), Mohamed Shahabuddeen (Guyana), Geza Herczegh (Hungary), Roberto Ago (Italy), Shigeru Oda (Japan), Raymond Ranjeva (Madagascar), Bola A. Ajibola (Nigeria), Jens Evensen (Norway), Nikolai K. Tarassov (Russian Federation), Christopher G. Weeramantry (Sri Lanka), Robert Y. Jennings (United Kingdom), Stephen M. Schwebel (United States) and Andres Aguilar Mawdsley (Venezuela).

In the 48th General Assembly, the seats of Judges Ajibola, Herczegh, Oda, Ni Zhengyu and Evensen were up for reelection. Herczegh and Oda were reelected. Abdul G. Koroma (Sierra Leone) replaced Ajibola, Shi Jiuyong (China) replaced Ni Zhengyu and Carl-August Fleischhauer (Germany) replaced Evensen.

## **Libya v. United States of America**

On March 3, 1992, Libya initiated cases against the United States and the United Kingdom in the Court charging violations of the 1971 Montreal Air (Sabotage) Convention. Libya asserted that the United States and the United Kingdom were interfering with Libya's alleged right to try individuals suspected of the bombing of Pan Am flight 103 over Lockerbie, Scotland, on December 21, 1988. On April 14, 1992, the Court denied a Libyan request for interim measures to prevent action in the Security Council by the United States or the United Kingdom to compel Libya to surrender the two suspects. The Court's action was on the ground that the Security Council by its resolution 748 had ordered Libya to surrender the two suspects. Libya submitted its Memorial to the Court on December 20, 1993. The United States has until June 20, 1995, to file its Counter-Memorial.

## **Iran v. United States of America**

### *Aerial Incident of July 3, 1988*

On July 24, 1990, Iran filed its Memorial in this case against the United States regarding the shooting down of a civilian Iranian airliner by U.S. military forces protecting U.S. merchant vessels in the Persian Gulf during the hostilities between Iran

and Iraq. Iran based the jurisdiction of the Court on the Chicago Convention on International Civil Aviation of 1944, the Montreal (Sabotage) Convention of 1971 and the 1955 Treaty of Amity with the United States. On March 4, 1991, the United States filed preliminary objections to the jurisdiction of the Court. On June 9, 1992, Iran filed its response to those objections. The Court has scheduled a hearing on those objections in September 1994.

### *Oil Platforms*

On November 2, 1992, Iran initiated a case against the United States charging 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 two countries. The incidents upon which Iran relies resulted from hostile actions by Iranian military forces against United States and other neutral shipping in the Gulf. On May 31, 1993, Iran filed its Memorial in this case. On November 30, 1993, the United States filed a Preliminary Objection to the jurisdiction of the Court. The Court has given Iran until July 1, 1994, to submit observations on the Preliminary Objection filed by the United States.

### **Other Cases**

During 1993 two other cases were filed with the Court not involving the United States as a named party, but involving issues of interest to the United States.

**Legality of the Use by a State of Nuclear Weapons in Armed Conflict (Request for Advisory Opinion by the World Health Organization).** On August 27, 1993, the World Health Organization (WHO) submitted a request to the Court for an advisory opinion regarding the legality of the use of nuclear weapons in time of war or other armed conflict. By Order of September 13, 1993, the parties to the WHO Constitution, including the United States, were given until June 10, 1994, to submit written statements relating to the question.

**Case Concerning Application of the Convention on the Prevention and Punishment of the Crime of Genocide (Bosnia and Herzegovina v. Yugoslavia (Serbia and Montenegro)).** On March 20, 1993, Bosnia and Herzegovina instituted proceedings against the Federal Republic of Yugoslavia (Serbia and Montenegro) under the Genocide Convention. In addition to allegations of violations under the Convention, Bosnia raised an issue of the validity of the arms embargo imposed on it by the Security Council. On the same day, Bosnia made a request for interim measures. On April 8, 1993, the Court indicated a number of pro-

visional measures. On August 10, 1993, Yugoslavia requested that the Court indicate an additional provisional measure. By Order of September 13, 1993, the Court declined to indicate additional measures, reaffirming the provisional measures it had earlier indicated. On October 7, 1993, the Court gave Bosnia until April 15, 1994, to file its Memorial and Yugoslavia (Serbia and Montenegro) until April 15, 1995, to file its Counter-Memorial.

## **International Law Commission**

Pursuant to General Assembly resolution 174(II) of November 21, 1947, the International Law Commission (ILC) was established in 1948 to promote the codification and progressive development of international law. The membership, which has increased from the original 15 to 34, consists of persons of recognized competence in international law serving in their individual capacities and elected by the General Assembly for 5-year terms. Robert Rosenstock of the United States was elected during the 46th UN General Assembly for a 5-year term that began on January 1, 1992. He replaced U.S. expert Stephen C. McCaffrey, who served on the ILC from 1981 to 1991.

The Commission studies topics that it has determined are suitable for codification or progressive development or that the General Assembly refers to it. Its recent practice is to select one of its members (designated a special rapporteur) to prepare reports on each of the topics and, after discussion, to draft articles that are adopted by the full Commission. In accordance with this practice, the Commission reports to the General Assembly on the progress of its work, including any articles it has adopted on a particular subject during that year's session. It reconsiders the articles in light of government comments, and, unless otherwise instructed by the General Assembly, then adopts final texts that it forwards to the General Assembly. When the Assembly receives a set of draft articles, generally in the form of a proposed convention, it may convene a diplomatic conference to consider adoption of a convention, review and adopt a convention itself, note them or remand them to the Commission for further study.

At its 47th session, the General Assembly's Sixth Committee considered the report of the ILC on the work of its 45th session held May 3–July 23 in Geneva. Much of the debate was devoted to consideration of the question of a draft statute for an international criminal court. The Sixth Committee, however, also discussed other issues being considered by the ILC, including the topics of "International liability for injurious consequences arising out of acts not prohibited by international law," "State responsibility"

and the "Law of the non-navigational watercourses." The General Assembly adopted resolution 48/31, without a vote. It endorsed the decision of the ILC to include in its agenda the topics "The law and practice relating to reservations to treaties" and "State succession and its impact on the nationality of natural and legal persons," with the understanding that the final form to be given to the work on these topics would be decided after a preliminary study is presented to the General Assembly. The General Assembly also welcomed the ILC's decision to endeavor to complete in 1994 the second reading of the draft articles on the law of the non-navigational uses of international watercourses.

## International Criminal Court

A major part of the Sixth Committee's deliberations in 1993 concerned a draft statute for an international criminal court, submitted as part of the report of the International Law Commission under the heading Draft Code of Crimes Against the Peace and Security of Mankind. The draft was prepared by a working group of the Commission in response to the General Assembly's request in resolution 47/33 that the Commission continue its work on this question by undertaking the project for the elaboration of a draft statute for an international criminal court.

The U.S. and other governments recognized that the working group had produced a thoughtful draft that gave careful consideration to key issues involved in establishing an international criminal court. Under this proposal, a court would be established by a statute in the form of a treaty agreed to by states parties and would exercise jurisdiction solely over private persons. The court would have jurisdiction, *inter alia*, over crimes of an international character defined in specified international treaties in force.

In his intervention on this topic, the U.S. Representative stated that the United States

. . . has decided to take a fresh look at the establishment of such a court. We recognize that in certain instances egregious violations of international law may go unpunished because of a lack of an effective national forum for prosecution. . . . In general, although the underlying issues must be appropriately resolved, the concept of an international criminal court is an important one, and one in which we have a significant and positive interest. This is a serious and important effort which should be continued, and we intend to be actively and constructively involved.

The U.S. intervention also noted the need to think through how the international criminal court would affect existing extradition relationships, and the importance of ensuring that the

treaty be consistent with international standards of due process and human rights.

In resolution 48/31, adopted by consensus, the General Assembly took note with appreciation of the report of the Commission on this topic, invited states to submit comments to the Secretary General on the proposed draft and requested that the Commission continue its work as a matter of priority with a view to elaborating a draft statute if possible at its next session in 1994.

During this session, the Sixth Committee did not consider the proposed draft Code of Crimes Against the Peace and Security of Mankind, other than as a possible source of jurisdiction for an international criminal court. The U.S. view is that the Code is defective in many fundamental respects and that it would not serve, as currently drafted, as a proper basis for such a court's jurisdiction.

## **UN Commission on International Trade Law**

The UN Commission on International Trade Law (UNCITRAL), established by the General Assembly in 1966, is headquartered at the UN Vienna International Center. Its mandate is the codification of international trade law, which is accomplished through treaties, model national laws, UN international legal guides, as well as training and assistance programs by the Secretariat (primarily for lesser developed countries). The Commission and its three specialized working groups conducted their work in a technically focused and nonpoliticized manner, without North-South divisions impairing its effectiveness. The technical focus of the Commission is enhanced by its tradition of working by consensus rather than voting, and of avoiding regional or bloc positions on substantive matters.

The Commission's technical work in 1993 focused on a draft convention on standby letters of credit and independent guarantees, rules for government procurement by states and rules on international electronic commerce. The status of these efforts was reviewed at the Commission's annual plenary session, which was attended by 31 member states, 38 observer states and various international organizations. Training and technical assistance programs on international trade law undertaken by the Secretariat during the first half of 1993 are described in UN document A/CN.9/379.

## **UNCITRAL Model Law on Procurement of Goods and Construction**

The Commission, after 5 years of deliberations, completed at its 26th plenary session in Vienna a model national law on both domestic and international procurement along lines consistent with GATT and OECD guidelines (A/48/17, Annex 1). The Commission also authorized the preparation of additional provisions on procurement of services, which was covered by negotiations related to the Uruguay Round of GATT. This project will aid the growth of commercial law development, especially in lesser developed and newly emerging states, by establishing a UN imprimatur for laws requiring competition in public-funded acquisitions, structured and accountable systems for contracting, open and "transparent" laws and regulations, and openness to foreign bidding to enhance competition and trade. The General Assembly endorsed the use of the Model Law by states by adopting resolution 48/33, without a vote, on December 9. It is expected that adoption of local laws based on the UNCITRAL Model Law will facilitate extension of loans and credits by international lending agencies (ILAs).

## **Standby Letters of Credit and Bank Guarantees**

The working group on international business practices continued its drafting of a convention covering instruments such as European law-based bank guarantees and American law-based standby letters of credit (A/CN.9/374, 388 and WG.II/WP.80). These instruments, together with commercial letters of credit, provide financing assurances for a significant portion of international commercial transactions. The United States has proposed a convention with two sets of rules that would provide mutual recognition and enforcement of each type of instrument in ratifying states, in the event it proves too difficult to merge practices for both types of instruments under a single set of rules. An alternative proposed by the United States would be to narrow the convention's coverage to "independent" guarantees, the payment of which is determined separate from the underlying trade transaction. It would make consensus on a single set of rules more likely. U.S. positions have taken into account other ongoing developments in international and domestic forums, the first being draft revisions to U.S. domestic law through the National Conference of Commissioners on Uniform State Laws, and the second being the revision by the International Chamber of Commerce of its widely used rules on letters of credit.

Adoption of rules compatible with U.S. proposals could enhance trade by supporting financial assurances that can serve as collateral in countries ratifying such a convention. Progress has been enhanced by the withdrawal of earlier efforts by European Community states to negotiate from a common position that would have focused primarily on earlier European practices in this field. It is expected that a draft convention can be ready for final consideration by the Commission in 1995.

## **Basic Contract Concepts for Electronic Transactions**

The working group on international payments continued its efforts to prepare the first UN-approved basic rules on electronic commerce, following its completion in 1992 of a model law for electronic funds transfers (A/48/17). The United States, United Kingdom and others proposed the preparation of new rules to support developing commercial patterns based on computer technologies. The employment of these new systems, which can facilitate and speed transactions, nevertheless can be impeded in the absence of national laws designed to accept computer-based transactions. The draft rules would enhance validation of contracts entered into by use of computers, provide standards for functional equivalency of "writings" and "signatures," recognize the role of third-party service providers and allocate risk for users (A/CN.9/373 and 387). The U.S. view has been that international legal support for computer-based commerce can bring commercial parties from distant and less developed states into trade relationships that otherwise are beyond their reach. It remains to be seen whether a sufficient number of states will join the U.S. position within UNCITRAL.

## **Unification of International Practice**

The Secretariat, as authorized by the Commission, issued the first two uniform abstracts of court decisions and arbitral awards involving UNCITRAL-prepared conventions and model national laws (A/CN.9/SER.C/Abstracts/1 and 2). The system relies on national correspondents appointed by states who have ratified at least one of the conventions or enacted legislation on the basis of UNCITRAL model laws (the United States has appointed correspondents). It is expected that the availability of decisions in a UN-approved system will lead to greater uniformity of interpretation. A "Users Guide" is contained in A/CN.9/SER.C/Guide/1.



## Future Work Program

The Commission's plenary session gave preliminary consideration to several possible future topics, including cross-border insolvency, international assignment of claims, arbitral pre-hearing conferences, new project financing concepts such as "build, operate and transfer," and legal issues in privatization. It was decided to continue to examine the feasibility of the first three topics above, without necessarily excluding the others from future consideration.

## Organizational Issues

The General Assembly's Sixth (Legal) Committee considered issues concerning increased participation of lesser developed states in the work of the Commission. The United States, while supporting the idea of increased participation, did not support funding from the existing budget, since the effect on a small body such as UNCITRAL would seriously erode its ability to produce conventions and other legal texts on technical trade law topics. The Sixth Committee recommended, and the General Assembly approved, the establishment of a voluntary contribution fund for travel assistance to member states of the Commission. The Assembly adopted resolution 48/32, without a vote, on December 9. The United States also supported referral of the issue of direct UN-funded travel assistance to the Assembly to deal with it on a system-wide basis within the United Nations.

The question whether other UN bodies, such as regional economic commissions under ECOSOC, should coordinate their views with multilateral trade law conventions prepared by UNCITRAL and endorsed by the General Assembly was raised at the plenary session. The United States, along with some other states, proposed that resolutions that would ensure coordination among various UN bodies be considered for approval by the General Assembly.

## 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. The main purposes of the Decade are, *inter alia*, 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; encourage the progressive development of international law and its codifica-

tion; and encourage the teaching, study, dissemination and wider appreciation of international law.

At the 45th session of the General Assembly, a working group of the Sixth Committee prepared a program of activities for the first term (1990–1992) of the Decade. The program was adopted by the General Assembly in resolution 45/40 of November 28, 1990. The program lists a number of activities to further each of the Decade's four goals. For example, with respect to the goal of encouraging the progressive development and codification of international law, the program requests that the Secretary General report to the Sixth Committee on the relevant activities of the United Nations, including the International Law Commission. With respect to the encouragement of the teaching and study of international law, the program encourages states to organize special training in international law for legal professionals, including judges, and indicates that states should encourage their educational institutions to introduce courses on international law for students studying law, political science, social sciences and other relevant disciplines.

In resolution 46/53, adopted on December 9, 1991, the General Assembly invited states and international organizations and institutions to provide information on activities they have undertaken in implementation of the first term of the Decade, and to provide views on possible activities for the next term. The United States submitted a report that summarized the many activities undertaken by various components of the U.S. Government and private organizations in furtherance of the goals of the Decade of International Law during its first term from 1990 to 1992. Ten other countries submitted such reports as well. The Secretary General submitted a report (A/47/384) to the 47th session, which summarized these reports.

During the 47th session, the Sixth Committee agreed upon an elaboration of the program for the next 2-year term of the Decade (1993–1994), which is annexed to General Assembly resolution 47/32 of November 25, 1992. One of the projects tentatively included in the program was the holding of a congress on public international law. Resolution 47/32 requested that the Secretary General submit, at the 48th session, a preliminary operational plan for a possible congress. The resolution also asked states to submit information on the activities they have undertaken in pursuance of the goals of the Decade for transmission to the General Assembly at its 48th or 49th session.

At its 48th session, the General Assembly adopted resolution 48/30, without a vote, on December 9. By the resolution, the

Assembly decided that a congress on public international law should be held by the United Nations in 1995 as proposed by the working group on the UN Decade of International Law. The purpose of the congress will be to promote the role of international law in international relations and its theme will be "Towards the Twenty-First Century: International Law as a Language for International Relations." The congress is to be convened at UN Headquarters in New York in 1995 for 5 days immediately after the end of the second week of the 1995 session of the Special Committee on the Charter of the United Nations and the Strengthening of the Role of the Organization. Sub-themes for each of the 5 days of the congress will follow the identified themes of the Decade.

As part of its consideration of the item on the Decade of International Law, the Sixth Committee took up the issue of "Protection of the environment in times of armed conflict." This item was brought before the Sixth Committee during the 46th session of the General Assembly in response to environmentally harmful acts—including setting fire to oil installations—committed by Iraq during the Gulf War.

In 1992 the General Assembly (Resolution 47/37) had requested that the Secretary General invite the International Committee of the Red Cross (ICRC) to report on activities undertaken by the ICRC and other relevant bodies on this topic. The resulting report (contained in A/48/269) was discussed by a working group of the Sixth Committee. The U.S. Government and many other governments encouraged the ICRC to continue work on drafting rules on protection of the environment in times of war for inclusion in military manuals, and to continue its dialogue with military and legal experts to examine in depth the practical problems associated with implementing the rules. These governments also encouraged the ICRC and others to disseminate widely relevant rules on protection of the environment in times of armed conflict.

The General Assembly adopted resolution 48/30, by consensus, in which it praised the work of the Experts on the Protection of the Environment in Times of Armed Conflict, conducted under the auspices of the ICRC. It also invited all states to review the draft guidelines for military manuals and instructions annexed to the ICRC's report and to provide comments thereon to the ICRC, either directly or through the Secretary General, no later than March 31, 1994. The General Assembly also welcomed the intention of the ICRC to draw up a new version of these guidelines, and asked the Secretary General to

invite the ICRC to report on its activities with regard to this issue.

## Responsibility for Attacks on UN Peacekeepers

In a series of formal meetings and working group sessions, the Sixth Committee considered the question of responsibility for attacks on UN and associated personnel and measures to ensure that those responsible for such attacks are brought to justice. Specifically, the Committee reviewed separate proposals by New Zealand and Ukraine for a convention designed to provide legal protection for persons engaged in UN Security Council peacekeeping missions. The New Zealand proposal was modeled on the Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons, Including Diplomatic Agents, and the International Convention Against the Taking of Hostages. The proposal by Ukraine focused on questions of state responsibility.

There was considerable interest in this topic during the 48th session because of increasing numbers of attacks on UN personnel resulting in death or injury. As a result, in resolution 48/37, cosponsored by the United States and adopted without a vote, the General Assembly decided to establish an *ad hoc* committee open to all member states to elaborate an international convention dealing with the safety and security of United Nations and associated personnel. The *ad hoc* committee was to hold its first session at UN Headquarters in New York March 28–April 8, 1994. The *ad hoc* committee was asked to report to the General Assembly during its 49th session on progress made toward elaboration of the draft convention.

In a statement released at the time it sponsored the resolution in the Sixth Committee, the United States noted that

... the United States recognizes the need for urgent action to address questions related to legal protection to be provided to peacekeepers. The U.S. Government has suffered many casualties to its forces engaged in peacekeeping, and appreciates the need to look for new and creative ways to tackle this problem.

## Host Country Relations

The General Assembly established the Committee on Relations with the Host Country in 1971 to replace the informal Joint Committee on Host Country Relations. The Committee is responsible for issues relating to the implementation of the

Headquarters Agreement between the United Nations and the United States and also the Convention on the Privileges and Immunities of the United Nations. Issues under discussion during the course of the year included the security of UN missions and safety of personnel, diplomatic privileges and immunities, travel regulations, financial indebtedness of UN missions and their personnel, parking and related matters.

The Committee held four regularly scheduled meetings during 1993—February 10, April 26, October 15 and November 9. At its third meeting, the Committee elected as its Chairman, Ambassador Alecos Shambos, the newly accredited Permanent Representative of Cyprus. The chairmanship of this Committee has traditionally been held by Cyprus.

At the request of the French and Russian Delegations, a fifth meeting of the Committee was held on December 7 to discuss a highly publicized New York City proposal regarding diplomatic parking and enforcement. The U.S. Representative and the New York City Commissioner for the United Nations addressed the Committee's concerns in reference to press articles describing a proposed "Diplomatic Summons Program." The U.S. Representative emphasized that any changes in procedures would be consistent with international treaty obligations, and that the Host Country Representatives would meet with Committee members before implementation of any changes. Moreover, changes would be communicated by diplomatic note, not by the press. The U.S. Representative commented further that all personnel in the UN diplomatic community are expected to respect the laws and regulations of the United States, including the parking and traffic regulations.

Financial indebtedness of UN missions and their personnel was discussed at all four meetings and continues to be an issue of grave concern to the members of the Committee, the United Nations and the host country. The Representative of the United States reported at the first meeting of 1993 that the chronic problem of indebtedness was growing and that debt totaled some \$2.5 million. At the fourth and last meeting of the year, the Representative of the United States reported that the debt had soared to some \$5 million. The U.S. Representative reminded the members of the Committee that, in addition to its obligations as host country to the United Nations, the United States also has an obligation to protect the interests of its citizens and creditors who find themselves unable to help themselves because of the actions of immune diplomatic agents. The Representative of the United States urged the members of the Committee, the working

group on indebtedness and the UN Legal Counsel to continue to work aggressively to ameliorate this problem.

Security of missions and safety of their personnel was another issue of interest among the members. In response to the growing level of concern, the U.S. Mission and the New York City Commission for the United Nations, Consular Corps and International Business co-hosted a seminar at UN Headquarters entitled "Survival in New York." It proved a useful forum for the UN diplomatic community.

On December 9 the General Assembly adopted, without a vote, resolution 48/35, which approved the report of the Committee on Relations with the Host Country. The resolution endorsed the recommendations and conclusions of the Committee contained in its report, voiced concern about the importance of the indebtedness problem, and expressed its appreciation for the efforts made by the host country.

## **International Terrorism**

The General Assembly considers on a biennial basis an item on international terrorism. The Sixth Committee considered the issue at its 11th–14th meetings and again at its 39th meeting, on December 3.

Members reaffirmed their condemnation of all acts, methods and practices of terrorism. Members are not in agreement, however, on how to take action against terrorism. In 1987 Syria proposed an international conference to define terrorism and to establish criteria for differentiating between terrorism and the struggle for national liberation. The United States voted against the Syrian proposal and has subsequently succeeded in deferring such a conference as being nonproductive. There is little likelihood that the members could agree on a definition of terrorism. The United States and others would always oppose any suggestion that, for example, the goal of self-determination justifies terrorism.

During this General Assembly, Algeria and India pressed for the formation of a working group on terrorism and/or annualizing the agenda item. The United States and others indicated that there had to be a reasonable basis to believe progress was possible, beyond what had been agreed to in the last UN General Assembly resolution on terrorism, before either a working group should be formed or the agenda item annualized. (Resolution 46/51.)

The compromise was a decision, adopted without a vote, to seek the views of member states on practical measures to eliminate acts of terrorism and on ways and means of enhancing the role of the United Nations and the relevant specialized agencies in combating international terrorism. It also included the "terrorism" item on the agenda for 1994, without prejudice to the question of whether it would thereafter be considered on an annual or biennial basis. (Decision 48 /411.)





## Part 9



# Administration and Budget

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## Introduction

President Clinton's revised FY 1994 budget, issued in April 1993, continued the policy of the previous Administration of requesting essentially full funding of U.S.-assessed contributions and payments in a 5-year plan to eliminate U.S. arrears to the United Nations and other international organizations.

U.S. efforts in 1993 regarding UN budget, administration and institutional management issues continued in pursuit of reform measures initiated in 1986. A major accomplishment was the December decision of the UN General Assembly to approve by consensus a UN program budget for the 1994-1995 biennium, which provided for a negative real growth and a contingency fund to finance new activities. (Resolution 48/231.) This consensus approval of the budget continued implementation of the budget process reforms established in General Assembly resolution 41/213 in 1986.

The work of the General Assembly's Fifth Committee (Administrative and Budgetary) deals with organization-wide administrative problems. The Fifth Committee must provide information on how General Assembly resolutions with financial implications, if adopted, would affect the UN budget. Its most important function is to make recommendations to the General Assembly on the regular program budget and on assessed peace-keeping budgets, which have greatly increased in size and importance.

Several special UN bodies assist in this work. In financial matters, there are two key expert bodies composed of individuals acting as independent experts rather than as instructed delegates. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) examines the Secretary General's proposals and reports to the General Assembly on UN budgets and UN accounts, on administrative budgets of UN specialized agencies and on other administrative, financial and budgetary matters referred to it. The Committee on Contributions advises

the General Assembly on all questions relating to apportionment of UN expenses among member states. Other expert financial bodies are the Board of Auditors, the Investments Committee (which advises on the management of the Pension Fund) and the UN Joint Staff Pension Board.

The International Civil Service Commission (ICSC), another expert body, makes recommendations to the General Assembly on the regulation and coordination of conditions of service within the United Nations, specialized agencies and other international organizations that participate in the UN common system of salaries and allowances. The Committee on Conferences is an intergovernmental, administrative body that develops a workable calendar of UN meetings and advises the Assembly on the most efficient use of conference resources and on current and future requirements.

The Administrative Committee on Coordination (ACC) is composed of the UN Secretary General and executive heads of specialized agencies, IAEA and other major bodies and programs. It meets regularly to supervise implementation of agreements between the United Nations and specialized agencies and to coordinate activities of the various organizations. The Committee for Program and Coordination (CPC), an intergovernmental body, serves as the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. It plays an additional key role in implementation of the new consensus-based budget process. The Joint Inspection Unit (JIU), a group of experts who serve full time, is empowered to investigate and evaluate any matter bearing on efficiency of services and proper use of funds.

## **UN Reform**

The agenda item entitled "Review of the efficiency of the administrative and financial functioning of the United Nations" was considered by the Fifth Committee October 28–29, November 1–4, 8, 10, 16, 17, 22, 23, 29–30 and December 17. Based on the recommendations of the Fifth (Administrative and Budgetary) Committee, the UN General Assembly adopted resolution 48/218 by consensus on December 23.

Resolution 48/218 is composed of three parts. Part I includes sub-paragraphs A through E consisting of the following subject headings: Mandates and Prerogatives, Program Planning, Restructuring of the Secretariat, High-Level Posts and Improvement of the Management of the United Nations. Part II

of the resolution deals with the enhancement of oversight functions in the United Nations. In considering this part of the resolution, the Fifth Committee had before it, *inter alia*, the paper prepared by the United States entitled "Office of Inspector General" (A/C.5/48/35). Part III of the resolution deals with the possible establishment of a new or improved jurisdictional and procedural mechanism to address alleged cases of fraud in the United Nations.

Among the key elements in Part I of resolution 48/218 is the request by the General Assembly that the Secretary General submit, through the Committee for Program and Coordination, a prototype of a new format of the UN medium-term plan to the 49th session of the General Assembly. In making this request, the General Assembly notes that, in its present format, the medium-term plan has a limited impact on the work of the organization. Also, the General Assembly notes that this same request had been made last year under General Assembly resolution 47/214. However, the new prototype had not been provided, as was requested.

Another key element of Part I of resolution 48/218 is the endorsement of the recommendations of the Committee for Program and Coordination (CPC) that the Secretary General establish a transparent and effective system of accountability and responsibility no later than January 1, 1995, as contained in paragraphs 243–245 of the CPC report. Moreover, the Secretary General is asked to include in the system of accountability and responsibility the following elements, taking into account any relevant experiences within and outside the UN system:

- Establishment of clear responsibility for program delivery, including performance indicators as a measure of quality control;
- Mechanism ensuring that program managers are accountable for the effective management of the personnel and financial resources allocated to them;
- Performance evaluation for all officials, including senior officials, with objectives and performance indicators; and
- Effective training of staff in financial and management responsibilities.

The Secretary General also is asked to submit a report on the establishment of the above system to the General Assembly at its 49th session, through the Committee for Program and Coordination and the ACABQ.

Of special interest to the United States was the formulation of Part II of the resolution, which called for an enhanced oversight function in the United Nations. Among the documents considered under this item, in addition to the U.S. paper on the Office of Inspector General noted above, were the Secretary General's note, dated November 23, 1993, on the Office for Inspections and Investigations (OII) and a note from the Secretary General transmitting the report of the Joint Inspection Unit, entitled "Accountability and Oversight in the UN Secretariat."

The OII was established on August 24, 1993, as a first step, in the words of the UN Secretary General, toward creation "of a higher level post with broader audit, evaluation and investigation authority"; Mohamed Aly Niazi (Egypt), a chartered accountant who served as Director of the UN's Internal Audit Division, was named Assistant Secretary General to head the new office.

The Secretary General's note of November 23 sets out framework responsibilities for the OII, which are similar in nature and scope to offices of inspectors general in the United States.

For example, the Office "will be entirely independent . . . in the conduct of its duties and responsibilities, and have the authority to initiate any audit, inspection or investigation it considers necessary without any hindrance or need for prior clearance." Annual reports on the work of the OII will be circulated to the General Assembly. The OII's mandate includes monitoring program implementation, investigating mismanagement and undertaking audits and inspections. Full access to all information will be granted.

During the debate under this agenda item, a number of delegations welcomed the appointment of an Assistant Secretary General for Inspections and Investigations, while stressing that the Secretary General as the chief executive officer of the organization should remain accountable to member states for the effectiveness and efficiency of UN operations. Many delegations expressed the need to respect the separate functions of internal and external oversight mechanisms inasmuch as they opposed any infringement by the OII upon the role and the authority of the Board of Auditors.

In outlining U.S. proposals for reform in a speech delivered November 16, Ambassador Albright called for

. . . a system whereby member states can be assured that audits, evaluations and inspections are undertaken with the full cooperation of the Secretariat but without the Secretariat prejudicing the results.

As noted, a detailed paper on the U.S. proposals was circulated to members of the General Assembly under cover of a letter dated November 24, 1993, from the U.S. Permanent Representative.

Active U.S. participation in negotiations to institutionalize the OII bore fruit when the General Assembly, in adopting Part II of resolution 48/218, called for, in principle, the establishment of an independent entity to enhance oversight mechanisms. At the resumed session in the spring of 1994, the U.S. Delegation intends to press for the adoption of a second resolution that sets forth the nature, role and modalities of the OII beyond its original mandate.

Part III of resolution 48/218 is intended to address alleged cases of fraud in the United Nations, in accordance with due process of law and full respect for the rights of each individual concerned, especially the rights of the defense. Part III calls on the General Assembly to study the possibility of establishing a new jurisdictional and procedural mechanism, or extending mandates and improving the functioning of the existing mechanisms. Toward this end, an *ad hoc* intergovernmental working group of legal and financial experts consisting of 25 members is to be established. It will work in consultation with the existing UN bodies and will submit a report to the General Assembly, with specific recommendations, no later than at its 49th session. The President of the General Assembly is invited to define the composition of the group, with due regard given for equitable geographic representation, and to convene it as soon as possible, but no later than March 31, 1994.

## Current Financial Crisis of the United Nations

On December 23 the UN General Assembly adopted resolution 48/220, "Improving the financial situation of the United Nations," by consensus. The resolution was based on the recommendation of the Fifth Committee, which had considered the agenda item on November 18, 22-29 and December 11. In considering the item, the Committee had before it the report of the Secretary General regarding his analysis of the financial situation of the United Nations; a note by the Secretary General on financing an effective United Nations; and a report of the Secretary General that provided his comments to the report of the Independent Advisory Group on UN Financing.

In his analysis of the financial situation of the United Nations, the Secretary General noted that, as of October 14, a total of \$1,692.5 million in assessed contributions remained unpaid. This was composed of \$548 million for the UN regular budget and \$1,144.5 million for assessed peacekeeping operations. He noted that, in 1993, cash balances in the General Fund were depleted at the beginning of the year and again in August. In only 4 months of the year was there sufficient cash on hand to meet the requirements of the following month in full. As a result of this situation, borrowing from peacekeeping funds was required for a total of 46 days in January, August and September. In the same analysis, the Secretary General provided information on the financial reserves of the organization as well as the status of reimbursements to troop contributing countries for UN peacekeeping operations. In noting that, during 1993, the United Nations was required to operate on an "... unprecedented scale without adequate financial resources," the Secretary General had personally intervened at "high levels" to seek timely payments from member states. He indicated that the United Nations had

... few, if any, contingency measures that could be taken to substitute for the single imperative of UN financing, namely, that member states must pay their assessed contributions in full and on time.

The Secretary General also submitted a report which noted his comments regarding the recommendations and suggestions contained in the report of the Independent Advisory Group on UN Financing (also called the "Volcker-Ogata" report). Due to the severe time constraints faced by the Fifth Committee in completing its overall program of work, it was decided to defer further consideration of this issue until a resumed session of the 48th General Assembly.

The U.S. Delegation, in its statement to the Fifth Committee on this agenda item, noted that, by the end of 1993, the United States will have paid approximately \$1 billion in assessed contributions to the UN regular budget and the various peacekeeping operations. This represented a considerable level of financial support on the part of the United States and did not include the millions of dollars that the United States will have paid in voluntary contributions. The United States took some exception to the manner in which the percent of collections of assessed contributions were calculated in the Secretary General's report. The report indicated that, as of September 30, collections received by the United Nations represented 55.2 percent of amounts due for the current year as well as for previous years. In the view of the U.S. Delegation, a more useful analysis of the UN's current financial situation would have been to compare current year collec-

tions against current year assessments. In so doing, the analysis would have indicated that 73.5 percent of the UN's collections were received by September 30 and fully 95.9 percent by October 31. The U.S. Delegation urged that the UN Controller revise the reporting methodology in the future in order to present a more realistic picture of the UN's current financial situation.

The U.S. Delegation also commented on the recommendations and suggestions contained in the report of the Independent Advisory Group on UN Financing. The United States indicated agreement with most of the report's findings, including some of the key underlying points in the introductory paragraphs of the report:

- Improvements in UN financing and administration depend on the willingness of members to approve constructive proposals and then back them financially.

- Financing is not enough. Support by member states will be dependent on a perception that funds are economically managed and effectively spent.

- Improving the management of the United Nations is a responsibility not only of the Secretariat, but also of the member states. Members must exercise restraint in the creation of inter-governmental bodies and ensure that expenditures of limited UN resources are guided by clear priorities.

Of the various recommendations in the Advisory Group's report, the U.S. Delegation took issue with the recommendation that the United Nations should be given authority to charge interest on late payments. The Delegation noted that there is no convincing evidence to support the fact that the charging of interest will motivate member states to make full and timely payments. Also, the addition of interest charges on outstanding assessments would only exacerbate the arrearage difficulties of many member states, especially those of the developing countries. The United States also did not support the recommendation to increase the level of the Working Capital Fund from \$100 million to \$200 million. The level of the Working Capital Fund should not be set in relation to the difficulties the organization may be experiencing in the collection of contributions, nor should an increase in the Fund be seen as a solution to these difficulties.

In approving resolution 48/220, the General Assembly reaffirmed the obligation of member states to pay assessed contributions promptly and in full, and recognized that the failure to do so has damaged and continues to damage the ability of the orga-

nization to implement its activities effectively. Also, the General Assembly decided to continue consideration of this agenda item at its resumed 48th session.

## UN Budget

On December 23 the 48th UN General Assembly resolution 48/231 on approving the UN regular budget for the 1994–1995 biennium was adopted by consensus. As approved, total appropriations amounted to \$2,580,200,200, which reflected an overall reduction of \$168,863,800 from the level proposed by the Secretary General. Despite the overall reduction, the approved budget included significant increases in resources in high U.S. priority areas such as peacekeeping administration, human rights and humanitarian affairs. Resource growth for the 1994–1995 biennium was calculated to be approximately negative 1.3 percent.

Unlike previous years, the Fifth Committee began its consideration of the proposed 1994–1995 UN regular budget in late November, or some 2 months later than normal. This was attributable to the lateness in the issuance of the documentation transmitting the Secretary General's budget proposals. Both the member states and the UN's expert Advisory Committee on Administrative and Budgetary Questions (ACABQ) were highly critical of this delay. The U.S. Delegate noted that

... consideration of the UN budget this year is occurring under extraordinary circumstances. The conditions under which the Fifth Committee will review this budget represents a serious challenge to its responsibility to oversee the expenditures of the organization. We do not expect these conditions to occur again.

At the same time, the U.S. Delegate noted that

... I want to emphasize that the U.S. Government approaches this budget review in a constructive spirit. We have no interest in micromanaging this institution; but we share an overriding interest in seeing that urgent unmet global needs are met. We share the Secretary General's desire to address the three great interlocking goals of peace, economic security and democracy.

In its report to the UN General Assembly (A/48/7), the ACABQ noted that the budget documents, which should have been issued in fascicle form in the spring, were not available for review until October. The ACABQ noted also that UN financial regulations require that the proposed budget, in final form, shall be transmitted to member states at least 5 weeks before the start of the General Assembly and shall be available to the ACABQ at least 12 weeks before the start of the General Assembly.

The ACABQ recommended reductions amounting to \$186,473,800 from the budget level proposed by the Secretary



General. The largest reductions related to recosting of the budget at current rates of exchange and inflation, and a lower appropriation level for staff assessment. The reduction in the staff assessment resulted from a U.S. initiative at the 47th General Assembly (1992), which was taken in light of the growing surpluses in the UN's Tax Equalization Fund. The Fifth Committee's informal consultations led to restoration of some of the ACABQ cuts, but these were more than compensated for by further reductions in amounts recommended by the ACABQ for construction, maintenance, consultants and an increase in the vacancy rate for General Service staff from 0.5 to 0.8 percent. The net result of the Fifth Committee informals was a further reduction of \$2,551,100. While the level of the Fifth Committee reductions appeared relatively minor, it should be noted that such cuts would have been extremely difficult to achieve in previous years. A number of factors were responsible for this development. There was a growing sense that the costs of all UN programs were becoming a burden on member states. Also, there was an effort by the member states to send a message to the Secretary General that the Fifth Committee found the delay in the submission of the budget documents intolerable.

After taking account of the reductions noted above, the Fifth Committee recommended certain increases to the budget resulting from resolutions of the General Assembly and revised estimates submitted by the Secretary General. The total increases amounted to \$20,161,100. Of this amount, \$3,803,400 was charged against the \$20,000,000 contingency fund for 1994–1995. The areas with the largest increases included the UN Observer Mission in South Africa, \$9,000,000, and the International Civilian Mission in Haiti, \$4,000,000.

Overall, the 1994–1995 UN regular budget level and its resource growth rate were consistent with the budget outline approved in 1992 by the 47th UN General Assembly. As a result of this, the consensus based decision-making procedure for the UN budget, as established under General Assembly resolution 41/213 (1986), was maintained.

## **Audit Reports**

The Fifth Committee considered financial reports and audited financial statements for the period ended December 31, 1993, and reports and audit opinions of the Board of Auditors concerning the voluntary funds administered by the UN High Commissioner for Refugees (UNHCR) and the UN Institute for Training and Research (UNITAR). Under agenda item 120, reports from the

Secretary General on implementation of previous recommendations of the Board of Auditors, common accounting standards, recovery of misappropriated funds from staff members and independent audits and management reviews of UN system activities were also considered.

Debate on this agenda item centered on the audit findings of UNHCR and UNITAR for the first year of the 1992–1993 biennium. Unlike the vast majority of UN system agencies, UNHCR and UNITAR prepare their audited financial statements on an annual basis. In the case of UNHCR, delegations from a number of countries spoke of the need to rectify shortcomings in controlling cash resources, coordinating project implementation, improving inventory control and collaborating with the UN Integrated Management Information Systems Committee to improve UNHCR's financial and personnel management systems. Many delegations expressed concern that the Board of Auditors qualified its opinion on UNITAR's annual financial statements. UNITAR had incurred expenditures in excess of contributions paid and other available resources in contravention of applicable regulations.

Delegations were pleased to note that the Administrative Committee on Coordination (ACC) had adopted common accounting standards largely promulgated by the International Accounting Standards Committee for use in the preparation of financial statements, after several years of negotiations. Delegations urged UN system agencies to minimize any departures from the standards. With respect to the recovery of misappropriated funds from staff members and former staff members, a number of delegations expressed support for the remedies proposed by the Secretary General, including the possible adoption of a General Assembly resolution that calls for fraud against the United Nations to be punishable by appropriate penalties.

While understanding the difficulties UNHCR staff faced in the field, the U.S. Delegation drew attention to UNHCR's need to make maximum use of the resources entrusted to it. The U.S. Delegation also expressed concern that UNITAR's spending exceeded available resources. With regard to the report on independent audits and management reviews of activities of the UN system and the Secretary General's view that the Board of Auditors shall be solely responsible for the conduct of the audit, the U.S. Delegation stressed that a reliable oversight mechanism would reduce calls for independent reviews.

The U.S. Delegation urged the Secretary General to submit specific proposals, including amendments to the Statute of the

UN Administrative Tribunal, at the resumed session of the General Assembly in the spring of 1994, with respect to cases of fraud and misappropriation of funds. Canada, speaking also on behalf of Australia and New Zealand, proposed that the term of office of members of the Board of Auditors be extended to a 4-year, renewable term, or a single 6-year term.

The UN General Assembly adopted resolution 48/216, entitled "Financial reports and audited financial statements, and reports of the Board of Auditors," by consensus, on December 23. The resolution:

- calls upon the Secretary General and executive heads of UN organizations and programs to submit reports, as requested earlier, on measures taken to implement recommendations of the Board of Auditors; and to give particular attention to recommendations regarding procurement, the employment of consultants and property accountability in field missions;

- requests that the Secretary General and executive heads take common accounting standards into account in the preparation of financial statements for the period ended December 31, 1993;

- notes with concern the qualified audit opinion on UNITAR's financial statements;

- requests that UNHCR implement better financial management systems; and

- invites the Board of Auditors to report to the General Assembly at its 49th session on the implications of extending the term of office of members of the Board to 4 or 6 years.

## **Financing Peacekeeping Operations**

There was considerable activity in 1993 related to the financing of UN peacekeeping operations. All resolutions related to peacekeeping financing were adopted by consensus. Most operations begun in prior years were continued—the notable exception being the phase-down of operations in Cambodia. The majority of the Iraq/Kuwait operation (UNIKOM) is being voluntarily paid for by Kuwait. In another action along related lines, a long-standing voluntary operation in Cyprus was converted to assessed funding, with majority funding to be provided by locally interested parties. A number of new operations were created and financed. The largest operations at the end of the year were those in Somalia and in the former Yugoslavia. Reform of the financing and management of UN peacekeeping remained a high priority for the United States throughout the year. Some of

this U.S. concern came through in resolutions that called for review of the UN peacekeeping scale of assessments and overall administration, budgeting and management of UN peacekeeping operations.

Financing decisions were adopted to continue UN operations on the Golan Heights (Decision 48/463), Lebanon (Decision 48/464), Angola (Decision 48/465), El Salvador (Resolution 47/223 and Decision 48/468), Iraq/Kuwait border (Decision 48/466) and Western Sahara (Decision 48/467). In the case of the Iraq/Kuwait border operation, its net assessed financing was reduced by the decision of Kuwait to pay two-thirds of the total operation costs, with only the remaining third being financed through assessments of the UN membership. This substantial reduction was proportionately reflected in a reduced U.S. assessment for the operation.

In a similar action, the operation in Cyprus is noteworthy for having locally interested countries assume a larger share of the costs of UN peacekeeping for particular operations. The UN peacekeeping operation in Cyprus had in prior years been financed through voluntary contributions. The financing of the operation in Cyprus was changed to assessed (Resolution 47/236), with the majority of the costs of the operation (60 percent) met by voluntary contributions from Cyprus and Greece. This financing for the Cyprus operation was continued in the 48th General Assembly. (Decision 48/474.)

Resolutions were adopted for financing recently created UN peacekeeping operations. These included peacekeeping operations in Georgia (Decision 48/475), Uganda/Rwanda (Decisions 48/476 and 48/479), Haiti (Decision 48/477), Liberia (Decision 48/478) and Mozambique. (Resolution 47/224 and Decision 48/473.)

Resolutions were adopted concerning the continuation of the UN Transitional Authority in Cambodia (UNTAC) (Resolution 47/209 and Decision 48/469), which carried UNTAC through its completion after the elections were held. In addition, a decision was adopted to finance the Military Liaison Team in Cambodia. (Decision 48/480.) It was set up in the latter half of 1993 to provide a final UN presence as the UNTAC operation closed down.

Operations in Somalia and the former Yugoslavia were high profile. Financing resolutions for continuation of UN operations in Somalia (Resolution 47/41) were adopted in the 47th General Assembly. The 48th General Assembly also adopted decision 48/471, which continued financing of the operations in Somalia. The

47th General Assembly decided that financing of operations in Bosnia and Herzegovina and in the former Yugoslav Republic of Macedonia would be through assessments on UN member countries rather than voluntary financing and combined them with existing operations in Croatia. (Resolution 47/210.) Continued financing of the combined UN peacekeeping operations in the former Yugoslavia (Decision 48/470) was adopted by the 48th General Assembly.

Administrative and budgetary aspects of the financing of UN peacekeeping operations were considered in a U.S.-led initiative of a 47th General Assembly resolution (Resolution 47/218 B), which called for a thorough review of the administrative, budgetary and management aspects of the financing of these operations to be presented at the next General Assembly. This report is expected to be presented by the Secretary General and considered in a resumed session of the 48th General Assembly. The United States plans to use this issue to advance our objectives in this area. Overall, the United States continued to be active in promoting a variety of initiatives to bring improvements to the financing and administration of peacekeeping operations in the resumed 47th General Assembly. The 48th General Assembly adopted decision 48/472, which continued the mandate of the open-ended working group from the 47th General Assembly. The mandate was to consider placement of member countries into groups for the apportionment of peacekeeping expenses and to consider group placement of several countries. Administrative and budget reform of UN peacekeeping remains a high priority for the United States for the coming year.

## Scale of Assessments

On December 23 the UN General Assembly approved resolution 48/223, by consensus. It was entitled "Scale of assessments for the apportionment of the expenses of the United Nations" and was composed of three parts. Part A established the assessed rates of the six states that were admitted to UN membership during 1993; Part B provided recommendations to the Committee on Contributions for consideration during the Committee's session in 1994, when it will be considering the UN scale of assessments for 1995–1997; and Part C reaffirmed the principle of capacity to pay as the fundamental criterion for the scale of assessments and agreed, in principle, to establish an *ad hoc* body to study the implementation of the capacity to pay criterion in determining the scale of assessments.

Part A established the 1993 and 1994 assessment rates for the six states that acceded to UN membership during the course of 1993: Czech Republic (0.42 percent), Slovakia (0.13 percent), the former Yugoslav Republic of Macedonia (0.02 percent), Eritrea (0.01 percent), Monaco (0.01 percent) and Andorra (0.01 percent). For 1993 only, the assessed contributions of the new members were to be adjusted at the rate of one-twelfth of their respective assessment percentages for each full month of membership. Part A also determined that the 1993 contributions of the Czech Republic and Slovakia were to be applied as a credit to the assessments of the other UN member states. The credit subsequently was applied as a deduction from the regular budget assessment bills rendered to member states in 1994. In addition, Part A stipulated that the actual 1993 assessment of the former Yugoslav Republic of Macedonia (prorated for 8 months at the rate of 0.02 percent) would be deducted from Yugoslavia for that year. In 1994 the full percentage rate of assessment of the former Yugoslav Republic of Macedonia would be deducted from that of Yugoslavia.

The issues surrounding Part B were among the most contentious in the Fifth Committee debate regarding the overall scale resolution. As approved, Part B requested that the Committee on Contributions recommend to the General Assembly at its 49th session a scale of assessments for the period 1995–1997 that takes into account the following elements and criteria:

- Statistical base periods of 7 and 8 years.
- Uniform exchange rates in accord with the criteria contained in paragraph 3 of resolution 46/221 B (1991).
- Debt adjustment approach used in the preparation of the scale for 1992–1994.
- A low per-capita income allowance formula with a per-capita income limit of the average world per capita income for the statistical base period and a gradient of 85 percent.
- Floor rate of 0.01 percent and a ceiling rate of 25 percent.
- Scheme of limits whose effects would be phased out by 50 percent in the scale period 1995–1997, with a view to its complete phasing out in the following scale for the period 1998–2000.

In addition, Part B contained language requesting that the Committee on Contributions make recommendations to the General Assembly at its 49th session. The recommendations were to address the problems of the former Soviet republics and others (also called “22 members”), as contained in paragraph 70 of the

Committee's report from its 52nd session (1992) and paragraph 29 of the Committee's report from its 53rd session (1993).

The United States achieved two important objectives in the adoption of Part B of resolution 48/223: a reduction in the statistical base period from the previous 10 years to 7 and 8 years and the phasing out of the scheme of limits. In his statement to the Fifth Committee delivered on October 28, the U.S. Delegate indicated that "... the use of the 10-year statistical base period results in a distorted view of the current relative economic strength of member states and the share they should be contributing." He added that

... (while) the United States has welcomed the impressive growth many nations have enjoyed as a result of implementing market-driven economic policies ... we believe that their success ought to be better reflected in the mechanisms for funding UN activities.

In the course of the Fifth Committee debate, most members of the Western European and Others Group (WEOG) urged a statistical base period of 3 years but were willing to compromise on a 6-year base. Alternatively, many of the Asian and Persian Gulf countries urged a 9- or 10-year base period since these countries would be ones most affected by a shorter base. Following difficult negotiations, a compromise was reached calling for a statistical base period that reflected an average of 7 and 8 years. Also, despite the strong objections of one member state in particular, the approved resolution reflected another U.S. objective of phasing out the scheme of limits out of the UN scale of assessments. As agreed, the elimination of the scheme would be staggered over the next two scale periods, with full elimination achieved by the end of the scale period 1998-2000.

Part C of the resolution requested that the Committee on Contributions undertake a thorough review of all aspects of the scale methodology with a view to making it stable, simpler and more transparent, while continuing to base it on reliable, verifiable and comparable data, and to report thereon to the General Assembly at its 50th session. As noted, Part C also reaffirmed the principle of capacity to pay as the fundamental criterion for determining the scale of assessments and agreed, in principle, to establish an *ad hoc* body to study the implementation of this principle in determining the scale of assessments. The mandates and modalities of the body were to be considered at a later stage in the 48th session of the General Assembly.

The United States traditionally has opposed the principle of capacity to pay as the fundamental criterion for determining the UN scale of assessments. In delivering the U.S. statement to the

Fifth Committee on October 28, the U.S. Delegate noted that "... my Government always has expressed reservations about using capacity to pay as the fundamental criterion for determining assessments." He noted further that

... in the context of this criterion, we share the view expressed by others that the current methodology must be improved. We retain an open mind with regard to any suggestions for changes. We evaluate such suggestions on the basis of the transparency of the methodology employed, its underlying fairness and mathematical integrity. We urge all member states to do the same.

In the same statement, he made reference to President Clinton's address to the General Assembly on September 27, in which he indicated that the United States would work to reduce its rate of assessment for UN peacekeeping operations. The issue of the peacekeeping scale was included in the Fifth Committee's consideration of the separate agenda item, entitled "Administrative and budgetary aspects of the financing of the UN Peacekeeping Operations." Reference to this item is made under a separate entry in this report to Congress.

## **Committee for Program and Coordination**

The Committee for Program and Coordination (CPC), composed of 34 member states, is the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. One key element in the 1986 package of UN administrative and budgetary reforms gave the CPC a central role in the consensus-based decision-making process for approving the UN program budget. CPC now plays a vital role in U.S. efforts to exercise appropriate influence on budget size and priorities.

The 33rd session of the CPC met in New York May 10-14 and October 6-22. The major topics of discussion were: program budget for the 1994-1995 biennium, prototype of a new format of the medium-term plan and establishment of a system of responsibility and accountability of program managers of the United Nations.

**UN Budget for 1994-1995.** Review of the Secretary General's proposed budget was hampered by late issuance of most budget documents. Although the Committee managed to review most of the program narratives, very few recommendations of consequence amending programs were adopted. However, the CPC agreed on language concerning the overall level and growth rate, which met U.S. concerns. The Committee agreed that the overall



dollar level and growth rate in the Secretary General's proposed program budget should be reduced to those approved in last year's budget outline resolution. (Resolution 47/213.) No guidance was provided on how to achieve these goals. CPC has not been able to agree in the past on specific budget reductions.

**Medium-Term Plan.** For several years, the United States has argued that the current format of the medium-term plan limits its utility as a means of allocating UN resources. At the 33rd session, the Committee considered revisions proposed by the Secretariat, taking into account the views of an expert meeting convened earlier in the year. The CPC's recommendations are aimed at reducing the length and complexity of the plan document, particularly by requiring the Secretariat to identify a specific number of objectives for the plan period in a "perspectives" section. Also, recommendations aimed at improving the budget and program performance review documents were adopted. Biennial budgets are expected to identify specific activities designed to meet the specific objectives of the plan; the performance report should assess achievements related to these objectives. A prototype of the new plan format will be submitted to the 49th UN General Assembly. While the changes are welcome, the new format will not become operational until the plan period 1998–2003.

**Accountability of Program Managers.** CPC members were uniformly critical of the Secretary General's report on establishing a system of accountability for program managers. The Secretary General's report indicated that existing systems (e.g., plan, budget, financial regulations, rules, etc.) constitute effective means for judging the performance of program managers. CPC members disagreed and requested that the Secretariat resubmit the report next year with specific recommendations aimed at ensuring that program managers are held more accountable for activities under their direction.

## Joint Inspection Unit

The Joint Inspection Unit (JIU) consists of 11 inspectors authorized to investigate matters pertaining to efficient and effective operations in the UN system. These inspectors serve in a personal capacity as experts on the UN system, and are appointed by the UN General Assembly for 5-year terms; Richard V. Hennes of the United States was an inspector during 1993. The Unit focuses on improving management of UN programs and agencies and on encouraging greater coordination at all levels.

For 1993 the JIU published seven reports on:

- Working with nongovernmental organizations: operational activities for development of the UN system with nongovernmental organizations and governments at the grass roots and national levels;

- Decentralization of organizations within the UN system, Part III, the World Health Organization;

- Relationship agreements between the United Nations and the specialized agencies: review and strengthening of sections pertaining to the common system of salaries, allowances and conditions of service;

- Review of the specific development needs of small member states and the responsiveness of the UN development system in meeting these needs;

- Accountability and oversight;

- Staffing of UN peacekeeping and related missions; and

- Analysis of cost savings from JIU reports, 1985–1992.

The JIU also published a note on the *An Agenda for Peace*, concerning peacekeeping finances.

The recommendations of the 1992 JIU report on managing works of art in the United Nations were adopted by consensus in resolution 48/217. The resolution requested the improvement of the management of the works of art at the United Nations and recommended the strengthening of the Arts Committee of the United Nations through the advice of local experts in honorary capacities.

In resolution 48/221, adopted without a vote, the UN General Assembly requested that the JIU study all problems arising during the start up phase of peacekeeping operations. The JIU was also asked to report to the 49th session of the General Assembly the means by which the Unit could enhance its inspections of specific fields of activities, including peacekeeping operations, humanitarian assistance, operational activities for development and technical and financial matters.

## Committee on Conferences

The Fifth Committee considered agenda item 126, "Pattern of conferences," on November 17, 19, 22–23 and December 10. For its consideration of this item, the Committee had before it the report of the Committee on Conferences (A/48/32 and Rev.1 and Add.1); letters dated September 20 and November 23 from the Chairman of the Committee on Conferences to the President of

the General Assembly (A/48/416 and A/48/417 and Add.1); and the report of the Secretary General on the consolidated statement of scheduled special conferences for 1994 (A/C.5/48/1). Based on the draft resolution recommended by the Fifth Committee, the General Assembly on December 23, adopted, by consensus, resolution 48/222, "Pattern of Conferences."

Resolution 48/222 is divided into two parts. Part A is based on the recommendations and comments contained in the report of the Committee on Conferences and is composed of 22 operative paragraphs. *Inter alia*, Part A includes requests made by the General Assembly that: the chairmen of the relevant organs of the General Assembly propose to member states the adoption of time limits for speakers; the Secretary General, in his capacity as Chairman of the Administrative Committee on Coordination, enhance the coordination of meeting schedules and review the legal basis and experience of all subsidiary bodies that meet away from established headquarters; and the Advisory Committee on Administrative and Budgetary Questions, when deciding upon its meeting schedule—including meetings away from headquarters—take into account the program of work of the Fifth Committee. Part A also endorses the various efforts of the Committee on Conferences to improve the utilization of conference servicing resources, including consultations with the chairmen of the organs concerned where the conference utilization factor is lower than the established benchmark figure.

Part A reaffirms the general principle that, in drawing up the schedule of conferences and meetings, UN bodies shall plan to meet at their respective headquarters. It emphasizes that any decisions to convene world conferences should take into account the impact of such conferences on the capacity of the UN system to provide conference services and the capacity of member states to participate in them. In consideration of program budget issues regarding conference services, the resolution endorsed the decision of the Committee on Conferences to expand its review of program budgets to include the conference services at the UN Office in Nairobi and at the regional commissions.

Part B deals primarily with the effects of the increased workload and reduced staffing levels in the UN Office of Conference Services. The resolution expresses concern about the late issuance and distribution of UN documentation and asks that the Secretary General submit to the General Assembly, at its 49th session and through the Committee on Conferences, an analytical report on the factors that contribute to this situation. Related to this, the resolution requests the Secretary General to take all mea-

asures necessary to ensure that documents are submitted by the "author" departments in compliance with the 10-week rule in order to permit processing in time in all official UN languages.

Other matters addressed in Part B include, *inter alia*, a call upon the Secretary General to provide the Office of Conference Services with adequate resources, especially technological resources; an invitation to intergovernmental bodies to combine agenda items and limit requests for pre-session documentation; an expression of "deep concern" regarding the Secretary General's economy measures announced on August 26, since the measures were announced without prior consultation with member states and represented a contradiction to the principle of equal treatment of the official languages of the United Nations; and the concurrence of the General Assembly that the economy measures in conference servicing announced by the Secretary General, and subsequently rescinded in New York, also be rescinded in Geneva and Vienna.

Consistent with standard language in previous years, resolution 48/222 approves the draft calendar of conferences and meetings of the United Nations for the biennium 1994-1995, and authorizes the Committee on Conferences to make adjustments in the calendar for 1994 that may become necessary as a result of actions taken by the General Assembly at its 48th session.

## 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, Assistant Director for the Office for Insurance Programs at the Office of Personnel Management, was the U.S. member in 1993. The Commission met twice, in New York for its 37th session, and in Vienna for its 38th session. The Fifth Committee considered the ICSC's annual report in November and December.

At its two sessions, the Commissioners discussed, debated, took decisions on and developed recommendations regarding a wide variety of topics, including the comprehensive review of pensionable remuneration of staff in the General Services and related categories; an adjustment to the base/floor salary scale for professional and higher category staff; a review of staff assessments that are used to generate revenue for the Tax Equal-

ization Fund; parameters for a language incentive scheme for professional and higher category staff; expatriate entitlements of staff living in the home country and stationed elsewhere; use of special occupational rates; application of the Noblemaire principle; procedures for determining the cost-of-living differential between New York and Washington; and the review of the general methodology for surveys of best prevailing conditions of employment at nonheadquarters duty stations.

The most controversial matter before the Commission was the comprehensive review of pensionable remuneration of staff in the general service and related categories that the ICSC was conducting in close cooperation with the UN Joint Staff Pension Board (UNJSPB). A key aim of the review was to find ways to eliminate anomalies in determining pensionable remuneration that exist between general service and professional categories of staff. After lengthy consideration, the ICSC recommended a revised methodology for determining pensionable remuneration based on the income replacement approach that had the support of the UNJSPB. This was endorsed by the UN General Assembly under the UN Pension System resolution, 48/225, adopted without a vote.

Based on ICSC recommendations, the General Assembly took the following key actions:

- Effective March 1, 1994, approved an increase in the base/floor salary scale by 3.6 percent, on a "no gain-no loss" basis, by consolidating post adjustment into base. The base/floor scale is developed in reference to U.S. Federal Civil Service net salary levels. The 3.6 percent figure is slightly less than the salary increase that was granted to U.S. Federal civil servants in 1993.

- Effective January 1, 1994, approved introduction of an optional language-incentive scheme, designed to improve organizational effectiveness.

- Effective March 1, 1994, approved revised staff assessment scales for the professional and higher category. This will reduce somewhat the U.S. Government's regular budget assessment.

The General Assembly adopted resolution 48/224 on the report of the International Civil Service Commission without a vote.

## **Personnel Questions**

Due to time constraints, the 46th UN General Assembly had deferred consideration of this issue to the resumed session of the

46th Assembly in 1992, which again deferred consideration to the 47th Assembly. Although the 47th Assembly reached consensus on most of the issues under this agenda item, resolutions thereon were deferred to the resumed session of the 47th Assembly in 1993 (except for one on respect for the privileges and immunities of UN officials). This was done at the insistence of some member states that were trying to force concessions on changing the desirable range formula, which is used for determining the geographic allocation of regular budget posts to member states.

At the resumed session, whether and how to revise the desirable range formula remained the most contentious issue. The position taken by the United States was that no change would be made to the existing formula. To help resolve this matter without further delaying resolutions on other personnel items, the Assembly decided to establish an open-ended working group to convene in the spring. Although this working group held five meetings, it was unable to agree on conclusions and recommendations regarding the desirable range formula.

The resumed 47th Assembly passed a consensus resolution on other outstanding issues, including the composition of the Secretariat, recruitment, secondment from government service, career development at the United Nations, employment of spouses, improvement of the status of women in the Secretariat and administration of justice. (Resolution 47/226.) It also took a consensus decision concerning Staff Rules and Regulations and privileges and immunities of officials. (Decision 47/457.)

Although personnel questions were not initially on the General Assembly's biennial program of work for 1993, the resumed 47th Assembly decided that the Secretary General should report to the 48th General Assembly on violations of the privileges and immunities of staff members. (Decision 47/457.) The 48th General Assembly decided by consensus to take note of this report by the Secretary General. (Decision 48/462.)

## UN Pension System

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 Fund. There are 16 international organizations in the Fund and about 62,000 participants. The Fund has assets of approximately \$10.2 billion. The UNJSPF is administered through the UN Joint Staff Pension Board (UNJSPB). The Board held its 45th session (special) in New York in June 1993.

The Board's primary focus was on the comprehensive review of the pensionable remuneration and consequent pensions of staff in the general service and related categories. The review was being conducted by the International Civil Service Commission (ICSC) in full cooperation with the Board. After extensive negotiations, the Board endorsed the use of the income replacement approach (relating pensionable remuneration and consequent pensions to salaries earned while in service), but recommended that the ICSC reconsider the decision it made in 1992 (and reconfirmed in 1993) regarding the grossing-up factor for determining pensionable remuneration. As a result of this action, the ICSC reversed its earlier decision and recommended to the UN General Assembly use of a grossing-up factor more advantageous to the general service staff. It would also result in significant cost savings over the current methodology for determining pensionable remuneration. Based on the ICSC recommendations, in full consideration of UNJSPB views, the General Assembly approved use of the income replacement approach for determining the pensionable remuneration for staff in the general service and related categories, effective with the first salary scale adjustment on or after April 1, 1994.

Other items considered by the Board included the actuarial valuation of the Fund and transfer agreements with the former Union of Soviet Socialist Republics, Ukrainian Soviet Socialist Republic and Byelorussian Soviet Socialist Republic.

The Fifth Committee considered the report of the Pension Board and adopted resolution 48/225, without a vote.

## **Employment of Americans**

The United States, underscoring its strong interest in the quality of international organization staff, continued to promote recruitment of highly qualified U.S. citizens by the United Nations and specialized agencies. The Department of State's Division of UN Employment Information and Assistance, acting as liaison with directors of personnel of some 50 organizations, ensures wide dissemination of approximately 1,000 vacancy notices a year, conducts both broad-based outreach—through universities, associations and nongovernment agencies—and targeted recruitment. In a typical year, the Department provides guidance and assistance to an average of 4,000 Americans interested in UN employment. U.S. Missions to the UN organizations in Vienna, Rome, Geneva, Montreal and Nairobi as well as some embassies, provided the necessary direct support for this pro-

gram through regular contacts with agency officials at administrative and policy levels.

Major program activities of the year included: coordination of a high-level recruitment mission by UNHCR to interview candidates proposed by the Department of State for a rolling recruitment roster; recruitment of State, U.S. AID, USIA and Defense Department employees for temporary duty on the staff of Admiral Jonathan Howe, the Special Representative of the Secretary General for UNOSOM II in Somalia; and recruitment of monitors for elections in Cambodia, El Salvador and South Africa. Other highlights included: meetings in Geneva, New York, Paris, Rome and Vienna between personnel officials of the Department of State and UN specialized agencies to focus on increased coordination and American representation. There was intensive contact with the staff members of the Office of Personnel Management, Department of Treasury, Internal Revenue Service, House Ways and Means Committee and Senate Finance Committee to work for draft legislation. The legislation would restore the incentive of U.S. Government retirement credit provided pursuant to 5 U.S.C 3343 and 3581-3584 to encourage the secondment of certain U.S. Government employees to international organizations. Currently, those covered by the new retirement systems may not earn retirement credit while on transfer to an international organization abroad. However, a suitable vehicle did not become available during 1993.

Activities in regard to high-level positions were: The United States offered candidates for appointment to the top position in two agencies, UNDP and UNICEF. Gus Speth was appointed as head of UNDP, replacing William Draper (also U.S.). William Foege is the U.S. candidate to head UNICEF, with a decision expected in 1994. The United States also put forward candidates for elective positions in three specialized agencies, the Customs Cooperation Council (CCC), the International Telecommunication Union (ITU) and the Universal Postal Union (UPU). James Shaver of the U.S. Customs Service was elected Secretary General of the CCC and will take up his position in January 1994. Harold Kimball of the Department of Commerce is the U.S. candidate for the position of head of the Radiocommunications Bureau in the ITU. Thomas Leavey of the U.S. Postal Service was nominated for the post of Director General of UPU. Elections for both these positions will take place in 1994.

In 1993 Americans held the top post in the following UN organizations: UNICEF Executive Director (James Grant), UNDP Administrator, (Gus Speth), WFP Executive Director (Catherine



Bertini), WIPO Director General (Arpad Boggsch), IOM Director General (James Purcell) and Secretary General of the International Social Security Association (Dalmer Hoskins).

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 rights to reemployment by his/her home agency). These arrangements may last as long as 8 years if it is considered in the national interest. However, the average tour of duty is less than 5 years.

A survey of 41 federal departments and agencies showed that, in 1993, there were 187 employees on detail or transfer, the same total as in 1992. The agencies that sent the most staff to international organizations were: State (39), Health and Human Services (32), Treasury (25), Agriculture (16), EPA (11), Commerce (10) and Transportation (9). The organizations that received most of the seconded employees were: WHO (32), Multinational Force and Observers (15), FAO (14), IAEA (16) and ICAO (8).

Although Americans have generally been considered adequately represented in international organizations based in the United States, such as the United Nations, UNICEF, UNDP, IMF and the World Bank, there has been a long-standing pattern of under-representation in most of the specialized agencies located abroad. In those agencies, with the exception of WHO and IAEA, American representation has for many years been less than 10 percent of professional staff. Only one of the agencies, WHO, has met and maintained its own standard for equitable representation of Americans.

Since 1992 the Department of State has been required to report to Congress annually on the organizations to which the United States contributes 25 percent of the budget and their "good faith" efforts to increase American representation (per Section 181 of the Foreign Relations Authorization Act, fiscal years 1992 and 1993, P.L. 102-138). Because of the wide variation in formulas for "geographic balance" adopted by individual agencies, the Department of State established 15-20 percent of staff as a system-wide standard, based on an average of the formulas in use, and has applied the same standard to evaluate the level of effort to correct under-representation.

The following table shows the level of American representation, compared to the system-wide standard and the agency's

own standard, if one exists, and the rate of hire of Americans, based on year-end 1993 data:

## Americans in UN Agencies

(As of 12/31/93)

UN Agency	Professional Staff				Hires		
	Total <sup>a</sup>	U.S. Total	U.S. Percent	Desirable Range	Total	U.S. Total	U.S. Percent
<b>New York</b>							
UN	2,584	377	14.6	326-441	89	22	24.7
UNDP - 1 <sup>b</sup>	714	124	17.4	N/A <sup>c</sup>	No data available		
2 <sup>d</sup>	1,243	79	6.4	N/A	No data available		
UNICEF -	1,329	186	14.0	N/A	263	34	12.9
<b>Geneva</b>							
ILO	655	71	10.8	105-140	56	8	14.3
IOM	113	16	14.2	N/A	5	0	0.0
UNHCR	1,012	93	9.2	N/A	127	11	8.7
WHO	1,303	177	13.6	175-238	120	19	15.8
<b>Vienna</b>							
IAEA	599	98	16.4	131-182	57	8	14.0
UNIDO	342	32	9.4	48-66	12	0	0
UNRWA <sup>e</sup>	140	24	17.1	N/A	34	4	11.8
<b>Rome</b>							
FAO	960	99	10.3	180-240	86	30	34.9
<b>Montreal</b>							
ICAO	221	15	6.8	33	16	2	12.5
<b>Nairobi</b>							
UNEP	327	23	7.0	N/A	55	3	5.5
<b>Washington</b>							
World Bank Group	4,719	1,212	25.7	N/A	338	65	19.2

a. In agencies with a geographic formula, the total figure represents posts subject to "geographic distribution," usually posts without special language requirements. Agencies without a formula did not provide data broken down by language requirements. Data for UNDP reflects breakdown of staff into: Headquarters-Administered" posts in Geneva and New York and Headquarters-Administered field posts.

b. As agencies supported by voluntary contributions, UNDP, UNICEF, UNEP, UNHCR and UNRWA have determined that formulas for geographic distribution of posts are not appropriate.

c. N/A- For various reasons, some organizations such as the development banks or the Intergovernmental Organization for Migration (IOM), which are not dependent on voluntary contributions, have not established a formula for geographic distribution of posts.

d. See footnote a.

e. See footnote a.



# Specialized Agencies and the IAEA

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## Food and Agriculture Organization (FAO)

### Purpose and Structure

The UN Food and Agriculture Organization, one of the largest UN specialized agencies, is the lead international organization in the fields of agriculture, fisheries and forestry. Its agriculture program seeks to bring about, through increased rural productivity, sustained global improvement in nutrition levels, food security and rural incomes. Its fisheries program promotes improved management, conservation and utilization of the world's fishery resources by helping developing countries to increase their capacity to manage their marine and inland fisheries. The forestry program seeks to assist member countries to balance environmental concerns, growing demands for forest products and increasing pressures of agriculture on forest land, through conservation and sustainable management of forest resources.

The decision to establish the FAO was taken at the UN Conference on Food and Agriculture in Hotsprings, Virginia, in 1943. A formal agreement of relationship with the United Nations entered into force in December 1944 and the agency was founded in 1945. The highest policy-making body of the FAO is the Conference, composed of all 171 members, which meets biennially to approve the broad program and policy of the FAO and adopt the program of work and budget. At the 1993 Conference Jacques Diouf (Senegal) was elected to succeed Edouard Saouma (Lebanon) as Director General. Diouf will complete his 6-year term of office as Director General in December 1999. The Conference also elected a Council, composed of 49 members, which serves as the governing body of the FAO between sessions of the Conference.

## **FAO Funding**

FAO's total operating funds are derived from its regular program budget, funded through the assessed contributions of its members and from extrabudgetary activities carried out in association with the UN Development Program (UNDP), other international development organizations and bilateral trust fund donors. Funding for these extrabudgetary activities covers both project costs and administrative and operational support costs.

FAO's regular program of work and budget operates on a 2-year budget cycle and is approved during the biennial session of the FAO Conference. The regular program is supported by assessed contributions of member states based on a scale derived from the UN scale of assessments. The United States is assessed at the rate of 25 percent, which amounted to \$91,580,000 for calendar year 1993 (fiscal year 1994). An \$11,835,000 credit for the Tax Equalization Fund reduced the calendar year 1993 assessment to \$79,745,000. The United States paid the FAO \$79,662,000 for calendar year 1993 (fiscal year 1994). The difference of \$83,000 between the U.S. assessment and the U.S. payment is the result of legislative and administrative policy considerations, i.e., a Tax Equalization Fund Reduction of \$83,000. During 1993 the United States made total arrears payments of \$19,712,546 from fiscal year 1993 funds that were used to restore the working capital fund, to fund nonrecurring followup work arising out of UNCED and the International Conference on Nutrition (ICN), to upgrade computer-related facilities and to perform essential maintenance on the physical plant, among other things.

## **Reform**

The United States and other major contributing members continue to encourage the FAO to be more active in the system-wide UN reform process and further open up its decision-making methods. Following up on the goals that emerged from the 1992 informal meeting on reform at the Cavalieri Hilton in Rome, the United States and other concerned contributors stressed the need to cut costly, lengthy meetings; to reform the restricted committees; to encourage dialogue between FAO members and the Secretariat and among member states; to simplify decision-making procedures by the Council and the Conference; and to adhere to a zero real growth budget. With regard to the reform of the Program and Finance Committees, the United States and other member states supported the expansion of membership to increase the representative nature of the com-

mittees, admittance of observers to meetings and increased efficiency through such changes as modifying the rules of procedure and permitting the use of alternates by the committee members. Notably, the United States has sought to expand the Finance Committee to include Japan, the second largest contributor to the FAO's core budget after the United States.

An opportunity to give new direction to the FAO and better adapt it to a fast-changing international environment occurred this past year with the election of Jacques Diouf (Senegal) as Director General of the FAO. Upon taking office, Diouf began promoting or implementing a variety of promising changes. One of his first initiatives was the establishment of a "blue-ribbon panel" comprised of food policy and agricultural experts to study the measures necessary to sharpen FAO priorities, to enhance world food security and resource protection and to open up the organization to partnerships with other multilateral and nongovernmental organizations. The new Director General has also stated his intent to restructure the FAO in order to decentralize its field structure and decrease the size of the Headquarters Secretariat. Diouf has stated that three of his programmatic foci will be: increasing food production and productivity in low-income food-deficit countries, implementation of Agenda 21 and ICN followup and countering the decline in agricultural investment by generating "bankable" projects.

The new Director General has reiterated the need to streamline the Organization and bring overhead costs down so that the FAO can confront the two major challenges of eliminating starvation and malnutrition currently facing 800 million people worldwide and ensuring that the world will produce enough food to feed 9 billion people in the year 2030 in a sustainable way. He is committed to reshaping FAO field structure so as to exercise greater selectivity in programming and to better coordinate its key activities at the country-level in program advice, capacity building and agricultural development.

## **FAO Council**

The 103rd session of the FAO Council met in Rome June 14-25. With the exception of Jacques Diouf (Senegal), all of the candidates for Director General attended the Council. The major issues addressed by the 103rd session of the Council included:

### *Proposed Budget for 1994-1995*

There was little agreement on the proposed program of work and budget for the 1994-1995 biennium. The United States par-

ticularly objected to the idea of basing the budget specifically on U.S. arrears payments. The United States noted that such payments were an unreliable source of funding and stressed the need to devote greater resources to UNCED followup while cutting administrative costs. Despite disagreement on this issue, the groundwork was laid for reaching agreement on a budget level, establishing program priorities and discussing selective restructuring issues at the November Conference.

### *FAO Reform*

For the first time specific restructuring issues were placed on the Council's agenda. Discussions of the revitalization of the restricted committees and the issue of field program oversight moved towards more detailed consideration in their respective committees.

### *Forestry*

Discussion focused on the establishment of a Consultative Group (CG) on the Tropical Forests Action Program (TFAP). Differences arose over the placement of such a group within the structure of the FAO, rather than create an independent body, as originally recommended. The United States joined an initiative to move beyond the divisive dialogue, which has dominated the tropical forestry arena for several years, by noting strong U.S. concerns with the proposed placement of the CG within the FAO, but indicating our desire to bring about consensus in the Council. The United States then supported a 3-year term limit on the structure. The United States also requested that the structure be funded by extrabudgetary resources. This position was supported by other donor countries, and the Council agreed to establish the CG.

On other issues, the forestry community was unanimous in its calls for greater support to the Forestry Department in the proposed regular program of work and budget. This strong and consistent message was articulated throughout the Council session. U.S. interventions documenting the proportionate decreases in Forestry Department program allocations, from 10 percent of the FAO budget to less than 4 percent, over the past decade, underscored the need to adjust the Forestry Department budget.

### *Fisheries*

Following U.S. and Canadian efforts begun in 1992, the Council focused on an agreement to promote compliance with international conservation and management measures by fish-

ing vessels on the high seas, also known as the "Flagging Agreement." There was also nearly complete endorsement for an international code of conduct on responsible fishing, of which the flagging agreement forms an integral part. The "fast track" procedure for drafting the flagging agreement was approved and forwarded for consideration by the Conference.

### *Plant and Genetic Resources*

The Council passed two resolutions on to the Conference dealing with the establishment of an expert committee on plant quarantine studies and on adopting a voluntary code of conduct for plant germplasm collection and transfer.

### *Applications for Membership*

A number of applications for membership in the FAO were taken up: The Republic of South Africa, Czech Republic, Slovakia, Slovenia, Croatia, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Armenia, Kyrgyz Republic and Eritrea.

## **FAO Conference**

The 27th session of the FAO Conference was held in Rome, Italy, November 6–25, immediately following a brief session of the 104th Council. The U.S. Delegation was led by the Deputy Secretary of the U.S. Department of Agriculture. In his statement to the Conference he focused on: the need to intensify efforts to overcome hunger in the developing world; the importance of continued trade liberalization; the need for agriculture development; and the political and technological challenges now confronting FAO.

On November 8 the Conference approved the admission of nine of the countries that announced their applications for membership during the 103rd Council meeting. This record number of admissions was followed on November 9 with the admission of South Africa. The African National Congress requested that South Africa's admission be held up for 1 day. The Conference granted this request. With strong support from the United States, Jose Ramon Lopez Portillo (Mexico) was elected to the position of Independent Chairman of the FAO Council. Lopez Portillo will replace Antoine Saintraint (Belgium). The Conference also elected 33 countries to the FAO Council, 12 of which were new to the Council. The most historic aspect of the Conference was the election of Jacques Diouf (Senegal) to succeed Edouard Saouma (Lebanon) as Director General. Diouf is the

seventh Director General of the FAO and will commence his 6-year term on January 4, 1994.

In a statement to the Conference, the Deputy Assistant Secretary of the Department of State strongly urged the Conference to adopt the draft agreement on the flagging of fishing vessels forwarded by the 103rd Council meeting. She also emphasized the importance the United States attaches to FAO implementation of Agenda 21, sustainable agriculture and rural development-based activities.

On the 1994–1995 budget issue, she continued to promote zero real program growth, with particular attention to increasing FAO's financial efficiency. She stressed the need for reallocation of resources "to provide real momentum to FAO's critical post-UNCED agenda." She called for "even greater regular program resources . . . devoted to forestry." She also urged greater collaboration between the FAO and the regional and international financial institutions, and stated that FAO's performance should be measured against outcomes rather than inputs. The major issues addressed by the 27th session of the Conference included:

#### *Adoption of the 1994–1995 Budget*

The program of work and budget was approved by the Conference for the biennium 1994–1995. While the budget was approved, the Conference also empowered the new FAO Director General to call a special session of the FAO Council by May 1994 to consider reallocating funds among the chapters that make up the budget, but not to increase expenditures beyond the currently approved level.

#### *Forestry*

Discussion continued to focus on increasing support for the Forestry Department in the budget to reverse the continued decline of financial support for forestry. A small increase was, in fact, achieved with the passage of the biennial program of work and budget.

#### *Fisheries*

After the Director General's election, the second major accomplishment of the Conference was approval of an agreement to promote compliance with international conservation and management measures for flagging vessels on the high seas. The agreement is one element of the International Code of Conduct for Responsible Fishing (CCRF). This agreement was strongly supported and promoted by the United States and Can-



ada. In the words of Secretary of State Warren Christopher, "The United States views this agreement as an important contribution toward efforts to enhance conservation of the world's fishery resources."

### *Sustainable Development*

The urgent need for FAO to increase its high-priority UNCED followup programs was a central theme of U.S. interventions in debate throughout the substantive discussions of the program of work and budget, the medium-term plan, the program implementation report and Agriculture 2010. The U.S. plea for more emphatic management steps to provide a strong focal point and to redirect resources to plant and animal genetic resources was echoed by many delegations. Several delegates expressed concern regarding the current trend of disinvestment in agricultural development.

### *Plant Genetic Resources*

The Code of Conduct for Plant Germplasm Collection and Transfer was approved without change and with virtually no discussion. A less positive aspect of the Conference was that, despite pressure from the United States and other major contributors, the FAO continues to find it difficult to provide adequate resources for the project regarding the International Technical Conference on Plant Genetic Resources.

### **FAO Committees**

The Finance Committee held its 75th, 76th and 77th sessions on February 8–10, May 11–20, and September 21–30, respectively. At these meetings the United States, as one of nine elected members, pursued budgetary reform objectives including zero real growth and maximum absorption of nondiscretionary cost increases for 1994–1995. The United States encouraged the discussion of the revitalization of the Finance Committee and opposed the financing of the 1994–1995 budget with U.S. arrears payments. During the 77th session, the French Audit Authority was appointed to the position of external auditor for FAO and the World Food Program (WFP) for 1994–1997, replacing the British Audits General's Office that had held the post for many years.

Joint sessions of the program and finance committees, held in February, May and September, addressed revitalization of the committees, the proposed budget for 1994–1995, and FAO reform measures.

The 20th session of the Committee on Fisheries (COFI) met on March 15–19 to discuss the proposed time-frame and contents of an International Code of Conduct for Responsible Fishing. COFI also discussed special issues of fishery research in developing countries. The 11th session of the Committee on Forestry (COFO) met on March 8–12 to discuss the establishment of a Consultative Group on the Tropical Forests Action Program. The United States opposed establishment of the consultative group, calling for an independent group as was originally proposed. The United States was joined by Canada and the Nordic countries and together were able to block the formulation of an internal FAO consultative group on tropical forests. There were strong and unanimous calls for greater support to the Forestry Department in the proposed budget. The United States underscored the marked trend of decreasing budgetary support for forestry with interventions documenting the proportional decreases in Forestry Department allocations. The United States was also instrumental in catalyzing greater support among member nations to develop increased capacity within the Forestry Department for continuous forest resource assessment and monitoring of activities.

The Committee on Constitutional and Legal Matters held its 60th and 61st sessions on April 14–16 and October 4–6, respectively. The Committee's sessions were largely noncontroversial and businesslike. Among its most significant achievements for the year, the Committee approved the Agreement for the Establishment of the Indian Ocean Tuna Commission and the Agreement to Promote Compliance with International Conservation and Management Measures by Fishing Vessels on the High Seas. The latter agreement was strongly supported by the United States. The sixth session of the FAO Regional Commission on Food Security for Asia and the Pacific met in Bangkok, Thailand, May 11–14. The Commission strongly recommended that FAO promote the use of national early warning systems, help economies in transition and assist developing countries in strengthening food security policies, especially in light of current international trade liberalization trends.

The 12th session of the FAO Committee on Agriculture met April 26–May 4. The United States supported the building up of FAO's information processing capabilities and an increased emphasis on strengthening the appropriate biotechnological capabilities of developing countries. The United States encouraged FAO to promote agricultural trade, become a closer partner with the International Program for Chemical Safety, consider ways to expand its data collection and information sharing on

issues related to food irradiation and support the Global Information and Early Warning System.

The fifth session of the Commission on Plant Genetic Resources met on April 19–23. Discussion focused on UNCED's Agenda 21, the Convention on Biological Diversity and resolution 3 of the Nairobi final act. The United States reaffirmed its long-standing support for free and open access to plant genetic resources for food and agriculture and for the process of prioritizing plant genetic resource needs on the basis of scientifically sound, country-driven processes.

## **World Food Program**

### *Purpose and Structure*

The World Food Program (WFP) is the principal vehicle for multilateral food aid and the second largest disburser of development assistance, after the World Bank, within the UN system. The year 1993 marked the 30-year anniversary of the organization, which was established in 1963 under the joint sponsorship of the United Nations and the FAO. WFP uses commodities and cash provided by donor countries to support social and economic development projects, protracted refugee and displaced persons projects, and emergency food assistance where natural or manmade disasters have created malnourishment and starvation.

WFP development projects are targeted at improving agricultural production, rural infrastructure, nutrition and, increasingly, the environment. WFP methodology includes mobilizing the unemployed in food-for-work projects that, for example, clear fields for planting and build schools and hospitals. Other projects combine several goals simultaneously, e.g., building roads to facilitate market access, and, thereby, improving food availability and nutrition.

The continuing increase in complex emergencies (southern Africa, ex-Yugoslavia, Somalia), coupled with massive feeding operations in the Gulf, Ethiopia, Sudan and Liberia has strained, and will continue to strain, oversubscribed WFP resources. In addition, the WFP/UNHCR agreement that WFP would undertake refugee food delivery beginning in 1992 has resulted in large increases in the dollar volume of WFP emergency and refugee assistance. WFP currently spends two-thirds of its resources on emergency and humanitarian relief projects, leaving only one-third for its development activities.

WFP operates exclusively from voluntary contributions of commodities and cash donated by governments. For WFP's 15th biennium, covering calendar years 1993–1994, the budgetary target for the regular program was \$1.5 billion, two-thirds to be contributed in commodities and one-third in cash. The United States pledged \$210 million in commodities and transport costs towards the target for the regular program. This pledge reflects \$175 million in Public Law 480, Title II funds and \$35 million from section 416(b) resources. In addition, the United States pledged \$345 million for Protracted Refugee Operations (PRO), of which \$220 million was provided from section 416(b) resources and \$125 million through Title II, and \$1.5 million for administrative expenses from the International Organizations and Programs account. Besides the pledged contributions, the United States has contributed \$285 million this fiscal year in commodities and \$21.8 million in cash for emergency operations, PROs and the International Emergency Food Reserve.

Catherine Bertini (U.S.) is in her second year as Executive Director of the World Food Program. She is the first American and the first woman to head the World Food Program.

#### *Committee on Food Aid Policies and Programs*

The Committee on Food Aid Policies and Programs (CFA) held two plenary sessions during 1993. The highlights of the 35th session of the CFA, May 31–June 1, included discussion of continued resource constraints in the face of demands created by complex emergencies, WFP's first strategic financial plan, and a range of interventions regarding the resolution before the UN General Assembly on UN system restructuring. The WFP was widely praised for its cooperative efforts with UNHCR and the UN Department of Humanitarian Affairs. Debate on the Executive Director's Strategic Financial Plan for 1994–1995 came close to dividing the CFA into G-77 and OECD camps. The OECD countries noted many concerns, focusing their misgivings on the level of resources assumed for the future and certain cost-saving assumptions. The G-77 advocated general support for the plan. It was decided that the Executive Director would hold informal, individual consultations with interested members of the CFA to begin a dialogue on long-term financial issues. UN General Assembly resolution 47/199 on the restructuring of the UN system, its intergovernmental bodies, and the Economic and Social Council which, *inter alia*, proposes changes in the size and composition of the CFA was the subject of extensive debate. After interventions by the G-77, resisting change in the size of the CFA, and the Nordics, on behalf of reform, CFA members

agreed to establish a group to follow developments in New York. Other items discussed concerned the delay in considering project criteria, harmonization of the budget and pledging cycle, and the need for the Secretariat to develop a policy context in which to address its resource shortfalls.

During the 36th session of the CFA, October 25–28, members approved the Program Support and Administrative (PSA) Budget and elected the French to succeed the British as the organization's external auditor. The PSA budget included a five percent program increase in order to create a rapid emergency response capability, improve financial and commodity management at Headquarters and in the field, and to reinforce the internal auditing, transport and logistics functions. Debate on the budget was extensive and contentious. The Executive Director spoke bluntly of the problems facing the WFP and the need for sufficient resources to deal with the increasing demands placed on the organization. She stated categorically that she would not spend over the level of revenues received and gave her assurances that she would maintain the cash reserve at its present level. These commitments formed the basis for final acceptance of the PSA budget as proposed. This session marked the first time ever for the CFA to appoint an external auditor, and the French firm, Cour des Comptes, was accepted by general consensus. Other items considered by the CFA included an update on General Assembly resolution 47/199, criteria for project approval and an ambitious agenda for the 37th CFA focusing on WFP's policies, objectives and strategies.

### *Subcommittee on Projects*

The Subcommittee on Projects (SCP), of which the United States is a member, met twice during 1993 in order to review proposals for development and protracted refugee operations recommended by the WFP Secretariat to receive food aid. The 10th SCP met May 24–27 and gave favorable consideration to seven regular development projects totaling \$102 million, with a food commitment of approximately 294,000 metric tons. In addition, the 10th session reviewed five protracted refugee and displaced person (PRO) projects valued at \$203.8 million. Consistent with UNHCR/WFP arrangements, the full cost of the internal transport, shipping, and handling was included in each PRO project.

At its 11th session, October 18–21, the SCP gave favorable consideration to seven development projects at a total cost of \$115 million and 313,000 metric tons in food commitment. The SCP also reviewed and recommended four Protracted Refugee

and Displaced Person Projects valued at \$221 million and 644,295 metric tons of food commitment.

At the respective CFA sessions following the subcommittee meetings, the projects recommended by the SCP were approved. As is customary, all decisions in the CFA and SCP were taken by consensus.

## **International Atomic Energy Agency (IAEA)**

### **Background**

The IAEA was created in 1957 largely at U.S. initiative as an outgrowth of President Eisenhower's Atoms for Peace address to the UN General Assembly in 1953. Under its Statute, the IAEA is entrusted with the dual responsibility to "accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world," and to "ensure, so far as it is able, that assistance provided by it, or at its request or under its supervision or control, is not used in such a way as to further any military purpose." In carrying out these objectives, the IAEA administers a unique system of international safeguards and provides a range of technical assistance, including information, equipment and expert services across a broad spectrum of nuclear-related activities.

Headquartered in Vienna, Austria, the IAEA Secretariat, responsible for the day-to-day implementation of the Agency's major programs, is headed by Director General Hans Blix of Sweden. He was reappointed in 1993 to a fourth 4-year term of office. The Secretariat filled 599 out of 701 professional posts subject to geographical distribution, of which U.S. nationals held 98 posts or 16.4 percent.

Overall direction and guidance with respect to the organization's policies and implementation of program activities is carried out by a 35-member Board of Governors. In 1993 the Board held regular sessions in February, June, September and December, and two special sessions in March and April.

General oversight of the Agency's work is carried out by the General Conference, which comprises all 113 member states. It convened its 37th annual session in September and approved applications for membership from Armenia, Kazakhstan, Marshall Islands, Czech Republic, Slovak Republic and the Former Yugoslav Republic of Macedonia. President Clinton, in his statement to the General Conference, reaffirmed the vital role of the

IAEA in international efforts to prevent the spread of nuclear weapons, while facilitating the use of nuclear energy for peaceful purposes. He pledged U.S. support in keeping the Agency "a strong and active contributor to world peace, security and prosperity."

## **U.S. Interests**

In implementing its responsibilities, the IAEA advances several U.S. objectives. It furthers U.S. national security through the application of safeguards to nuclear activities to deter diversion of nuclear materials to weapons programs. It fosters nuclear commerce with the provision of a safeguards regime on which U.S. civil nuclear exports are predicated. The IAEA offers energy security through the promotion of a viable nuclear power option. IAEA activities help to secure political stability through the use of nuclear technology to solve problems of human welfare, particularly in the area of nuclear safety. It promotes nuclear trade and technical exchange by providing opportunities for sale of and access to nuclear-related equipment and services and scientific and technical information.

In his address to the UN General Assembly on September 27, President Clinton declared non-proliferation to be "one of our nation's highest priorities." He acknowledged that "by supporting and strengthening the IAEA and by taking other necessary measures," the world community can "find ways to control nuclear weapons and reduce the number of states that possess them." The following day, the White House released a factsheet on the President's Non-Proliferation and Export Control Policy. With regard to nuclear non-proliferation, the factsheet provided:

The United States will make every effort to secure the indefinite extension of the Non-Proliferation Treaty in 1995. We will seek to ensure that the International Atomic Energy Agency has the resources needed to implement its vital safeguards responsibilities, and will work to strengthen the IAEA's ability to detect clandestine nuclear activities.

## **IAEA Programs**

### *Safeguards*

IAEA safeguards are essentially a technical means of verifying the fulfillment of political obligations undertaken by states in connection with international agreements relating to the peaceful uses of nuclear energy. The main political objectives of safeguards are, one, to assure the international community that states are complying with their non-proliferation and other "peaceful use" undertakings, and, two, to deter, through the

threat of timely detection, the diversion of significant quantities of nuclear material or use of safeguarded facilities from peaceful to nonpeaceful purposes.

On-site inspections by the IAEA include audits of facility records, independent measurements to verify facility records and national reports, and use of surveillance instruments and seals. The assurance obtained from the IAEA's activities as an independent and objective auditor increases confidence between states and helps to diminish political insecurity, which is normally the main motivation for acquiring nuclear weapons. If nondiversion of nuclear material cannot be verified by IAEA inspectors, their concerns are reported to the Director General. If these concerns remain unresolved, the Director General can refer the matter to the Board of Governors, which, if necessary, is authorized to refer the matter to the UN Security Council.

Safeguards are applied under the terms of an agreement concluded voluntarily between the IAEA and a particular member state. Today, most safeguards agreements are concluded in connection with the Treaty on the Non-Proliferation of Nuclear Weapons (NPT) or other international agreements. Under the provisions of the NPT, all non-nuclear-weapon states party to the NPT are required to negotiate a comprehensive or "full-scope" safeguards agreement with the IAEA covering all source or special fissionable materials in all peaceful nuclear activities under their control.

Not all IAEA member states are party to the NPT and instead have concluded safeguards agreements in connection with bilateral nuclear cooperation and supply agreements between states. These safeguards agreements typically do not cover all nuclear material and facilities.

Other non-NPT states have concluded fullscope safeguards agreements with the IAEA in connection with other multilateral agreements such as the Treaty for the Prohibition of Nuclear Weapons in Latin America, otherwise known as the Treaty of Tlatelolco, or the quadripartite agreement among Argentina, Brazil, The Brazilian/Argentine Agency for Accounting and Control and the IAEA.

During 1993 the Board of Governors approved new safeguards agreements with Armenia and Latvia. The IAEA performed approximately 2,042 on-site inspections at 429 facilities in 60 member states with the assistance of over 185 IAEA inspectors and 19 assistants. With the IAEA budget held at zero real growth for the 10th consecutive year, IAEA staff and senior



management expressed concern about the additional resources required to adequately safeguard new nuclear facilities, which are expected to come on-line by the mid-1990s. This includes several complex reprocessing and bulk handling facilities. Recognizing this, the United States maintained its earlier clarification of the zero real growth policy to permit increases in the IAEA's regular budget to accommodate the necessary expansion of safeguards in response to the Agency's unique statutory and treaty-related obligations. Increasingly, the Agency has relied on increased voluntary contributions to fund some of the necessary increases required by safeguards, which should be funded from the regular assessed budget.

The IAEA has taken measures to improve the effectiveness and cost efficiency of its safeguards system by 1995 in the context of its "Program 93+2." Key elements of this effort focus on strengthening the Agency's ability to detect undeclared nuclear activities, including the introduction of field trials to conduct environmental sampling, improvement of information analysis efforts, development of procedures for enhanced inspection site access and enhancement of training for IAEA inspectors.

The United States remained the largest contributor of voluntary support to the IAEA safeguards program in 1993. The United States made available approximately \$8.1 million to the Program of Technical Assistance to Safeguards (POTAS) that supported Agency requests for research and development conducted at U.S. facilities and provided approximately 20 cost-free experts to the IAEA Safeguards Department. In addition, the United States provided \$800,000 of assistance via the Other Safeguards and Non-Proliferation Activities subaccount of the U.S. voluntary contribution. Funds provided under this account are used to support IAEA non-proliferation activities, as well as initiatives which fall outside the purview of POTAS. However, these are related to the development of IAEA safeguards approaches for sophisticated technologies and facilities of specific concern and interest to the United States. One major project funded by this account enabled the IAEA to establish a "clean room" to support IAEA development of environmental monitoring analysis capabilities.

Each year a Safeguards Implementation Report is presented to the Board of Governors. Currently the document is not available to the public. The United States has proposed public release of the report, with accompanying explanatory documentation, as a means of promoting greater understanding of IAEA safeguards. The Board has yet to approve such a proposal.

### *Technical Cooperation*

The IAEA technical cooperation program's primary objective is to promote the transfer of skills and knowledge relating to the peaceful, safe and efficient application of nuclear science and technology to developing member states. Assistance is provided to over 80 developing states in the form of project assistance, experts, training and equipment in a broad range of subject areas including medicine, agriculture, biology, energy development, nuclear safety, hydrology, industry and the physical sciences.

Resources for the implementation of technical cooperation activities are provided primarily through voluntary contributions from member states. In 1993 total contributions from member states to the Technical Assistance and Cooperation Fund amounted to about \$41.6 million. Of this amount, the United States pledged \$13.875 million as its voluntary cash contribution.

In addition, the United States made substantial "in-kind" contributions, including: approximately \$1.7 million for U.S.-hosted IAEA training courses and program support; approximately \$1.9 million to support IAEA technical cooperation "footnote A" projects, called such because funding from the regular budget was not available; \$1.25 million for IAEA fellowships approved by the United States for placement in the United States; and the provision of U.S. expert services amounting to \$500,000 provided at no cost to the Agency. An additional \$1.875 million was pledged to the IAEA. It was used to fund a variety of Agency activities, including but not limited to: the purchase of computer equipment for the Department of Technical Cooperation; the provision of expert services to assist the IAEA in updating its financial regulations; support of two IAEA coordinated research projects engaged in the use of radioisotopic techniques in nutrition research; renovation of the IAEA's sterile insect technique laboratory facility used for the rearing of sterile insects; and support for IAEA efforts in the International Arctic Seas Assessment Project carried out by the IAEA's waste management section. In providing its voluntary contribution, the United States seeks to ensure that a significant portion is devoted to parties to the NPT and/or the Treaty of Tlatelolco on a preferential basis.

### *Nuclear Energy and Safety*

Recognizing the contribution of nuclear power to electricity generation, the Agency assists member states with detailed studies to help countries evaluate how to finance and promote

their nuclear power programs. Where plants have already been built, or are under construction, increased attention is being given to promoting safe plant operation and maintenance practices. The objective is to reach uniformly high levels of safety, reliability and economic performance worldwide.

IAEA programs implemented to enhance operational safety include Operational Safety Advisory Review Teams (OSART) and Radiation Protection Advisory Teams (RAPAT). Although regulatory policies ultimately remain the responsibility of national authorities, OSART and RAPAT missions, which are dispatched to the facilities at the request of member states, offer valuable assistance and advice to IAEA members in improving operational safety practices and adequate radiation protection procedures.

By the close of 1993, the international technical and legal experts' working group established to draft a nuclear safety convention produced a comprehensive draft text with only one unresolved provision remaining. It is anticipated that the final text of an agreement will be approved by the General Conference in 1994. Also, working group efforts to revise the IAEA's basic safety standards for radiation protection remains ongoing.

The Agency continues to be actively involved in the various international assistance efforts to upgrade nuclear power plant safety and to strengthen nuclear regulatory infrastructures in the Newly Independent States of the former Soviet Union. The Agency also continues to participate, in a technical advisory capacity, in the activities of the working group on nuclear safety and in the work of the assistance mechanism supported by the Commission of the European Communities.

The IAEA also serves as an international focal point on the issue of radioactive waste management. Plans are now in place to introduce the Radioactive Waste Safety Standards series of documents termed RADWASS.

### *Research and Isotopes*

The IAEA's Department of Research and Isotopes continued to explore various applications of nuclear energy to such diverse fields as life sciences (nuclear medicine, radiation biology, radiotherapy, radiation dosimetry, nutrition and health), physical sciences (nuclear physics, research reactor support, fusion, industrial applications and chemistry, and isotope hydrology), and food and agriculture (soil fertility, irrigation and crop production, plant breeding and genetics, animal production and health, insect and pest control, agrochemicals and residues, and

food preservation). Work in food and agriculture is carried out by the Agency in collaboration with the Food and Agriculture Organization of the United Nations (FAO) through the Joint FAO/IAEA Division.

Much of the work in nuclear techniques is performed at the Agency's laboratories located in Vienna and Seibersdorf, Austria. Studies related to radioactivity in the marine environment continue at the Agency's laboratory in Monaco, The International Laboratory of Marine Radioactivity. An agreement was reached among the IAEA, the Government of Italy, and the UN Educational, Scientific and Cultural Organization (UNESCO) for transfer of administrative responsibilities for the International Center for Theoretical Physics in Trieste, Italy, from the IAEA to UNESCO. This center promotes advanced research in physical and mathematical sciences primarily by scientists from developing countries.

## **Political Issues**

### *North Korea*

After acceding to the NPT on 12 December 1985, the Democratic People's Republic of Korea (or North Korea) concluded a safeguards agreement with the IAEA on April 10, 1992. North Korea made the required declaration of its nuclear materials and facilities, which the IAEA promptly began verifying. North Korea generally cooperated with the IAEA until discrepancies appeared in the inspection results. Repeated Agency attempts to reconcile these discrepancies were met with North Korean resistance and delay. By the end of 1992, the parties had reached an impasse, with the IAEA, on the one hand, trying to meet its obligation to inspect declared as well as undeclared sites, and North Korea, on the other hand, resisting full compliance with this mandate.

On February 25 the Board passed resolution GOV/2636 calling upon the Democratic People's Republic of Korea to urgently cooperate with the IAEA and asking it to submit to an inspection mission to secure access to two additional sites. North Korea refused the IAEA's request to inspect the two locations, describing them as "military installations unrelated to nuclear activities," and on March 12 announced its decision to withdraw from the NPT.

The Director General promptly advised the Democratic People's Republic of Korea that its safeguards agreement remained in force until withdrawal took effect and that a declaration of its intention to withdraw from the NPT would not impede the

agreement's implementation. On March 18 the Board, in a special session, adopted a resolution (GOV/2645) supporting the Director General's position and approved the IAEA's continuing efforts.

With no positive developments having occurred, the Board on April 1 held a special session and adopted a resolution (GOV/2692) finding the Democratic People's Republic of Korea to be in noncompliance with its obligations under its safeguards agreement, and stating that the IAEA was unable to verify that nuclear material required to be safeguarded was not being diverted. The Board decided to report the matter to the UN Security Council, as required by Article XII.C. of the IAEA Statute and in accordance with Article 19 of the safeguards agreement between the IAEA and the Democratic People's Republic of Korea (INFCIRC 403).

On April 2 the three NPT depository governments—Russian Federation, United States and United Kingdom—urged North Korea to retract announcement of its intent to withdraw from the NPT and to comply fully with its Treaty commitments and its safeguards obligations, expressing strong support for the IAEA's efforts in implementing the safeguards agreement, which they emphasized remains in force.

On May 11 the Security Council adopted resolution 825 (1993), which reiterated the position taken by the IAEA and the NPT depositories and encouraged the IAEA to continue its constructive consultations with the Democratic People's Republic of Korea, with which it subsequently met.

In August the IAEA was permitted to conduct limited inspections consisting of routine maintenance of IAEA equipment. However, throughout the remainder of the year, the Democratic People's Republic of Korea refused repeated IAEA and international requests to submit its facilities to full inspection.

Board and General Conference resolutions GOV/2692 and GC/37/1090 were passed in September asking the Democratic People's Republic of Korea to comply with its obligations and asked the Director General to keep the Board informed of ongoing consultations between the parties.

By December, settlement of the issue remained at an impasse, but, ongoing talks among key players hinted that some common ground might be reached.

## *Iraq*

As a result of Iraq's invasion of Kuwait and the subsequent adoption of Security Council resolution 661 (1990), which established an international trade embargo against Iraq, the IAEA has continued to suspend the delivery of technical assistance to Iraq. In reaction to discovery of Iraq's clandestine nuclear operations, the Security Council also adopted resolutions 687, 707 and 715 (1991), which called upon the IAEA to inspect, sequester, destroy and render harmless Iraqi nuclear-weapon-related capabilities, materials and equipment.

In 1993 the General Conference passed a resolution strongly condemning Iraq's noncompliance with its nuclear non-proliferation obligations, including its safeguards agreement with the Agency. It demanded that Iraq "immediately and fully comply" with all of its obligations under its safeguards agreement with the Agency and under relevant Security Council resolutions, including: submitting a full, final and complete declaration of its nuclear program; providing answers to the Security Council on outstanding questions about foreign suppliers of items and technical advice used in its nuclear program; and accepting the plan for future ongoing monitoring. The resolution further commended the IAEA for its strenuous efforts in the implementation of the Security Council resolutions. The IAEA is now putting in place its long-term monitoring plan to ensure that Iraq does not reconstitute its nuclear weapon capability in violation of its fullscope safeguards agreement with the IAEA as well as with its obligations under the NPT, of which Iraq is a party.

## *Middle East*

To encourage the initiation of confidence-building measures, as opposed to singling out any one member state in the region, the General Conference, for the second consecutive year, successfully refrained from introducing the resolution on "Israeli nuclear capabilities and threat" that had been on the agenda repeatedly since 1981.

For the second year in a row, the General Conference adopted a resolution requesting that the Director General continue consultations with states of the Middle East to facilitate the early application of fullscope Agency safeguards in all states in the region as a necessary step for the establishment of a nuclear-weapon-free zone in the region.

## **Budgetary Matters**

Member states make assessed contributions to finance the IAEA's regular budget and in addition make voluntary contributions, the majority of which support the IAEA's Technical Assistance and Cooperation Fund. Assessments approved by the General Conference for the Agency's 1993 budget amounted to over \$197 million. The U.S. assessment, approximately 25 percent of the IAEA's total annual resources, amounted to an estimated \$54 million. Since payments are divided into U.S. dollars and Austrian schillings, this total varies in accordance with the dollar/schilling rate of exchange and the date upon which payment is received. New resources available to finance the IAEA's Technical Assistance and Cooperation Fund in 1993 amounted to \$41.6 million, as mentioned earlier. U.S. voluntary contributions, both cash and in-kind, for technical assistance and safeguards support totaled \$30 million in 1993.

Since 1984 members have applied a zero real growth policy to the IAEA's regular budget despite growing demands for safeguards, technical assistance and other resources. Discussion on continuing the policy of zero real budget growth reflected longstanding differences between developed and developing member states of the Agency. The developed states have supported continuation of this policy, arguing that it forces the Agency to prioritize its program activities, while developing states have opposed it, urging instead some form of "controlled" or "gradual" budget growth. As mentioned earlier, the United States attempted to clarify the zero real growth policy to permit overall increases in the IAEA's budget to accommodate necessary expansions in safeguards activities. This view, however, has not received the support of other major donors.

In addition to coping with zero real growth during an era of increasing responsibilities, the Agency strains itself to accommodate late payments by the United States, which defers payment of its assessed contribution until the last quarter of the calendar year. The situation was exacerbated in 1993 with the failure of Russia, once a major contributor, to meet its assessed obligations for 1991, 1992 and 1993. Due to its precarious financial situation, the Agency had to cancel or postpone 12 percent of its 1993 budgeted programs, including safeguards.

## **UN General Assembly**

The IAEA submitted a copy of its annual report on implementation of its programs to the 48th session of the UN General Assembly in October. In a setback for North Korea, the General

Assembly adopted a resolution praising the IAEA for its "impartial efforts" and pressing North Korea to "cooperate immediately." North Korea tried to discredit the Agency by charging it with political bias. Only North Korea voted against the measure, which was adopted 140 (U.S.) to 1, with 9 abstentions. (Resolution 48/14.)

## **International Civil Aviation Organization (ICAO)**

The principal objective of the International Civil Aviation Organization (ICAO), established in 1944 and a UN specialized agency since 1947, is to foster the safe and orderly growth of international civil aviation. In 1993 nine new states—Macedonia, Bosnia and Herzegovina, Kyrgyzstan, Czech Republic, Slovak Republic, Turkmenistan, Belarus, Tajikistan and Eritrea—became members of ICAO by adhering to the Chicago Convention on International Civil Aviation.

In 1993 ICAO continued its work of preparing the world's airways for the advanced air navigation systems of the future, and began planning for its 50th anniversary celebrations in November/December 1994. ICAO will be the first specialized agency of the UN system to reach this milestone.

### **Extraordinary Assembly**

The dissolution of Czechoslovakia on December 31, 1992, caused a vacancy in the 33-member ICAO Council. As a result, the ICAO Council convened an extraordinary session of the ICAO Assembly May 25–26, 1993, at ICAO Headquarters in Montreal. Under the sole agenda item, the new Czech Republic was elected to fill the vacancy.

### **Completion of the KAL 007 Investigation**

The ICAO Council agreed in December 1992 to reopen the ICAO fact-finding investigation into the shooting down of a Boeing 747 aircraft, Korean Airlines (KAL) flight 007, on August 31, 1983, over the Soviet Union. On January 8, 1993, the Russian Federation handed over to ICAO the original tapes of both the cockpit voice recorder (CVR) and the digital flight-data recorder (DFDR) of the downed aircraft.

A special ICAO team had the tapes read out and analyzed, and gathered a wide range of other information that had become available through visits to Japan, Republic of Korea, Russian Federation and the United States. ICAO determined from the



readouts that KAL 007 had maintained a constant magnetic heading for over 5 hours prior to being shot down, and that the crew had failed to detect this deviation from the flight's assigned track across the north Pacific. As a result, the aircraft had crossed twice into prohibited areas of the U.S.S.R.'s airspace, and during the second intrusion had been shot down by at least one air-to-air missile fired from a U.S.S.R. interceptor aircraft. The aircraft crashed into the Sea of Okhotsk, with the loss of all 269 passengers and crew.

On June 14 the Council adopted a resolution appealing to member states to ratify Article 3 *bis* of the Chicago Convention, which reaffirms the fundamental principle of international law that states must refrain from using weapons against civil aircraft. States were also urged to ensure the safety of navigation of civil aircraft in compliance with ICAO rules and the Standards and Recommended Practices adopted under the Convention.

### **Asia/Pacific Regional Air Navigation Meeting**

This ICAO meeting, held in Bangkok April 19–May 7, was attended by 40 member states, including the United States, and 5 international organizations. The meeting, called to address the need for major changes to the aviation infrastructure in the region, dealt with the full range of air navigation issues—air traffic services, communications, meteorology, aeronautical information services, airports and ground aids.

Modern planning methodologies were developed to meet the air traffic needs of the Asia and Pacific region, whose rate of air traffic growth was reported at the highest level in the world. The meeting made decisions governing the transition plan from the existing aviation infrastructure to the use of the satellite-based global positioning system.

Recommendations were made for changes in the airspace organization and network of air routes and supporting facilities and services in the region. Several improvements to search and rescue services were recommended, including the use of satellite technology for the detection and location of emergency locator transmitters at accident sites. Requirements were developed for most of the 281 airports in the two regions used by international civil aviation. These requirements included physical characteristics, categories of fire-fighting and rescue services, air traffic services, runway lengths, pavement strength, visual and radio aids for approach and landing and provision of runway visual range (RVR) information.

## **Air Traffic Management**

The fourth and final meeting of the ICAO Special Committee on Future Air Navigation Systems (FANS) was held at ICAO headquarters September 15–October 1. The Committee completed its work by presenting a global coordinated plan for adoption by the ICAO Council.

The FANS concept, developed by ICAO and known as the computerized navigation system/air traffic management (CNS/ATM), is essentially the application of today's high technology in satellites and computers, data links and advanced flight deck avionics to international civil aviation's growing operational and air traffic service (ATS) needs. The objective of the global plan is to provide a progressive and coordinated worldwide implementation of ATS facilities, terrestrial networks, earth stations, spacecraft and airborne facilities. The ICAO concept allows for a judicious mix of satellite technology and the best line-of-sight systems. U.S. and Russian global navigation satellite systems were expected to be available soon for use by international civil aviation.

The CNS/ATM concept was the most important issue on the agenda of the ICAO Council and the Air Navigation Commission throughout 1993. The Council recognized that this concept for improved safety and efficiency of international civil aviation will also have a profound global impact in financial and organizational terms. The Council formed an internal ICAO CNS/ATM project team to coordinate ICAO Secretariat activities, analyze regional planning, oversee implementation and interregional coordination and ensure the global compatibility of the system. The Council planned to consider at a later time the formation of an outside CNS/ATM group to advise it on technical, economic and institutional issues.

The Air Navigation Commission (ANC), as a follow-up to the completion of the work of the FANS Committee, established an ICAO Global Navigation Satellite Systems Panel, to meet in 1994.

## **ICAO Statistics Panel**

The 12th meeting of the ICAO Statistics Panel, held in Montreal November 29–December 3, was attended by 13 ICAO member states, including the United States and three international organizations. The effect of the geopolitical changes within the former U.S.S.R. on the ICAO statistical program was considered. Concern was expressed that the 12 Newly Independent States (NIS) could affect ICAO's ability to maintain the quality of aviation statistics in that part of the world. The key issue expressed

by the NIS was a concern about their ability to meet ICAO's reporting requirements. The possibility of assistance through the mechanisms of the European Union and the convening of an ICAO statistical workshop in Europe were discussed.

Since air transport measures taken within the European Union effectively ended distinctions between scheduled and nonscheduled services, the panel recommended that ICAO study the possibility of consolidating its reporting forms. The panel reviewed the results of a 1992 survey of states regarding the availability of statistics on international trade by air. It concluded that the results of the survey should be circulated to states, and that similar surveys should be conducted every 5 years. The panel also recommended that ICAO distribute to all states detailed results of its 1992 survey on the confidentiality of in-flight origin and destination statistics, and, in doing so, ascertain whether any of the states had changed their previous views regarding this issue.

### **Substance Abuse in the Workplace**

The study group which met at ICAO headquarters December 13-14 made substantial progress towards completion of ICAO guidance material on abuse of drugs and alcohol in the aviation milieu. Information developed by the group was to become part of a freestanding ICAO document to be used as a practical guide by states to assess substance abuse problems where they exist, suggest possible solutions, or institute preventive measures. Primary sections of the document were to deal with education, treatment, and rehabilitation and testing procedures. The U.S. member was elected coordinator of the group, which planned to hold its next meeting in August 1994.

### **Fiftieth Anniversary Celebration**

An interagency task force was established in Washington in 1993 to coordinate the U.S. Government's participation in the planned commemoration of the 50th anniversary of the signing of the Chicago Convention, which provided the basis for ICAO. The anniversary will be celebrated on December 7, 1994.

Events were planned by the United States and ICAO to begin with an industry symposium in Chicago on November 1, 1994, the 50th anniversary of the date the Conference opened at the Stevens Hotel. They were to climax in Montreal on December 7, 1994, at the close of ICAO's Fourth Air Transport Conference with a commemoration of the signing and an address by the UN Secretary General.

## **International Fund for Agricultural Development (IFAD)**

A resolution of the 1974 World Food Conference led to the creation of the International Fund for Agricultural Development (IFAD) in 1977 in response to a widespread concern that international attention be more strongly focused on the small farmer and the landless poor in developing countries. IFAD's mandate is unique among the international financial institutions by seeking to increase food production, improve living conditions and enhance rural incomes in developing countries through loans for projects specifically benefiting the rural poor in the poorest food deficient regions. In 1993 IFAD loans and grants totaled approximately \$382.1 million. Administrative costs, funded from its investment income, were approximately \$53.3 million.

On January 21, in IFAD's first contested election, Fawzi Al-Sultan (Kuwait) was elected to succeed Idriss Jazairy (Algeria) as IFAD's President. His term runs until January 1997. IFAD's membership of 149 nations consists of: Category I (OECD, 22 countries), Category II (OPEC, 12 countries) and Category III (other developing countries, 115 countries). Armenia, Cook Islands and Kyrgyzstan became new members in 1993.

IFAD, which is headquartered in Rome, is governed by two bodies. Broad policy direction is provided by the Governing Council, comprising all 149 member nations, which meets annually for 3 days in January. More specific management oversight, such as approval of country projects, is provided by the 18-member Executive Board, which meets three times a year. The Governing Council elects, on a staggered basis, six members from each of the three Categories to the Executive Board for 3-year terms. As the largest donor, the United States is the only member of IFAD to enjoy a permanent seat on the Executive Board and holds the position of vice president as well.

IFAD was originally intended to be financed through balanced contributions from members of the Organization for Economic Cooperation and Development (OECD) and the Organization of Petroleum Exporting Countries (OPEC) in 3-year replenishments. OPEC's percentage share of contributions, however, has declined while contributions from other developing countries have increased. For the Third Replenishment, which covered the period from July 1990 through June 1992, OECD pledged 67 percent, OPEC 22 percent and other developing countries 11 percent. The U.S. pledge of \$82.8 million to the Third Replenishment represented 14.6 percent of the total Third

Replenishment target of \$567.4 million. Negotiations for the Fourth Replenishment (1994–1996) were suspended in October 1993 because of the unwillingness of Category II (OPEC) members to return to the traditional ratio of burden-sharing (OECD 60 percent/OPEC 40 percent).

IFAD uses its resources to leverage additional financing from other international development institutions, bilateral donors and host governments for projects which benefit the rural poor. Between 1978, when IFAD commenced lending operations, and 1993, IFAD funded 369 projects in 102 developing countries with a total value of about \$13.5 billion. Of this total, IFAD provided approximately 30 percent of the resources. External cofinancers, such as the World Bank and the regional development banks, provided about 31 percent, and the recipient countries themselves about 39 percent. Through 1993, 26.4 percent of all projects were related to rural development, 27.6 percent to agricultural development, 17.0 percent to credit and 12.6 percent to irrigation. The remaining projects involved livestock development, research, extension services, training, fisheries, marketing, storage and processing.

An average of 61.4 percent of IFAD's loans from 1978 to 1993 were on highly concessional terms—one percent annual service charge, with a 50-year maturity period, including a 10-year grace period. These loans are available primarily, but not exclusively, to countries with a per capita GNP of \$300 or less (in 1976 dollars). Intermediate-term loans, at 4 percent interest with a maturity period of 20 years, including a grace period of 5 years, have averaged 28.0 percent of the total lending program. As IFAD has sought to address pockets of poverty in middle income countries, a growing percentage of loans, averaging 10.6 percent of the total, has been made on ordinary terms of 8 percent interest and a maturity period of 15–18 years, including a 3-year grace period.

## **Governing Council**

The 16th session of IFAD's Governing Council was held in Rome January 20–22. The principal focus of attention was the election of a new President to succeed Idriss Jazairy (Algeria), who was stepping down after two terms. Three candidates were in the running, all from Category II (OPEC) members, which have traditionally filled IFAD's top position: Fawzi Al-Sultan (Kuwait), Bahman Mansuri (Iran), and Enrique Ter Horst (Venezuela). Because OPEC members showed no indication of resuming substantial financial support under the Fourth

Replenishment, the United States believed the right of OPEC to retain the IFAD presidency should be called into question. Accordingly, the United States sought to postpone the election. However, the U.S. resolution on this matter was not adopted and the election proceeded.

In the ensuing elections, only the second time in its history that IFAD has resorted to voting, Al-Sultan was elected by acclamation following the second ballot. Most major industrialized countries, including the United States, abstained through two rounds of voting, because OPEC members had not made any financial commitment, or given any clear indication of their financial support to the Fourth Replenishment in a negotiating session held just prior to the Governing Council. The United States alone publicly withheld consensus from Al-Sultan's election.

The Governing Council also approved IFAD's program of work and budget for 1993, which included a program of work for loans and grants in the amount of \$324 million and loans and grants of \$69 million for the special program for Africa.

After being elected, President Al-Sultan quickly assumed an active role at the helm of IFAD, declaring the successful conclusion of Fourth Replenishment negotiations to be his most urgent of priorities. In other areas, he asked for cuts in IFAD's administrative budget and made efforts to improve staffing procedures.

## **Executive Board**

IFAD's 18-member Executive Board met in Rome in April, September and December. It approved 32 loans totaling \$366.6million. U.S. priorities in the Executive Board meetings focused on project sustainability and administrative budget stringency. The United States continued to encourage IFAD to reduce project complexity, to seek complementary financing from other donors for subsidiary project activities wherever possible, and to sharpen analysis of environmental impacts, particularly in projects involving rural roads and pesticide use. To enable IFAD to improve environmental assessment procedures, the United States strongly supported continued funding of IFAD's work in refining environmental procedures and standards. The administrative budget for 1994 (presented in December 1993) incorporated substantial cost savings in both real and nominal terms. Most savings were realized through increased efficiency in project design based on the preliminary results of a study on project design which IFAD had undertaken at the request of the United States.

## **Fourth Replenishment Negotiations**

Negotiations for the Fourth Replenishment (1994–1996) of IFAD began in April 1992 and continued through the rest of the year through a series of consultations. The Fifth and Sixth Consultations were held in Rome on January 18–19 and October 23–24, respectively. Although all three categories of members generally favored a target of \$600 million as the core replenishment level, the negotiations were marked from the outset by the reluctance of the major Category II contributors to give any indication of the probable magnitude of their pledges. President Al-Sultan undertook visits to numerous OPEC capitals between the Fifth and Sixth Consultations to seek to clarify the intentions of the Category II members. When Saudi Arabia offered a minimal pledge at the Sixth Consultation in October, Al-Sultan suspended the negotiations pending reconsideration of IFAD's governance structure.

The United States holds the position, which is shared by other OECD countries, that OPEC's role as a partner in IFAD governance was based on their role as major financial supporters of the institution. To maintain this OECD/OPEC partnership, OECD countries believed that OPEC should resume its traditional 40 percent share of IFAD's funding requirements. The declining percentage of Category II contributions in each successive replenishment has led the United States and other major donors to become convinced of the need to change the present governance structure, which gives equal voting representation to each category. The declining contributions by Category II countries also brought into question Category II's traditional claims to the presidency of IFAD. For this reason, the United States withheld consensus from the election of Al-Sultan in January 1993. Nonetheless, the United States and other Category I members continue to value IFAD's unique role in focusing on the world's poverty-stricken farmers.

Given these concerns, and with the suspension of the Fourth Replenishment negotiations, Category I donors planned to hold consultations in The Hague, Netherlands, in mid-January 1994 to prepare for the 17th session of IFAD's Governing Council later that month, at which restructuring of IFAD's governance was likely to figure prominently.

## **International Labor Organization (ILO)**

Established under the Treaty of Versailles in 1919, the International Labor Organization (ILO) in Geneva became in 1946 the

first specialized agency associated with the United Nations. The ILO seeks to promote social justice for working people everywhere by: establishing policies and programs to improve working and living conditions; creating and supervising the application of international labor standards; fostering democratic institutions and respect for human rights; and providing technical assistance, in the various fields within its mandate, including promoting employment, human resources development and harmonious industrial relations systems.

At the end of 1993, 169 countries, including the United States, were members of the ILO. A unique feature of the ILO is its tripartite structure: member countries are represented by government, worker and employer delegates, each of whom is autonomous and has a vote.

## **Governing Body Meetings**

The 255th session of the Governing Body, which met in Geneva February 15–March 4, reviewed the Director General's proposed 1994–1995 ILO biennial budget. During this review, a number of reductions in the budget were recommended. In the end, the proposed budget was decreased by \$800,000. As a result, the Governing Body agreed to recommend a 1994–1995 budget of \$446 million to the Conference for final approval. The Governing Body also approved amendments to the standing orders to reduce the length of and streamline the procedures for meetings of the annual International Labor Conference.

In February, the Governing Body's Committee on Freedom of Association considered 37 cases concerning allegations of violations of the ILO Convention on Freedom of Association, including complaints against Canada, China, Colombia, Dominican Republic, El Salvador, Iraq, South Korea, Morocco, Peru and Sri Lanka. The Committee reached definite conclusions on 15 of these cases and interim conclusions on the other 22.

The 256th session of the Governing Body, which met in Geneva May 20–29, saw the successful conclusion of efforts to streamline future meetings of the Governing Body itself. The two most important elements of this streamlining were decisions to eliminate the May session of the Governing Body in future years and to reduce the number of standing Governing Body committees from 10 to 6 at future meetings. It was also decided to eliminate the use of first class for all travel funded by the ILO, with the sole exception of air travel by the Director General when his flights exceed 5 hours in duration.



On May 26 the Governing Body elected Michel Hansenne (Belgium) to a second 5-year term as Director General.

The Governing Body held its 257th session on June 23. This was a half-day meeting for organizing the Governing Body following the election at the Conference of new members. The Governing Body adopted a work plan for ILO participation in the 1995 World Summit on Social Development.

At its 258th session November 4–18, the ILO Governing Body met for the first time under the streamlined procedures and new structure adopted by the May session. Chairmen were elected for the four new committees (which were created when the number of standing committees was reduced from 10 to 6). A member of the U. S. Government Delegation, Ms. Barbara Dunkak, was elected chairwoman of the Committee on Sectoral and Technical Meetings and Related Issues.

On November 10 the Committee on Legal Issues and International Labor Standards decided unanimously to recommend that the ILO Declaration Against Apartheid be suspended in order to permit the ILO to begin implementing a program of action to assist in developing employment opportunities and democratic institutions in South Africa. This proposal was adopted by the Governing Body in plenary on November 18 by consensus.

Continuing the streamlining effort, the Governing Body decided to revise the reporting cycle on compliance with ratified ILO conventions. This decision will reduce unnecessary paper work and, hence, the burden on both member governments, which prepare compliance reports, and the ILO Secretariat, which reviews them. At the same time, it will permit the ILO's oversight machinery to focus more attention on compliance with key conventions covering fundamental human and worker rights and on complaints.

At the November session, the Governing Body's Committee on Freedom of Association examined 32 cases of alleged violations and reached conclusions in 23 of these cases. Among the more significant cases taken up were four concerning El Salvador. In its report, the Committee noted more than 90 instances of violence against trade unionists and urged that the Salvadoran Government provide protection against acts of violence and of anti-union discrimination. The Committee also completed its work on an AFL-CIO complaint concerning collective bargaining rights for local, state and federal government employees in the United States. In its conclusions, the Committee urged the U.S. Government to draw the attention of the authorities at the

different levels of government to the ILO position that all public service workers should have the right to bargain collectively, with the sole exception of those directly engaged in the "administration of the state."

## **International Labor Conference**

The 80th session of the International Labor Conference took place in Geneva June 2–22. The Conference President was Mr. Assem Abel Hak Saleh, Egypt's Minister of Manpower and Training.

In an address to the plenary of the Conference on June 4, U.S. Secretary of Labor Robert Reich reiterated the strong U.S. support for the ILO's efforts to promote human and worker rights throughout the world and ILO machinery for monitoring and supervising international labor standards. Referring to the ILO's "other great mission—to increase employment," he also spoke about the problems of rising employment and the increasing gap between high-wage and low-wage workers worldwide. He stressed the need to address these problems through education and training for all workers; by reorganizing work to give front-line workers more responsibility; and through investment-led fiscal policies designed to maintain strong demand for labor overall. Secretary Reich also gave a press conference later that same day.

The Conference adopted a new convention and recommendation on "the prevention of major industrial accidents." The vote on the convention was 355 (U.S. and AFL-CIO Representatives) to 5, with 23 abstentions (U.S. Employer Representative). The Conference also adopted a committee report recommending that the 81st session of the Conference, after further deliberation next year, adopt a new convention and recommendation on part-time work.

On June 21 the Conference adopted its only resolution, which was consolidated from four earlier drafts and entitled "Resolution concerning social protection and the alleviation of unemployment and poverty and the social dimension of structural adjustment and transition to a market economy." The Conference also adopted a zero real growth biennial budget for 1994–1995 as recommended by the Governing Body.

An election was held at the 80th session of the Conference to select the members of the Governing Body for the 1993–1996 term. One noteworthy result of this was the election of an Israeli worker as a deputy member, marking the return of the Histadrut to the Governing Body after several years absence. In addition,

the Conference criticized Burma and Sudan for worker rights violations and fended off efforts by Asian governments and by employers to weaken ILO standards.

Pursuant to a Governing Body recommendation, a special plenary sitting of the Conference was held for the fourth year in a row to discuss the Director General's annual report on the situation of workers in the Israeli occupied territories. The rhetoric at this sitting was, with only rare exceptions, restrained. Virtually all of the speakers urged that the ILO increase its technical assistance and other programs in the territories. Consistent with the rules for such sittings, no conclusions, resolutions or other actions were permitted.

## **International Maritime Organization (IMO)**

The principal objectives of the International Maritime Organization (IMO), established on March 17, 1958, are to foster cooperation among governments on technical matters affecting international shipping, to achieve the highest practical standards of maritime safety and to prevent pollution of the marine environment by ships and other craft. The IMO also has responsibility for the development of conventions and treaties concerning international shipping, the facilitation of international maritime affairs and providing technical assistance in maritime matters to developing countries.

The 18th biennial IMO Assembly was held in London in October and November. The IMO Council, responsible for all functions of the Assembly between sessions, held two regular sessions and one extraordinary session in London. William O'Neil (Canada) was reelected to a second 4-year term as Secretary General.

The IMO added 10 new members during the year: Albania, Slovenia, Latvia, Paraguay, Slovakia, Turkmenistan, Eritrea, Bosnia and Herzegovina, Czech Republic and Georgia. This brought the organization's membership to 146 full members and two associate members, Hong Kong and Macau.

### **Assembly and Council Sessions**

The 18th IMO Assembly was held in London October 25–November 5, and was attended by 131 member states, 2 associate members, 6 UN specialized agencies, 8 intergovernmental organizations and 24 nongovernmental organizations.

The Assembly renewed by acclamation the contract of Secretary General William O'Neil (Canada) for another 4 years, starting January 1, 1994. The U.S. Delegation supported the renewal.

The Assembly adopted a working group proposal to increase the size of the IMO Council to 40 members from the current 32, to take effect 1 year after acceptance by two-thirds of the IMO's member states. The U.S. Delegation supported the proposal. In elections for the Council, the United States was again elected to a seat in Category A, covering states that are major providers of shipping services. Liberia and Panama, the two IMO members with the largest assessments, did not win election or reelection to the Council, respectively. Belgium, acting on behalf of the European Union (EU), read a statement in which the EU reserved its position regarding the possibility of joining the Torremolinos International Convention for the Safety of Fishing Vessels.

The Assembly approved adoption of the IMO regular budget for 1994–1995 at a level of 33,844,800 pounds sterling, a nominal increase of 11.69 percent over the 1992–1993 budget. The United States was the only country to disassociate from the consensus on the budget, which contained real growth of 2.95 percent. The U.S. Delegation had warned the Council, in its 70th regular session held in London June 14–18, that the United States would not be able to support a budget proposal that contained real growth. The Council had been concerned at that time with the decline in UNDP funding for IMO, and the need for possible alternative resources. The Council met again in an extraordinary session, its 17th, on October 22, just prior to the Assembly, to reconsider the budget. At that time, the Council decided to recommend Assembly adoption of the proposal with the real growth included, over U.S. objections, and it was necessary for the U.S. Delegation to maintain its position at the Assembly.

The Assembly devoted extensive discussion to the application of Article 56, which provides for loss of voting privileges for any member more than 1 year in arrears in the payment of its assessments. The provisions of the Article took effect for 18 members, while 16 others were granted a waiver.

A U.S.-sponsored resolution condemning the practice of alien smuggling was adopted by the Assembly after considerable debate. This resolution on the "Prevention and suppression of the smuggling of aliens by sea," had been presented first to the Maritime Safety Committee, which recommended it for Assembly adoption. The resolution calls upon states to increase their

efforts to suppress and prevent alien smuggling on ships flying their flag and on ships in or adjacent to their waters.

At the Assembly, the U.S. Coast Guard demonstrated a Port State Information Exchange (PSIX) system, which provided instant access to a database of safety and inspection information for 340,000 vessels worldwide.

The Assembly adopted several amendments to two international conventions on safe containers and the prevention of collisions at sea. It also adopted resolutions aimed at eliminating substandard ships, and adopted a resolution on a code for carrying irradiated nuclear fuel, plutonium and high-level radioactive wastes.

A joint meeting of the Maritime Safety Committee and the Marine Environmental Protection Committee (MEPC) was held on November 2, during the Assembly, to improve working arrangements of the two committees and to review general maritime safety and pollution prevention issues.

At its June meeting, the Council decided to award the International Maritime Prize for 1993 to the Japanese candidate. The U.S. Delegation supported the decision.

The Council also devoted considerable discussion to the decline in technical assistance funding from UNDP, and possible ways of making up the shortfall.

## **Legal Committee**

The Legal Committee held its 68th session March 15–19 in London. The Committee continued discussions of a proposed convention on liability and compensation for damage in connection with the carriage of hazardous and noxious substances by sea, with particular focus on the form and funding of the second-tier international fund. The Committee also returned to the question of mandatory ship reporting systems referred to it by the Maritime Safety Committee (MSC) at its April 1992 meeting, and agreed to forward to the MSC a summary of conclusions regarding a legal framework for the MSC to follow in its work on the technical aspects of mandatory ship reporting systems.

In April 1993 the Legal Committee delegation represented the United States at a joint IMO/United Nations Diplomatic Conference on Trade and Development, which produced a new International Convention on Maritime Liens and Mortgages. The new convention reflects a general desire to encourage ship financing by providing protection through significant limitations of recognized liens and priorities.

The Committee held its 69th session from September 27–October 1 in London. In draft deliberations on the Hazardous and Noxious Substances Convention, the Committee decided to set a diplomatic conference for the convention in early 1996. The Committee would provisionally proceed on the assumption that a complete but simplified convention including shipowner liability and an international fund financed by cargo interests would be presented to the conference.

The Committee also began work on possible revisions to the 1976 Convention on Limitation of Liability for Maritime Claims, agreeing that future discussion would focus on a draft protocol submitted by the United Kingdom. The U.K. draft proposes a framework for raising the limits of liability and adds a streamlined tacit amendment procedure for future revisions of the limits. The Committee also considered law of the sea issues arising from the 1993 Protocol to the 1977 Torremolinos International Convention for the Safety of Fishing Vessels.

## **Facilitation Committee**

The Facilitation Committee (FAL) held its 22nd session April 26–30 in London. A number of key issues were covered, including the use of electronic messages to replace paper FAL documents, the use of advance passenger information systems to speed international arrival processing, the discussion of a strategy for port interface, and the approval of four amendments to the FAL Convention. The Facilitation Committee agreed that the decision on the appropriate place within IMO for the port interface strategy should be made only after the MSC 62 and MEPC 34 meetings. The four amendments approved were part of the priority group that were under consideration during the 21st session. Further amendments will be handled under IMO's general policy of allowing 4 years to elapse between successive sets of amendments.

## **Maritime Safety Committee**

The Maritime Safety Committee (MSC) held its 62nd session May 24–28 in London. The Committee focused primarily on safety measures aimed at increasing the awareness of shipowners, operators, classification societies, flag states and port states of their responsibility to improve ship safety. The Committee also approved requirements for an enhanced program of surveys for oil tankers and bulk carriers, a new international safety management code and a new international code for the safe carriage of irradiated nuclear fuel.

The Committee approved the report of the Secretary General's special working group on the Malacca Strait area and continued discussions on the role of the human element, technical assistance in maritime safety and prevention/abatement of marine pollution incidents. The Committee also approved the measures proposed by the Secretary General to address current safety issues through expedited work on revision of the Convention on Standards for Training, Certification and Watchkeeping and expedited procedures for amendments to the Convention for the Safety of Life at Sea.

### **Technical Cooperation Committee**

The Technical Cooperation Committee held its 38th session on June 17 in London. The Committee considered the revised Integrated Technical Cooperation Program, which incorporated amendments made by the Facilitation and Legal Committees. The Committee also reviewed an outside consultant's independent study of the IMO Technical Cooperation Program, and studied the Women-in-Development Program, which included in-house training on project design and special fellowships for women.

### **Marine Environment Protection Committee**

The Marine Environment Protection Committee held its 34th session July 5-9 in London. The Committee approved a number of draft Assembly resolutions, including: draft guidelines to assist states in performing inspections and in delegating authority to classification societies; draft code on international safety management; draft code of practice for the shipment of irradiated nuclear fuels; and guidelines for controlling the spread of unwanted species through ship ballast water and sediment discharge. In addition, a working group was formed to track IMO implementation of the UN Conference on Environment and Development. Also, the report of the Bulk Chemical Subcommittee on the progress in creating a new annex to MARPOL 73/8 to control atmospheric emissions from ships was received.

### **International Telecommunication Union (ITU)**

The International Telecommunication Union (ITU) is a worldwide amalgamation of organizations, developed by the international community over 100 years ago, where governments and the private telecommunication sector coordinate the establishment and operation of telecommunication networks and services. The ITU is responsible for the regulation, standardization, coordina-

tion and development of international telecommunications and the harmonization of national policies.

In 1865, 20 European states formed the International Telegraph Union. The jurisdiction of this organization expanded to include international telephone service in 1885. At the turn of the century, the International Radiotelegraph Union was formed to ensure the rational development of radiocommunication. The importance of this organization grew when broadcasting became widespread in the 1920s. The Telegraph and Radiotelegraph Unions merged to form the ITU in recognition that a general body of principles is common to telegraph, telephone and radio services in 1932. After the formation of the United Nations, the ITU became a specialized agency of the United Nations under an agreement between the two organizations that entered into force on January 1, 1949. The responsibilities and obligations of members of the Union are set forth in a constitution, convention and associated regulations, and these have been revised periodically at ITU Plenipotentiary and Administrative Conferences. At the end of 1993, there were 183 countries, including the United States, that were members of the ITU.

The Plenipotentiary Conference is the supreme body of the Union. This body has the authority to amend and adopt a new constitution and convention; establish ceilings on annual financial expenditures through the 4-year budget cycle that runs until the next Plenipotentiary Conference; elect the Secretary General and other officers; designate member countries of the Union to serve on the Council; and make decisions on proposals put forth by the radiocommunication, telecommunication standardization and telecommunication development sectors. The Conference is convened every 4 years. The next Plenipotentiary Conference will be held in Kyoto, Japan, September 19 through October 14, 1994.

### **High-Level Committee and Additional Plenipotentiary Conference**

A High-Level Committee (HLC) on the Structure and Functioning of the ITU was established by the 45th Administrative Council at the direction of the 1989 Plenipotentiary Conference, which took place in Nice, France. In April 1991 the HLC completed its work and issued a report with 96 recommendations for streamlining the ITU and improving its efficiency and management practices. The HLC recommendations also called for closer links between the ITU and regional organizations, regional development and financial institutions, telecommunications



user organizations and broadcasting organizations. Many of the HLC recommendations reflected U.S. initiatives.

An Additional Plenipotentiary Conference (APP) was convened in Geneva, December 7–22, 1992, to adopt a new constitution and convention based on HLC recommendations. The constitution and convention that resulted from the APP will enter into force July 1, 1994, but their provisions were applied provisionally on March 1, 1993. As revised at the APP, there was no requirement that a fixed number of countries ratify the instrument before it entered into force.

## **ITU Council**

The Council, formerly known as the Administrative Council, serves as the governing body of the Union between Plenipotentiary Conferences. The Council meets annually to supervise the administrative functions and financial operations of the Union and to effect coordination with other international and regional organizations. The United States is one of the 43 elected member states now serving on the Council. The 48th annual session of the Council was held in Geneva, June 21–July 2.

The U.S. Delegation succeeded in negotiating a Union Budget of 139,975,000 Swiss francs for 1994, which represented an increase of approximately 5.5 percent over the 1993 budget of 132,610,000 Swiss francs. Despite strong U.S. urgings that increases in the members' contributory unit (payment) should be avoided through reductions in the regular budget and not drawing on the reserve account, the Council agreed to withdraw 5,100,000 Swiss francs from the reserve account. The U.S. Delegation received little support from other countries in opposing this action. The consensus among the members was that as long as their contributory units (payments) did not increase, they could accept a budget increase. The Council approved, over vigorous objections by the U.S. Delegation, the transfer of 1,049,033 Swiss francs from the exhibition working capital fund to the technical cooperation special accounts. This amount represented the accumulated shortfall of income in the Technical Cooperation special accounts. The Council also approved the transfer of 1,300,000 Swiss francs from the Stores, Reprography and Technical Services Capital Account to the Union's Reserve Account. The Union's contributory unit amounted to 319,200 Swiss francs for 1994, up from 310,600 Swiss francs in 1993, approximately a 2.77 percent increase, but less than the 325,600 Swiss francs that was forecast by the ITU. The U.S. assessment amounted to

9,576,000 Swiss francs or approximately 6.8 percent of the Union's budget.

The Council also adopted the HLC recommendation concerning a new financial management system that calls for the budget to be based on a 2-year cycle and prepared on a sector by sector basis. The Council also agreed to establish a working group to examine the proposed revision of the financial regulations. The working group was instructed to present the results of their review of the financial regulations to the 1994 Council for discussion and review. The Council will submit their recommendations to the 1994 Plenipotentiary Conference for final approval.

Despite efforts by the U.S. Delegation to further reduce Union expenditures, the Council voted to authorize 12 working days for the 1994 Council session, as opposed to 8 days for the 1993 Council.

The Council also agreed to the general framework of enhanced participation by private sector entities in the ITU, but deferred for future consideration the issues of any new rights or obligations of such members, and agreed that the ITU will remain an intergovernmental organization. The U.S. Delegation was satisfied that the U.S. private sector's interests regarding their rights of participation were adequately protected.

## **Secretariat**

Under the restructuring plan that was adopted in 1992, the Secretariat of the ITU now includes three equal bureaus:

- Radiocommunication Bureau coordinates radiocommunication conferences and the work of the Radio Regulations Board for the purpose of regulating the allocation of the radio spectrum and adopts recommendations on the use of the radio spectrum by holding radiocommunication assemblies. Private sector organizations may participate in the activities of the Bureau.

- Telecommunications Standardization Bureau provides fora for the consideration of standards in the telecommunication industry. Although the Bureau does not adopt binding standards, it does adopt recommendations on technical studies as well as on operating and tariff questions with a view to standardizing telecommunications on a worldwide basis. Private sector organizations may participate in the activities of the Bureau.

- Telecommunications Development Bureau facilitates and enhances development of telecommunications by offering, organizing and coordinating technical cooperation and assistance activities in the field of telecommunications. The Development

Bureau role as an executing agency for the UN Development Program (UNDP) for some telecommunication development projects has decreased due to UNDP cut-backs in funding and changes in procedures. New UNDP practices favor the shift of execution of UN-financed development projects from the technical specialized agencies to the countries themselves when the countries have the capacity to execute the projects. This will reduce the income the ITU will realize from development projects. Private sector organizations may participate in the activities of the Bureau.

## Development

The Telecommunications Development Bureau, created by the Nice Plenipotentiary Conference in 1989, became operational in 1990. It functioned under the direction of the Secretary General until an interim director was appointed by the Additional Plenipotentiary Conference in 1992. The interim director will serve until a director is elected at the Plenipotentiary Conference in Kyoto, Japan, September 19–October 14, 1994. Under the Bureau's leadership, the ITU has sponsored a series of five regional telecommunication conferences beginning with Africa in December 1990, at Harare; Europe in November 1991, at Prague; the Americas in March/April 1992, at Acapulco; Middle East in October 1992, at Cairo; and Asia and the Pacific in May 1993, at Singapore. These conferences are intended to lead up to the First World Telecommunications Development (WTDC) in March 1994 in Buenos Aires.

## UN Educational, Scientific and Cultural Organization (UNESCO)

During 1993 the United States maintained its observer status with UNESCO and increased the number and quality of its contacts with the organization. It sent observer delegations to the 141st, 142nd and 143rd sessions of the UNESCO Executive Board and was represented at the 27th session of the General Conference at the Deputy Assistant Secretary level.

In follow-up to its June 1992 study on UNESCO's management, personnel and budgeting practices, the General Accounting Office (GAO) released in March 1993 a new report: *UNESCO: Improvements in Management Practices*. It concluded that "Overall, UNESCO's member states, Director General, managers and employee associations have demonstrated a commitment to management reform through their actions." Moreover, UNESCO demonstrated during 1993 that it is implementing pro-

grams supportive of U.S. foreign policy objectives, including establishing global scientific networks, advocating press freedom, and promoting literacy for girls and women and promoting population, drug abuse and environmental education.

Senior-level U.S. officials opened a constructive dialogue with the UNESCO Secretariat. Assistant Secretary for International Organization Affairs Douglas J. Bennet met with Director General Federico Mayor in Geneva in July and with UNESCO Executive Board Chair Attiya Innayatullah in Washington in November. State Department officers also held several meetings with UNESCO's Deputy Director General and other UNESCO officials.

An interagency working group on UNESCO, chaired by the Department of State, recommended in June 1993 that the United States reenter UNESCO provided sufficient funds could be made available. At the end of the year, however, the budget picture had worsened considerably, and it became clear that we would not be able to cover the cost of UNESCO membership without changing budget priorities.

The United States made voluntary contributions, through the International Contributions to Scientific, Educational and Cultural Activities (ICSECA) account, of approximately \$2 million to selected international scientific, educational or cultural activities in UNESCO's fields of competence. In the past, financing for these purposes was provided through the U.S. annual assessed contributions to UNESCO. Among the bodies or activities funded were the Intergovernmental Oceanographic Commission, the Man and the Biosphere Program and international activities in library and information science. A separate contribution of approximately \$425,000 was made to the World Heritage Fund whose Secretariat is provided by UNESCO.

During 1993 the United States remained a party to the following UNESCO-related agreements and conventions:

- The Agreement for Facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural Character, with Protocol (Beirut Agreement), done at Lake Success, July 15, 1949;
- The Agreement on the Importation of Educational, Scientific and Cultural Materials, with Protocol, (Florence Agreement), done at Lake Success, November 22, 1950;
- The Universal Copyright Convention and Protocols 1, 2 and 3 annexed thereto, done at Geneva, September 6, 1952;

- The Convention Concerning the Exchange of Official Publications and Government Documents between States, adopted at Paris, December 3, 1958;

- The Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, adopted by the UNESCO General Conference at its 16th session on November 14, 1979;

- The Universal Copyright Convention as revised at Paris on July 14, 1971, by an International Conference of States convened by UNESCO;

- The Convention for the Protection of Producers of Phonograms Against Unauthorized Duplication of Their Phonograms done at Geneva, October 29, 1971; and

- The Convention for the Protection of the World Cultural and Natural Heritage done at Paris, November 16, 1972.

## Agreements and Conventions

### *Cultural Property*

The United States is one of 78 state parties to the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. The legislation enabling U.S. participation in this treaty is the convention on Cultural Property Implementation Act of 1983 (Public Law 97-0446, 19 U.S.C. 2601 *et seq.*, as amended). The Act provides *inter alia* for the implementation of U.S. import restrictions on certain categories of archaeological and ethnological material, the pillage of which may jeopardize the cultural patrimony of another state party to the convention. The United States remains the only major art-importing country to implement the convention.

In accordance with the Act, the U.S. Information Agency (USIA) provides technical and administrative support to the presidentially appointed Cultural Property Advisory Committee, whose findings and recommendations are critical to the decision-making process. The Director of USIA has been delegated most of the President's executive responsibilities under the Act, making USIA the lead government agency in implementing the convention. In carrying out its responsibilities, USIA acts in consultation with the Departments of State and Treasury. The U.S. Customs Service of the Department of the Treasury enforces any import restrictions.

During 1993 the United States acted to extend, for 3 additional years, the emergency import restriction on antique Aymara textiles belonging to the Andean community of Coroma, Bolivia. The United States is pleased to continue this cooperation with Bolivia to ensure the safekeeping of these irreplaceable textiles. With this action, the United States recognized that these unique and irreplaceable textiles are of immense historic, religious and social significance to the Aymara Indians of Bolivia.

Also during 1993, the United States acted on its first cultural property request from an African country, the Republic of Mali. As a result, an emergency import restriction was imposed on archaeological material from the region of the Niger River Valley. This interim emergency action enables the United States and Mali to address certain criteria necessary for a possible cultural property agreement, which was requested by Mali.

During the year, USIA conducted numerous outreach efforts to further international understanding of our obligations under the convention. By invitation, the agency participated in several symposia on the protection of cultural property, during which we had the opportunity to discuss with representatives of other art-importing countries—France, United Kingdom and Switzerland—prospects for their ratification of the 1970 UNESCO convention. In the spirit of the convention, USIA took the initiative to sponsor its own regional symposium on public policy and the protection of cultural property for North Africa and the Middle East. This symposium included UNESCO participation at the invitation of the grantee, the U.S. Committee for the International Council on Monuments and Sites.

### *Universal Copyright Convention*

The international copyright activities of UNESCO are undertaken in connection with its role as Secretariat for the Universal Copyright Convention (UCC). The UCC Intergovernmental Copyright Committee held its last meeting in June 1991 at UNESCO headquarters in Paris. At this meeting, the United States was elected to a 6-year term on the Committee.

Current copyright activities are directed either towards specific subjects, such as the 1992 Symposium on Copyright Piracy, or specific programs, principally publications, including the extremely important *Copyright Laws and Treaties of the World*.

As a state party to the UCC, the United States continues to participate in all copyright activities sponsored by UNESCO.

## **Intergovernmental Oceanographic Commission**

The United States continued in 1993 to engage scientists and governments in developing and industrialized countries, through the Intergovernmental Oceanographic Commission (IOC) programs, in cooperative global oceanographic research and marine operations and exchange of scientific data and information. Several countries of the former Soviet Union have joined the IOC, bringing its membership to 120 member states.

During 1993 the IOC focused on implementation of the ocean-related actions called for in Agenda 21, which was adopted at the UN Conference on Environment and Development (UNCED). There is new emphasis on coastal oceanography for environmental resource management and sustainable development. The IOC Secretariat is now the designated lead for coordination of ocean and coastal issues within the UN system.

The IOC was also specifically designated as the responsible UN agency for implementing a Global Ocean Observing System (GOOS). It established an intergovernmental committee and a scientific panel to guide the design and implementation of GOOS. These bodies were very active in 1993. The United States took a lead role in their activities, which are of high priority to NOAA, NASA and NSF. These agencies have made a commitment to support the implementation of GOOS. Planning is proceeding under the assumption that GOOS will be implemented in stages, as resources and technology become available. The system will serve member states in climate and global change research, pollution monitoring, coastal resource management and development, and ship operations and safety at sea.

The IOC is the only intergovernmental mechanism for addressing large-scale marine and ocean science problems such as ocean circulation and heat exchange with the atmosphere, or surface and deep-water biochemistry. Participation in IOC programs in 1993, consequently, has continued to benefit the international dimension of the billion-dollar U.S. Global Change Research Program. The Global Change Research Plan (GCRP) designates IOC as one of the three intergovernmental science organizations expected to play a central role in the global (international) implementation of the U.S. GCRP.

Other IOC bodies which coordinate and promote global scale research programs of high priority to the United States include the Intergovernmental WOCE Panel for the World Ocean Circulation Experiment, the Intergovernmental TOGA Board for the Tropical Ocean and Global Atmosphere Experiment, the Inter-

governmental Panel for GIPME for the Investigation of Pollution in the Marine Environment, and the Committee on International Oceanographic Data and Information Exchange (IODE).

The IODE Committee was instrumental in the adoption by the Commission in 1993 of a data policy which promotes full and open access to data for global ocean programs. This policy statement is significant for U.S. scientists because many other countries are beginning to restrict access to data needed for large-scale marine research. IODE also provides oversight and coordination for the World Data Centers for Oceanography and for Marine Geology and Geophysics, which promote the archiving and exchange of scientific data. Foreign data made available through these centers to U.S. scientists is estimated to provide a cost savings of about \$1 million per year.

When the United States decided to withdraw from UNESCO in 1984, an extensive interagency review was conducted to determine whether it would serve U.S. scientific and foreign policy interests to remain a member of the IOC. The conclusion reached was that continued U.S. participation in IOC was essential to the global implementation of specific U.S. scientific and operational programs in the world oceans. A separate review by the National Academy of Sciences reached the same conclusion.

### **International Geological Correlation Program**

The principal goal of the International Geological Correlation Program (IGCP) is to promote cooperative research on global problems. In recent years, the program has expanded from its traditional themes of correlation and calibration, encouraging a more cooperative, multidisciplinary approach, and emphasizing the present-day geologic environment, including geologic hazards and global change. The program work is carried out through individual research projects that last from 4 to 10 years, depending on the complexity of the scientific problem to be studied.

The United States has played a prominent role in IGCP since its establishment in 1973. U.S. geoscientists helped design the program and are members of the IGCP Board. Funding from the International Contributions to Scientific, Educational and Cultural Activities account, in the sum of \$80,000 for 1993, has been critical to the success of the program. These funds, provided through the National Academy of Sciences, serve as a catalyst to stimulate additional support from universities, other U.S. Government agencies and private industry. UNESCO decreased its contribution to IGCP again in 1993, which increases the depen-



dence on the voluntary contributions from the United States and the United Kingdom.

## **International Hydrological Program**

The basic objective of the International Hydrological Program (IHP) is to improve the scientific and technological bases for the development of methods and human-resource capabilities required for the rational development and management of water resources, including protection of the environment. In recent years, the program increasingly has emphasized the role of water-resources management in sustaining development and the application of the hydrological sciences in planning for potential changes in climatic and environmental conditions. Program work is carried out in 5-year phases, through individual projects conducted by international working groups.

The United States has played a prominent role in the IHP and its predecessor, the International Hydrological Decade, since the program's inception in 1965. U.S. scientists were instrumental to the initial design of the program and have contributed significantly to the planning and conduct of each subsequent 5-year phase. Funding from the International Contributions to Scientific, Educational and Cultural Activities (ICSECA) account, in the amount of \$100,000 in 1993, has been critical to maintaining U.S. participation in the program. The stimulus provided by these funds generates equal or greater support for the IHP from U.S. universities, government agencies and the private sector.

Although no longer a member of UNESCO, the United States participates in IHP activities. The activities address numerous issues of critical concern to the United States, as well as the global community of hydrologists. Also, U.S. scientific and technological leadership in water resources frequently is sought by UNESCO and participating developing countries.

Fiscal year 1993 funds from the ICSECA account supported U.S. contributions to a number of significant IHP activities, including:

- Participation in or planning and organizing international conferences and workshops on topics ranging from water-related information systems through hydrologic education to relationships between climate variability and hydrologic regimes. These conferences provide information and research guidance for scientists as well as technological information directly usable by resource planners, decisionmakers and the public.

- Development of a research database for the Water Center for the Humid Tropics of Latin America and the Caribbean, a cooperative research and training center organized by UNESCO/IHP and the Government of Panama with support from the National Committees for the IHP of the United States and several Latin American and Caribbean nations. This database will support U.S. research interests as well as providing information and promoting mutually supportive, cooperative research throughout the region.

- Preparation, publication and distribution of documents produced by IHP projects. UNESCO/IHP technical and nontechnical publications are the principal means by which information and technology developed in IHP projects are transferred to scientists, planners, decisionmakers and the public.

## **Man and the Biosphere (MAB) Program**

During 1993 scientists from the United States continued to collaborate with the UNESCO MAB Program both as members of the U.S. Man and the Biosphere Program (U.S. MAB) and as individuals.

The U.S. MAB Program was invited by UNESCO to send an observer delegation to the 12th Intergovernmental Coordinating Council (ICC) meeting in Paris in January. The U.S. Delegation participated in the Council's proceedings and drafted several resolutions concerning the future operations of the MAB Program that were subsequently adopted by the ICC.

During the ICC meetings UNESCO also provided facilities and meeting space for the U.S.-led working sessions of the EuroMAB—the geopolitical organization of MAB programs of the nations of Europe and North America. At these sessions, the EuroMAB country representatives agreed to standardized formats for publishing a directory of the biosphere reserves in the EuroMAB countries. This directory, entitled *ACCESS—A Directory of Contacts, Environmental Data Bases and Scientific Infrastructures on 175 Biosphere Reserves in 32 Countries*, was published by the U.S. MAB program in 1993.

At those sessions, the MAB Program agreed to adopt the identical publishing format and to publish a similar directory to cover the biosphere reserves of Africa, Asia and Ibero-America. MAB is currently surveying these reserves to gather the requisite information. UNESCO expects to publish this new directory during 1994.

Later in 1993, U.S. MAB hosted a UNESCO MAB technical team on the management of scientific databases to further pursue the development of standardized information systems concerning biosphere reserves. The UNESCO team visited U.S. federal land management and scientific agencies. They consulted with U.S. federal and private experts on design specifications and the implementation of a UNESCO-based environmental scientific and technical information system.

A U.S. scientist was invited by UNESCO to serve on the UNESCO Scientific Advisory Commission on Biosphere Reserves. He participated in selecting nominated sites to be added to the worldwide network of biosphere reserves.

In the spring of 1993, U.S. scientists and UNESCO technical personnel carried out a joint technical mission to biosphere reserves in a number of Eastern European countries. Members of the U.S. Peace Corps who were stationed at the biosphere reserve sites in Eastern Europe also participated with the mission and provided technical expertise. The team reviewed biological survey and monitoring records and field recording methodologies with a view towards recommending common procedures and standard computer formats. The results of that mission have been entered into an ongoing U.S. National Park Service and National Biological Survey database at the University of California, Davis, for preliminary analysis and comparisons.

In the fall of 1993, the United States and UNESCO collaborated to provide administrative assistance to the EuroMAB IV Congress in Zaczopane, Poland. Delegates from other UN bodies also attended and participated in deliberations and planning exercises concerning international environmental scientific exchanges and programs.

As in previous years, funds that the Department of State provided through the voluntary contributions sections of the Foreign Assistance Act and through the Bureau of Oceans and International Environmental and Scientific Affairs were granted to U.S. MAB to provide support for specific international projects of U.S. scientists that would normally have been funded by UNESCO. All of the projects that were described in the 1992 *United States Participation in the United Nations* report concerning MAB activities and projects in the Arctic and in the tri-national region of Belize, Guatemala and Mexico continued to be supported by these funds in 1993.

## World Heritage Convention

The United States ratified the convention concerning the Protection of the World Cultural and Natural Heritage in 1973, the first country to do so. Since then, 135 other countries have ratified it. The convention seeks to preserve the world's natural and cultural heritage by designating sites of outstanding universal value. The Grand Canyon, Yellowstone National Park, Independence Hall, Statue of Liberty and 407 other outstanding cultural and natural sites are recognized and protected with the help of the convention. In addition, the World Heritage Committee provides financial assistance through the World Heritage Fund and utilizes legal, political, scientific and public opinion to restore, preserve and protect areas and sites threatened by environmental degradation and human encroachment.

The World Heritage Convention and Fund are administered by the World Heritage Committee, which is composed of 21 states parties elected for 6-year terms at the biennial General Assembly. The Committee meets in ordinary session once each year. At the ninth World Heritage General Assembly held in Paris in October 1993 during the 27th session of the UNESCO General Conference, the United States was reelected to a second successive 6-year term. At the World Heritage Committee's 17th session in December, the United States was elected vice-chair of the Committee for the 1994 term.

The United States served as Committee chair during 1993 and strongly supported the adoption of reforms in operating procedures, particularly in those governing technical and financial assistance grants. The United States also strongly supported the creation of the World Heritage Center, a new full-time Secretariat at UNESCO established by Director General Mayor to conduct the convention's business. The United States cofunded with the Canadian Government the secondment of a natural heritage adviser on the World Heritage Center staff.

The convention is a keystone of the U.S. international environmental conservation program. Some of its more notable accomplishments have been helping remove Ngorongoro Crater from the list of World Heritage sites in danger and assisting Zairian authorities in protecting a small endangered herd of white rhinoceros. At the Committee's 1993 meeting, reports were examined on threats to the status of 64 World Heritage sites. In a forthright appraisal of the conservation status of Everglades National Park, the site was added to the List of World Heritage in Danger, with support expressed for U.S. efforts to protect and restore the site. The convention was also instrumen-

tal in the 1993 decision of the Provincial Government of British Columbia to suspend plans for a copper mine development that would have compromised the World Heritage resources of Glacier Bay National Park.

The Committee established a new emergency response fund in 1993 to allow for quick and effective action on threatened or damaged sites.

The convention also fulfills important provisions of the International Environmental Protection Act (in the Foreign Assistance Act of 1983), which calls upon the Secretary of State to assist in the protection of species, biological diversity and habitat. By designating outstanding undisturbed ecosystems, the convention not only fosters worldwide protection of these important areas but also enhances the priority given to them by host governments.

By tapping an international pool of experts in historic and natural preservation, the convention ensures that the very best expertise is focused on problems of global significance. Participation in the World Heritage Fund enabled the United States to marshal international support and funding for the protection of the world's most significant cultural and natural sites—an activity that would be financially prohibitive on a bilateral basis.

## **UN Industrial Development Organization (UNIDO)**

Created as an autonomous organization within the UN Secretariat (General Assembly resolution 2152 (XXI) of 1966), the UN Industrial Development Organization (UNIDO) became an independent specialized agency of the United Nations effective January 1, 1986. In 1993 Kyrgyzstan, Republic of Moldova, Tajikistan, and the former Yugoslav Republic of Macedonia joined the organization, bringing its membership to 165. UNIDO's mandate is to promote and accelerate industrial development in developing countries, and to promote industrial cooperation and development on global, regional, national and sectorial levels. The United States has participated in UNIDO since its inception.

UNIDO, headquartered in Vienna, has three principal organs: General Conference (GC), Industrial Development Board (IDB) and Program and Budget Committee (PBC). The General Conference, which next meets in December 1995, is convened biennially and provides broad policy guidance for the organization. The 53-member IDB meets once in Conference years and twice in non-Conference years, while the 27-member

PBC meets annually. The United States is a member of both the IDB and the PBC.

## **Election of the New Director General**

Mauricio de Maria y Campos (Mexico) was elected March 30, 1993, by the first special session of the General Conference for 4 years starting April 1, 1993.

## **Program and Budget Committee**

The ninth session of the Program and Budget Committee (PBC) met April 26–30 in Vienna to approve the budget proposed for 1994–1995 and to consider related financial matters. The PBC lowered the ceiling of the 1994–1995 budget proposal by 4.25 percent, in order to reflect both the withdrawal of Canada from the UNIDO and the nonmembership of eight members of the former Soviet Union. This lowered ceiling reflects negative real growth and forces overall reductions to be achieved by a combination of (a) reduction of approximately \$3 million by an increase in the vacancy rate from five to seven percent and other economies, including program adjustments, and reductions in the inflation estimate (\$4.3 million) and the revaluation adjustment (at least \$1.5 million).

The Geneva Group review and UNIDO's ranking of its program instruments during the PBC's eighth session provided ample guidance for the Secretariat to revise its budget proposal.

The session gave perfunctory attention to other items on its agenda, such as computerization and the country director program. The U.S. Delegation objected to the inclusion of country directors in the regular budget and dissociated from the consensus, which allowed the use of 1990–1991 unutilized balances of \$8.7 million. A significant and unprecedented breakthrough in the financial control of UNIDO, the reduced ceiling agreement was a classic compromise.

When viewed apart from the suspension of the regulations on unutilized balances necessary to get the agreement, the reduced, negative real growth ceiling represents a significant achievement in control of the budget. As a significant breakthrough in control of budgets by donors, the reduced ceiling is also extraordinary for UNIDO.

The PBC resumed its ninth session on June 28–July 3 at UNIDO Headquarters, Vienna, to consider the new Director General's recommended cuts in specific positions and/or programs. During the first session of the ninth PBC April 26–30,

member states asked the Secretariat to reduce the ceiling of the 1994–1995 budget by 4.5 percent to reflect the withdrawal of Canada from UNIDO and the nonmembership of 8 members of the former Soviet Union.

The PBC at its resumed ninth session approved the 1994–1995 budget. With net expenditures of \$196,924,600, the revision reduced by \$9,282,500 the amount in the original proposal. As the revised proposal was \$526,900 less than the ceiling which the PBC had requested, no comments or questions arose on the proposal itself.

On November 22 UNIDO convened the first additional session of the PBC at UNIDO headquarters, Vienna, to examine and endorse the revised budget, as required by the UNIDO constitution, for recommendation to the UNIDO Industrial Development Board (IDB). Member states which made statements included Belgium (on behalf of the European Union), China, Russia, India, Philippines, Australia, Bulgaria, Lebanon, Brazil, Nigeria and Mexico. The U.S. Ambassador spoke in support of the Director General's proposals.

The UNIDO regular budget showed negative real growth, and the new net financial requirements added up to less than the original ceiling approved by the member states for 1994–1995. This decrease, although small, sent a positive signal that UNIDO Director General Mauricio de Maria y Campos planned to make UNIDO a leaner and more competitive organization.

The Philippines' concern was that the Secretariat was not implementing sufficient cost-cutting measures in the area of home-leave travel, where it believed a lot of money could be saved. The Philippine Ambassador resisted numerous appeals not to block consensus on the budget revision, holding out until the Director General personally undertook to respond to him on the matter directly. The whole PBC session was concluded in under 3 hours.

## **Industrial Development Board**

The 11th session of the Industrial Development Board (IDB) met June 28–July 2 in Vienna. It adopted 30 decisions. The Board decided to resume October 28–29 to consider the Director General's forthcoming proposal for reorganization of UNIDO and accept the proposed budget with a footnote on the scale of assessments to the effect that the inclusion of "Yugoslavia" might be altered before the General Conference. Additionally, in actions very similar to those of the 10th session, the Board decided to strengthen both the environmental program and the

appraisal methods for special trust fund projects. The tone of the session was moderate and tentative, as member states showed a "wait-and-see" approach during this period when the new Director General was formulating his proposals for rejuvenating the organization. In setting the stage for the fifth General Conference in Yaounde, Cameroon, in December, the Director General took a firm stand regarding the impact of restructuring on personnel, although he pledged to mitigate the consequences for the staff which would result from the reductions. He appealed for the understanding of member states as he attempted to chart a new course for UNIDO and promised to use "hard work, support, cooperation and stubbornness to ensure that a good proposal for reorganization was ready for presentation in December."

The IDB held its resumed 11th session (October) 28–29) to consider the Director General's proposal for reshaping UNIDO into a demand-driven organization, better able to meet the needs of industrial development in developing countries. The proposal, released in September, was based on five objectives: industrial and technological growth and competitiveness, human resource development, equitable development through industrialization, environmentally sustainable industrial development and international cooperation in industrial investment and technology.

The reforms included a streamlined organizational staff without Deputy Directors General, representing an innovative management style in the UN common system. Resources would be redeployed to strengthen substantive capabilities as well as to increase and enhance UNIDO technical assistance delivery. The Board called for the necessary adjustments to the proposed regular budget for 1994–1995 to be made within the financial ceiling it had already recommended. These were reviewed by an additional session of the resumed 11th session of the Board on November 22, in preparation for the fifth session of the UNIDO General Conference in December.

In his opening address to the Board, the new Director General said that developing countries, as well as the world at large, needed a new UNIDO that was credible and effective. He went on to outline the main structural changes. The organization would have a streamlined and less costly top-management structure. Program and management responsibility would be primarily at the level of Division Director. The country focus would be reinforced in UNIDO's programs.



## **Fifth General Conference**

The fifth General Conference was held December 6–10 in Yaounde, Cameroon. All major U.S. objectives were achieved. The Director General's restructuring proposal sailed through the General Conference, provoking almost no discussion in the main committee and was approved by consensus, as were all 21 resolutions and decisions. Member states renewed their political and financial commitment to the Organization by adopting the Yaounde Declaration, which called for a reformed UNIDO better able to meet the needs of developing countries.

The program and budgets were adopted for 1994–1995, which provided for a net regular budget of \$196.3 million for the biennium.

During the course of the Conference, 3 half-day panel discussions were held on ecologically sustainable industrial development, women in industrial development and private sector development and privatization.

The United States was reelected to the PBC. (Our term on the IDB runs until 1995.) All of the PBC and 27 of the IDB seats were up for reelection. Each regional group agreed in advance on all its candidates for both the PBC and the IDB, allowing all to be elected by consensus.

"Development and Transfer of Technology" turned out to be the most contentious resolution discussed in the main committee, but a consensus text was finally reached. The United States dissociated itself from a resolution dealing with the "Financial situation of UNIDO" because it suspended the financial rules to allow UNIDO to keep unspent money from a previous budget. Although it stated that the action did not constitute a precedent, the United States noted that this had occurred twice before and it was not sound fiscal management to keep waiving the financial rules.

The U.S. Representative delivered a general debate statement congratulating the Conference on a successful meeting. She went on to describe the challenge that UNIDO faces if it is to play an important role in promoting industrial development in developing countries. She urged the Conference members to support the Director General's restructuring proposal and to approve a Yaounde Declaration that had as its central theme "The Revitalized UNIDO." She concluded that these actions are an essential first step in signaling that UNIDO has shed its old image of ineffectiveness and that it is indeed well poised to take on the serious responsibility for which it was founded.

## Universal Postal Union (UPU)

The Universal Postal Union (UPU) has 186 members. The United States has been a member of the UPU since its founding (as the General Postal Union) in 1874.

The Universal Postal Congress normally meets every 5 years to review and revise its convention, regulations and other agreements. The next Congress will meet in Seoul, Korea, August 22–September 14, 1994, a period of 18 working days. This Congress will be shorter than the 22-day Washington Congress in 1989, the 29-day Hamburg Congress in 1984 and the 45-day Rio de Janeiro Congress in 1979.

### Executive Council

The UPU Executive Council (EC) directs the work of the Union between quinquennial Congresses. The Council, which meets once a year at UPU Headquarters in Bern, is made up of a chairman and 39 members. The chairmanship goes to the country that hosted the last Congress. The members are elected according to a formula that accomplishes geographic distribution.

The Council met April 26–May 14 under the chairmanship of U.S. Postal Service's Senior Director for International Affairs Thomas E. Leavey. The Council is organized into 10 basic committees: Human Resources Management; Finance; General Matters and Structure of the Union; Letter Post-Regulatory Aspects; Letter Post-Pricing and Remuneration; Air Conveyance and Quality Control; Parcel Post; Postal Financial Services; Technical Cooperation; and the Washington General Action Plan. Other subordinate bodies include the Postal Development Action Group (PDAG), Postal Security Action Group (PSAG) and the UPU/Private Operators Contact Committee. The committees and subordinate bodies met April 26–May 11, and the Council met in plenary session May 12–14. At this meeting, the Council adopted a budget with zero real growth. The U.S. share, based on its voluntarily pledged level, was set at \$1,065,158, or 5.34 percent of the total. The 1994 session of the Council (the last session prior to the Seoul Congress) is scheduled for January 31–February 18.

The 1989 Washington Congress directed the Executive Council to explore the possibility of restructuring the Union. With the assistance of a consultant, the Council queried the membership and conducted workshops in 1992 in Bern on September 9–10 and October 26–27 and in 1993 on February 8–9. Drawing on the results of these workshops and on the responses to questionnaires sent to all UPU member countries, the Council's working party on restructuring developed a model for reorganizing the UPU. The heart of the model is the realignment of responsibilities and the

replacement of the Executive Council and Consultative Council Postal Studies by two new bodies: an Administrative Council with jurisdiction over policy issues and a Postal Operations Council with jurisdiction over technical issues.

After considering whether the Postal Operations Council should be subordinate to the Administrative Council, or whether the two bodies should be independent and fully competent in their own fields, the 1993 session of the Executive Council moved toward a hybrid solution that would establish near equality between the two bodies, but give the last word to the Administrative Council. The working party will proceed with the development of restructuring proposals for consideration by the 1994 session of the Executive Council and the Seoul Congress.

UPU Director General Botto de Barros stunned the Council by submitting a letter of resignation on May 14, the final day of the EC. The resignation would take effect December 31, 1993, 1 full year before the end of his term on December 31, 1994. The resignation was unexpected, particularly because Botto de Barros would miss the 1994 Congress in Seoul. (The previous day, Botto de Barros responded angrily to questions on his handling of four personnel cases before the International Labor Organization Tribunal in Geneva.) After the Council session, Director General Botto De Barros recanted his resignation. UPU regulations give the Executive Council Chairman the authority to act for the Council between sessions. After consulting with other leaders of the Executive Council and the Chairman of the Consultative Council for Postal Studies, Executive Council Chairman Leavey decided to permit Botto de Barros to remain in office through December 31, 1994.

## **Consultative Council for Postal Studies**

The Consultative Council for Postal Studies (CCPS) has two basic roles: to carry out studies and give opinions on technical, operational, and economic questions concerning the postal services and to prepare, issue, and amend technical standards, in the form of recommendations to postal administrations. The CCPS, which meets once a year at UPU Headquarters in Bern, is made up of a chairman and 34 members. The members are elected bearing in mind geographic distribution and a balance between developed and developing countries.

The CCPS is organized into seven basic committees: Post and Its Markets; Development of Rapid Services; Operations and Quality of Services; Modernization; Management; Human Resources; and Postal Development and the Washington General Action Plan. The committees and subordinate bodies met October 11–24 and the plenary was held October 25–26. In addi-

tion, working parties, CCPS committees, Joint EC-CCPS groups, and contact committee met and three symposia were held. The symposia subjects were marketing, the environment and international Express Mail Service.

As this meeting was the last before the Seoul Congress, the chairman reported on the very positive results of the past 5-year program and the CCPS approved the draft drawn up for the next 5-year program (1995-1999). The Secretary General noted that very soon the UPU would have a complete and integrated computerized postal telecommunications system that, among other tasks, would be able to record and track mail. All administrations could join, and the installation costs are affordable to all.

Among the accomplishments of this meeting was a recommendation to draft a Congress resolution on an environmental protection policy and guiding principles for the posts. Also, the International Standards Organization (ISO)-UPU Contact Committee distributed ISO Standard 11180 on "Postal Addressing."

## **World Bank Group and International Monetary Fund**

The World Bank Group 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). During the Bank Group's Fiscal Year 1993 (ending June 30, 1993), 174 nations were members of the IBRD, 150 belonged to IDA and 153 were members of the IFC. By June 30 the convention establishing MIGA had been signed by 139 countries; 107 countries had become members of MIGA.

The United States is the largest contributor to the World Bank Group. As of June 30, the United States held 17.7 percent of the shares in the IBRD, 24.09 percent of IFC's capital stock and 23.7 percent of the shares in MIGA.

The World Bank works with specialized UN agencies in a wide variety of activities. It fosters economic growth in member countries by providing loans, either at near-commercial terms (IBRD) or at concessional terms (IDA), for sound development projects. It also provides a wide range of technical assistance and training services.

The Bank traditionally has financed capital infrastructure. In 1980 the Bank inaugurated a program of adjustment lending to support specific policy changes and institutional reforms. Adjustment lending accounted for 17 percent of total IBRD/IDA lending in FY 1993.

The Bank's overall first priority is poverty reduction, addressed both by economic development projects that promote productive use of labor and by improving basic social services. It is also increasing its focus on human resources. Education project approvals were \$2.3 billion in FY 1991, \$1.9 billion in FY 1992, and \$2.0 billion in FY 1993. Lending for population, health and nutrition projects averaged \$800 million per year from FY 1990 to FY 1992 and reached \$1.3 billion in FY 1993. The IBRD also published the *World Development Report 1993 on Investing in Health Care*, which advanced a three-prong approach for improving health care in developing countries.

The Bank recognizes that reducing poverty and protecting the environment are linked. By exploring the links between economic development and the environment, the Bank's *World Development Report 1992* was a major contribution to the UN Conference on Environment and Development held in Rio de Janeiro in June 1992. The Bank also fully participated in the Conference. The Bank established a new vice presidency for Environmentally Sustainable Development, reflecting its commitment to these issues. Continued progress was made during FY 1993 in integrating environmental concerns into the Bank's operations. In FY 1993, the bank approved 24 projects that had primarily environmental components, a total investment of \$2.0 billion. With the Bank's assistance, 26 countries completed national environmental action plans.

The Global Environment Facility, established in 1990 as a pilot 3-year program to help finance projects benefitting the global environment that would not normally be funded, became operational in 1991 with contributions from many participant countries, including the United States. Three agencies implement projects under the Global Environment Facility framework: World Bank, UN Development Program (UNDP) and UN Environment Program (UNEP). By June 1993, 32 projects valued at \$250 million had been approved for implementation.

During FY 1993 the IBRD approved \$16.9 billion in loans to support 122 projects in 44 countries. IDA credits amounted to \$6.75 billion for 123 projects in 44 countries.

Total IBRD and IDA commitments in FY 1993 had the following sectoral composition:

Sector	U.S. Dollars (Millions)	Percent of Total
Agriculture and Rural Development	3, 266.7	13.8
Development Finance Companies	582.0	2.4
Education	2, 006.2	8.5
Oil, Coal and Gas	973.1	4.1
Power	2, 613.0	11.0
Industry	1, 086.6	4.6
Nonproject	3, 580.8	15.1
Population, Health, Nutrition	1, 811.6	7.6
Public Sector Management	608.6	2.6
Technical Assistance	512.9	2.2
Telecommunications	353.1	1.5
Transportation	3, 168.7	13.4
Urban Development	1, 978.7	8.3
Water Supply and Sewerage	1, 153.9	4.9
Total	23, 695.9	100.0

Projects approved by the IBRD and IDA during FY 1993 had the following regional distribution:

Region	Projects	U.S. Dollars (Millions)
Sub-Saharan Africa	75	2, 817.3
East Asia	45	5, 569.8
Europe and Central Asia	30	3, 843.9
Latin America and Caribbean	50	6, 168.5
Middle East and North Africa	19	1, 880.2
South Asia	26	3, 416.2
Total	245	23, 695.9

## **International Finance Corporation**

The International Finance Corporation (IFC) assists the economic development of its borrowing member countries by making loans to and equity investments in productive enterprises in the private sector; matching investment opportunities with domestic and foreign private capital and experienced management; helping to develop local and regional capital markets; and promoting privately owned development finance corporations. The IFC also provides clients with financial services and provides advice and technical assistance to governments on capital market development and attracting foreign investment.

The IFC approved for its own account \$2.1 billion in loans and equity for 185 projects in 54 countries during FY 1993, an increase from the \$.85 billion and 167 projects of the previous year. The IFC also helped arrange \$1.8 billion in syndicated loans. IFC's committed portfolio at the end of June 1992 totaled \$10.9 billion and was composed of loans and equity investments for 798 companies.

## **Multilateral Investment Guarantee Agency**

The Multilateral Investment Guarantee Agency (MIGA) encourages equity investment and other direct investment flows to developing countries through the mitigation of noncommercial investment barriers. To carry out this mandate, MIGA offers investors guarantees against noncommercial risks; advises developing member governments on the design and implementation of policies, programs and procedures related to foreign investments; and sponsors a dialogue between the international business community and host governments on investment issues. MIGA commenced operations in the latter half of 1989. Countries must be members of the World Bank to qualify for membership. In FY 1993, MIGA issued 27 guarantee contracts, involving 14 host countries and 12 investor countries, which facilitated \$1.9 billion in direct investment, including MIGA's first project in Russia.

## **International Monetary Fund**

The International Monetary Fund (IMF), a UN specialized agency, provides a permanent forum at which member nations can review world economic trends and discuss the economic policies of individual countries. The IMF also provides technical advice to member nations and offers financial support to countries suffering balance-of-payments difficulties and taking steps to correct those problems, such as the debt-troubled countries of

the developing world. Several of these countries have recently emerged from their debt difficulties of the 1980s and regained access to international credit markets.

**U.S. Quota and Voting Power.** At the end of 1993, the U.S. quota came to approximately \$37 billion, giving the United States a roughly 18 percent share of the IMF's quotas and voting power. Any use by the IMF of the U.S. quota is offset by the receipt of an equivalent liquid interest-bearing claim on the Fund, a claim that forms a part of U.S. foreign-exchange reserves.

Quotas are the subscriptions that member countries pay to the Fund and constitute its capital base. Quotas are based on the relative size of member countries' economies and their role in international trade relations. Depending on the growth of the world economy and of international financial flows, IMF quotas have been periodically increased to enhance the Fund's ability to support the adjustment efforts of its members while preserving the liquidity of creditor country claims. The most recent quota increase took place in 1992.

**New Members.** Following a large surge of membership in 1992, the IMF gained two new members in 1993: Tajikistan and Micronesia. The Federal Republic of Yugoslavia (Serbia/Montenegro) and the Republic of Bosnia and Herzegovina have not yet completed arrangements for succession to membership. Eritrea has also submitted a request for membership.

**Support for Economies in Transition.** A prominent activity of the IMF in 1993 was assisting the nations of the former Soviet Union and Eastern Europe in transforming their economies to a market basis. The new, temporary Systemic Transformation Facility (STF), was created in April 1993 to help meet the extraordinary financing needs of countries under transformation. Eligible countries faced balance of payments difficulties arising from severe trade disruptions and a shift from significant reliance on nonmarket prices to multilateral, market-based trade. During 1993, the IMF approved STF programs for countries of the former Soviet Union and other economies in transition: Russia, Estonia, Lithuania, Belarus, Moldova, Kazakhstan, Kyrgyzstan, Slovakia, Vietnam and Cambodia. At the end of 1993, the STF had disbursed just under \$2 billion. The STF is scheduled to expire at the end of 1994.

The IMF also provided new financing in support of adjustment efforts under standby arrangements to Kyrgyzstan, Moldova, Estonia, Latvia and Lithuania. In Eastern Europe, new



arrangements were approved during 1993 for Albania, Czech Republic, Hungary and Poland.

**Special Programs for Low-income Countries.** In recognition of the particular needs of the poorer countries, the IMF established in the late 1980s two special facilities to provide longer term concessional financing to low-income countries undertaking comprehensive programs of macroeconomic and structural reform. An important feature of the Structural Adjustment Facility (SAF) and the larger Enhanced Structural Adjustment Facility (ESAF) is a requirement that countries requesting financial support from these facilities set out in detail the economic reforms they intend to accomplish over the following 3-year period. These Policy Framework Papers, prepared with the assistance of the staffs of the IMF and World Bank, must be reviewed by the Executive Directors of the two institutions before any new SAF or ESAF programs can be approved.

In 1993 the ESAF was scheduled to expire, but was extended into 1994. During 1993, new ESAF programs were approved for seven countries. At the end of 1993, the total cumulative commitments by the Fund from the two facilities were in excess of \$7 billion.

**Coping with Arrears.** In 1990, confronted with a worrisome growth in overdue obligations, the IMF adopted a three-part strategy emphasizing prevention, deterrence and cooperation for resolving the arrears problem. The three elements of this approach consist of strengthened IMF programs and improved attention to the capacity of countries to repay before lending decisions are made, stiffer sanctions to deter the emergence or persistence of arrears and measures to assist cooperating countries to normalize their relations with the Fund. Since the adoption of this strategy, the outstanding amount of arrears has stabilized, and several countries with protracted arrears have cleared them and regained access to IMF resources.

In 1992 an important deterrent measure was added to the available sanctions against arrears when the third amendment to the IMF's Articles of Agreement received sufficient member country approvals to enter into force. The amendment, originally proposed in May 1990, authorizes the IMF's Executive Board to suspend a country's voting rights and certain other privileges if it has been in protracted arrears and has not been cooperating with the Fund to resolve that problem through partial payments or the implementation of more appropriate economic policies. In 1993, the Fund invoked the third amendment for the first time to suspend the voting rights of one country,

Sudan, as a result of its poor repayment efforts. Similar procedures were begun in the case of Zaire.

In keeping with the third leg of the three-part strategy, two countries with protracted arrears paid off their overdue accounts during 1993. In October donor support groups arranged contributions and bridge financing to clear IMF arrears owed by Vietnam and Cambodia, allowing those countries to normalize relations with the IMF. In 1993 the United States and other members of the Haiti support group stood poised to clear that country's IMF arrears, if it returned to democracy and instituted an economic rehabilitation program. In March Peru paid off its arrears as it completed the first "rights accumulation program," a means by which countries in arrears may implement adjustment measures and thereby earn "rights" to draw from the IMF once arrears have been cleared. Sierra Leone and Zambia continued to make progress under their rights programs, adopted in 1992. No new rights programs were adopted in 1993.

**Social Safety Net.** In 1993 the IMF continued to coordinate with the World Bank to incorporate social safety dimensions into its programs. In keeping with its mandate to assist member countries with balance of payments and budgetary problems, the IMF counseled on how to maintain and in some cases reestablish the integrity of social funds (e.g., pension, employment and social insurance or security). Moreover, Fund programs prove to help the poor by reducing inflation and enhancing growth through encouraging structural adjustment, thus creating new employment opportunities and bringing lasting improvements in living standards. The IMF tailors its programs to include mechanisms that improve the lot of the poorest. Several recent IMF missions focused solely on reallocating budgetary resources towards social services, as well as improving their delivery. While the IMF focuses on the budgetary aspects of mitigating the social costs of adjustment, the World Bank provides countries with the lion's share of social programs, including overall economic advice and sectoral projects.

## **World Health Organization (WHO)**

The World Health Organization (WHO), based in Geneva, was established in 1948 with the objective of "the attainment by all peoples of the highest possible level of health." In 1993 its membership increased to 187, with the admission of five new members: Slovak Republic, Estonia, the Former Yugoslav Republic of Macedonia, Tuvalu and Eritrea. At the World Health Assembly, the Director General of WHO, Dr. Hiroshi Nakajima

(Japan), was reelected to a second 5-year term. At the meeting of the Governing Council of WHO's International Agency for Research on Cancer (IARC), Dr. Paul Kleihues of Germany was elected IARC Director, replacing Dr. Lorenzo Tomatis of Italy.

During 1993 the U.S. Government continued its cooperation with WHO on numerous technical and administrative issues. There were more Americans than any other nationality in professional staff positions. Senior posts filled by Americans included those of the Assistant Director General for Communicable Diseases, the Director of the Global Program on AIDS and the newly created position of Chef de Cabinet. Once again, the United States provided the largest national share of the WHO regular budget and the largest amount of voluntary contributions.

The World Health Assembly (WHA), which meets annually, held its 46th session in Geneva on May 3-14. The U.S. Delegation was headed by the Deputy Secretary of the Department of Health and Human Services. The delegation also included other representatives of that Department and of the Department of State and the Agency for International Development. In a speech to the Assembly plenary, the head of delegation summarized the Administration's health care package. He also urged the adoption of reforms to make WHO management more accountable to member states. "We must make changes to ensure the organization can fulfill its mandate in this era of unprecedented global health challenges," he said.

U.S. Representatives also participated in meetings of the 31-member Executive Board, the Board's Program Committee, and the Board's Working Group on the WHO Response to Global Change (all in Geneva); regional committees for the Americas (in Washington), the Western Pacific (in Manila), and Europe (in Athens); and the 16-member Governing Council of the International Agency for Research on Cancer (in Lyon, France). U.S. officials also participated in meetings of the management committees of the major voluntarily funded programs, including the Global Program on AIDS.

## **Administrative and Budgetary Issues**

**Election of the Director General.** Under the WHO Constitution, the Executive Board nominates one person for the post of Director General, and this nomination is put before the Assembly for approval or rejection. In January the Board nominated the incumbent Director General, Dr. Nakajima, for a second 5-year term. Two other candidacies were also before the Board, that of

Dr. Mohamed Abdelmoumene (Algeria), former Deputy Director General of WHO, and Dr. Olikoye Ransome-Kuti, health minister of Nigeria. Dr. Abdelmoumene was supported by the United States.

Following the nomination, the chairman of the Board was informed by the WHO legal counsel of apparent improprieties in the handling of certain WHO funds, particularly in relation to contracts involving members of the Board. The external auditor was asked to study the issue and report to the Assembly in May. The auditor's report showed that in the 6 months immediately prior to the Board's nomination of the Director General, WHO had awarded 62 contracts to members of the Board or their advisors in 22 of the 31 countries involved.

In order to ensure corrective action, the United States and United Kingdom introduced a resolution expressing Assembly concern about the reported violation of WHO rules and the number of WHO contracts involving members of the Board. The resolution asked for adjustments in WHO staff and such disciplinary measures as might be required. In response, the delegation of Japan introduced a resolution defending Dr. Nakajima. In the final consensus text, the Assembly said it wished to reestablish the confidence of all member states in WHO financial transactions and to secure maximum transparency, accountability and efficient use of WHO resources; it also asked for establishment and enforcement of a policy regarding contractual relations with, and employment of, Board members by WHO.

When the Assembly took up the Board's nomination of Dr. Nakajima for a second term, there was no discussion either before or after the vote. The Assembly adopted a contract providing Dr. Nakajima with a second 5-year term, from July 20, 1993, to July 19, 1998.

**Adoption of 1994–1995 Budget.** Following Executive Board review of the Director General's proposed budget for 1994–1995, the Assembly adopted an effective working budget of \$822,101,000 for the 2-year period. In comparison with the 1992–1993 budget, WHO said this represented cost increases of 14.36 percent, a real decrease of 2.50 percent in program activity, and resulting nominal growth of 11.86 percent. The U.S. share of 25 percent of the gross budget, after adjustments, came to \$104,319,920 in each year of the biennium. The 1994 U.S. contribution was an increase of 12.85 percent over that of 1993.

The adoption of the budget came only after intense Assembly debate. In January the Board had adopted a resolution calling

for reduction of the budget proposed by Dr. Nakajima. At the Assembly, the Secretariat put forward a budget with nominal growth of 12.96 percent. Although this was down from the 18.72 percent nominal growth in the budget originally presented to the Board, a number of delegations said that this reduction was not what had been intended by the Board, that it had been achieved not through program adjustments or cuts but simply through recalculation of the budget at more favorable exchange rates. Several delegations said WHO could not be exempt from the global demand for budget reductions and the need to set priorities.

WHO had identified \$8.1 million in program activity that could be cut by the Assembly but recommended that it should not be cut. In informal talks with the Secretariat, the United States and other Western countries said they expected to vote against the budget if WHO did not reverse this stand and accept the cuts. The Assembly debate focused only on a budget with the \$8.1 million removed. No one supported a higher level. The reduced budget was approved by consensus in both committee and plenary.

**Budget Reform.** In light of the budget discussion and the external auditor's report, the United States and 34 other countries cosponsored a resolution calling for reform of the WHO budget development process. The resolution called for the "highest standards of accountability and transparency, asked for a new procedure for the development of strategic and financial priorities, the establishment of program targets and the creation of a new budget and finance committee.

Although the Director General opposed creation of the new committee, a resolution including the request for a new budget and finance committee was adopted by consensus. A WHO official told the Assembly that the Director General would work out the details of operation of a new committee and present them to the Board on a later occasion for approval.

**WHO Finances.** The United States expressed concern at the Assembly about the state of WHO's financial operations and the extensive internal borrowing of funds. The borrowing had been necessitated by the nonpayment of assessments by the states of the former Soviet Union and the former Yugoslavia. At the end of 1991, WHO had depleted its working capital fund and borrowed \$56 million against other internal funds. For the biennium 1992-1993, WHO had frozen implementation of 10 percent of the approved budget because of the nonpayment. However, by the end of 1992, the working capital fund was still depleted

and \$17 million was still owed to other funds. The United States also expressed concern about the marked decrease in voluntary contributions to WHO programs.

A senior WHO official said the internal borrowing did not dramatically affect program operation, but he agreed that borrowing should be kept down. The Secretariat felt the decrease in voluntary contributions was due to the global economic situation affecting all UN system agencies.

**U.S. Contributions.** During 1993, the United States paid its assessment of \$92,665,145 virtually in full. In addition, the United States once again was the leading contributor of voluntary funds. The U.S. voluntary contributions of \$64,651,221 represented 28.4 percent of the contributions by national governments. These funds, mostly contributed by U.S. AID, went to the Global Program on AIDS (\$41,506,240), the Onchocerciasis Control Program (\$3,500,000), the Tropical Disease Research Program (\$3,000,000) and a variety of projects encompassed within the Voluntary Fund for Health Promotion (\$16,644,981). After the United States, the other leading contributors of voluntary funds were Sweden (\$27.0 million), United Kingdom (\$21.4 million), Japan (\$19.4 million), Italy (\$16.6 million), the Netherlands (\$15 million) and Norway (\$13.2 million).

**Shorter Assemblies.** The Assembly in May adopted a proposal from the Board that in even-numbered years, when the budget is not under discussion (beginning in 1994), the Assembly should end by noon on Thursday of its second week, thus permitting the Board to meet at the end of that week. This effectively cut the length of the Assembly to 1 and a half weeks from the 3 weeks it had consumed a decade earlier.

**WHO Response to Global Change.** With strong U.S. participation the Board's working group on the WHO Response to Global Change (see *United States Participation in the United Nations*, 1992, page 252) finalized its report and made 47 distinct recommendations for reforms in WHO's structure, methods of operation, and program priorities.

The report was to be presented to the full Board at the end of May, following the Assembly. However, participants in the study asked that the Assembly give its blessing to the report. The Director General argued against presentation of the report to the Assembly, but the U.S. and U.K. Delegations put forward a resolution to bring Assembly attention to the report. Committee discussion in support of the report was enthusiastic, and the resolution was adopted by consensus.

When the Board convened after the Assembly to consider the report, the U.S. term on the Board had expired. The majority of Board members expressed the need for extreme caution regarding implementation of the 47 recommendations of their working group. Several, speaking in praise of the newly reelected Director General, questioned whether any change was needed. In the end, the Board adopted a resolution asking that the report be referred to the six regional committees and the Board's Program Committee for further study. In his speeches to the regional committees in September, the Director General urged creation of regional working groups that would continue the study of the recommendations over the ensuing year and report back to the regional committees in the following September. Most of the committees developed quicker procedures to formulate and present their views.

The 12-member program committee met in July and November to consider the recommendations, but Secretariat officials proposed that they move very slowly. Papers were developed to expand upon the initial 47 recommendations of the working group, and the program committee planned to present these proposals to the full Board at its meeting in January 1994.

## **Health Issues**

**AIDS.** In early 1993, a 12-member task force created by the Management Committee of the Global Program on AIDS (GPA) met frequently to discuss potential methods of improving the coordination of activities implemented by the UN system agencies involved in the issue. By the time of the Assembly meeting in May, its work had resulted in a proposal for the creation of a UN system joint and cosponsored program on HIV/AIDS. The agencies to cosponsor the program would be WHO, UNDP, UNICEF, UNFPA, UNESCO and the World Bank.

Through the creation of a cosponsored program, promoters of the idea hoped to achieve recognition that a multisectoral response was required to strengthen national efforts in prevention and care and to reduce the negative social and economic consequences of the pandemic. It was hoped that this joint program would eliminate existing overlap and duplication in the efforts of the UN agencies and improve the efficiency and effectiveness of program delivery at the country level.

The Assembly in May adopted a resolution asking the Director General of WHO, in conjunction with the executive heads of the other agencies, to study the feasibility and practicality of establishing such a program. Representatives of the six agencies

worked to develop this proposal and to present it in early 1994 for review by the executive boards of the agencies concerned.

**Female Genital Mutilation.** The U.S. Delegation worked with the WHO Secretariat and with African member states to develop a resolution calling for a study of harmful traditional practices, including female genital mutilation. The resolution, approved by consensus, asked WHO to submit to the Executive Board in January 1994 a thorough assessment of the health and development needs of women, children and adolescents, including an examination of the scope and health implications of traditional practices.

**Tobacco or Health.** The Assembly unanimously adopted a resolution urging the Secretary General of the United Nations to take steps to ban the sale and use of tobacco products in buildings owned or utilized by UN agencies. Many delegates commented on the problems of unrestricted tobacco product advertising in their countries, and a number related the advertising to increasing tobacco usage among women and young people.

**Environment.** The Assembly endorsed the proposed WHO Global Strategy for Health and Environment. The strategy consisted of four interrelated components: an enhanced program for the promotion of environmental health; an expanded program on chemical safety; broader collaboration throughout WHO's programs on issues related to environmental health; and stronger partnerships between international organizations and non-governmental organizations in this area.

**Malaria.** Assembly delegates gave strong praise to the spring 1993 Ministerial Conference on Malaria organized by WHO. The Assembly adopted a resolution calling for early diagnosis, prompt treatment, sustainable preventive measures, containment of epidemics and regular assessments of prevalent national malaria situations. The U.S. Delegation stressed the importance of integrating malaria control programs with primary health care.

**Tuberculosis.** Delegates to the Assembly expressed concern about the rise in tuberculosis cases in their countries and warned against unwarranted complacency by public health authorities. An Assembly resolution urged member states to strengthen national tuberculosis programs.

**Other Health Issues.** The Assembly also adopted resolutions on nonproprietary names for pharmaceutical substances, follow-up to the 1992 International Conference on Nutrition, prevention



of dengue fever and the importance of meeting WHO's goal of eradicating poliomyelitis by the year 2000.

## Political Issues

**Legality of Nuclear Weapons.** The Assembly in 1993 saw a repeat of an effort begun by some developing countries in 1992 to have the International Court of Justice (ICJ) study the legality of the use of nuclear weapons in war. In 1993 their effort was successful. The Assembly adopted a resolution requesting the ICJ to provide an advisory opinion on this question:

In view of the health and environmental effects, would the use of nuclear weapons by a state in war or other armed conflict be a breach of its obligations under international law including the WHO constitution?

The resolution was strongly supported by a group of small developing countries and by the nongovernmental International Physicians for the Prevention of Nuclear War, which, together with the government of Libya, offered financial support to WHO for the handling of the legal presentation to the ICJ. It was strongly opposed by the United States, most Western countries and others. The final vote was 73 to 40 (U.S.), with 10 abstentions.

In committee debate, the WHO legal counsel said it was his view that the proposed resolution went beyond the legal competence of WHO. The U.S. Delegation statement included the following:

No one doubts the terrible health effects that would result from nuclear war. We sympathize with, and support, many of the comments made by delegates at this Assembly about the evils of nuclear war. But a question sent to the International Court of Justice—a question of whether the use of nuclear weapons is legal—is an arms control question and does not belong in this organization. The resolution would inject WHO into debates about arms control and disarmament that are the responsibility of other organizations in the UN system . . . . My delegation is dismayed that many speakers have chosen to ignore the advice of the legal advisor . . . . Mr. President, WHO can ill afford to devote staff and precious resources to questions that—no matter how relevant they are to humanity—are far outside WHO's competence and mandate.

In a protracted procedural debate in a committee of the whole, over 1 and a half days, these decisions were made:

- The United States moved that the resolution not be considered since it was not within WHO's competence.

- Mexico requested a secret ballot on the U.S. motion, and the secret ballot was approved 43 to 36 (U.S.), with 5 abstentions.

- The U.S. motion was defeated in secret ballot, 38 (U.S.) to 62, with 3 abstentions.

- The United States proposed an amendment deleting the paragraphs relating to the ICJ; this was rejected 33 (U.S.) to 60, with 5 abstentions.

- The United States, noting that most speakers had stressed the importance of this resolution, moved for the requirement of a two-thirds majority for its passage; this was defeated 31 (U.S.) to 64, with 2 abstentions.

- The committee then approved the resolution 73 to 31 (U.S.), with 6 abstentions.

In the plenary, in the last hour of the Assembly, the United States called for a vote on the committee's proposal. Mexico's motion for a secret ballot was approved 75 to 33 (U.S.), with 5 abstentions, and the resolution was finally approved 73 to 40 (U.S.), with 10 abstentions.

Director General Nakajima told the Assembly after the vote that he was obliged to consult with the UN Secretary General and to inform ECOSOC before proceeding to implement the resolution. He also said he had no funds to proceed and would need to rely on voluntary contributions to make this effort possible. Nevertheless, in September the ICJ issued a press release revealing that WHO had filed the request for the advisory opinion with the Court and set June 10, 1994, as the deadline for the filing of briefs and other relevant materials for the Court's consideration.

**Occupied Territories.** The Assembly once again held a debate on health conditions in the occupied territories, although it was shorter and less contentious than in previous years. Dr. Fathi Arafat of the Palestine Red Crescent Society told the Assembly that health conditions were still deteriorating, that infant mortality rates were up and hope had become a mirage. Israel complained that the debate was harmful to the peace process and reiterated previous offers to turn over to the Palestinians management of the health services in the territories.

The standard resolution referring to the Intifada and Israeli violations of the Geneva Convention was introduced. The U.S. Delegation said it was unnecessarily provocative at a time when peace talks were in process. The vote in the committee of the whole was 67 to 2 (U.S.), with 6 abstentions. In the plenary, Israel decided not to call for another vote; both Israel and the United States asked that their continued opposition to the text be recorded.

**Air Embargo Against Libya.** Libya introduced a resolution calling for the rejection of any embargo for political purposes. The U.S. Delegation said it was unnecessary and premature for Libya to introduce such a resolution since it had not complied with WHO's standing procedures for dealing with embargoes, which provides that a state that is the subject of an embargo should file a complaint with the WHO Director General if it is unable to receive necessary assistance. The legal counsel confirmed that Libya had not requested help. The United States then moved that the Assembly not consider the Libyan resolution, and this motion was approved by a vote of 28 (U.S.) to 21, with 19 abstentions.

Two days later, following the strong vote in favor of the nuclear weapons resolution, Libya asked the committee chairman to have its resolution be considered again. A two-thirds majority vote is required to reopen an issue already decided. Under WHO rules, only two countries are permitted to speak against the request for reconsideration, and the United States and United Kingdom did so. Libya was not permitted to speak. The motion to reopen the issue was defeated by a vote of 8 to 35 (U.S.), with 20 abstentions.

**Peace for Public Health.** The Assembly also rejected a resolution calling for a 48-hour global ceasefire on May 4–5, 1994. The proposal had been initiated by the World Federation of Public Health Associations and cosponsored by 25 small countries. The U.S. Delegation said that this resolution, if adopted, would be an embarrassment for WHO; the resolution suggested that the Assembly believed it permissible for combatants around the world to continue fighting for the next year. While obviously well intentioned, the U.S. Delegate said, this text was not up to the standards of seriousness that should be required for WHO resolutions. The U.S. motion that the Assembly not consider the resolution was approved by a vote of 25 (U.S.) to 2, with 22 abstentions.

**Ejection of Serbia-Montenegro.** At its opening session, the Assembly ejected the Serbia-Montenegro Delegation that had seated itself in the chair marked "Yugoslavia." After a 3-hour procedural dispute that began with the Assembly's opening gavel, the plenary decided 125 (U.S.) to 3, with 26 abstentions, to adopt a resolution that decided that Serbia-Montenegro "shall not participate in the work of the principal and subsidiary organs of WHO, including the 46th World Health Assembly."

## **Pan American Health Organization**

The Directing Council of the Pan American Health Organization (PAHO), composed of all 38 PAHO member states, also serves as the regional committee of WHO for the Americas. The Council met in Washington September 27–October 1. The U.S. Delegation was headed by the Assistant Secretary for Health of the Department of Health and Human Services and the Surgeon General of the U.S. Public Health Service.

**PAHO Budget.** After previous review of the proposed budget by the nine-member Executive Committee and its Subcommittee on Planning and Programming, the Directing Council adopted a budget for 1994–1995 of \$164,466,000. The budget, based on zero real growth, contained nominal growth of 7.8 percent over the budget of 1992–1993, with increases in assessments on member states of 11.56 percent. Under the assessment scale, which is based on that of the Organization of American States, the U.S. share is 59.44 percent of the budget. This amounts to \$49,305,581 in each year of the biennium. The U.S. Delegation supported the budget proposal, but pointed out the budget reform initiatives under way at WHO and recommended that PAHO follow suit where appropriate.

In 1993 the United States paid its assessment of \$43,885,182 virtually in full. In addition, it provided more than \$10 million in voluntary contributions to PAHO programs, about 21 percent of these contributions.

**Technical Issues.** The Directing Council reviewed a number of topics on technical subjects, and adopted resolutions on immunizations, AIDS, the health of indigenous peoples, maternal mortality, violence and family planning. It also approved the creation of a new program in bioethics, to be based in Chile.

**Election of the Director.** Dr. Carlyle Guerra de Macedo, the Director of PAHO since 1982, made it known in 1993 that he would not be a candidate for reelection in September 1994. The governments of Barbados, Colombia and Peru each announced candidates for the post more than a year in advance of the election. Near the end of 1993, the United States informed the candidates that in the election it would support the candidacy of Sir George Alleyne of Barbados, currently the Assistant Director of PAHO, its third-ranking position.

**PAHO Headquarters Building.** Having outgrown its headquarters building at 23rd Street and Virginia Avenue in Washington, PAHO received authorization from its governing bodies to locate a new site and to construct a new headquarters build-

ing, provided that this could be accomplished without recourse to the regular budget. After a 3-year search of nearby areas, PAHO, with the approval of a building committee consisting of representatives of member states, including the United States, identified a site in Chevy Chase, Maryland, as desirable and affordable. Although the site was in an area zoned for residential use, certain governmental offices and other publicly owned and operated entities were permitted by the applicable zoning law to locate in such areas. PAHO received assurances from Montgomery County that its location at that site would be in accord with the zoning law.

However, PAHO's proposed relocation met substantial local opposition. Local citizen groups filed suit to block the sale of the land, but withdrew the suit after the Montgomery County Council enacted a Zoning Text Amendment which expressly provided that international organizations and foreign chanceries were not among the entities permitted to locate offices in residentially zoned areas. The Zoning Text Amendment permitted international organizations and foreign chanceries to occupy only land zoned industrial or commercial and effectively barred PAHO's planned use of the Chevy Chase site. PAHO then sued the County, asserting among other claims that the Zoning Text Amendment unconstitutionally discriminated against international organizations and foreign chanceries, and that it unconstitutionally intruded into the conduct of foreign affairs by the U.S. Government. The case was to come before a federal district court in Baltimore in early 1994.

## **International Agency for Research on Cancer**

The 16-member Governing Council of the International Agency for Research on Cancer (IARC), a subsidiary of WHO, met at IARC headquarters in Lyon, France, on April 28-30. The Council elected a new director of the agency and adopted its budget for 1994-1995.

**New Director.** Following a 2-year study by a search committee created by the Governing Council, the Council elected Dr. Paul Kleihues of Germany as the new IARC Director, effective January 1, 1994. Dr. Kleihues had been director of the Institute of Neuropathology at the University of Zurich, in Switzerland. He succeeds Dr. Lorenzo Tomatis of Italy, director since 1982. The only other person to serve as IARC director was Dr. John Higinson of the United States, from the agency's founding in 1965 to 1981.

The election decision required 4 hours of Council discussion. Altogether, there were 35 candidates. The United States announced in advance of the meeting that it supported the election of Dr. Ian Magrath of the United Kingdom, who had spent 19 years as a clinical oncologist at the U.S. National Cancer Institute. As candidates were eliminated, the contest ultimately centered on Dr. Kleihues, Dr. Magrath, and Dr. Bruce Armstrong of Australia, then the deputy director of IARC. These were the three given highest recommendation by the Council's search committee. On the seventh round of voting, Dr. Kleihues received the required majority.

In his first meeting with the Council, Dr. Kleihues was warned of the difficult economic problems facing IARC. He responded that he welcomed the challenges. He thanked the Council for its confidence in his leadership and professional abilities, and said this appointment was particularly meaningful since his original education in cancer research had been made possible by an IARC grant.

**Adoption of 1994–1995 Budget.** Members of the Governing Council expressed great dissatisfaction with the magnitude of the increases in assessments in the Secretariat's initial budget proposal for the next biennium. Given negative changes in the exchange rate and the absence of miscellaneous income to help finance the budget, the secretariat estimated that assessments would need to increase by an average of at least 20.86 percent. Almost all Council members focused on financial difficulties in their home governments and the need to reduce expenditures in their own cancer research facilities. Several countries talked of the possible need to withdraw from IARC membership if this increase in assessments was necessary.

European members of the Council insisted on elimination of \$2 million from the budget proposal. The U.S. Delegation expressed concern about the drastic cuts being proposed, including the potential damage to ongoing IARC programs, and proposed alternative budget levels for Council review. The U.S. goal was to hold the increase in the IARC budget to no more than the level of the proposed WHO budget increase, which was 12.97 percent. In the end, the \$2 million reduction was accepted. There was no vote.

The adopted budget level was \$34,700,992 for 1994–1995, a nominal increase of 6.82 percent over the 1992–1993 budget. This resulted in coverage of cost increases of 8.55 percent, exchange rate losses of 5.62 percent, and a real program decrease of 7.36

percent. The United States assessment, 9.17 percent of the IARC budget, was \$1,541,223 in 1994 and \$1,642,592 in 1995.

**IARC Scientific Work.** The chairman of the Scientific Council told the Governing Council of the initiation of a "new era" of collaboration between the two groups in making determinations on IARC's scientific program. After listening to the energetic effort to cut the future IARC budget, the chairman complained that IARC's overall budget was minuscule in relation to the cancer treatment budgets of member states. With expansion of IARC work in finding the causes of cancer and promoting cancer prevention efforts, he believed the costs of the IARC budget could be totally recovered overnight.

**Increased Membership.** The Governing Council made brief reference to a Secretariat proposal to increase the IARC membership by permitting developing nations to pay cut-rate assessments. The U.S. Delegation reiterated concerns about this proposal expressed in 1992, and the Council deferred further debate until a later time.

## **World Intellectual Property Organization (WIPO)**

The World Intellectual Property Organization (WIPO) was established by a convention signed at Stockholm in 1967, which entered into force on April 26, 1970. The United States is a party to the convention, which has 140 member states. WIPO is the principal worldwide organization responsible for promoting the protection of intellectual property, which comprises two elements: copyrights (mainly literary, artistic, musical, photographic and audiovisual works) and industrial property (mainly patents on inventions, trademarks, appellations of origin and industrial designs). WIPO is also responsible for the administration of 17 intergovernmental "unions" or treaties, each founded on a multilateral treaty. The two principal treaties are the Paris Convention for the Protection of Industrial Property, which has 114 parties, and the Berne Convention for the Protection of Literary and Artistic Works, to which 102 nations have adhered. The United States has been a party to the Paris Convention since 1887. On March 1, 1989, the United States adhered to the Berne Convention.

### **Administrative Organization**

The Paris and Berne Conventions had provided for an international bureau to serve as Secretariat for each of the respective

unions of the member states of these agreements. These were united in 1893 under the name of the United International Bureau for the Protection of Intellectual Property (BIRPI). Although BIRPI still has a legal existence for states that are members of one of the Unions but not of WIPO, in practice it has been supplanted by the International Bureau established by the Stockholm Convention to be the Secretariat for WIPO. WIPO became a specialized agency of the United Nations in 1974.

The International Bureau operates under the direction of WIPO member states through the General Assembly and a conference that meet in ordinary session every second year. The principal administrative organs of the Paris and Berne Unions are the assemblies of each union, consisting of all the member states. The Paris and Berne Unions elect executive committees from among their member states, and the joint membership of these two committees constitutes WIPO's Coordination Committee. It meets annually and is entrusted with the normal tasks of such a governing body, especially the implementation of WIPO's biennial program and budget. As a member of the Paris Union Executive Committee, the United States continues as a member of the WIPO Coordination Committee through 1994. During the year, the United States was also a member of the WIPO General Assembly, Assemblies of the Nice Union, Berne Union, Patent Cooperation Treaty Union, International Patent Classification Union and the Budapest Union. The United States had membership in the following committees: Budget Committee, Premises Committee, Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights, Permanent Committee on Industrial Property Information and the Permanent Committee for Development Cooperation Related to Industrial Property.

One of the two basic objectives of WIPO is to promote the protection of intellectual property on a worldwide basis. In support of this objective, WIPO encourages the conclusion of new international treaties and the harmonization of national laws; gives legal-technical assistance to developing countries; assembles and disseminates information on intellectual property; maintains international registration services in the fields of trademarks, industrial design and appellations of origin; and performs the administrative tasks for an international patent filing arrangement.

The second basic objective of WIPO is to ensure administrative cooperation among the unions. Centralizing the administration of the various unions in the International Bureau helps



ensure economy both for the member states and for the private sector concerned with intellectual property.

Member states contribute to six of the WIPO unions, known as the "Program Unions." WIPO's 1992-1993 biennial gross assessed budget for the Program Unions is 42,259,000 Swiss francs. The United States is assessed approximately 3.9 percent of the total assessment.

## **Technical Activities**

The Permanent Committee for Industrial Property Information coordinates all technical activities in regard to international patent classification and cooperation.

## **Assistance to Developing Countries**

Activities of WIPO in the field of development cooperation with respect to developing countries continued in 1993 under the direction of two committees composed of developed and developing countries, the WIPO Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights, and the WIPO Permanent Committee for Development Cooperation Related to Industrial Property. The United States participates in both these committees and supports most of their activities.

During 1993 WIPO continued to provide traineeships to officials from developing countries in the fields of industrial property and copyright. The U.S. Patent and Trademark Office (PTO) participated by providing training to a number of developing country nationals in the industrial property field, as did the U.S. Copyright Office in the copyright field through its International Copyright Institute.

## **Patent Cooperation Treaty**

A total of 61 countries have ratified or adhered to the Patent Cooperation Treaty (PCT). Under the Treaty, U.S. citizens and residents may file an international patent application with the PTO in Washington. The effect of the international application is the same as if national applications had been concurrently filed with national patent offices (including the European Patent Office) of those countries party to the PCT that the applicant designates. The international application is then subjected to a search of prior art by the PTO, and the applicant then decides, on the basis of the international search report, whether it is worthwhile to pursue applications in the various countries designated. National procedures in such countries are delayed until

20 months after the priority date, unless the applicant asks for an earlier start. National procedures may be delayed until 30 months after the priority date if the applicant requests an examination in addition to a search. Since July 1987, the PTO has also undertaken an international preliminary examination if the applicant requests it.

## **Berne Convention**

On March 1, 1989, the United States became a member of the Berne Convention. This convention is the oldest multilateral copyright agreement in existence and has the highest recognized standard of copyright protection of all the copyright treaties. By joining the Berne Convention, the United States established copyright relations with an additional 25 countries. In addition to the basic right of national treatment, the Berne Convention provides for certain important authors' rights such as public performance of dramatic, dramatico-musical and musical works. Since the convention entered into force in 1887, it has undergone five major revisions, the last being in 1971. Discussions on extension of copyright protection, in the form of a possible protocol to the convention and a possible new instrument to cover performers and producers of sound recordings, have been held at the committee of experts level since 1991.

## **Patent Law Harmonization**

Since 1984 the United States has participated in negotiations, held under the auspices of WIPO, on a treaty to harmonize national patent laws. These negotiations resulted in a draft patent law harmonization treaty consisting of 39 articles and 13 rules covering many aspects of the patent laws. Some of the provisions in the draft treaty would require controversial changes in U.S. patent law, especially a proposal to adopt a first-to-file system.

The first phase of a diplomatic conference was held in June 1991 in the Hague to begin reviewing the proposed articles and rules. The review of the entire treaty was not completed and another phase of negotiations was scheduled for July 1993, but was deferred indefinitely at the request of the United States.

## **Protocol to the Madrid Agreement**

When it enters into force, the Protocol to the Madrid Agreement Concerning the International Registration of Trademarks (Madrid Protocol) and its Regulations will provide a trademark registration filing system. It will permit a U.S. trademark owner

to file for trademark registration in any number of member countries by filing a single standardized application in English, with a single fee, in the PTO. The PTO will forward the application to the International Bureau, which will administer the Protocol.

The Protocol will offer several major advantages to U.S. trademark owners. First, trademark registration internationally will be possible without obtaining a local agent and without filing an application in each country. Second, under the Protocol, renewal of a trademark registration in each country may be made by the filing of a single request with a single fee. Third, the Protocol allows businesses to record internationally a change of ownership of a mark with a single filing. These advantages should make access to international protection of trademarks more readily available to both large and small U.S. businesses.

Legislation is pending in Congress to implement the Madrid Protocol in the United States. The President would need to request Senate advice and consent to accede to the Madrid Protocol, and action is expected during the current session of Congress. Bar support for accession to the Protocol appears unanimous. The PTO anticipates the ability to promulgate regulations and implement the Protocol during 1995.

## **WIPO Draft Trademark Law Treaty**

The draft trademark law treaty (also known as trademark harmonization) has been the subject of meetings since 1989. The draft has moved from one establishing substantive standards to a purely administrative treaty. The last draft set maximum procedural requirements that can be made in relation to filing an application, renewing a registration, recording changes in name, address or ownership, and correcting mistakes. It also limits the extent to which a party can require authentication of any signature, and prohibits certain overreaching requirements, such as those requiring an applicant for registration to give certificates from a registry of commerce or to prove that the applicant is doing business in a country party to the treaty. In general, the draft treaty appears to offer benefits to U.S. trademark owners.

The last meeting of experts, in December 1993, concluded the discussion of the draft treaty, draft implementing regulations and draft standardized forms, for presentation to the diplomatic conference scheduled for October 1994. U.S. trademark owners have expressed interest in the draft treaty and several bar groups have indicated their intention to pass resolutions favoring U.S. participation in the treaty.

## World Meteorological Organization (WMO)

The World Meteorological Organization (WMO) was formally established April 4, 1951, as the successor to the International Meteorological Organization, a nongovernmental organization (NGO) founded in 1873. The programs advance meteorological prediction and environmental science. The WMO mission is based on the notion of the earth's atmosphere as one vast weather system. Local weather conditions are forecast from meteorological measurements from around the globe. Long-term climate and environmental models are likewise developed from widely assembled meteorological baseline data.

The WMO promotes the international exchange of meteorological and related geophysical information, and the coordination, standardization, and improvement of meteorological and operational hydrological activities worldwide. This enables member weather services to make forecasts with commercial uses in aviation, shipping, industry and agriculture; and with public safety uses when forecasts enable the issuance and enforcement of warnings to protect life and property in the event of dangerous weather conditions. The WMO also coordinates data collection and research pursuant to mandates of international bodies, agreements and conventions. This enables the WMO to comply with research mandates on atmospheric and climate trends. Mandates come from, *inter alia*, the Vienna Convention and its Montreal Protocol, which requires regular assessments of the state of the ozone layer; Intergovernmental Panel on Climate Change (IPCC) and the Framework Convention on Climate Change (FCCC), which requires the development of climate baseline data; and the UN Conference on Environment and Development (UNCED), which took place in Rio de Janeiro, June 3-14, 1992, and its Agenda 21. Agenda 21 is the UNCED manifesto, which prescribes "sustainable development" and inquiry into the atmosphere, desertification, sustainable agriculture, oceans and freshwater resources.

There are 168 member states and 5 territorial members, all of which have meteorological services. The assessed budget was \$38.6 million in 1993, and the U.S. contribution was \$9.5 million, which was paid with FY 1994 funds. The WMO has two programs funded by voluntary contributions: WMO Voluntary Cooperation Program (WMO/VCP) and the WMO Special Trust Fund for Climate and Atmospheric Environment Activities (CAEA Trust Fund). The WMO/VCP provides training and

equipment to help developing countries improve their meteorological services and contribute to the WMO's high-priority programs, particularly the World Weather Watch (WWW). In FY 1994 contributions will total \$6.0 million. The U.S. share will be \$2.25 million or 38 percent, most of which will be spent in the United States. The CAEA Trust Fund responds to demands for specific scientific activities in climate and atmospheric environment studies. The fund supports important new topics and tasks not funded through the quadrennial budget process. In FY 1994 the United States will contribute \$0.8 million.

Components of the WMO are:

- Congress, which includes all member states, meets every 4 years and serves as the supreme body of the WMO. Congress reviews program activities, establishes general policies, adopts a 4-year program and budget, and elects officers of the organization and members of the Executive Council. The next Congress will take place in 1995.

- Executive Council, which includes the WMO President, 3 Vice Presidents, Presidents of the 6 Regional Associations and 26 member state weather service directors. The directors are elected by Congress and serve in their personal capacity. The Executive Council meets annually and exercises Congressional authority between Congresses. The U.S. Permanent Representative to the WMO and Director of the National Weather Service, Dr. E. W. Friday, is an elected member of the Executive Council. The 45th session of the Executive Council met in Geneva June 8–18, and the 46th session will meet June 7–17, 1994.

- Six Regional Associations, which normally meet every 4 years.

- Eight Technical Commissions, which are established by Congress and consist of technical experts nominated by members. They are charged by Congress with reporting on a particular scientific or technical matter to Congress or the Executive Council. The eight Technical Commissions are the Commission for Basic Systems (CBS), Commission for Instruments and Methods of Observations (CI MO), Commission for Atmospheric Sciences (CAS), Commission for Aeronautical Meteorology (CAeM), Commission for Agricultural Meteorology (CAgM), Commission for Marine Meteorology (CMM), Commission for Hydrology (CHY) and Commission for Climatology (CCI).

- Secretariat, which provides coordination and support to the other components under the leadership of the Secretary General.

Professor G. O. Patrick Obasi (Nigeria) is serving his third 4-year term in that post.

## **Scientific And Technical Programs**

The mission of the WMO is accomplished through its scientific and technical programs: World Weather Watch (WWW), World Climate Program (WCP), Atmospheric Research and Environment Program (AREP), Applications of Meteorology Program (AMP), Hydrology and Water Resources Program (HWRP) and Education and Training Program (ETRP).

**World Weather Watch.** The WWW combines data processing centers, observation systems, and telecommunication facilities. They are operated by member meteorological services to make available necessary meteorological and related geophysical data and information. Essential elements of the program include the Global Observing System, Global Data-Processing System, Global Telecommunication System and other new environmental monitoring programs being considered in response to UNCED follow-up. The 45th session of the Executive Council expressed continued concern about the deterioration of observation programs in Africa and South America due to increasing costs.

The Council specifically reaffirmed the importance of using satellites in WWW and other activities. It strongly supported the development of contingency plans by satellite operators and endorsed a statement of WMO requirements for continuity of the space-based portion of the Global Observing System. The Council also adopted a statement of service requirements for satellites in polar and geostationary orbit. In addition, the Council discussed the Tropical Cyclone Program in association with the International Decade for Natural Disaster Reduction (IDNDR) and lauded the program's efforts, especially in the Caribbean Region.

The Council reviewed, in both formal and informal sessions, concerns expressed by members that commercialization had the potential to undermine the free exchange of meteorological information. It noted that the structures of the weather services differ throughout the world in their relationships with the public and private sectors. Many countries, including most in Europe and South America, are commercializing a portion of their hydrometeorological services in an attempt to recover some of their operating costs. There is concern that some countries, in order to protect the revenue provided by their meteorological services, may restrict the flow of data to eliminate

competition in forecasting services. There is no consensus on this issue, and discussion will continue.

**World Climate Program.** The WCP promotes the improvement of the understanding of climate processes through internationally coordinated research and the monitoring of climate variations or changes. The WCP has coordination responsibilities in support of the newly created Global Climate Observing System (GCOS). Built upon WWC's Global Climate Observing System, GCOS was established to monitor climate variables and detect climate change, support climatological applications for national economic development and support research leading to improved understanding and prediction of the climate system.

The World Climate Research Program (WCRP), which is cosponsored by the WMO, the International Council of Scientific Unions (ICSU) and the Intergovernmental Oceanographic Commission (IOC) continued to support research efforts on stratospheric processes and their role in climate. The WMO will continue to play a key role in weather prediction research activities in close collaboration with the WCRP and the International Decade for Natural Disaster Reduction (IDNDR).

**Atmospheric Research and Environment Program.** The AREP promotes atmospheric research, in particular through the Global Atmosphere Watch (GAW). The GAW integrates monitoring and research activities carried out under the Global Ozone Observing System and the Background Air Pollution Monitoring Network, and serves as a system to detect changes in the composition of the atmosphere. The program also coordinates the Global Atmosphere Watch, an early warning system that monitors global distributions of atmospheric constituents, such as greenhouse gases, in an effort to detect further changes in the atmosphere. The GAW plays a major role in assessing the atmospheric pollution effects of man-made disasters (such as the 1990 oil well fires in Kuwait) and recommends methods for increasing the monitoring of the meteorological and chemical composition of the atmosphere.

**Other programs.** The HWRP is concerned with the assessment of the quantity and quality of water resources in order to meet the needs of society, to permit mitigation of water-related hazards, and to maintain or enhance the condition of the global environment. The ETRP holds the key to future development by promoting efforts of member countries to ensure that the necessary body of trained meteorologists, hydrologists, engineers and technicians is available to carry out national and international programs in meteorology and operational hydrology. The Coun-

cil noted the increasing importance of attention to the oceans in global climate studies and the provision of marine meteorological and oceanographic services, especially as discussed in UNCED's Agenda 21.

## **Technical Assistance**

The WMO established the Voluntary Cooperation Program (VCP) in 1967 at the initiative of the United States. The VCP provides equipment and training for developing countries to assist them in participating in the WMO's World Weather Watch and other programs. Without the VCP, many developing countries would be unable to install costly weather monitoring equipment, so that valuable global meteorological data (currently used by the United States to support civil aviation, shipping and storm detection/warning) would be unavailable. The VCP effort breaks down as follows: provision of meteorological and hydrological equipment (40 percent), training and education (25 percent), expert services (15 percent), climatological support (8 percent), meteorological telecommunications support (8 percent) and miscellaneous (4 percent). The United States makes in-kind contributions of equipment, supplies and expert services to approximately 50 developing countries, and also supports several fellowships for training in the atmospheric sciences at U.S. universities.

The Special Trust Fund for Climate and Atmospheric Environment Activities, formerly the Climate Studies Fund, is responsible for initiating scientific activities which respond to current international needs, using extrabudgetary contributions over a limited period of time. The Council noted that this fund (approved by the 11th Congress) is continuing to provide major indispensable support for improving climate observation systems in developing countries.

## **Financial Issues**

On June 7, 1993, the Financial Advisory Committee (FINAC), which is an intergovernmental body of major Geneva Group donors, held its 12th meeting. FINAC made a number of recommendations to the Executive Council (June 8-18), and the Council adopted all the recommendations. Several of these recommendations may have wide ranging effects on the financial situation of the WMO:

- The imposition of interest on late payments of member assessments is under consideration. However, the sense of FINAC (and hence the Executive Council) is that interest only be



charged on payments more than 1 year overdue, and that there be no penalty for arrearages incurred before Congress changes the financial regulations (1995 at the earliest).

- Planning proceeded for a new WMO headquarters building. Separate accounting will track all aspects of the financing of this building, including the yield from the sale of the current structure, and rental income from excess office and parking space in the new structure.

- The Secretary General received guidelines for the preparation of the budget for the 12th financial period. Guidelines specified that this budget, which will be presented to the 12th WMO Congress in 1995, adhere to the principle of zero real growth with maximum absorption of nondiscretionary costs.



# Appendix 1



## Address by President William J. Clinton

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*Statement by President Clinton before the 48th regular session of the UN General Assembly on September 27, 1993.*

Let me first congratulate you, Sir, on your election as President of the General Assembly for this session.

Mr. Secretary General, distinguished representatives and guests, it is a great honor for me to address you and to stand in this great hall, which symbolizes so much of the twentieth century—its darkest crises and its brightest aspirations.

I come before you as the first American President born after the founding of the United Nations. Like most of the people in the world today, I was not even alive during the convulsive world war that convinced humankind of the need for this organization, nor during the San Francisco Conference that led to its birth. Yet I have followed the work of the United Nations throughout my life, with admiration for its accomplishments, sadness for its failures and the conviction that, through common effort, our generation can take the bold steps needed to redeem the mission entrusted to the

United Nations 48 years ago. I pledge to you that my nation remains committed to helping make the UN vision a reality.

The start of this session of the General Assembly offers us the opportunity to take stock of where we are as common shareholders in the progress of humankind and the preservation of the planet. It is clear that we live at a turning point in human history.

Immense and promising changes seem to wash over us every day. The cold war is over. The world is no longer divided into two armed and angry camps. Dozens of new democracies have been born.

It is a moment of miracles. We see Nelson Mandela stand side by side with President de Klerk proclaiming a date for South Africa's first nonracial elections.

We see Russia's first popularly elected President, Boris Yeltsin, leading his nation on its bold democratic journey.

We have seen decades of deadlock shattered in the Middle East as the Prime Minister of Israel and the Chairman of the Palestine Liberation Organization reached past enmity and suspicion to shake each other's hand and exhilarate the entire world with the hope of peace.

We have begun to see the doomsday weapons of nuclear annihilation dismantled and destroyed. Thirty-two years ago President Kennedy warned this Assembly that humanity lived under a nuclear sword of Damocles that hung by the slenderest of threads. Now the United States is working with Russia, Ukraine, Belarus and others to take that sword down, to lock it away in a secure vault, where we hope and pray it will remain forever.

It is a new era in this hall as well. The super-power standoff that for so long stymied the work of the United Nations almost from its first day, has now yielded to a new promise of practical cooperation.

Yet today we must all admit that there are two powerful tendencies working from opposite directions to challenge the authority of

nation states everywhere and to undermine the authority of nation states to work together. From beyond nations, economic and technological forces all over the globe are compelling the world toward integration. These forces are fueling a welcome explosion of entrepreneurship and political liberalization. But they also threaten to destroy the insularity and independence of national economies, quickening the pace of change and making many of our people feel more insecure. At the same time, from within nations, the resurgent aspirations of ethnic and religious groups challenge governments on terms that traditional nation states cannot easily accommodate. These twin forces lie at the heart of the challenges, not only to our national governments, but also to all our international institutions. They require all of us in this hall to find new ways to work together more effectively in pursuit of our national interests and to think anew about whether our institutions of international cooperation are adequate to this moment.

Thus as we marvel at this era's promise of new peace, we must also recognize that serious threats remain.

Bloody ethnic, religious and civil wars rage from Angola to the Caucasus to Kashmir. As weapons of mass destruction fall into more hands, even small conflicts can threaten to take on murderous proportions. Hunger and disease continue to take a tragic toll especially among the world's children. The malignant neglect of our global environment threatens our children's health and their very security. The repression of conscience continues in too many nations. And terrorism, which has taken so many innocent lives, assumed a horrifying immediacy for us here when militant fanatics bombed the World Trade Center and planned to attack this very hall of peace.

Let me assure the Assembly that whether they be the plotters of those crimes or the mass murderers who bombed Pan Am flight 103, my Government is determined to see that such terrorists are brought to justice.

At this moment of panoramic change, of vast opportunities and troubling threats, we must all ask ourselves what we can and what we should do as a community of nations. We must once again dare to dream of what might be, for our dreams may be within our reach.

For that to happen, we must all be willing honestly to confront the challenges of the broader world. That has never been easy. When this organization was founded 48 years ago, the world's nations stood devastated by war or exhausted by its expense. There was little appetite for cooperative efforts among nations; most people simply wanted to get on with their lives. But a farsighted generation of leaders from the United States and elsewhere rallied the world. Their efforts built the institutions of postwar security and prosperity.

We are at a similar moment today. The momentum of the cold war no longer propels us in our daily actions. And with daunting economic and political pressures upon almost every nation represented in this room, many of us are turning to focus greater attention and energy on domestic needs and problems, and we must.

But putting each of our economic houses in order cannot mean that we shut our windows to the world. The pursuit of self-renewal in many of the world's largest and most powerful economies—in Europe, in Japan, in North America—is absolutely crucial, because unless the great industrial nations can recapture their robust economic growth, the global economy will languish.

Yet the industrial nations also need growth elsewhere in order to lift their own. Indeed, prosperity in each of our nations and regions also depends on active and responsible engagement in a host of shared concerns: for example, a thriving and democratic Russia not only makes the world safer, it also can help to expand the world's economy; a stronger GATT (General Agreement on Tariffs and Trade) agreement will create millions of jobs world wide; peace in the Middle East, buttressed as it should be by the repeal of outdated UN resolutions, can help to unleash that region's great economic potential and calm a perpetual source of tension in global affairs; and the growing economic power of China—coupled with greater political openness—could bring enormous benefits to all of Asia and to the rest of the world.

We must help our publics to understand this distinction: domestic renewal is an overdue tonic; but isolationism and protectionism are still poison. We must inspire our peoples to look beyond their immediate fears towards a broader horizon.

Let me start by being clear about where the United States stands. The United

States occupies a unique position in world affairs today: we recognize that and we welcome it. Yet, with the cold war over, I know many people ask whether the United States plans to retreat or remain active in the world; and if active, to what end? Many people are asking that in our own country as well.

Let me answer that question as clearly and as plainly as I can. The United States intends to remain engaged and to lead. We cannot solve every problem, but we must and will serve as a fulcrum for change and a pivot point for peace.

In a new era of peril and opportunity, our overriding purpose must be to expand and strengthen the world's community of market-based democracies. During the cold war, we sought to contain a threat to the survival of free institutions; now we seek to enlarge the circle of nations that live under those free institutions.

For our dream is of a day when the opinions and energies of every person in the world will be given full expression, in a world of thriving democracies that cooperate with each other and live in peace.

With this statement, I do not mean to announce some crusade to force our way of life and doing things on others or to replicate our institutions. But we now know clearly that throughout the world, from Poland to Eritrea, from Guatemala to South Korea, there is an enormous yearning among people who wish to be the masters of their own economic and political lives. Where it matters most and where we can make the greatest difference, we will therefore patiently and firmly align ourselves with that yearning.

Today, there are still those who claim that democracy is simply not applicable to many cultures and that its recent expansion is an aberration, an accident in history that will soon fade away. But I agree with President Roosevelt, who once said: "The democratic aspiration is no mere recent phase of human history. It is human history."

We will work to strengthen the free market democracies by revitalizing our economies at home, by opening world trade through GATT, the North American Free Trade Agreement and other accords, and by updating our shared institutions, asking with you and answering the hard questions about whether they are adequate to the present challenges.

We will support the consolidation of market democracy where it is taking root, as in the states of the former Soviet Union and all over Latin America, and we seek to foster the practices of good government that distribute the benefits of democracy and economic growth fairly to all people.

We will work to reduce the threat from regimes that are hostile to democracy and to support liberation of non-democratic states when they are willing to live in peace with the rest of us. As a country that has over 150 racial, ethnic and religious groups within our borders, our policy is and must be rooted in a profound respect for all the world's religions and cultures. But we must oppose everywhere extremism that produces terrorism and hate.

And we must pursue our humanitarian goals of reducing suffering, fostering sustainable development and improving health and living conditions, particularly for our world's children.

On efforts from export controls to trade agreements to peacekeeping, we will often work in partnership with others and through multilateral institutions such as the United Nations. It is in our national interest to do so. But we must not hesitate to act unilaterally

when there is a threat to our core interests or to those of our allies.

The United States believes that an expanding community of market democracies not only serves our own security interests, it also advances the goals enshrined in this body's Charter and its Universal Declaration of Human Rights.

For broadly based prosperity is clearly the strongest form of preventive diplomacy, and the habits of democracy are the habits of peace. Democracy is rooted in compromise, not conquest. It rewards tolerance, not hatred. Democracies rarely wage war on one another. They make more reliable partners in trade, in diplomacy, and in the stewardship of our global environment. And democracies, with the rule of law and respect for political, religious and cultural minorities, are more responsive to their own people and to the protection of human rights.

But as we work towards this vision, we must confront the storm clouds that may overwhelm our work and darken the march towards freedom.

If we do not stem the proliferation of the world's

deadliest weapons, no democracy can feel secure.

If we do not strengthen the capacity to resolve conflicts among and within nations, those conflicts will smother the birth of free institutions, threaten the development of entire regions and continue to take innocent lives.

If we do not nurture our people and our planet through sustainable development, we will deepen conflict and waste the very wonders that make our efforts worth doing.

Let me talk more about what I believe we must do on each of these three categories: non-proliferation, conflict resolution and sustainable development.

One of our most urgent priorities must be attacking the proliferation of weapons of mass destruction—whether nuclear, chemical or biological—and the ballistic missiles that can rain down on populations hundreds of miles away.

We know this is not an idle problem. All of us are still haunted by the pictures of Kurdish women and children cut down by poison gas. We saw SCUD missiles drop during the Gulf War that



would have been far graver in their consequences if they had carried nuclear weapons. And we know that many nations still believe it is in their interests to develop weapons of mass destruction or to sell them or the necessary technologies to others for financial gain.

More than a score of nations likely possess such weapons and their number threatens to grow. These weapons destabilize entire regions. They could turn a local conflict into a global human and environmental catastrophe. We simply have got to find ways to control these weapons and to reduce the number of states that possess them by supporting and strengthening the International Atomic Energy Agency and by taking other necessary measures.

I have made non-proliferation one of our nation's highest priorities. We intend to weave it more deeply into the fabric of all our relationships with the world's nations and institutions. We seek to build a world of increasing pressure for non-proliferation but increasingly open trade and technology for those states that live by the accepted international rules.

Today, let me describe several new policies that our Government will pursue to stem

proliferation. We will pursue new steps to control the materials for nuclear weapons. Growing global stockpiles of plutonium and highly enriched uranium are raising the danger of nuclear terrorism for all nations. We will press for an international agreement that would ban production of these materials for weapons forever.

As we reduce our nuclear stockpiles, the United States has also begun negotiations toward a comprehensive ban on nuclear testing. This summer I declared that to facilitate those negotiations, our nation would suspend our testing if all other nuclear states would do the same. Today, in the face of disturbing signs, I renew my call on the nuclear states to abide by the moratorium as we negotiate to stop nuclear testing for all time.

I am also proposing new efforts to fight the proliferation of biological and chemical weapons. Today, only a handful of nations has ratified the chemical weapons convention. I call on all nations—including my own—to ratify this accord quickly so that it may enter into force by January 13, 1995. We will also seek to strengthen the biological weapons convention by making every nation's biological activities and facilities open to more international scrutiny.

I am proposing as well new steps to thwart the proliferation of ballistic missiles. Recently, working with Russia, Argentina, Hungary and South Africa, we have made significant progress toward that goal. Now we will seek to strengthen the principles of the Missile Technology Control Regime by transforming it from an agreement on technology transfer among just 23 nations into a set of rules that can command universal adherence.

We will also reform our own system of export controls in the United States to reflect the realities of the post-cold-war world, where we seek to enlist the support of our former adversaries in the battle against proliferation. At the same time as we stop deadly technologies from falling into the wrong hands, we will work with our partners to remove outdated controls that unfairly burden legitimate commerce and unduly restrain growth and opportunity all over the world.

As we work to keep the world's most destructive weapons out of conflicts, we must also strengthen the international community's ability to address those conflicts themselves. For as we all now know so painfully,

the end of the cold war did not bring us to the millennium of peace. Indeed, it simply removed the lid from many cauldrons of ethnic, religious and territorial animosity.

The philosopher Isaiah Berlin has said that a wounded nationalism is like a bent twig, forced down so severely that when released, it lashes back with fury. The world today is thick with both bent and recoiling twigs of wounded communal identities. This surge of bitter conflicts has placed high demands on the UN peacekeeping forces. Frequently, the Blue Helmets have worked wonders. In Namibia, El Salvador, the Golan Heights and elsewhere, UN peacekeepers have helped to stop the fighting, restore civil authority and enable free elections. In Bosnia, UN peacekeepers, against the danger and frustration of that continuing tragedy, have maintained a valiant humanitarian effort. And if the parties to that conflict take the hard steps needed to make a real peace, the international community—including the United States—must be ready to help in its effective implementation.

In Somalia, the United States and the United Nations have worked together to achieve a stunning humanitarian rescue, saving literally hundreds of thousands of lives and restoring conditions of security to almost the entire country. UN peacekeepers from over two dozen nations remain in Somalia today—and some, including brave Americans, have lost their lives—to ensure that we complete our mission and that anarchy and starvation do not return just as quickly as they were abolished.

Many still criticize UN peacekeeping, but those who do should talk to the people of Cambodia where the UN operations helped turn the killing fields into fertile soil of reconciliation. Last May's elections in Cambodia marked a proud accomplishment for that war-weary nation and for the United Nations. And I am pleased to announce that the United States has recognized Cambodia's new Government.

UN peacekeeping holds the promise to resolve many of this era's conflicts. But the reason we have supported such missions is not, as some critics in the United States have charged, to subcontract American foreign policy, but to strengthen our security, to protect our interests, and to share among nations the costs and effort of

pursuing peace. Peacekeeping cannot be a substitute for our own national defense efforts, but it can strongly supplement them.

Today there is wide recognition that the UN peacekeeping ability has not kept pace with its rising responsibilities and challenges. Just 6 years ago, about 10,000 UN peacekeepers were stationed around the world. Today the United Nations has some 80,000 deployed in 17 operations on 4 continents. Yet until recently, if a peacekeeping commander called in from across the globe when it was nighttime here in New York, there was no one in the peacekeeping office even to answer his call. When lives are on the line, we cannot let the reach of the United Nations exceed its grasp.

As the Secretary General and others have argued, if UN peacekeeping is to be a sound security investment for our nation and for other UN members, it must adapt to new times. Together, we must prepare UN peacekeeping for the 21st century. We need to begin by bringing the rigors of military and political analysis to every UN peace mission. In recent weeks in the Security Council, our nation has begun asking harder questions about proposals for new peacekeep-

ing missions. Is there a real threat to international peace? Does the proposed mission have clear objectives? Can an end point be identified for those who will be asked to participate? How much will the mission cost? From now on the United Nations should address these and other questions for every proposed mission before we vote and before the mission begins. The United Nations simply cannot become engaged in every one of the world's conflicts. If the American people are to say "Yes" to UN peacekeeping, the United Nations must know when to say "No."

The United Nations also must have the technical means to run a modern, world-class peacekeeping operation. We support the creation of a genuine UN peacekeeping headquarters with a planning staff; with access to timely intelligence; with a logistics unit that can deploy on a moment's notice; and with a modern operations center with global communications.

UN operations must not only be adequately funded but also fairly funded. Within the next few weeks, the United States will be current on our peacekeeping bills. I have worked hard with the

Congress to get this done. I believe the United States should lead the way in being timely in its payments, and I will ensure that we continue to pay our peacekeeping bills in full. But I am also committed to working with the United Nations to reduce our nation's assessment for these missions. The assessment system has not changed since 1973, and everyone in our country knows that our percentage of the world's economic pie is not as great as it was then. Therefore, I believe our rate should be reduced to reflect the rise of other nations that can now bear more of the financial burden. That will make it easier for me as President to make sure my country pays in a timely and full fashion.

Changes in the UN peacekeeping operations must be part of an even broader program of UN reform. I say that, again, not to criticize the United Nations but to help improve it. As our Ambassador, Madeleine Albright, has suggested, the United States has always played a twin role in regard to the United Nations: "First friend and first critic."

Today, corporations around the world are finding ways to move from the industrial age into the

information age—improving service, reducing bureaucracy and cutting costs. Here in the United States, Vice President Al Gore and I have launched an effort literally to reinvent how our Government operates. We see this going on in other governments around the world. Now the time has come to reinvent the way the United Nations operates as well.

I applaud the initial steps the Secretary General has taken to reduce and reform the UN bureaucracy. Now we must all do even more to root out waste. Before this General Assembly is over, let us establish a strong mandate for an office of inspector general, so that it can attain a reputation for toughness, for integrity, for effectiveness. Let us build new confidence among our people that the United Nations is changing with the needs of our times.

Ultimately, the key to reforming the United Nations, as for reforming our own government, is to remember why we are here and whom we serve. It is well to recall that the first words of the UN Charter are not, "We the Governments," but "We the peoples of the United Nations." That means, in every country, the teachers, the workers, the farmers, the professionals, the fathers, the mothers, the children from the remotest village

in the world to the largest metropolis—they are why we gather in this great hall; it is their futures that are at risk when we act or fail to act; and it is they who ultimately pay our bills.

As we dream new dreams in this age when miracles seem possible, let us focus on the lives of those people, and especially on the children who will inherit this world. Let us work with a new urgency, and imagine what kind of world we could create for them over the coming generation.

Let us work with new energy to protect the world's people from torture and repression. As Secretary of State Christopher stressed at the recent Vienna Conference, human rights are not something conditional, bounded by culture but, rather, something universal, granted by God. This General Assembly should create, at long last, a high commissioner for human rights. I hope it will do this soon, and with vigor and energy and conviction.

Let us also work far more ambitiously to fulfill our obligations as custodians of this planet, not only to improve the quality of life for our citizens and the quality of our air, water and the earth itself, but also because the roots of conflict are

so often entangled with the roots of environmental neglect and the calamities of famine and disease.

During the course of our campaign in the United States last year, Vice President Gore and I promised the American people major changes in our nation's policy toward the global environment. Those were promises to keep, and today the United States is doing so. Today we are working with other nations to build on the promising work of the UN Commission on Sustainable Development. We are working to make sure that all nations meet their commitments under the global climate convention. We are seeking to complete negotiations on an accord to prevent the world's deserts from further expanding. And we seek to strengthen the World Health Organization's efforts to combat the plague of AIDS, which is not only killing millions, but also exhausting the resources of the nations that can least afford it.

And let us make a new commitment to the world's children. It is tragic enough that one and a half million children have died as a result of wars over the past decade. But it is far more unforgiv-

able that during that same period 40 million children have died from diseases completely preventable with simple vaccines or medicines. Every day—this day, as we meet here—over 30,000 of the world's children will die of malnutrition and disease. As the Director of the UN Children's Fund (UNICEF), Jim Grant, has reminded me, "each of (those children) had a name and a nationality, a family, a personality and a potential."

We are compelled to do better by the world's children. Just as our own nation has launched new reforms to ensure that every child has adequate health care, we must do more to get basic vaccines and other treatments for curable diseases to children all over the world. It's the best investment we'll ever make. We can find new ways to ensure that every child grows up with clean, drinkable water—that most precious commodity of life itself. And the United Nations can work even harder to ensure that each child has at least a full primary education—and I mean that opportunity for girls as well as boys.

To ensure a healthier and more abundant world, we simply must slow the

world's explosive growth in population. We cannot afford to see the human race double by the middle of the next century. Our nation has at last renewed its commitment to work with the United Nations to expand the availability of the world's family planning education and service. We must ensure that there is a place at the table for every one of the world's children. We can do this.

At the birth of this organization, 48 years ago—another time of both victory and danger—a generation of gifted leaders from many nations stepped forward to organize the world's efforts on behalf of security and prosperity. One American leader during that period said this: "It is time we steered by the stars rather than by the light of each passing ship." His generation picked peace, human dignity and freedom. Those are good stars. They should remain the highest in our firmament.

Now history has granted to us a moment of even greater opportunity, when old dangers are ebbing and old walls are crumbling. Future generations will judge us, every one of us, above all by what we make of this magic moment. Let us resolve that we will dream larger, that we will work harder, so that they can conclude that we did not merely turn walls to rubble, but instead laid the foundations for greater things to come.

Let us ensure that the tide of freedom and democracy is not pushed back by the fierce winds of ethnic hatred. Let us ensure that the world's most dangerous weapons are safely reduced and denied to dangerous hands. Let us ensure that the world we pass to our children is healthier, safer and more abundant than the one that we inhabit today. I believe—I know—that together we can extend this moment of miracles into an age of great works and new wonders.





## Appendix 2



# Principal Organs of the United Nations

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## General Assembly

The General Assembly is composed of all 184 members. As of December 31, 1993, they are:

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

1. Czechoslovakia, an original member, ceased to exist on December 31, 1992. The Czech Republic and the Slovak Republic were admitted to the United Nations on January 19, 1993, as successor states.

Member	Date of Admission	Member	Date of Admission
Djibouti	Sept. 20, 1977	Jordan	Dec. 14, 1955
Dominica	Dec. 18, 1978	Kazakhstan	Mar. 2, 1992
Dominican Republic	Oct. 24, 1945	Kenya	Dec. 16, 1963
Ecuador	Dec. 21, 1945	Korea, Democratic People's Republic	Sept. 17, 1991
Egypt	Oct. 24, 1945	Korea, Republic of	Sept. 17, 1991
El Salvador	Oct. 24, 1945	Kuwait	May 14, 1963
Equatorial Guinea	Nov. 12, 1968	Kyrgyzstan	Mar. 2, 1992
Eritrea	May 28, 1993	Laos	Dec. 14, 1955
Estonia	Sept. 17, 1991	Latvia	Sept. 17, 1991
Ethiopia	Nov. 13, 1945	Lebanon	Oct. 24, 1945
Fiji	Oct. 13, 1970	Lesotho	Oct. 17, 1966
Finland	Dec. 14, 1955	Liberia	Nov. 2, 1945
France	Oct. 24, 1945	Libya	Dec. 14, 1955
Gabon	Sept. 20, 1960	Liechtenstein	Sept. 18, 1990
Gambia	Sept. 21, 1965	Lithuania	Sept. 17, 1991
Georgia	July 31, 1992	Luxembourg	Oct. 24, 1945
Germany	Sept. 18, 1973	Madagascar	Sept. 20, 1960
Ghana	Mar. 8, 1957	Malawi	Dec. 1, 1964
Greece	Oct. 25, 1945	Malaysia	Sept. 17, 1957
Grenada	Sept. 17, 1974	Maldives	Sept. 21, 1965
Guatemala	Nov. 21, 1945	Mali	Sept. 28, 1960
Guinea	Dec. 12, 1958	Malta	Dec. 1, 1964
Guinea-Bissau	Sept. 17, 1974	Marshall Islands	Sept. 17, 1991
Guyana	Sept. 20, 1966	Mauritania	Oct. 27, 1961
Haiti	Oct. 24, 1945	Mauritius	Apr. 24, 1968
Honduras	Dec. 17, 1945	Mexico	Nov. 7, 1945
Hungary	Dec. 14, 1955	Micronesia	Sept. 17, 1991
Iceland	Nov. 19, 1946	Moldova	Mar. 2, 1992
India	Oct. 30, 1945	Monaco	May 28, 1993
Indonesia	Sept. 28, 1950	Mongolia	Oct. 27, 1961
Iran	Oct. 24, 1945	Morocco	Nov. 12, 1956
Iraq	Dec. 21, 1945	Mozambique	Sept. 16, 1975
Ireland	Dec. 14, 1955	Myanmar	Apr. 19, 1948
Israel	May 11, 1949	Namibia	Apr. 23, 1990
Italy	Dec. 14, 1955	Nepal	Dec. 14, 1955
Jamaica	Sept. 18, 1962	Netherlands	Dec. 10, 1945
Japan	Dec. 18, 1956		

Member	Date of Admission	Member	Date of Admission
New Zealand	Oct. 24, 1945	Solomon Islands	Sept. 19, 1978
Nicaragua	Oct. 24, 1945	Somalia	Sept. 20, 1960
Niger	Sept. 20, 1960	South Africa	Nov. 7, 1945
Nigeria	Oct. 7, 1960	Spain	Dec. 14, 1955
Norway	Nov. 27, 1945	Sri Lanka	Dec. 14, 1955
Oman	Oct. 7, 1971	Sudan	Nov. 12, 1956
Pakistan	Sept. 30, 1947	Suriname	Dec. 4, 1975
Panama	Nov. 13, 1945	Swaziland	Sept. 24, 1968
Papua		Sweden	Nov. 19, 1946
New Guinea	Oct. 10, 1975	Syria	Oct. 24, 1945
Paraguay	Oct. 24, 1945	Tajikistan	Mar. 2, 1992
Peru	Oct. 31, 1945	Tanzania	Dec. 14, 1961
Philippines	Oct. 24, 1945	Thailand	Dec. 16, 1946
Poland	Oct. 24, 1945	The Former Yugoslav	
Portugal	Dec. 14, 1955	Republic of	
Qatar	Sept. 21, 1971	Macedonia	Apr. 8, 1993
Romania	Dec. 14, 1955	Togo	Sept. 20, 1960
Russian		Trinidad	
Federation	Oct. 24, 1945	and Tobago	Sept. 18, 1962
Rwanda	Sept. 18, 1962	Tunisia	Nov. 12, 1956
Saint Kitts		Turkey	Oct. 24, 1945
and Nevis	Sept. 23, 1983	Turkmenistan	Mar. 2, 1992
Saint Lucia	Sept. 18, 1979	Uganda	Oct. 25, 1962
Saint Vincent and		Ukraine	Oct. 24, 1945
the Grenadines	Sept. 16, 1980	United Arab	
Samoa	Dec. 15, 1976	Emirates	Dec. 9, 1971
San Marino	Mar. 2, 1992	United Kingdom	Oct. 24, 1945
Sao Tome and		United States	Oct. 24, 1945
Principe	Sept. 16, 1975	Uruguay	Dec. 18, 1945
Saudi Arabia	Oct. 24, 1945	Uzbekistan	Mar. 2, 1992
Senegal	Sept. 28, 1960	Vanuatu	Sept. 15, 1981
Seychelles	Sept. 21, 1976	Venezuela	Nov. 15, 1945
Sierra Leone	Sept. 27, 1961	Vietnam	Sept. 20, 1977
Singapore	Sept. 21, 1965	Yemen	Sept. 30, 1947
Slovak Rep. <sup>2</sup>	Jan. 19, 1993	Yugoslavia	Oct. 24, 1945
Slovenia	May 22, 1992	Zaire	Sept. 20, 1960
		Zambia	Dec. 1, 1964
		Zimbabwe	Aug. 25, 1980

2. See footnote 1, page 303.

The 47th regular session of the General Assembly, which had been suspended December 23, 1992, was resumed in 1993 on January 19; February 11; March 16; April 8, 15, 20, 29; May 6, 10, 28; June 15, 22, 25; July 28; August 17; and September 14–17. The Assembly adopted 27 resolutions on human rights in Haiti; admission of new members; Agenda for Peace; emergency assistance to Cuba; revitalization of the General Assembly; International Year of the Family; review of implementation of recommendations of the 10th special session; financing UNOSOM, UNIKOM, UNTAC, UNPROFOR, ONUCA, UNOMOZ, ONUSAL, UNFICYP, International Tribunal in Former Yugoslavia and peacekeeping operations; and program budget for the biennium 1992–1993. Thirty-four decisions were also adopted at these sessions. The Assembly was formally closed on September 20.

The 48th regular session of the General Assembly convened September 21, 1993, and was suspended December 23, 1993.

The Assembly elected Samuel Insanally (Guyana) as President and the Chairmen of the Delegations of Bangladesh, Burkina Faso, Canada, China, Egypt, France, Grenada, Guatemala, India, Iran, Liberia, Liechtenstein, Pakistan, Poland, Republic of Korea, Russian Federation, Tanzania, United Kingdom, United States, Zaire and Zambia 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)**—Wilhelm Adolf Ritter von Wagner (Germany)

**Second Committee (Economic and Financial)**—Rene Valery Mongbe (Benin)

**Third Committee (Social, Humanitarian and Cultural)**—Eduard Kukan (Slovak Republic)

**Fourth Committee (Special Political and Decolonization)**—Stanley Kalpage (Sri Lanka)

**Fifth Committee (Administrative and Budgetary)**—Rabah Hadid (Algeria)

**Sixth Committee (Legal)**—Maria del Lujan Flores (Uruguay)

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

## 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

**1993:** Cape Verde, Hungary, Japan, Morocco, Venezuela

**1994:** Brazil, Djibouti, New Zealand, Pakistan, Spain

On October 29 the Assembly elected Argentina, Czech Republic, Nigeria, Oman and Rwanda as members of the Security Council for a 2-year term of office beginning January 1, 1994.

## Trusteeship Council

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

The Trusteeship Council held its 60th session on May 12–17, 1993, and a resumed session on November 1, in New York.

## 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:

**1993:** Argentina, Austria, Botswana, Chile, France, Germany, Guinea, Japan, Malaysia, Morocco, Peru, Somalia, Spain, Syria, Togo, Trinidad and Tobago, Turkey, Yugoslavia

**1994:** Angola, Australia, Bangladesh, Belarus, Belgium, Benin, Brazil, Colombia, Ethiopia, India, Italy, Kuwait, Madagascar, Philippines, Poland, Suriname, Swaziland, United States

**1995:** Bahamas, Bhutan, Canada, China, Cuba, Denmark, Gabon, Libya, Mexico, Nigeria, Norway, Republic of Korea, Romania, Russian Federation, Sri Lanka, Ukraine, United Kingdom, Zaire

On October 21 the General Assembly elected Bulgaria, Chile, Costa Rica, Egypt, France, Germany, Ghana, Greece, Indonesia,

Ireland, Japan, Pakistan, Paraguay, Portugal, Senegal, Tanzania, Venezuela and Zimbabwe for terms beginning January 1, 1994.

ECOSOC held its organizational session for 1993 on January 31–February 12 in New York. Its regular session June 28–July 30 was also held in New York.

## **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:

Robert Y. Jennings, United Kingdom (2000), President  
Shigeru Oda, Japan (2003), Vice President  
Roberto Ago, Italy (1997)  
Stephen M. Schwebel, United States (1997)  
Mohammed Bedjaoui, Algeria (1997)  
Nikolai K. Tarassov, Russian Federation (1997)  
Gilbert Guillaume, France (2000)  
Mohamed Shahabuddeen, Guyana (1997)  
Andres Aguilar Mawdsley, Venezuela (2000)  
Christopher G. Weeramantry, Sri Lanka (2000)  
Raymond Ranjeva, Madagascar (2000)  
Geza Herczegh, Hungary (2003)  
Carl-August Fleischhauer, Germany (2003)  
Abdul Koroma, Sierra Leone (2003)  
Shi Jiuyong, China (2003)

## Appendix 3



# United States Missions

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## New York

The United States is represented at the Headquarters of the United Nations in New York by the U.S. Mission to the United Nations under the direction of a Permanent Representative. The mission furthers American interests by serving as the channel of communication between the U.S. Government and UN organs, agencies and commissions at the Headquarters; with the 183 other permanent missions accredited to the United Nations; and with various nonmember observer missions. It is also the base of operations for U.S. Delegations to the General Assembly and to other UN bodies when they meet in New York.

The U.S. Representative to the United Nations, who is also the Chief of Mission, holds the rank of Ambassador and is a member of the President's Cabinet and the U.S. National Security Council. He or she represents the United States in the UN Security Council and is assisted by four other ambassadors appointed by the President and also by a career staff.

The mission's career staff includes specialists in political, economic, social, financial, budgetary, legal, military, public affairs and administrative matters. In 1993 about 150 people from the Department of State and other U.S. departments and agencies worked in the mission. The mission also has an office at the Department of State that specializes in Cabinet, U.S. National Security Council, Congressional and interagency matters.

The staff assists the U.S. Representative in such activities as planning the tactical pursuit of U.S. policy objectives in UN organs and bodies; carrying out consultations, negotiations and liaison with other delegations and the UN Secretariat; preparing policy recommendations to the Department of State; reporting to the Department of State on consultations and developments in the United Nations; discharging U.S. responsibilities as host government; carrying out public affairs activities; and planning and administering conference operations.

## Geneva

The U.S. Mission to the European Office of the United Nations and Other International Organizations, headquartered in Geneva, is under the direction of a U.S. Permanent Representative with the rank of Ambassador. The mission is responsible for representing U.S. interests at the UN European headquarters; UN subsidiary bodies in Geneva (e.g., UN Human Rights Commission, UN Conference on Trade and Development, UN High Commissioner for Refugees, Economic Commission for Europe, Geneva Office of the UN Environmental Program (UNEP), UN Department of Humanitarian Affairs); specialized agencies with their headquarters in Geneva (International Labor Organization, World Health Organization, World Meteorological Organization, International Telecommunication Union and World Intellectual Property Organization); International Organization for Migration and International Committee of the Red Cross. The mission maintains contacts with resident delegations of other nations in Geneva as well as with nongovernmental or voluntary organizations involved in environmental, scientific, human rights and humanitarian affairs.

The mission is charged with pursuing U.S. interests in this range of agencies, furthering U.S. policy goals in such fields as international health, humanitarian assistance, economic cooperation, human rights, the environment, communications and sustainable development, reporting on developments and making policy recommendations to the Department of State. The mission is responsible for assuring sound UN management practices and the most effective use of U.S. contributions to the United Nations and specialized agencies.

The mission staff includes economic, political, labor, environmental, financial resource management, scientific, agricultural, legal affairs, health, public affairs, refugee and migration and administrative personnel. About 120 Americans are assigned to the mission, along with 100 national employees.

The Permanent Representative often heads or serves as alternate on delegations to large conferences. Other officers of the mission represent the United States at the hundreds of international meetings, conferences and negotiations held in Geneva each year.

The mission offers administrative support to the various U.S. delegations involved in multilateral arms reduction talks with certain members of the Commonwealth of Independent States. It also provides administrative support for the Office of the U.S.



Trade Representative (GATT negotiations) and the U.S. Delegation to the multilateral Conference on Disarmament.

## **Vienna**

The United States maintains a permanent mission in Vienna, the U.S. Mission to the International Organizations in Vienna (UNVIE), under a Permanent Representative with the rank of Ambassador. The mission provides representation to the International Atomic Energy Agency (IAEA), UN Industrial Development Organization (UNIDO), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UN International Drug Control Program (UNDCP), UN Office for Outer Space Affairs (OSA), and the UN Office at Vienna (UNOV). Under UNOV there is also the Crime Prevention and Criminal Justice Branch (CPCJB) of the International Trade Law Branch for the UN Commission on International Trade Law (UNCITRAL).

The U.S. Mission also maintains contact with the permanent missions of other nations, as well as with nongovernmental organizations. The mission staff numbers 19 American employees.

The Permanent Representative often serves as head or as alternate head of delegations to large conferences. Other officers, who include political, economic and nuclear energy specialists, represent the United States at the numerous international meetings and conferences held in Vienna.

## **Other U.S. Missions**

The United States also maintains a mission to the UN agencies for food and agriculture in Rome, a mission to the International Civil Aviation Organization in Montreal, a liaison office with the UN Environment Program and Habitat in Nairobi and an observer mission to UNESCO in Paris.



## Appendix 4



# United States Representatives

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Permanent Representative and Chief of Mission to the United Nations: Edward J. Perkins (through January 31, 1993); Madeleine K. Albright (from February 2, 1993)

Deputy Permanent Representative to the United Nations: Alexander F. Watson (through January 1993); Edward S. Walker, Jr. (from January 1993)

Deputy Permanent Representative to the Security Council: Irvin Hicks (through January 1993); Edward S. Walker, Jr. (from February 1993); Karl F. Inderfurth (from June 1993)

Representative on the Economic and Social Council: Victor Marrero (from June 1993)

Alternate Permanent Representative for Special Political Affairs: Shirin Tahir-Kheli (through January 1993); Karl F. Inderfurth (from June 1993)

U.S. Representative to the European Office of the United Nations, Geneva: Morris B. Abram

U.S. Representative to International Organizations, Vienna: Jane E. Becker

## General Assembly

*48th regular session (New York, Sept. 21–Dec. 23)*

Representatives: Madeleine K. Albright<sup>1</sup> (Chairman); Edward S. Walker, Jr. (Vice-Chairman); Sam Gejdenson; William F. Goodling; Esther E. Peterson

Alternates: Brian J. Donnelly; Karl F. Inderfurth; Victor Marrero; Stuart G. Moldaw

## Subsidiary and Other Bodies

*UN Scientific Committee on Effects of Atomic Radiation*

42nd session (Vienna, May 17–28)

Representative: Fred A. Mettler, Jr.

Alternate: Warren K. Sinclair

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1. The Secretary of State, Warren M. Christopher, served as chairman of the delegation, *ex officio*, during his presence at the session.

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

18th session (New York, Mar. 1–19)

Representative: Carolyn L. Willson

Alternate: Herbert K. Reis

*Committee on Conferences*

Substantive session (New York, May 17–21)

Representative: Stanley P. Jakubowski

Alternates: David M. Cohen; Michael P. Michalski

*Disarmament Commission*

15th session (New York, Apr. 19–May 10)

Representatives: Edward S. Walker, Jr.;

Stephen J. Ledogar

Alternates: Robert T. Grey, Jr.; John H. King;

Alexander Akalovsky

*Conference on Disarmament*

(Geneva, Jan. 19–Mar. 26; May 10–June 25; July 26–Sept. 3)

Representative: Stephen J. Ledogar

Deputies: Katherine C. Crittenberger (First Part)

James H. Madden (Second and Third Parts)

*Committee on Information*

15th session (New York, May 10–28)

Representative: Edward Marks

Alternate: Robert M. Nevitt

*UN Commission on International Trade Law*

26th session (Vienna, July 5–23)

Representatives: Peter H. Pfund; Harold F. Burman

Alternates: Kenneth Fries; Donald Wallace

*Committee on Peaceful Uses of Outer Space*

36th session (New York, June 7–18)

Representative: Ralph L. Braibanti

Alternates: Kenneth D. Hodgkins; Bruce C. Rashkow

*Special Committee on Peacekeeping Operations*

(New York, Apr. 5, 19, 21–23, May 19)

Representative: Robert B. Rosenstock

Alternate: Carolyn L. Willson

*Commission on Science and Technology for Development*

1st meeting (New York, Apr. 12–23)

Representative: John A. Daly

Alternates: Edward Marks; Howard Minners

## Security Council

Representative: Edward J. Perkins (through January 1993);  
Madeleine K. Albright (from Feb. 1993)  
Deputies: Irvin Hicks (through January 1993);  
Edward S. Walker, Jr; Karl F. Inderfurth  
Alternates: Robert T. Grey, Jr.; Robert B. Rosenstock;  
John S. Boardman; Carolyn L. Willson

## Trusteeship Council

*60th session (New York, May 12–17)*  
Representative: Edward S. Walker, Jr.  
Special Representative: Tommy Remengesau, Jr.  
Alternate: Joseph Manso

## Economic and Social Council and Related Bodies

*Organizational session for 1993 (New York, Jan. 31–Feb. 12)*  
Representative: Edward Marks  
  
*Regular session (Geneva, June 28–July 30)*  
Representative: Madeleine K. Albright  
Alternates: Douglas J. Bennet, Jr.; Victor Marrero;  
Edward Marks; H. Clarke Rodgers, Jr.

## Functional Commissions

*Commission on Human Rights*  
49th session (Geneva, Feb. 1–Mar. 12)  
Representative: Richard Schifter  
Alternates: Morris B. Abram; J. Kenneth Blackwell

*Commission on Narcotic Drugs*  
36th session (Vienna, Mar. 29–Apr. 7)  
Representative: R. Grant Smith  
Alternates: Jane E. Becker; Thomas G. Martin  
Resumed session (Vienna, Dec. 16–17)  
Representative: Jane E. Becker  
Alternate: Thomas G. Martin

*Population Commission*  
Did not meet in 1993.

*Commission for Social Development*  
33rd session (Vienna, Feb. 8–17)  
Representative: Jane E. Becker  
Alternates: David E. Hohman; Thomas G. Martin

*Statistical Commission*

27th session (New York, Feb. 22–Mar. 3)

Representative: Katherine K. Wallman

Alternate: Suzann Evinger

*Commission on the Status of Women*

37th session (Vienna, Mar. 17–26)

Representative: Arvonne S. Fraser

Alternate: Jane E. Becker

Public Members: J. Veronica Biggins; Dorothy V. Lanim;

Lottie L. Shackelford

*Commission on Sustainable Development*

Organizational session (New York, Feb. 24–26)

Representative: Edward Marks

Alternates: Stephanie Smith Kinney; John P. McGuinness

1st plenary meeting (New York, June 14–25)

Representatives: Bruce Babbitt; Elinor G. Constable;

Timothy E. Wirth

Alternates: Victor Marrero; Rafe Pomerance

## **Regional Economic Commissions**

*Economic and Social Commission for Asia and the Pacific*

49th session (Bangkok, Apr. 21–29)

Representative: David F. Lambertson

Alternate: John Medeiros

*Economic Commission for Europe*

48th plenary session (Geneva, Apr. 19–27)

Representative: H. Clarke Rodgers, Jr.

Alternates: G. Clay Nettles

*Economic Commission for Latin America and the Caribbean*

Did not meet in 1993.

## **Standing Committees**

*Commission on Human Settlements*

14th session (Nairobi, Apr. 26–May 5)

Representative: Peter M. Kimm

Alternates: John K. Atchley; Howard Sumka

*Committee on Natural Resources*

1st session (New York, Mar. 29–Apr. 8)

The United States was not a member in 1993.

*Committee on Non-Governmental Organizations*

(New York, Mar. 22–Apr. 2)

The United States was not a member in 1993.

*Committee for Program and Coordination*

33rd session (New York, May 10–14)

Representative: Irvin Hicks

Alternates: Robert Fenn; Carol Cliff; Philip Tissot;

Stephen Bridges

Resumed session (New York, Oct. 6–22)

Representatives: Linda S. Shenwick; Edward S. Walker, Jr.

Alternates: Virginia L. Graham; David A. Leis;

Michael P. Michalski

*Commission on Transnational Corporations*

19th session, First Part (New York, Apr. 5–15)

Representative: Edward Marks

*World Food Council*

No ministerial meeting was held in 1993.

## Related Subsidiary Bodies

*UN Children's Fund*

Executive Board, organizational session

(New York, Feb. 9–10)

Representative: Edward Marks

Substantive session (New York, Apr. 26–May 7)

Representative: Marian Wright Edelman

Alternate: William H. Foege

Special session (New York, Oct. 6–7)

Representative: Victor Marrero

Alternates: William John Blaney; Gerald J. Monroe

*UN Development Program*

Governing Council, organizational meeting and

special session (New York, Feb. 16–19)

Representative: Gerald J. Monroe

Alternate: Edward Marks

Governing Council, 40th session (New York, June 1–18)

Representative: Victor Marrero

Alternates: Edward Marks; Melinda L. Kimble;

Warren Zimmerman

Special session (New York, Dec. 15–16)

Representative: Victor Marrero

Alternate: Gerald J. Monroe

*UN Environment Program*

Governing Council, 17th session (Nairobi, May 9–21)

Representative: John K. Atchley; John P. McGuinness

Senior Adviser: Elinor G. Constable

*Office of the UN High Commissioner for Refugees*  
Executive Committee, 44th session (Geneva, Oct. 4–8)  
Representative: Timothy E. Wirth  
Alternates: Warren Zimmerman; H. Clarke Rodgers, Jr.

*UN Conference on Trade and Development*  
Trade and Development Board  
39th session, Second Part (Geneva, Mar. 15–26)  
Representatives: Morris B. Abram; H. Clarke Rodgers, Jr.  
Alternates: G. Clay Nettles; Joyce B. Rabens  
Executive session (Geneva, Sept. 13)  
Representative: G. Clay Nettles  
40th session, First Part (Geneva, Sept. 20–Oct. 2)  
Representative: H. Clarke Rodgers, Jr.  
Alternates: Joyce B. Rabens; Steven Schlaikjer

## Specialized Agencies and IAEA

*Food and Agriculture Organization (FAO)*  
Conference, 27th session (Rome, Nov. 6–25)  
Representative: Mike Espy  
Alternates: Douglas J. Bennet; Melinda L. Kimble;  
William H. Marsh; John A. Miranda; Eugene Moos

*International Atomic Energy Agency (IAEA)*  
General Conference, 37th session (Vienna, Sept. 27–Oct. 1)  
Representative: Hazel O'Leary  
Alternate: Ivan Selin

*International Civil Aviation Organization (ICAO)*  
30th session (Montreal, May 25–26)  
Representative: Don M. Newman  
Alternates: Robert D. Cook; G. Gene Griffiths

*International Fund for Agricultural Development (IFAD)*  
Governing Council, 16th session (Rome, Jan. 22–24)  
Representative: Barbara A. Upton  
Alternate: William H. Marsh

*International Labor Organization (ILO)*  
Conference, 80th session (Geneva, June 2–22)  
Minister: Robert B. Reich  
Also attending: Steven L. Diminuco; Lawrence F. Katz;  
Steve Rosenthal; Thomas S. Williamson, Jr.  
Delegates: Joaquin F. Otero; Anthony G. Freeman  
Alternates: David A. Peterson; H. Clarke Rodgers, Jr.

*International Maritime Organization (IMO)*  
Assembly did not meet in 1993.



*International Telecommunication Union (ITU)*

Administrative Council, 48th session

(Geneva, June 21–July 2)

Representative: Richard C. Beard

Alternate: Earl S. Barbely

*UN Educational, Scientific and Cultural Organization (UNESCO)*

General Conference, 27th session (Paris, Oct. 25–Nov. 16)

Principal Observer: Melinda L. Kimble

Observers: David Layton; Gail Dennise Mathieu;

Raymond E. Wanner

*UN Industrial Development Organization (UNIDO)*

General Conference, special session (Vienna, Mar. 29–30)

Representative: Jane E. Becker

Alternate: Thomas G. Martin

General Conference, 5th session

(Yaounde, Cameroon, Dec. 6–10)

Representative: Jane E. Becker

Alternate: Joel S. Spiro

*Universal Postal Union (UPU)*

Executive Council, regular session (Bern, Apr. 26–May 15)

Head of Delegation: Thomas Leavey

Alternate: Michael Reagan

*World Bank Group and International Monetary Fund*

*International Bank for Reconstruction and  
Development (IBRD)*

U.S. Governor: Lloyd Bentsen

Alternate: Joan E. Spero

U.S. Executive Director: E. Patrick Coady

Alternate: Mark M. Collins

*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.

*International Monetary Fund (IMF)*

U.S. Governor: Lloyd Bentsen

Alternate: Alan Greenspan

*World Health Organization (WHO)*

46th World Health Assembly (Geneva, May 3–14)

Delegates: Walter D. Broadnax; Audrey F. Manley;

H. Clarke Rodgers, Jr.

Alternates: Neil A. Boyer; Donald A. Henderson;

Melinda L. Kimble; Antonia C. Novello; James E. Sarn

*World Intellectual Property Organization (WIPO)*

Governing Bodies (Geneva, Sept. 20–29)

Representative: Bruce Lehman

Alternates: Michael K. Kirk; Howard Lange; Ralph Oman

*World Meteorological Organization (WMO)*

Congress did not meet in 1993.

Executive Council (Geneva, June 7–18)

Representative: Elbert W. Friday, Jr.

Alternate: James R. Neilon

*World Tourism Organization (WTO)*

General Assembly, 10th session

(Bali, Indonesia, Sept. 30–Oct. 9)

Representative: Richard H. Zorn

Alternate: Terry Smith Labat

## Appendix 5



# Scale of Assessments

The scale of assessments for the contributions of member states to the UN regular budget for the financial years 1992, 1993 and 1994 are as follows:

Member State	Percent	Member State	Percent
Afghanistan	0.01	Bulgaria	0.13
Albania	0.01	Burkina Faso	0.01
Algeria	0.16	Burundi	0.01
Andorra <sup>1</sup>	0.01	Cambodia	0.01
Angola	0.01	Cameroon	0.01
Antigua and Barbuda	0.01	Canada	3.11
Argentina	0.57	Cape Verde	0.01
Armenia	0.13	Central African Republic	0.01
Australia	1.51	Chad	0.01
Austria	0.75	Chile	0.08
Azerbaijan	0.22	China	0.77
Bahamas	0.02	Colombia	0.13
Bahrain	0.03	Comoros	0.01
Bangladesh	0.01	Congo	0.01
Barbados	0.01	Costa Rica	0.01
Belarus	0.31	Cote d'Ivoire	0.02
Belgium	1.06	Croatia	0.13
Belize	0.01	Cuba	0.09
Benin	0.01	Cyprus	0.02
Bhutan	0.01	Czech Republic <sup>2</sup>	0.42
Bolivia	0.01	Denmark	0.65
Bosnia and Herzegovina	0.48	Djibouti	0.02
Botswana	0.01	Dominica	0.01
Brazil	1.59	Dominican Republic	0.02
Brunei Darussalam	0.03	Ecuador	0.03
		Egypt	0.07

1. Assessment rate for 1993 only, should be five-twelfths of rate.

2. Assessment rate for 1993 only, should be eleven-twelfths of rate.

Member State	Percent	Member State	Percent
El Salvador	0.01	Kenya	0.01
Equatorial Guinea	0.01	Korea, Dem. People's Republic	0.05
Eritrea <sup>3</sup>	0.01	Korea, Republic of	0.69
Estonia	0.07	Kuwait	0.25
Ethiopia	0.01	Kyrgyzstan	0.06
Fiji	0.01	Laos	0.01
Finland	0.57	Latvia	0.13
France	6.00	Lebanon	0.01
Gabon	0.02	Lesotho	0.01
Gambia	0.01	Liberia	0.01
Georgia	0.21	Libya	0.24
Germany	8.93	Liechtenstein	0.01
Ghana	0.01	Lithuania	0.15
Greece	0.35	Luxembourg	0.06
Grenada	0.01	Madagascar	0.01
Guatemala	0.02	Malawi	0.01
Guinea	0.01	Malaysia	0.12
Guinea-Bissau	0.01	Maldives	0.01
Guyana	0.01	Mali	0.01
Haiti	0.01	Malta	0.01
Honduras	0.01	Marshall Islands	0.01
Hungary	0.18	Mauritania	0.01
Iceland	0.03	Mauritius	0.01
India	0.36	Mexico	0.88
Indonesia	0.16	Micronesia	0.01
Iran	0.77	Moldova	0.15
Iraq	0.13	Monaco <sup>4</sup>	0.01
Ireland	0.18	Mongolia	0.01
Israel	0.23	Morocco	0.03
Italy	4.29	Mozambique	0.01
Jamaica	0.01	Myanmar (Burma)	0.01
Japan	12.45	Namibia	0.01
Jordan	0.01	Nepal	0.01
Kazakhstan	0.35	Netherlands	1.50
		New Zealand	0.24

3. Assessment rate for 1993 only, should be seven-twelfths of rate.

4. See footnote 3.

Member State	Percent	Member State	Percent
Nicaragua	0.01	Spain	1.98
Niger	0.01	Sri Lanka	0.01
Nigeria	0.20	Sudan	0.01
Norway	0.55	Suriname	0.01
Oman	0.03	Swaziland	0.01
Pakistan	0.06	Sweden	1.11
Panama	0.02	Syria	0.04
Papua New Guinea	0.01	Tajikistan	0.05
Paraguay	0.02	Tanzania	0.01
Peru	0.06	Thailand	0.11
Philippines	0.07	The Former Yugoslav	
Poland	0.47	Republic of	
Portugal	0.20	Macedonia <sup>6</sup>	0.02
Qatar	0.05	Togo	0.01
Romania	0.17	Trinidad and Tobago	0.05
Russian Federation	9.41	Tunisia	0.03
Rwanda	0.01	Turkey	0.27
Saint Kitts and Nevis	0.01	Turkmenistan	0.06
Saint Lucia	0.01	Uganda	0.01
Saint Vincent		Ukraine	1.18
and the Grenadines	0.01	United Arab Emirates	0.21
Samoa	0.01	United Kingdom	5.02
San Marino	0.01	United States	25.00
Sao Tome and Principe	0.01	Uruguay	0.04
Saudi Arabia	0.96	Uzbekistan	0.26
Senegal	0.01	Vanuatu	0.01
Seychelles	0.01	Venezuela	0.49
Sierra Leone	0.01	Vietnam	0.01
Singapore	0.12	Yemen	0.01
Slovak Republic <sup>5</sup>	0.13	Yugoslavia	0.42
Slovenia	0.09	Zaire	0.01
Solomon Islands	0.01	Zambia	0.01
Somalia	0.01	Zimbabwe	0.01
South Africa	0.41		

5. Assessment rate for 1993 only, should be eleven-twelfths of rate.

6. Assessment rate for 1993 only, should be eight-twelfths of rate.

In accordance with regulation 5.9 of the Financial Regulations, states that are not members of the United Nations but that participate in certain of its activities are called upon to contribute toward the 1992, 1993 and 1994 expenses of the organization on the basis of the following rates:

<b>Non-Member State</b>	<b>Percent</b>	<b>Non-Member State</b>	<b>Percent</b>
Holy See	0.01	Switzerland	1.16
Nauru	0.01	Tonga	0.01

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