

Annex I: The Secretariat in 2006¹⁶⁸

Numbers and locations: Currently, there are an estimated 30,548 people employed by the Secretariat globally, of which 35 percent are at headquarters, 9 percent in regional commissions, and 56 percent in the field.¹⁶⁹ This number includes about 6,573 international field staff (22 percent of the total workforce) and 10,387 local field staff (34 percent of the total workforce), but excludes uniformed personnel in missions, who number over 70,000. An additional 25,519 staff members serve with nine entities that have special status in matters of appointment and therefore apply the general principles of the Staff Rules, the largest of which are UNICEF, UNDP and UNHCR.¹⁷⁰

Structure: Presently, 0.4 percent of all staff are USGs and ASGs, 1.7 percent are in the Director category, 24.8 percent in the professional category and 69.4 percent in the General Service and Related categories (including trades and crafts, security, language teaching etc). Among professionals, the hierarchy in the Secretariat is not really a pyramid, but an upside-down “pear,” with very few junior staff, quite a few senior staff, and many people at the middle-management level (68.5 percent of professionals are concentrated at grades P3 and P4). This is different from the 1950s and 1960s when more staff were at the P1 - P2 levels. The Secretary-General has over sixty special and personal representatives, envoys and advisers (not including deputies in such posts).

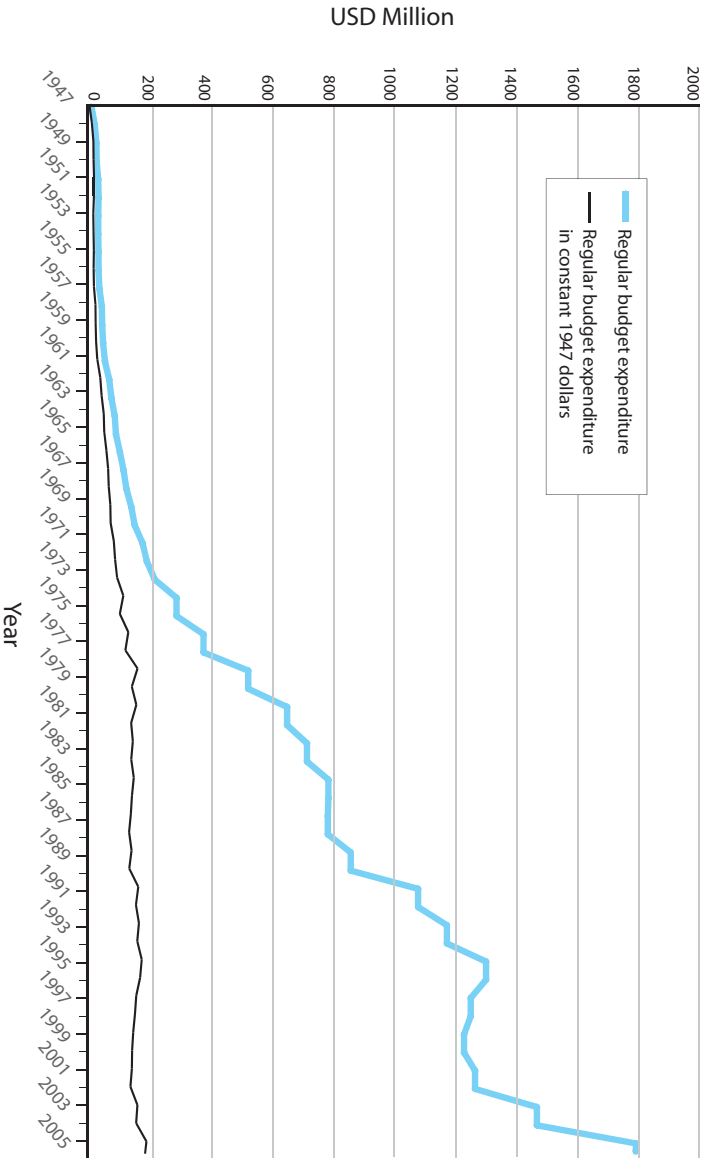
Functions: The biggest headquarter units within the Secretariat are the “UN Office in Geneva” (with 1,191 people, comprising 11 percent of all headquarters staff); the Department of General Assembly Affairs and Conference Services (1,083 or 10 percent); and the Department of Management (1,074 or 10 percent). The Department of Public Information has 620 people (6 percent); the Department of Economic and Social Affairs has 503 (5 percent);

and the Department of Peacekeeping Operations 507 (5 percent). The Department of Political Affairs has a mere 182 people (2 percent). The average size of field missions is 507 staff, but two peacekeeping operations (MONUC, UNMIK) have more than 2,000 staff each, and two others (UNMIS and UNMIL) have more than 1,000 staff each. In 2005, regular budget expenditure was \$1.8 billion and peacekeeping spending estimated at over \$4 billion. Approximately 17 percent of the regular budget is spent on overall policy making, direction and coordination activities, 16 percent on political affairs, 26 percent on economic, social and humanitarian affairs, and 4 percent on public information.

Contracts and demographics: 13 percent of the Secretariat have permanent appointments, 48 percent fixed term contracts and the rest have short-term, probationary or other arrangements. In total, 84 percent have contracts of a year or more, of which 31 percent occupy regular budget posts, the rest funded from extra-budgetary sources. The average age at professional entry-level (P2) is 37 and the average age of the Secretariat is 46 (including general service staff). In the next five years, 1,759 staff (15 percent of the total workforce) will reach retirement age. Women comprise 36 percent of total staff, accounting for 19 percent of USGs and ASGs, 26 percent of Directors, 39 percent of professionals, 35 percent of the General Service and Related categories and only 21 percent of staff in field missions, with the gender balance varying considerably across departments. Nearly 62 percent of staff come from 20 member states, with more than 1,000 from each of the DRC, France, Kenya, Sudan, Serbia, and the United States of America, though these numbers are distorted by the inclusion of local staff in the general service category at headquarters and in field missions.

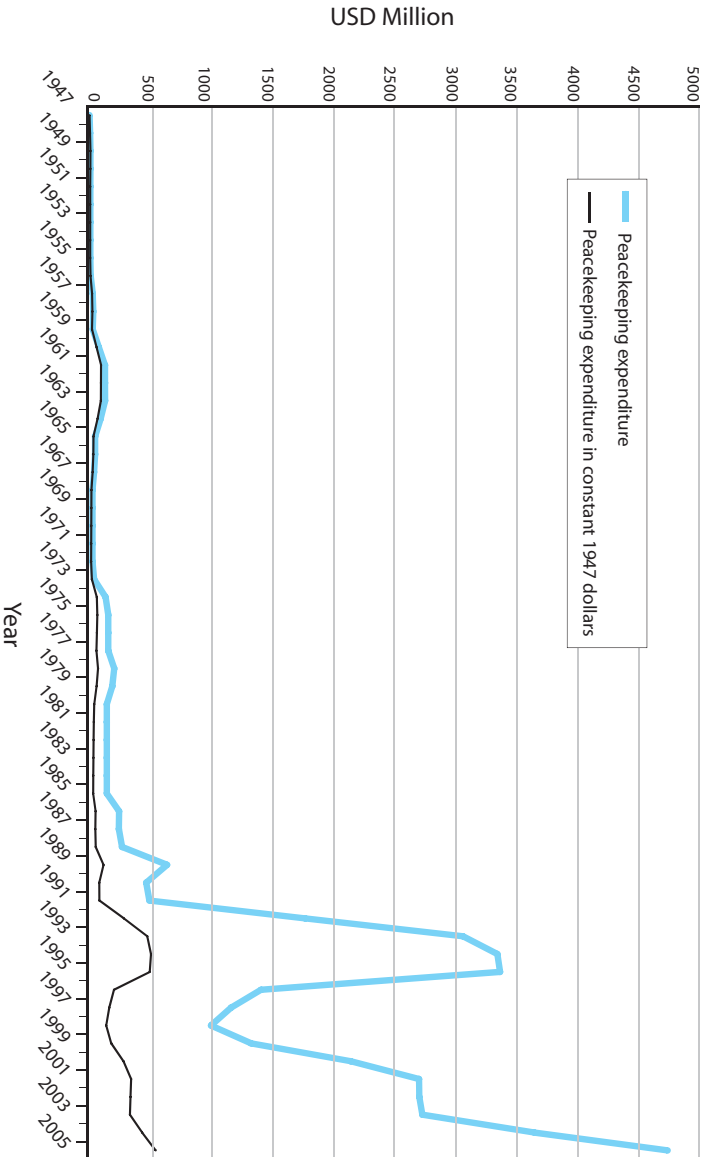
Annex II: UN Expenditures and Staffing

UN Regular Budget Expenditure, 1947-2005



Source: *Financial Report and Audited Financial Statements for the Biennium and Report of the Board of Auditors*. Constant 1947 figures calculated using Consumer Price Index (US Bureau of Labor Statistics).

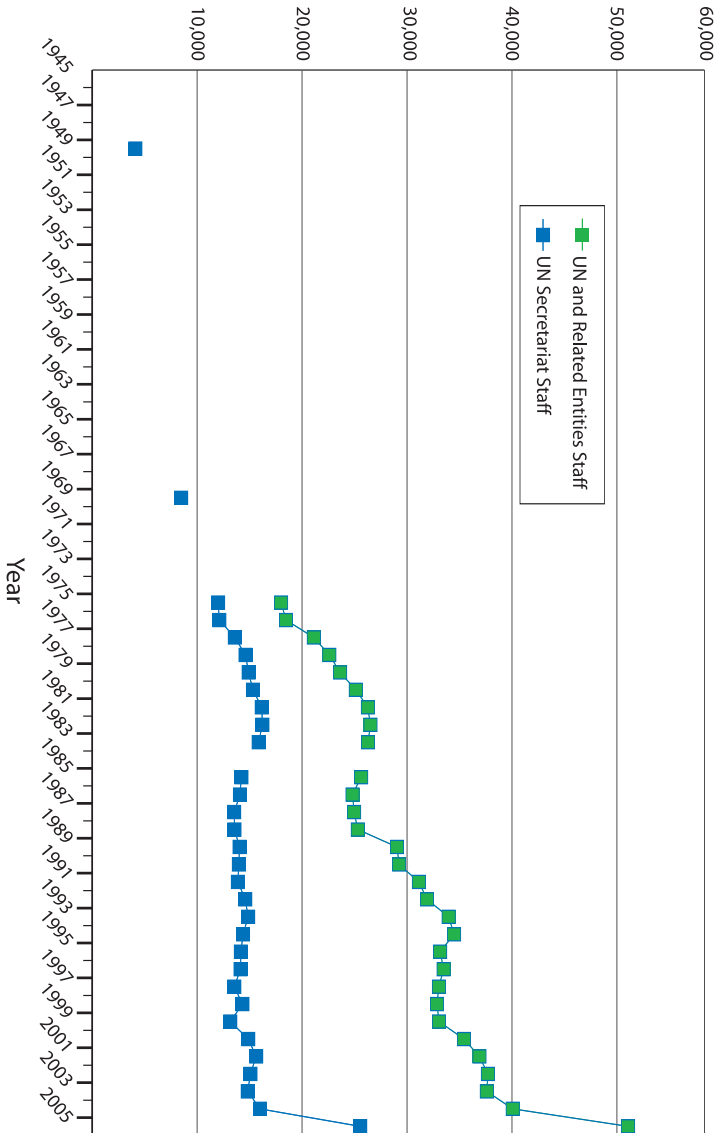
UN Peacekeeping Budget Expenditure, 1947-2005



Source: Data taken from Global Policy Forum, compiled by Michael Renner from multiple sources.

UN Staff

Number of staff (contracts of 1 year or more)



Sources: Reports of the Secretary-General, *Composition of the Secretariat, 1976-2006*; pre-1976 data compiled from newspaper accounts (no official data available for that period).

Notes on UN Staff:

1. There are various alternative ways of counting UN staff, with the result that estimates vary significantly. As shown above, the total number of staff with appointments of one year or more is 25,543 in 2006. However, if all contract lengths are included, the total number of staff is estimated at 30,548.

2. The trend line for the Secretariat and “related entities” includes staff serving in organizations with “special status” in matters of appointment, to which the general principles of the Staff Rules therefore apply. These comprise the United Nations Children’s Fund, the United Nations Development Programme, the Office of the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the United Nations University, the secretariat of the International Civil Service Commission, the secretariat of the United Nations Joint Staff Pension Fund, the registry of the International Court of Justice and the International Trade Centre. This data is not indicative of the staff levels across the entire UN system.

3. The rapid increase shown for both trend lines in 2006 is a distortion, resulting from the fact that this was the first year the staff count included all locally recruited field staff with contracts of a year or longer. Staff levels in 2006 were actually similar to 2005.

Annex III

Chapter XV of the UN Charter

THE SECRETARIAT

Article 97

The Secretariat shall comprise a Secretary-General and such staff as the Organization may require. The Secretary-General shall be appointed by the General Assembly upon the recommendation of the Security Council. He shall be the chief administrative officer of the Organization.

Article 98

The Secretary-General shall act in that capacity in all meetings of the General Assembly, of the Security Council, of the Economic and Social Council, and of the Trusteeship Council, and shall perform such other functions as are entrusted to him by these organs. The Secretary-General shall make an annual report to the General Assembly on the work of the Organization.

Article 99

The Secretary-General may bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security.

Article 100

1. In the performance of their duties the Secretary-General and the staff shall not seek or receive instructions from any government

or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization.

2. Each Member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary-General and the staff and not to seek to influence them in the discharge of their responsibilities.

Article 101

1. The staff shall be appointed by the Secretary-General under regulations established by the General Assembly.

2. Appropriate staffs shall be permanently assigned to the Economic and Social Council, the Trusteeship Council, and, as required, to other organs of the United Nations. These staffs shall form a part of the Secretariat.

3. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible.

Annex IV: UN Reform Proposals since 1960

This list contains the major reports, produced within and outside the UN, on the question of “reform” since 1960. It includes all reform proposals with some bearing on the Secretariat, although most have had broader terms of reference also including the intergovernmental structure of the UN and the multilateral system as a whole.

Intergovernmental Groups

Review of the Activities and Organization of the Secretariat, Committee of Experts (“Group of 8”) (1961).

In context of dissatisfaction from Socialist countries on staffing and budgetary matters, advocated improved Socialist representation within UN staff, especially at senior levels.

Examination of the Administrative and Budgetary Procedures of the United Nations, Working Group of 15 (“Group of 15”) (1961).

In context of UN financial crisis, linked to debate over power of Security Council and General Assembly for approval of peacekeeping missions, requested advisory opinion from ICJ, leading to further crisis and eventual compromise.

Examination of the Finances of the United Nations and the Specialised Agencies, Ad Hoc Committee of Experts (“Group of 14”) (1966).

In context of concern over expansion of regular budget, especially in economic and social field, reviewed system of finance and budgeting and concluded budget structure allowed organs too much latitude. Launched effort to develop more integrated system for planning and budgeting, approved in 1967.

A New United Nations Structure for Global Economic Cooperation (Gardner Report), Group of Experts on the Structure of the United Nations System (1975).

In context of North-South tensions related to development and structure of international economy and oil price crisis, identified weaknesses in UN structure curtailing its development effectiveness and called for new approaches.

Report of the Group of High-Level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations, (“Group of 18”) (1986).

In context of financial crisis and US push for budgetary reform (specifically weighted voting), identified economies and tried to develop decision-making mechanism to approve budget. Ultimately some agreement achieved within Assembly on a new budget process.

Five Major Areas of Reform, “Wilenski group” of 30 ambassadors (1992).

In context of the end of the Cold War and a new Secretary-General, proposed more equitable and transparent method of appointing senior officers and rationalization of Secretariat structure on functional lines.

Report of the Open-ended High-level Working Group on the Strengthening of the United Nations System (1995).

In context of North/South divide, US arrears and mid-1990s financial crisis, proposed to streamline structure of Secretariat but ideas modest as result of lack of consensus.

Major Commissions and Panels

Partners in Development, Commission on International Development (Pearson Commission) (1969).

In context of changes in membership composition and development of multilateral system of development assistance (e.g. IDA, 1960 and UNDP, 1965), established on initiative of President of

World Bank, to study development assistance and propose an international framework for development, with particular reference to Bretton Woods institutions. Report claimed that development results were not satisfactory so far and recommended a strategy for increased international cooperation, which was mainly unheeded.

North-South – A Programme for Survival (North-South Report), Independent Commission on International Development Issues (Brandt Commission) (1979).

Proposed by Robert McNamara in 1977, Commission claimed the functioning of the world economy was endangering the interests of both developing and developed countries and that UN growth had led to fragmentation, inefficiency, and organizational rivalries. Advocated greater coordination, efficiency, and reduced bureaucratization and was well-received. Follow-up on North-South issues fell short of expectations.

Common Security; A Programme for Disarmament, Independent Commission on Disarmament and Security Issues (Palme Commission) (1982).

In context of concern over nuclear arms proliferation and ineffectiveness of UN collective security machinery, the first of proposals for fundamental reform in the early 1980s. Viewed the role of the UN as essential to safeguarding security and recommended new definitions and security arrangements, including an independent finance structure for collective security. Some ideas were later taken up in Boutros-Ghali's *Agenda for Peace*.

Our Common Future, World Commission on Environment and Development (Brundtland Commission) (1987).

Commission established in 1984 in response to a General Assembly request. Report stressed interlocking environmental, development and energy crises, merged via an emphasis on "sustainable development." Growing interest led to UN Conference on Environment and Development (Rio de Janeiro, 1992), which approved "Agenda 21" and led to international acceptance of concept of sustainable development.

Review of the Panel of Independent High-level Experts (1992).

In the context of the 1992 Rio Conference on Environment and Development and the adoption of “Agenda 21,” the panel (chaired by Pronk and Iglesias) was established by the Secretary-General to advise on a restructuring of the economic and social fields. The Review focused mainly on the Secretariat and informed another restructuring, mostly welcomed.

Our Global Neighbourhood, Commission on Global Governance (1996).

Commission (chaired by Ingrid Carlsson and Shridath Ramphal) prioritized Security Council reform, an Economic Security Council as a deliberative policy body replacing ECOSOC, more involvement of civil society in machinery of global governance, increased funding for peacekeeping and schemes to finance UN operations such as charges for the use of global commons and corporate taxation.

Report of the Panel on United Nations Peace Operations (“Brahimi Report”) (2000).

Panel established by Secretary-General in context of peacekeeping lessons of the 1990s. Advocated various changes in doctrine, strategy and decision making, UN capacity to deploy operations effectively and rapidly, headquarters resources and planning/support structures. Security Council resolved to give missions clear, credible, and achievable mandates and recognized importance of missions having credible deterrent capacity.

A More Secure World; Our Shared Responsibility, High-level Panel on Threats, Challenges and Change (2005).

Established (2003) in aftermath of the Iraq war and tasked with reviewing major threats to peace and security and exploring ways to enhance UN responses. Advocated wide range of reforms relevant to intergovernmental and bureaucratic parts of the UN, most of which were incorporated into the Secretary-General’s own reform recommendations, with some limited achievements made at the 2005 world summit.

Delivering as One; Report of the Secretary-General's High-level Panel on UN System-wide Coherence, High-level Panel on System-Wide Coherence (2006).

Established to address coherence of the UN system in areas of development, humanitarian assistance, and the environment. Recommended empowerment of Resident Coordinators, global leaders forum to be established within ECOSOC, centralized MDG funding mechanism, support to the cluster approach for humanitarian and transitional activity, upgrading of UNEP, merging of three gender entities into one and a common evaluation system.

Studies Commissioned by the Bureaucracy

A Study of the Capacity of the United Nations Development System ("Jackson Report" / "Capacity Study"), Robert Jackson (1969).

Requested by UNDP in recognition that although technical cooperation activities firmly established, implementation fragmented due to number of agencies, organizations, funds etc. Report severely criticized decentralized and uncoordinated system and suggested rationalization, resisted by specialized agencies and some member states.

Financing an Effective United Nations, Independent Advisory Group on United Nations Financing (1993).

In context of grave financial crisis due to the withholding of contributions, group was assembled by the Ford Foundation at the request of the Secretary-General and chaired by Shijuro Ogata and Paul Volcker. The report emphasized the gap between the financial base of the UN and the demands placed on it and suggested the UN should charge interest on late payments, increase working capital fund and establish a reserve fund for peacekeeping. The report was considered by the General Assembly in 1993 but encountered a lack of agreement among major contributing countries.

The United Nations in its Second Half Century, Independent Working Group on the Future of the UN System (1995).

Established by the Secretary-General and chaired by Qureshi and von Weizsäcker, the group expressed concern regarding the complementarity of UN programs and goals, and the popularity/credibility of UN. Proposals centered on Security Council reform, security (an Early Warning and Threat Assessment section, establishment of UN Rapid Reaction Force), economic and social concerns (an Economic Council and Social Council), and organizational/resource matters (revision of budget assessment structure, investigation of other sources of finance such as levies).

Global Vision, Local Voice, Task Force on Reorientation of United Nations Public Information Activities (1997).

Established by Secretary-General (1997), task force report identified weaknesses in information structure, including a lack of strategy, lack of effective delivery of information at country level and lack of prioritization accorded communication functions. The Secretary-General adopted most of ideas in report.

Environment and Human Settlements, Task Force on Environment and Human Settlements (1998).

Established by Secretary-General to review current arrangements for UN environmental activity and suggested the need for a more integrated, systemic approach.

Investing in Development; A Practical Plan to Achieve the Millennium Development Goals, UN Millennium Project (2005).

Project commissioned by Secretary-General to develop action plan for meeting the Millennium Development Goals. Report advocated adoption of bold development strategies by developing country governments and increases in official development assistance from high-income countries (0.7 percent by 2015). On the UN system, stressed need for strengthened coordination of UN agencies, funds, and programs to support the MDGs, at headquar-

ters and country level and greater collaboration between UN country teams and the international financial institutions.

Investing in the UN; For a Stronger Organization Worldwide, Report of Secretary-General Kofi Annan (2006).

Report on management reform, outlined proposals in the areas of staffing, leadership, information and communications technology, efficiency in service delivery, budget and finance, and governance mechanisms. In context of North-South tensions, proposals met with much resistance and only three basic achievements made in 2006: the creation of a Chief Information Technology Officer (and recognition of the need to replace IMIS), a \$20 million budgetary flexibility for the Secretary-General and a significant increase in the Working Capital Fund.

External reports

A World Without a UN; What Would Happen if the United Nations Shut Down?, Heritage Foundation (1984).

In context of declining faith in multilateralism, report said doctrine of NIEO obstructive and distorting UN's original mandate on economic affairs and that UN contributing to heightened tensions as technical issues becoming politicized. Encouraged Reagan government to withdraw from UN unless certain demands met, including reduction in technical agencies' remits, cessation of funding to PLO, SWAPO and ANC, and reduction of stature of General Assembly.

The Future of the United Nations System: Some Questions on the Occasion of an Anniversary, Marc Nerfin (1985).

Claimed ageing international institutions in crisis; UN operations hampered by proliferation of agencies, programs, and bureaucracy; need for new structural model for UN based on a clear understanding of what the UN was and could/could not do. Claimed greater autonomy existed in development sphere, since in political affairs, major structural weakness that UN can function only when agreement among governments exists. Suggested three

chamber system to improve representation; greater UN financial autonomy (through levying charges on use of global commons); improved staffing measures.

Some Reflections on the Reform of the United Nations, Maurice Bertrand (1985).

Addressed organizational weaknesses of decentralized structure, as well as failings in development and economic fields. Proposed three major reforms: an Economic Security Council, semi-independent commissions to oversee the Secretariat; and the transformation of sectoral UN organizations into new regional and sub-regional development agencies.

A Successor Vision – The United Nations of Tomorrow, UNA-USA commissioned panel on UN reform (1987).

Report proposed reorganization of entire UN system, aimed at consensus building and was well received in North and South, but lost relevance with end of Cold War.

The United Nations at a Critical Crossroads, South Centre (1992).

In context of developing countries discontent with the post-Cold War emphasis on peacekeeping and US concern with management issues and bureaucratic wastage, report claimed Security Council a tool of the North threatening sovereignty of Southern states and mourned dilution of UN development agenda.

The United Nations in Development: Reform Issues in the Economic and Social Fields, Nordic United Nations Project (1991).

Focused on development, the report emphasized the fragmented structure of UN development activity; the marginalization of the UN due to the increasing prominence of the World Bank group; the inefficiency of the Secretariat and the need to match multilateral funding to recognized international needs in fair and stable ways. Was successful in establishing new governance system for UNDP, UNFPA, and UNICEF through specialized agencies

resisted implied limitation to their mandates.

Strengthening the United Nations for the 1990s, North-South Roundtable (1991).

Reform initiative attempting to bridge the gap between Northern and Southern perspectives. Asserted that UN increasingly successful with respect to political conflicts but making less headway in social, economic, and development fields, where activity was fragmented and marginalized, lacking adequate finance, strong leadership and coordination, and technical functions were migrating to multilateral development banks. Suggested reorganization and linking of political agenda to development agenda.

A World in Need of Leadership: Tomorrow's United Nations, Brian Urquhart and Erskine Childers (1990).

Focused on leadership role of UN in post-CW era, the report claimed that peace and security the primary concern of the UN but most serious problems for world socio-economic. Leadership needed to manage challenges and restructure existing system, including strengthening team character of UN.

Towards a More Effective United Nations, Brian Urquhart and Erskine Childers (1991).

Focused on management and organization of Secretariat and management of humanitarian emergencies. Contributed to General Assembly decision on measures to strengthen coordination of humanitarian emergency assistance (1991).

United Nations: Structure and Leadership for a New Era, Stanley Foundation (1991).

Private American foundation produced conclusions similar to Urquhart and Childers following international conference on leadership and structure of UN (February 1991) that highlighted new opportunities for UN in context of reduced tensions, both East-West and North-South; concerns about lack of political consensus on UN's role in economic sector; dominating potential

of P-5; UN failures in preventive diplomacy. Asserted need for member states to take the lead in reforming UN in four major areas (selection procedure of the Secretary-General, selection and number of senior officials reporting directly to Secretary-General, General Assembly agenda, leadership of ECOSOC on social issues).

Common Responsibilities in the 1990, Stockholm Initiative on Global Security and Governance (1991).

Launched by Willy Brandt as attempt to strengthen global cooperation in context of new possibilities at end of Cold War and new peacekeeping operations. Report emphasized inappropriateness of present system and claimed UN unable to prevent conflicts or solve them peacefully. Advocated establishment of global emergency system to improve UN capacity to anticipate and prevent conflicts; global law enforcement arrangement; targets on development and governance; Security Council reform; strengthening of role of Secretary-General.

Reviewing the UN System, Brian Urquhart and Erskine Childers (1994).

Identified problem areas as being lack of coordination within UN system; personnel problems (quality, morale, pay, career development, gender balance); development issues (lack of clear macro-economic strategy, disjunction with Bretton Woods institutions, mediocrity of personnel); negative image of UN; operating systems of UN (General Assembly agenda, member state financing failures, unhealthy dependence on US finance).

Reforming the United Nations, Paul Kennedy and Bruce Russett (1995).

Claimed that during the early 1990s, excessive expectations placed on UN, exceeding UN capabilities. Exposed a need to increase capacity or reduce responsibilities of UN. Reform proposed in five areas: Security Council (expansion and limitation of veto), peacekeeping (rapid reaction force), economic and social progress (replacement of ECOSOC, closer relationship to Bretton Woods institutions), rescue of collapsed states as means to restore true

sovereignty, funding (revised assessments, reduction of US share, levies on global commons).

For a Strong and Democratic United Nations: A South Perspective on United Nations Reform, South Centre (1996).

In context of budget cuts and North-South divide around UN's 50th anniversary, report stressed need for reform in key areas of UN image, financing methods, human resources, strengthening the General Assembly, democratization of the Security Council, regulation of humanitarian intervention and reclaiming an economic role for UN.

Strengthening the United Nations in the Economic and Social Fields, Nordic United Nations Reform Project in the Economic and Social Fields (1996).

Report claimed legitimacy the key strength of UN, but discrepancy between resources and responsibilities in economic and social fields; vicious circle of ineffectiveness and reduced funding (as ineffectiveness puts off donors); need to re-establish trust by demonstrating impact of UN at country level through UN programs and policy advice to governments. Advocated establishing a unified UN development system at country level, improving integrated support for country-level operations, financial reform and predictable funding, recruitment and management of staff.

Saving the United Nations: A Challenge to the Next Secretary-General, Jesse Helms (1996).

Stated concern at evolution of UN into a quasi-sovereign entity and claimed Helms would lead charge for US withdrawal from UN unless certain demands met. Recommended that US arrest UN encroachment on sovereignty of nation states; terminate unnecessary conferences; return to original mandate of helping states cope with cross-border problems; reduce the assessed budget, to be compensated by voluntary funding; provide for empowerment of states in budget setting; allow Security Council to authorize peacekeeping missions without having to fund them; reduce bureaucracy by 50 percent.