



Chief Executives Board for Coordination

17 November 2009

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New York, 30 October 2009

Summary of conclusions

I. Introduction

1. The second regular session of the United Nations System Chief Executives Board for Coordination (CEB) for 2009, chaired by the Secretary-General, was held at United Nations Headquarters in New York, during the morning of Friday, 30 October 2009.
2. Following the conclusion of the session, the Board met in a private session at United Nations Headquarters in New York and undertook a wide-ranging discussion on the financial and economic crisis and the evolution of global governance, which was followed by a briefing by the Secretary-General on the political, economic and social issues on the United Nations agenda.
3. The Board devoted its retreat session on Saturday, 31 October 2009 to the CEB review and climate change.
4. The present report covers the outcome of the second regular session of CEB for 2009.

II. Agenda

5. The Board adopted the following agenda for its second regular session of 2009:
 1. Adoption of the agenda.
 2. Reports of the committees:
 - (a) High-level Committee on Programmes
 - (b) United Nations Development Group
 - (c) High-level Committee on Management.
 3. Issues of system-wide concern: United Nations system staff security and safety.



4. Other matters:
 - (a) Briefing on the CEB Trade and Productive Capacity Cluster
 - (b) Briefing on the Universal Postal Union initiative “Addressing the world — An address for everyone”
 - (c) Dates and venues of future sessions.

III. Opening of the session

6. The Secretary-General opened the session and welcomed the CEB members. On behalf of the Board, he extended a special welcome to those who were participating in CEB for the first time: Helen Clark, Administrator of the United Nations Development Programme (UNDP); Raymond Benjamin, Secretary-General of the International Civil Aviation Organization (ICAO); and Jan Kubis, Executive Secretary of the Economic Commission for Europe (ECE) in his capacity as Coordinator of the regional commissions.

7. The Secretary-General informed the Board that he would suspend the CEB meeting from 11-11.30 a.m. for a Town Hall meeting with staff, following the recent tragic events in Afghanistan that had claimed the lives of five United Nations staff members and injured many others. In a gesture of solidarity, the Secretary-General was joined by the Executive Heads at the meeting.

IV. Reports of the committees

A. High-level Committee on Programmes

8. The Chair of the High-level Committee on Programmes, Juan Somavía, focused his intervention on the response of the United Nations system to the global financial and economic crisis. He noted that crises could act as catalysts for progress, as national leaders grasped that more was to be gained by acting together than apart, and as United Nations system organizations strove to deliver as one. In developing the nine CEB joint crisis initiatives that, taken together, formed a coherent system-wide response, the High-level Committee had worked to promote institutional leadership and strong cooperation on specific issues based on knowledge and experience within the system. In so doing, the Committee had maintained a light approach toward coordination. The key notion was to launch processes under the leadership of individual members of CEB, acting as lead and cooperating agencies in clusters on each subject.

9. The Chair thanked his colleagues and their institutions for their leadership under each of the nine initiatives: the World Health Organization (WHO) and the International Labour Organization (ILO) for the social protection floor; the members of the High-level Task Force on the Global Food Security Crisis; the World Trade Organization (WTO) and the United Nations Conference on Trade and Development (UNCTAD) for trade; the United Nations Environment Programme (UNEP) for the green economy initiative; ILO for the Global Jobs Pact; the World Food Programme (WFP) for emergency actions to protect lives and livelihoods; UNDP and the World Bank for advocacy and the establishment of frameworks for

additional financing for the most vulnerable; under the monitoring and analysis initiative, the International Monetary Fund (IMF) for macroeconomic and financial surveillance, the Deputy Secretary-General for the Global Impact and Vulnerability Alert System and the Department of Economic and Social Affairs for analytical and statistical data; and the World Intellectual Property Organization (WIPO), the United Nations Industrial Development Organization (UNIDO) and the International Telecommunication Union (ITU) for technology and innovation.

10. At its eighteenth session, the High-level Committee had reviewed the finalized templates and the progress reports for each of the initiatives and decided on the next steps: (a) the joint crisis initiatives would move forward in a decentralized manner, under the leadership of the lead and cooperating agencies; (b) within the overall framework of the United Nations Development Group, lead and cooperating agencies should develop methodologies for working together at the country level to give substantive support to resident coordinators and the country teams, to be defined locally according to national priorities. In this way, the work done by the High-level Committee would reinforce the “Delivering as One” objective of the Development Group; and (c) lead and cooperating agencies should consider how the initiatives could be supported within the diverse regional contexts, thus opening the way for cooperation with the regional commissions.

11. The Chair highlighted that the Development Group was lending its support to the lead and cooperating agencies in developing methodologies for operationalizing the initiatives at the country level. He thanked the Chair of the Development Group for her communication with resident coordinators in this regard and for her support and collaboration in the next steps. The High-level Committee would continue to review progress and address emerging issues as this critical process went forward, collaborating closely with the Development Group. He believed this to be a good example of the common synergy that could be developed between the Development Group and the High-level Committee.

12. He noted that Member States considered the CEB joint crisis initiatives to be credible, both individually and as a package, not just in response to the current crisis but also in addressing the pre-existing imbalances that had constrained the economy in moving towards balanced and sustainable growth. The emphasis on institutional leadership, by issue and in clusters, the light coordination at the level of the High-level Committee and the move towards delivery as soon as possible were elements that were particularly appreciated.

13. The High-level Committee had also engaged in extensive discussions on preparations for Copenhagen. The High-level Committee Working Group, bringing together experts from the system, had prepared a number of products to take to the United Nations Climate Change Conference in Copenhagen, including a policy brief on adaptation and a statement of purpose on behalf of the United Nations system as a whole. This process also demonstrated the substantial potential in the alignment of strengths of the United Nations system in support of the efforts of countries to adapt and deal with the serious changes occurring in the climate system. It was clear that this challenge would remain for years to come and that the continued leadership of the Secretary-General would be required in driving a tightly managed process of policy coherence and convergence within the multilateral system.

14. The Chair added that the need to reinforce multilateralism came with heightened expectations for coherent policies and actions. These were expectations

that Member States and the United Nations system had of one another and that Executives Heads had of themselves, as the system's leaders. Clearly, as the Board had recognized in its communiqué of 5 April 2009, it could not go forward with a "business as usual" approach. For this reason, the Chair had convened, outside the scope of the High-level Committee's regular session, an informal brainstorming session on the policy foundations of moving towards a fairer, greener and sustainable globalization. The High-level Committee had reflected on the patterns and governance of globalization, looking at the socio-economic imbalances in societies, the global setting and changes in the dominant policies that had led to the current crisis. Many issues had been raised, including the necessity for intellectual leadership by the United Nations system in shaping a post-crisis world, as well as for the development and advocacy of value-based approaches to governance. These issues were of fundamental importance to the perception of the role of the United Nations in the future and should be addressed by CEB.

15. The Chair was pleased to report that the High-level Committee had agreed to the appointment of Elliot Harris, Special Representative of the International Monetary Fund to the United Nations, as the Committee's new Vice-Chair. On behalf of the Committee, the Chair expressed his gratitude to Mats Karlsson for his dedicated and committed service as Vice-Chair for over eight years.

16. The Board took note of the report and endorsed the decisions taken by the High-level Committee, welcoming the appointment of Elliot Harris as its Vice-Chair.

B. United Nations Development Group

17. The Chair of the United Nations Development Group, Helen Clark, briefed the Board on key developments. She was pleased to note that the General Assembly, in its resolution on system-wide coherence (63/311), had mandated the Secretary-General to proceed with the independent evaluation of the eight "Delivering as One" pilot projects. While the pilots were proving successful, they were also generating awareness of issues that needed to be addressed in order to further advance coordination. The independent evaluation was expected to help mandate new ways of working together and should be undertaken as soon as possible.

18. A meeting of representatives from all the pilot countries, attended by the Deputy Secretary-General, had been held in Kigali from 19 to 21 October 2009. The participants at the meeting had shown that they were positively inclined to moving ahead with the "Delivering as One" approach. As illustrated in the latest synthesis report of the resident coordinators' annual reports, country teams had already been striving to promote coordination efforts.

19. The Chair added that a key message that she had been endeavouring to convey was that working together through joint programming was the way of the future. With less than 20 per cent of the total official development assistance passing through the United Nations system, it was absolutely critical that the United Nations funds, programmes and agencies worked together in collaborative efforts.

20. Both the synthesis report and the capacity assessments of the "Delivering as One" pilot countries had shown that programme countries were increasingly seeking strategic advice, policy options and practical support. There was therefore a need to

transform the United Nations system to be able to provide the assistance that these countries sought. While many staff members had skills for managing traditional development projects, there would most likely be a need for fewer but more highly skilled staff in the future.

21. The Chair further identified a need for the Development Group to be more strategic in its efforts. Implementation of United Nations Development Assistance Frameworks in up to 100 countries over the next three years presented a real opportunity in this regard. The Development Group would provide clear directions for these Frameworks to focus on taking an integrated approach towards poverty reduction, the Millennium Development Goals and sustainable development, as these three issues were closely interlinked. While being mindful that, in the context of the current economic situation, the likelihood of vast increases in official development assistance was slim, new funding would be forthcoming for climate change. It was absolutely critical that these funds should be spent in a way that was mutually supportive of poverty reduction, the Millennium Development Goals and other development objectives.

22. The various Development Group working groups were active in providing guidance to the United Nations system. With regard to climate change, the Development Group had approved guidance notes on the Development Assistance Framework process on integrating disaster risk reduction into joint programming and on the mainstreaming of environmental sustainability into the programming processes. A third guidance note on climate change was being prepared and was expected to be completed by end 2009. To reinforce the new generation of Frameworks, a support package would be approved at the Development Group meeting in November 2009 and would include action plan guidelines, the One Results Report and an implementation support strategy.

23. The General Assembly, in its triennial comprehensive policy review (resolution 62/208) and its resolution on system-wide coherence (63/311), together with the Economic and Social Council, in various resolutions, had encouraged moving forward with the harmonization of business practices across the United Nations system. The Development Group Chair commended the work undertaken by the High-level Committee on Management in this regard. In support of the Committee's efforts, the Development Group was, inter alia, working on the harmonization of cost recovery policies, financial rules and regulations, information and communication technologies and procurement issues. As collaboration between the Committee and the Development Group was essential, the Development Group Chair proposed that a joint mission be undertaken to one of the "Delivering as One" pilot countries.

24. The Development Group Chair informed the Board that a meeting of the Development Group Advisory Group had been held on 29 October 2009 to review strategic issues and trends affecting the environment in which the United Nations operated. Participants at the meeting had been particularly mindful of the disparity in global governance of economic and financial issues and the role of the United Nations system in this regard.

25. The Board took note of progress and endorsed the decisions taken by the Development Group on its behalf.

C. High-level Committee on Management

26. The Chair of the High-level Committee on Management, Josette Sheeran, briefed the Board on the conclusions of the eighteenth session of the Committee, which had taken place in New York on 29 and 30 September 2009. Introducing her report, the Chair emphasized that the Committee not only handled administrative and bureaucratic matters but worked to safeguard the safety and well-being of every member of the United Nations family. In the face of a rapidly changing world and rising global vulnerability, the United Nations system needed to have the most flexible and efficient management systems possible to deliver on its mandates.

27. The High-level Committee had continued to focus on its response to the request by CEB to develop a more effective United Nations-wide security management system, following the endorsement by the Board of a number of recommendations already proposed by the High-level Committee Steering Committee on Safety and Security, led by the Under-Secretary General for Field Support, Susana Malcorra, and with the participation of WHO, UNDP, the United Nations Children's Fund (UNICEF), WFP, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Human Settlements Programme (UN-Habitat), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the World Bank, together with representatives of the Office for the Coordination of Humanitarian Affairs, the Department of Peacekeeping Operations, the Department of Safety and Security, the High-level Committee networks and the staff federations.

28. The Chair recalled that CEB had endorsed a fundamental change proposed by the High-level Committee, namely a shift in culture and mindset in the United Nations from a "when to leave" to a "how to stay" approach.

29. The High-level Committee was conducting a comprehensive review of safety and security procedures applicable to international staff, national staff and non-staff personnel in order to identify best practices and compare the Organization's procedures with those of other international institutions. A set of prioritized recommendations for review and approval by the High-level Committee at its spring 2010 session was expected on two major topics: (a) compensation for service-incurred injuries or death in the event of a malicious act; and (b) improving security measures for national staff.

30. The High-level Committee had also approved a revised framework for accountability for the United Nations Security Management System, which clarified the roles and responsibilities of all the members of the system and provided additional authority to the Under-Secretary-General for Safety and Security and to all designated officials. The revised framework would have to be referred by CEB to the General Assembly for its approval.

31. The High-level Committee had focused on two developments: (a) the formation of a rapid response teams to support country offices in the event of a crisis — this measure had already been implemented on an ad hoc basis, as in the aftermath of the recent bombing of the WFP premises in Islamabad; and (b) three communication brochures to inform staff about security related entitlements and benefits.

32. The Chair reiterated her great appreciation for the collective work and thanked all of those who were participating in it. Under agenda item 3, the Under-Secretary-General for Field Support briefed the Board on the progress made on the multiple concurrent tasks undertaken by the High-level Committee with respect to safety and security of staff.

33. At its September session, the High-level Committee had held an in-depth thematic discussion on new contractual arrangements effective 1 July 2009 in the Secretariat, its funds and programmes.

34. The discussion had focused on the managerial implications of the reform, particularly on its expected impact on mobility, the usage of temporary staff, its consequences for staffing of peacekeeping and political operations, and the implied changes in staff costs.

35. The High-level Committee had recognized the need for flexibility in the implementation of the reform, given the different operational realities of United Nations organizations, as well as the fact that agencies faced challenges in applying contracts consistently in the face of budgetary constraints and varying sources of funding. The importance of effective performance management systems to make the system work was also stressed.

36. The High-level Committee had agreed to discuss the reform of the Internal Administration of Justice System and its relationship with the contractual reform process at the next session.

37. Regarding the High-level Committee's Plan of Action for the Harmonization of Business Practices, the Chair indicated that, following an initial \$270,000 contribution from New Zealand, pledges had been publicly confirmed by Norway, Sweden, the United Kingdom and the Netherlands, for an approximate total amount of \$5.5 million.

38. Both the Economic and Social Council and the General Assembly had adopted resolutions in which they had called on the organizations members of CEB to continue making progress in the simplification and harmonization of business practices and requested them to explore potential allocation of funds for this purpose through their governing bodies.

39. In the light of the support and guidance received from Member States, the High-level Committee had recently selected its priorities among the projects included in the plan with a view to ensuring their relevance in the current context of financial difficulties. It was now critical to ensure that organizations worked quickly and efficiently to deliver concrete results. In this respect, the Chair encouraged the Executive Heads to continue supporting the implementation of the Plan of Action and to ensure that this work received the necessary attention by the management.

40. The first initiative launched as a result of the Plan of Action was a project intended to produce procedures and guidelines with regard to vendor eligibility and due process dealing with vendors suspected, accused of, and/or proven guilty of misconduct in line with the Supplier Code of Conduct (Vendor Eligibility Project). The High-level Committee Procurement and Legal Networks were working in close cooperation on this project, for which UNDP was the lead agency. The Chair noted the critical role of this project in promoting increased transparency and accountability and the importance of action on this issue to Member States and the

public at large. She therefore underlined the need to take this project to a speedy and successful conclusion, ensuring delivery of a quality outcome.

41. The Board was also informed that the High-level Committee had developed a consolidated workplan on sustainable procurement, through its Procurement Network, in close collaboration with the Environment Management Group and UNEP. The High-level Committee intended to continue assisting agencies in the transition to sustainable procurement by providing capacity-building, training and practical guidance to staff involved in procurement and requisitioning activities as well as to suppliers, in order to ensure a fair and consistent application and transition to more sustainable practices. Such work would be guided by the principles that would emerge from the discussion by the General Assembly at its 64th session of the Secretary-General's report on United Nations procurement activities (A/64/284/Add.2).

42. The High-level Committee had conducted a discussion on the mandatory age of separation, an issue currently under review by the International Civil Service Commission and the United Nations Joint Staff Pension Board. A number of recommendations towards raising the mandatory age of separation had already been developed by the Human Resources Network. The High-level Committee decided to further review them in light of the results of the forthcoming actuarial study to be carried out by the Pension Board, i.e., after the financial sustainability of the Pension Fund had been quantified and a more detailed assessment made of whether financial sustainability considerations should be driving changes in the mandatory separation age.

43. The Chair recommended that CEB members should follow developments in this matter carefully and participate in the forthcoming discussions both within the Committee and the Pension Board, so as to actively contribute to the formulation of financially sound proposals consistent with the evolution and trends of the modern workforce.

44. The High-level Committee had endorsed a policy statement on the employment of persons with disabilities in the United Nations developed by the Human Resources Network in collaboration with the United Nations Medical Directors Working Group, the Legal Network and the Finance and Budget Network. Each organization was encouraged to develop its own internal policy on the employment of persons with disabilities and to report on the adoption of their specific policies by mid-2010.

45. The Chair reported that most organizations were now targeting either 2010 or 2012 as implementation dates for the International Public Sector Accounting Standards.

46. Based on the successful experience of WFP, which had implemented the Accounting Standards in 2008, the Chair offered a few thoughts on this project. In particular, she noted the need for full support and continuing commitment at the highest level of management; the importance of communicating with and involving staff members at all levels, as well as communicating with governing bodies; and the importance of training. The Chair noted that this project required an investment of time, money and energy but would deliver significant dividends, including by conveying a message of transparency, empowering governing bodies and management through the provision of new information and establishing a sense of

legitimacy by recording transactions based on an internationally recognized standard.

47. The Chair was pleased to report to the Board that the first cohort of the United Nations Leaders Programme had been rolled out by the United Nations System Staff College in May 2009. The Staff College was planning to further develop the programme by delivering a second cohort in December 2009 on accountability and ethics and by offering another three courses in 2010. The High-level Committee asked the Staff College to continue planning and designing additional sessions of the programme to meet the needs of the full spectrum of United Nations leaders.

48. Finally, the High-level Committee had requested the United Nations Medical Directors Working Group to develop proposals for improving health-care management in the United Nations system, working closely with the Human Resources Network and the Inter-Agency Security Management Network. This issue was becoming increasingly important as the United Nations deployed more staff to the field, to duty stations where health-care infrastructure was suboptimal and to areas where there were significant health and safety risks. In fact, although the organizations of the United Nations system employed a significant number of medical personnel, most did not have a formal health and safety policy for their staff and there was no coordinated management structure for the oversight, monitoring and support of United Nations health-care services.

49. **The Board took note of progress and endorsed the decisions taken by the High-level Committee on its behalf.**

V. Issues of system-wide concern: United Nations system staff security and safety

50. The Secretary-General introduced this agenda item by saying that the recent deadly attack against United Nations staff in Kabul, following earlier attacks on United Nations facilities in Islamabad and elsewhere, reminded him and CEB members of the increased level of risk faced by United Nations staff worldwide. He informed the Board that he was appealing to both the Security Council and the General Assembly to provide more political, material and financial support. Such increased support had already been assured by all 15 members of the Security Council and was also necessary from all members of CEB. It was essential that the leaders of the United Nations system kept the issue of safety and security at the top of their agenda.

51. The Secretary-General stressed that the international community at large needed to meet the increasing safety and security requirements of the operational mandates of the United Nations. He would continue to advocate for increased attention to these needs in all intergovernmental and bilateral forums and encouraged CEB members to do the same.

52. The Secretary-General recalled that in 2008, CEB had taken stock of the report of the Independent Panel on Safety and Security of United Nations Personnel and Premises and initiated action on it through the High-level Committee. At its spring 2009 session, CEB had adopted a statement to Member States stressing its commitment to the implementation of a comprehensive plan for a strengthened security management system. Since then, the Secretary-General was pleased to note

that work had continued in the High-level Committee under the leadership of Josette Sheeran and Susana Malcorra.

53. The Secretary-General gave the floor back to Ms. Sheeran to update CEB on the work of the High-level Committee in this area and to offer her own perspective on the challenges she and her staff faced in the field.

54. The Chair shared her experience of the recent suicide attack on the WFP premises in Islamabad, which offered important elements of reflection and some useful lessons learned. In doing so, she acknowledged the leadership provided by the Under-Secretary-General for Safety and Security, Gregory Starr, during this tragic event.

55. The WFP building had resisted the powerful blast due to foresight and preparation. Had it collapsed, the death toll would have been much heavier. The Chair made the following observations:

(a) The WFP office had been carefully selected — it was low and heavily reinforced.

(b) Although there had been a security breach that had allowed an individual to get in, the access control measures that had been put in place effectively prevented the possibility of a car bomb.

(c) A blast analysis had been done earlier in the year to ensure that the structure could actually withstand a significant explosion and \$300,000 had been invested in reinforcing the premises, including with HESCO supports.

(d) All vulnerable windows had been sealed with steel.

56. Blast film had also been installed on the windows throughout the building. This had proved to be a lifesaver. Not one person had been injured by glass shards in this blast. By contrast, according to the WFP medical staff, about 90 per cent of injuries from the Canal Hotel bombing had been related to glass. The installation of blast film was one of the minimum operating security standards, depending on the country; several years ago, WFP had made it mandatory for every location because of its lifesaving potential.

57. The fact that more people had not been hurt or injured in the Pakistan bombing was a pure and simple testament to the fact that the improvements that WFP had made to its security system over the past several years — overseen by CEB — had been effective in saving lives.

58. There were also a number of lessons that CEB could take from Pakistan to improve the United Nations security system. The Chair highlighted them as follows:

(a) Security guidelines and standards only worked if they were applied. This did not just apply to field locations where security threats were well known — the United Nations was vulnerable everywhere. Carrying out reviews of minimum operating security standards compliance would be a useful and practical suggestion for all agencies.

(b) Policies and procedures related to human resources issues in cases such as this needed to be overhauled. Staff members of different categories had varying medical insurance/death benefit coverage and difficult decisions had to be made about evacuation for the wounded, movements of families and several other issues.

This was especially problematic when different categories of staff had wide variance in the quality of coverage based on type of contract.

(c) Training and preparation were crucial. The men and women who had helped their critically injured colleagues after the blast were heroes but they had been totally unprepared for the experience. WFP was expanding training in security awareness, first aid and trauma response, often in partnership with other agencies. The week after the blast, the Department of Safety and Security had given trauma training to some WFP staff and this was being expanded.

(d) Recent research showed that United Nations staff was four times less trained than a police officer. But security was not just the job of security officers — it was everyone's responsibility. The United Nations needed to have a mindset that incorporated security into its work, from programme design to evaluation. This was key in the fundamental shift that the Under-Secretary-General for Safety and Security was presiding over in the Department of Safety and Security — namely that our notion of security risk management needed to be completely changed. In this respect, WFP was upgrading its security awareness course from an online learning course to a full two-day in-person course.

59. The Chair concluded her briefing with a few thoughts on the actions that CEB might take to address some of the shortcomings in the United Nations security system:

(a) Engage with and support the work of the Steering Committee on Safety and Security. Under its guidance and that of the High-level Committee, the Human Resources Network was addressing policy issues related to compensation for service-incurred injuries or death in the event of a malicious act and to improving security measures for national staff. It was crucial that this work be completed and revised policies be implemented.

(b) Support efforts to mainstream security at the programme design and management level. This cultural shift was necessary to adjust to the changed context within which the United Nations was called on to operate.

(c) Support the Department of Safety and Security in implementing this new approach to safety and security, including its increased resource requirements. In that respect, the United Nations system must send a clear message to donors regarding the need to fund security requirements in support of programme delivery.

(d) Support the work of the United Nations Estate Working Group. It was crucial that the United Nations, also working with Member States, should find long-term, secure solutions to maintaining its country presences.

60. Following Ms. Sheeran's presentation, the Secretary-General asked the recently appointed Under-Secretary-General for Safety and Security, Gregory Starr, to brief CEB on the current security situation and the main challenges that the system was facing.

61. The Under-Secretary-General for Safety and Security presented some statistics on the distribution of the growing United Nations civilian casualties in the last four years by country, nature of the event and United Nations agencies affected. Figures showed a clear step change in security trends: from high consequence/low probability in the case of extremist attacks to high consequence/high probability;

and, in the case of criminality, from low consequence/high probability to high consequence/high probability.

62. The recently completed management review of the Department of Safety and Security had incorporated the recommendations made in the following reports: the report of the Independent Panel on Safety and Security of United Nations Personnel and Premises, the report of the Independent Panel on Accountability and the report of the Office of Internal Oversight Services on the Department of Safety and Security. One of the first recommendations of the report of the Independent Panel on Safety and Security was that it was the responsibility of the Secretary-General as the Chair of CEB, as well as of CEB itself, to regularly review the strategy, performance and resources of the United Nations Security Management System. In this respect, the Under-Secretary-General expressed his appreciation for the way in which all parties had collaborated, with unprecedented speed and commitment, to ensure action and progress on the recommendations made by the Independent Panel on Safety and Security. Mr. Starr also stressed that, in view of the unprecedented challenges and threats to which the United Nations system was exposed, it would continue to face security incidents, no matter how improved the security policies that the system implemented were.

63. The Under-Secretary-General cited the revised framework for accountability as a cornerstone of the Security Management System. The new framework included additional actors in the Security Management System, including the new Executive Group on Security, established to review strategic security issues, provide policy guidance and review country-specific situations. The Group was instrumental in supporting both the decision-making process for senior managers and the change to a managerial culture of responsibility. The changes in the framework were intended to restore confidence in those having significant security responsibilities in the system.

64. The Under-Secretary-General for Safety and Security urged those organizations that had not yet done so to establish their own internal frameworks for accountability to complement the broader framework, to widely distribute these throughout their respective organizations and to ensure they were operationalized.

65. The second cornerstone of the United Nations Security Management System rested on the new security risk management model, which represented a positive step forward in supporting the assessment of the criticality of programmes. This new model was now being tested in light of the situations the United Nations was currently facing in Pakistan and Afghanistan. Risk management involved looking at both sides of the coin, i.e., the risks weighed against programme needs.

66. The new model could serve to support Executive Heads with security risk assessments for high-risk, non-mission environments where the United Nations had a presence, enabling the recognition of risk and a commitment to mitigation measures. Its focus was on risk analysis, as opposed to risk avoidance.

67. The security challenges the United Nations faced were daunting. The Organization had 14,000 installations around the world (excluding residences). Most locations had been donated by host Governments and could range from highly fortified premises to simple constructions. The Department of Safety and Security was currently collecting global data to support the development of estate safety and security policy and guidelines.

68. Additional steps were also being taken to consult designated officials in designing security training programmes to ensure that they met their own training needs. With respect to training, Mr. Starr stressed that the United Nations needed to do a better job of training its staff, especially its national employees, who were most at risk.

69. One critical element of the work of the High-level Committee on Management Steering Committee on Safety and Security led by Susana Malcorra had been the development of a new security level system in which country- and area-based security and mitigating measures were determined on the basis of the security risk assessment of the specific areas in which the United Nations operated. Currently, a pilot was under way in five locations (United Nations Mission in the Sudan, Colombia, Israel-West Bank-Gaza, Kenya and Somalia) to test the new system.

70. The new security level system reflected the shift to an emphasis on risk assessment as the principal mitigating measure. Under the system, the automatic response to reduce or eliminate the security level designation would be linked to the level of change in the security situation, supported by structured threat assessments and guidelines. It was envisaged that a report on the pilot would be submitted to the Steering Committee in December 2009.

71. Outlining his vision for the future, Mr. Starr stressed that security issues affected every staff member across the board. Furthermore, no matter how effective any security risk management model might be, there would come a time when a wider look would be needed to determine programme criticality and that would require a separate and accurate assessment of the need for continuing certain programmes.

72. The United Nations would need to look at those countries where it maintained a large presence and would have to be intellectually honest about the action that needed to be taken. In that respect, CEB members should review the exposure of United Nations programmes and the deployment of staff and offices around the world; it should also jointly consider measures to reconfigure or reduce the Organization's presence in the most vulnerable locations.

73. While new methods of assessing security risks could impact on programme decisions, if such decisions were not supported by adequate and sustainable funding, even those mitigating measures would be weakened. If programmes were deemed to be absolutely critical in highly vulnerable locations and the United Nations must adhere to a "how to stay" approach, then this should go hand in hand with a commitment to the concept of "no programme without security".

74. The Under-Secretary-General indicated that, unfortunately, the mainstreaming of security costs in programme costs had not been fully realized. Resources remained the key to moving forward. CEB members were therefore urged to engage Member States in their own governing bodies to provide for sustainable and adequate resources for that purpose. Security risk assessments could and should support the mainstreaming of security costs for all missions mandated by the respective governing bodies of the organizations participating in the United Nations Security Management System.

75. At the same time, there must be a better utilization and coordination of both human and financial resources within the Security Management System. Mr. Starr expressed his firm commitment to support CEB member organizations in all those

endeavours. He indicated that the recently completed comprehensive management review for the Department of Safety and Security would soon be considered by the General Assembly. That review clearly prioritized what was needed and focused on a new vision for the Department, which included enhancing and upgrading the security services provided, the provision of greater analytical capacity and specialized services and a leaner presence at Headquarters — all intended to enable programmes to go forward in a well-managed and transparent fashion. He also indicated his intention to ensure that the Department reached out to its implementation partners and engaged with them in the upcoming dialogue on those vital issues.

76. Following the Under-Secretary-General's intervention, Ms. Malcorra completed the overview of the remaining key elements of the work conducted under the aegis of the Steering Committee on Safety and Security, all of which were in their final stages and ready to be completed by end 2009. In particular, she mentioned the revision of the Field Security Handbook and development and implementation of the scheme of accreditation of designated officials in the host country.

77. An in-depth discussion followed the presentations by Ms. Sheeran, Mr. Starr and Ms. Malcorra. Most of the points raised during the discussion found consensus among CEB members and are summarized below.

78. The issue of “perception” of the Organization's role and activities in the different cultural contexts in which it operated was once again highlighted by many as a key “soft” element whose appreciation and opportune management would effectively contribute to reducing the threats that United Nations staff members faced, especially through a better integration in the community in which their work took place. Integration provided protection. The integrity and appropriate behaviour of United Nations staff was also critical for their acceptance within the social environment in which they operated. Attention should be paid to the reality in some places where the United Nations had come to be considered a legitimate target and to the root causes of the problem.

79. United Nations organizations had sensitive agendas. Presenting such issues in the right manner was essential. Staff must be trained to frame their words and work in a manner that was acceptable to the local communities. Human rights concepts must be framed within the societies in which the United Nations worked.

80. Elaborating on the need for a better appreciation of cultural differences, one participant noted that elections were the final visual concept of democracy and that the United Nations should also look at indigenous forms of participation in society that allowed people to adopt democratic ideas without being aligned with the western concept of elections as the only form of democratic processes.

81. The organizations of the United Nations must recognize that they have become as vulnerable as many Member States and that this would require a completely different approach to security, which had to be based on risk and information. Those organizations would have to be stronger in affirming that their staff members were not expendable and that their deployment had to be linked to a careful assessment of risks and a corresponding commitment of financial resources.

82. A detailed analysis of malicious acts towards United Nations staff, including of their nature, concentration and patterns, should lead to a better understanding of

the threats United Nations staff faced, and of the reasons why United Nations staff were targeted. Protection alone would not solve the problem. The best way to protect was to avoid the United Nations being the target. In that respect, as modern security was defined by information, more efforts and resources should be dedicated to collecting data.

83. In addition to emphasizing that the question of perception was of central importance, several participants also highlighted the complex nature of the substantive objectives that United Nations activities in the most various domains entailed. While the Organization embraced humanitarian interventions, which were based on humanitarian principles, including impartiality and neutrality, some of its positions and actions could not, by definition, be neutral. Recognizing the intimate conflict between some objectives, their perceptions and the operational responses to them could lead to a more effective prevention of the risks for United Nations staff.

84. CEB concluded the discussion by affirming that safety and security systems must be designed to make programmes succeed and enhance the ability of the United Nations system to fulfil its mandates and assist the people in need. In that respect, comprehensive risk assessment analyses should drive the design of the Organization's presence in the most vulnerable locations and should be supported by adequate and sustainable funding to reduce exposure to risks through mitigating measures.

85. The Board also underlined the crucial importance of cultural sensitization and improved safety and security awareness and training for United Nations staff at all levels, to better equip them to integrate with the communities in which they must work and to support the creation of an organizational culture of security.

86. Reiterating the need for Member States to acknowledge the increased funding requirements in support of programme delivery, the Board expressed unanimous support for the vision outlined by the Under-Secretary-General for Safety and Security for a strengthened security management system, including its increased resource requirements, to be framed within the Department of Safety and Security budget proposal that the Secretary-General would submit for approval to the General Assembly.

VI. Other matters

A. Briefing on the Trade and Productive Capacity Cluster

87. The Secretary-General of UNCTAD, Supachai Panitchpakdi, recalled that the Secretary-General of the United Nations had officially launched the CEB Trade and Productive Capacity Cluster in April 2008 at the twelfth session of the United Nations Conference on Trade and Development. To date, the cluster, currently comprising 13 entities of the United Nations system, had designed and implemented joint assistance programmes in six of the eight "One UN" pilot countries and was actively involved in the countries that were launching new Development Assistance Frameworks. That experience demonstrated, in his view, that within CEB, thematic inter-agency clusters could be an innovative and effective way of enhancing the role of the United Nations system at the country level.

88. He highlighted two lessons learned from the work of the Cluster. The first lesson related to coherence. He noted that joint programmes were the most straightforward way to avoid duplication and overlap among the operations of the various United Nations agencies; that exemplified operational coherence. It was now necessary to move beyond that operational, procedural level of coherence towards substantive coherence among the operations delivered by agencies. The competencies that were provided by the agencies had to converge and complement one another, adding value to their individual operations. Policy coherence was the logical next step: the Organization's plans needed to evolve towards a common vision of development, rooted in United Nations values and the Millennium Development Goals, and fully aligned with national development plans and priorities.

89. In that context, coherence also meant taking account of the horizontal, cross-sectoral linkages among all aspects of development — i.e., among the economic, social, environmental, governance issues addressed by United Nations agencies in the United Nations country assistance plans. Piecemeal approaches and operations confined to one sector had a limited or even, in some cases, a negative impact. The interface between the economic and social aspects of the United Nations had been marginalized in the United Nations country plans. The Cluster was now providing new impetus to economic, trade and trade-related issues that had an impact on all other components of national development.

90. The second lesson referred to the international dimension that was missing in United Nations country plans, which was now being addressed by the Cluster. The Secretary-General of UNCTAD stressed that United Nations assistance needed to take into account both the domestic and the international dimensions of national development processes. In order to be effective, assistance could not be formulated in a vacuum: the external factors identified in national development strategies had to be considered, as appropriate, in the formulation of United Nations operations. This was particularly relevant for all operations related to economic, trade, investment and technology issues. In this respect, the Cluster's work had been instrumental in bringing the implications of globalization into the United Nations country plans. He considered this to be the Cluster's most significant contribution to system-wide coherence. In the case of the least developed countries, the Cluster's main task was to ensure that the operations being designed by the integrated framework on trade assistance were included as a component of the One UN programme or the United Nations Development Assistance Frameworks.

91. The Secretary-General of UNCTAD concluded that the experience and lessons learned by the Cluster over the past three years showed that thematic inter-agency mechanisms that were action-oriented and aimed at enhancing United Nations assistance were a key contribution to system-wide coherence. He suggested that CEB should reflect on this experience and assess its potential for use in other areas of the Organization's development work.

B. Briefing on the Universal Postal Union initiative “Addressing the world — An address for everyone”

92. The Director-General of the Universal Postal Union, Edouard Dayan, briefed CEB on his organization's campaign, “Addressing the world — An address for

everyone". The fact that billions of people lacked a physical address had serious implications, not only for the individual's ability to access emergency and other services, but also in terms of economic and social development. It had a detrimental impact on the provision of public policies and services and also affected the ability of commerce to operate efficiently. People without addresses could not easily vote, have a legal identity, open a bank account, or qualify for credit or loans.

93. The Director-General noted that the Universal Postal Union had been collaborating with a number of organizations on this issue. For example, it was working with WHO in Malawi to improve the planning of health services as well as the delivery of vaccines and medicines through a national system of addressed. It was now necessary to tackle the challenge on a larger scale.

94. He explained that the objective of the campaign was to raise international awareness and support for reaching the ultimate goal of providing an address for everyone in the world. He thanked the Executive Heads of UNDP, the World Bank, the United Nations Educational, Scientific and Cultural Organization (UNESCO), UN-Habitat and ITU for their commitment to join in the campaign. The Universal Postal Union would establish an inter-agency working group, if possible before the end of 2009, and planned to organize a global summit on addresses in early 2011. He invited all interested CEB members to participate in this endeavour and to deliver as one in building an infrastructure that would greatly help countries and their citizens.

C. Tribute to Koïchiro Matsuura, Mohammed ElBaradei and Karen Koning AbuZayd

95. The Secretary-General was joined by CEB members in paying tribute to Koïchiro Matsuura, Director-General of UNESCO, Mohammed ElBaradei, Director General of the International Atomic Energy Agency and Karen Koning AbuZayd, Commissioner-General of UNRWA, who would all be stepping down as Executive Heads of their respective organizations in the coming months.

D. Dates of CEB autumn 2009 and spring 2010 sessions

96. With respect to the first regular session of CEB in 2010, to be held at UNIDO headquarters in Vienna, the Board confirmed the dates of Friday 9 and Saturday 10 April.

97. The Board would be consulted, in due course, about the dates of its autumn 2010 session.