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GENERAL ASSEMBLY FIFTH COMMITTEE

BACKGROUND GUIDE 2018

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Dear Delegates,

Welcome to the 2018 National Model United Nations New York Conference (NMUN•NY)! We are pleased to welcome you to the General Assembly Fifth Committee (GA5). This year's staff are: Directors Roland A. Römhildt (Conference A) and Jeffrey A. Thorpe II (Conference B), and Assistant Directors Ana Willett (Conference A) and Lindsey Velde (Conference B). Roland holds an M.A. in Political Science from Freie Universität Berlin. Currently, he is working on a PhD project in Political Theory. Jeffrey completed his Master of Public Administration at Georgia Southern University in 2013. He works as the lead Research Analyst for the Judicial Council of Georgia's Administrative Office of the Courts. Ana is currently working on her M.S. in Political Science. Lindsey will be graduating with a B.S. in Marketing with minor in Information Systems Management from the University of South Florida in 2018.

The topics under discussion for the General Assembly Fifth Committee are:

1. Improving Mechanisms for Accountability and Transparency within the UN System
2. Strengthening Compliance and Accountability in Field Missions with Special Regard to Sexual Exploitation and Abuse Cases
3. Consideration of the Secretary- General's Reform Proposals

As one of the six principal organs of the United Nations, the General Assembly is the main deliberative, policy-making, and representative body of the organization. The General Assembly Fifth Committee's role is to address the administrative and budgetary matters of the UN. These matters are especially important in view of the current reform agenda for the administrative structures, aiming at increased efficiency, accountability and transparency – in field missions as well as within the wider UN system. Budgetary and administrative matters have to be seen as two sides of the coin in this regard. In order to accurately simulate the committee, it will be key for delegates closely follow its strict adherence to a policy of consensus, distinguishing it from other policy-shaping bodies.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a Position Paper by 11:59 p.m. (Eastern) on 1 March 2018 in accordance with the guidelines in the *NMUN Position Paper Guide*.

Two resources, to download from the NMUN website, that serve as essential instruments in preparing for the Conference and as a reference during committee sessions are the:

1. *NMUN Delegate Preparation Guide* - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. *NMUN Rules of Procedure* - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory NMUN Conduct Expectations on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated.

If you have any questions concerning your preparation for the committee or the Conference itself, please contact the Under-Secretaries-General for the General Assembly Department, Sarah Walter (Conference A) and Clarissa Manning (Conference B), at usg.ga@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the Conference!

Conference A
Roland A. Römhildt, Director
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Lindsey Velde, Assistant Director

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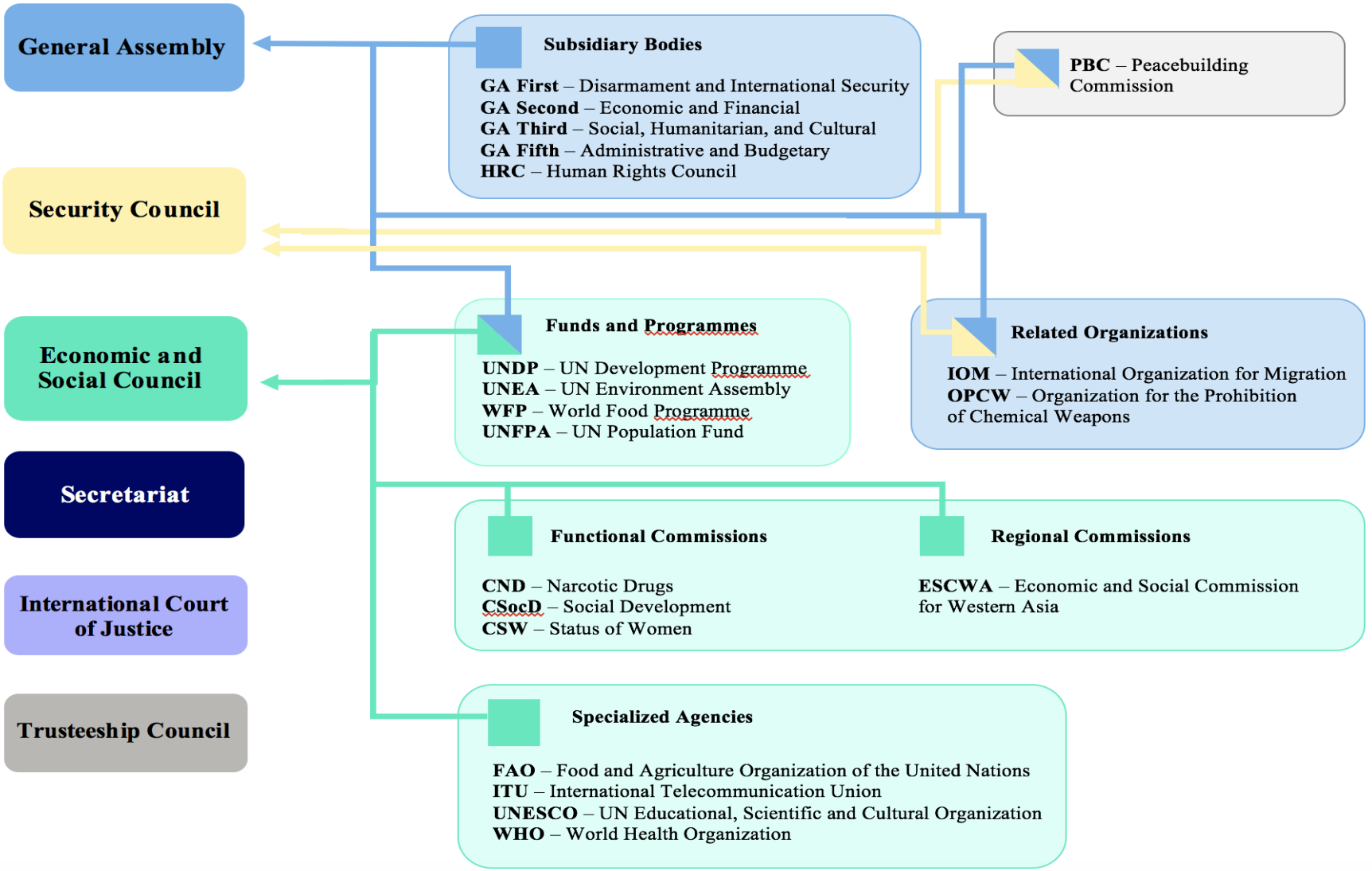
United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.



Abbreviations

ACABQ	Advisory Committee on Administrative and Budgetary Questions
AHWG	Ad Hoc Working Group on the Revitalization of the General Assembly
CAR	Central African Republic
CDT	Conduct and Discipline Team
CDU	Conduct and Discipline Unit
CEB	Chief Executives Board for Coordination
COC	Committee on Contributions
CPC	Committee for Programme and Coordination
CSO	Civil society organization
CURE	Center for UN Reform Education
DFS	Department of Field Support
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
ECOSOC	Economic and Social Council
G77	Group of 77
HRW	Human Rights Watch
IAAC	Independent Audit Advisory Committee
IEU	Independent Evaluation Unit
IPI	International Peace Institute
IRT	Internal Review Team
IRT-M	Internal Review Team on Management Reform
JIU	Joint Inspection Unit
MARA	Monitoring, analysis, and reporting arrangement
MDG	Millennium Development Goal
MoU	Memorandum of Understanding
NGO	Non-governmental organization
OHCHR	Office of the United Nations High Commissioner for Human Rights
OIOS	Office of Internal Oversight Services
PBI	Programme Budget Implications
PKO	Peacekeeping operation
QCPR	Quadrennial Comprehensive Policy Review
SDG	Sustainable Development Goals
SEA	Sexual Exploitation and Abuse
TCC	Troop Contributing Country
UN	United Nations
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	UN Country Team
UNDP	UN Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
WFP	World Food Programme

Committee Overview

Introduction

The Fifth Committee is one of the six Main Committees of the General Assembly.[1] Established as one of the six principal organs of the United Nations (UN) in 1945, the Assembly remains a core element of the UN system.[2] Every Main Committee of the General Assembly is entrusted to focus on a topic area of the UN's objectives as outlined under Articles 55 to 60 of the *Charter of the United Nations* (1945).[3] While their substantive work differs, the Main Committees are similar in structure, governance, membership, functions, and powers.[4] This Committee Overview will shortly outline the evolution of the Fifth Committee and provide a synopsis of its structure, governance, mandate, functions, and its recent work.

The Fifth Committee is the main body responsible for administrative and budgetary matters of the UN.[5] In the course of the over 70 years of the committee's history, the UN has undergone many substantial and organizational changes, such as the admission of many new Member States.[6] During this time, the share of voluntary contributions has increased permanently, outgrowing the compulsory contributions significantly.[7] This has ignited discussion about the role of the Fifth Committee with regard to the management of financial resources, as they are a factor of influence within the UN.[8] The question is, whether financially potent Member States should be able to use voluntary contributions to avoid the politicized framework of the Fifth Committee, for instance by tying the granting of these contributions to specific conditions related to unilateral interests.[9] The alternatives are thus: states acting like "shareholders," i.e. deriving their influence through their financial contributions, or sticking to the principle that all Member States have equal voice, vote, and influence, regardless of monetary leverage.[10] These issues are linked with a major focus in the committee's current work, namely administrative reform and the reform of peacekeeping missions, the latter with a special priority on the combat of Sexual Exploitation and Abuse (SEA).[11]

Governance, Structure and Membership

All 193 Member States gather in the General Assembly and every state is entitled to be represented in each of the Main Committees with one vote.[12] The Holy See and Palestine have been granted non-Member Observer Status in addition to a varying number of observing non-governmental organizations (NGOs).[13] The Fifth Committee is

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[1] UN General Assembly, *Administrative & Budgetary (Fifth Committee). About the Fifth Committee*.
[2] *Charter of the United Nations*, 1945, Art. 55-60.
[3] Ibid.; UN, Department for General Assembly and Conference Management, *Delegates Handbook. Seventy-first session of the United Nations General Assembly (ST/CS/66)*, 2016.
[4] Ibid.
[5] UN General Assembly, *Questions relating to the programme budget for the biennium 1990-1991 (A/RES/45/248)*, 1990, p. 347; UN General Assembly, *Questions relating to the proposed programme budget for the biennium 2002–2003 (A/RES/56/253)*, 2002, p. 2; UN General Assembly, *Administrative & Budgetary (Fifth Committee). About the Fifth Committee*.
[6] Luck, *Principal Organs*, 2008, p. 653; Swart, *The Group of 77 and the Fifth Committee*, 2011.
[7] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 13.
[8] Ibid.
[9] Ibid.
[10] *Charter of the United Nations*, 1945; de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 12; Swart, *The Group of 77 and the Fifth Committee*, 2011.
[11] UN General Assembly, *Overview of the financing of the United Nations peacekeeping operations: budget performance for the period from 1 July 2015 to 30 June 2016 and budget for the period from 1 July 2017 to 30 June 2018. Report of the Secretary-General (A/71/809)*, 2017; UN General Assembly, *United Nations action on sexual exploitation and abuse (A/RES/71/278)*, 2016, pp. 2-3; UN General Assembly, *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)*, 2017, pp. 2-3; UN General Assembly, *Stressing That Cost-Cutting Must Not Undermine Mandates, Speakers Voice Support for Peacekeeping Reform, as Fifth Committee Considers 2017/18 Proposed Budget*, 2017; United States Mission to the United Nations, *Remarks on the Conclusion of Work of the Fifth Committee at the Second Resumed Part of the 71st UN General Assembly Session*, 2017.
[12] New Zealand, Ministry of Foreign Affairs and Trade, *United Nations Handbook 2016-2017*, 2016, pp. 12-17, p. 23.
[13] Ibid., p. 19; UN, Department for General Assembly and Conference Management, *Delegates Handbook. Seventy-first session of the United Nations General Assembly (ST/CS/66)*, 2016.

known for its "consensus ethic."[14] Drafts are rarely, if ever, put to a vote, adhering to the formula of General Assembly resolution 41/213 on "Review of the efficiency of the administrative and financial functioning of the United Nations" of 19 December 1986 that "all possible efforts with a view to establishing the broadest possible agreement" should be made.[15] This rationale was established in the mid-1980s, when budget drafts were voted down in the General Assembly by large contributors, threatening the financial stability of the UN.[16] It is thus an important custom, as it controls and legitimizes decisions with monetary implications taken in other UN bodies via the consent of all Member States.[17]

The committee has an elected Bureau formed by a chair, three vice-chairs, and a rapporteur, elected according to equitable geographical allocation; it steers deliberations, aiming to coordinate informal procedures, such as late-night preparatory negotiations.[18] The committee is completed by a permanent Secretariat.[19] Owing to the scope of its work, it is customary to hold at least three sessions per year; from September to December, parallel to the General Assembly plenary, with resumed sessions in March and May, the latter solely focusing on the systemic infrastructure of peacekeeping.[20]

In 1962, the Economic and Social Council (ECOSOC) established the Committee for Programme and Coordination (CPC).[21] It is designed as an intergovernmental body with a particular focus on reviewing and guiding the planning and coordination of all programs and mandates under the auspices of ECOSOC and the General Assembly.[22] CPC reviews the preliminary outline of a budget proposed by the Secretariat, before the General Assembly adopts it, setting the course for the Secretariat in drafting the actual budget.[23] This draft is then referred to the Advisory Committee on Administrative and Budgetary Questions (ACABQ), a subsidiary organ of the General Assembly assisting the Fifth Committee in its tasks.[24] Its experts assess and report on the UN's regular and peacekeeping budgets, providing advice from a financial point of view.[25] The ACABQ also considers auditing reports on the UN and specialized agencies, as well as the latter's budgets and financial links with the General Assembly.[26] Beyond this, the Fifth Committee is affiliated with numerous other bodies, especially relating to oversight and auditing, such as the Board of Auditors, which is in charge of the external auditing of UN accounts, or the Independent Audit Advisory Committee, which provides expertise and assistance to the General Assembly in its controlling functions.[27]

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[14] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 16.
[15] UN General Assembly, *Review of the efficiency of the administrative and financial functioning of the United Nations (A/RES/41/213)*, 2017, p. 58; UN DPI, *General Assembly Approves Appropriation of $6.8 Billion for 14 Peacekeeping Operations in 2017/18 (GA/11927)*, 2017.
[16] Sura, *The Process of Informals in the Fifth Committee*, 2002, p. 59.
[17] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 16; UN General Assembly, *Questions relating to the programme budget for the biennium 1990-1991 (A/RES/45/248)*, 1990, p. 347.
[18] Sura, *The Process of Informals in the Fifth Committee*, 2002, p. 59; UN General Assembly, *Historical and analytical note on the practices and working methods of the Main Committees (A/58/CRP.5)*, 2004, p. 10; UN General Assembly, Fifth Committee, *Administrative and Budgetary Committee (Fifth Committee). Bureau of the Fifth Committee at its 71st session*.
[19] UN General Assembly, *Administrative and Budgetary Committee (Fifth Committee). The Secretariat*.
[20] UN General Assembly, *Historical and analytical note on the practices and working methods of the Main Committees (A/58/CRP.5)*, 2004, p. 10; UN Dag Hammarskjöld Library, *UN Documentation: General Assembly*, 2017.
[21] UN ECOSOC, *Special Committee on co-ordination with particular emphasis on the United Nations Development Decade (E/RES/1962/920 (XXXIV))*, 1962.
[22] UN ECOSOC, *Terms of reference of the Committee for Programme and Co-ordination (E/RES/2008(LX))*, 1976; UN General Assembly, *Administrative and Budgetary Committee (Fifth Committee). Related links*.
[23] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 15.
[24] UN General Assembly, *Rules of Procedure of the General Assembly (A/520/Rev.18)*, 2017, pp. 42-43.
[25] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 15; UN Advisory Committee on Administrative and Budgetary Questions, *About the ACABQ*, 2013.
[26] UN Advisory Committee on Administrative and Budgetary Questions, *About the ACABQ*, 2013.
[27] UN General Assembly, *Administrative and Budgetary Committee (Fifth Committee). Related links*.

Mandate, Functions, and Powers

The Fifth Committee's mandate grounds in Article 17 of the *Charter of the United Nations*, addressing budget and finances.[28] Accordingly, its task encompasses to oversee, control, and advise on all administrative and budgetary matters of the UN, preparing them for adoption by the General Assembly.[29] Rule 98 to 133 of the Rules of Procedure explicitly establish the Fifth Committee together with the other Main Committees of the Assembly and design their formal structure.[30]

The Fifth Committee initially negotiates almost 50% of the General Assembly's resolutions, which illustrates its workload and the scope of its mandate.[31] Its direct responsibility pertains to more than a third of the overall budget of the UN system, the remainders of which are managed by local boards, committees, or programs and funds such as the World Food Programme (WFP).[32] Member States finance the regular budget through their assessed contributions, which the General Assembly apportions to them through the guidance of the Fifth Committee, which in turn receives recommendations from the expert-staffed Committee on Contributions (COC).[33] Each state is allotted a fixed percentage of the total budget for a triannual period; the current minimum is 0.001 % ($27,765), paid for instance by Bhutan, while the maximum is capped at 22 % ($610,836,578), paid by the United States.[34] The COC also discusses possible reform and adjustment in the assessment methodology, an especially topical issue because of its monetary implications, for instance concerning a possible annual recalculation of assessed contributions.[35] The budget has been growing continuously and parallel to the broadening of the UN system's tasks.[36] While the financial situation of the UN is generally stable, delays in payment due to financial incapabilities or a sometimes volatile morale have been leading to financially difficult last quarters repeatedly.[37] The resulting fragile financial base remains "the UN's fundamental weakness."[38] As the budgeting process is complicated and involves lengthy negotiations and many actors, it begins up to 40 months before the planned budgeting cycle runs out.[39] Considering the recommendations of the CPC and the ACABQ, the committee considers the budget proposed by the Secretary-General in view of the UN's programmatic priorities; the adoption by the General Assembly plenary is usually a formality.[40] Before the adoption of any resolution with financial implications by the plenary, the Fifth Committee must consider the Programme Budget Implications (PBI), by considering an assessment of the ACABQ about a report of the Secretary-General on the PBI.[41] The PBI delineate the ramifications an adopted

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[28] *Charter of the United Nations*, 1945, Ch. IV.

[29] UN General Assembly, *Questions relating to the programme budget for the biennium 1990-1991 (A/RES/45/248)*, 1990, p. 347; UN General Assembly, *Administrative & Budgetary (Fifth Committee)*. *About the Fifth Committee*.

[30] UN General Assembly, *Rules of Procedure of the General Assembly (A/520/Rev.18)*, 2017, pp. 29-37.

[31] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 12.

[32] Ibid., p. 13; UN WFP, *Funding and Donors*, 2017.

[33] UN Committee on Contributions, *Terms of reference and legislative mandates*; UN General Assembly, *Rules of Procedure of the General Assembly (A/520/Rev.18)*, 2017, pp. 44-45.

[34] *Charter of the United Nations*, 1945, Art. 17 (2); UN General Assembly, *Scale of assessments for the apportionment of the expenses of the United Nations (A/RES/70/245)*, 2015; UN General Assembly, *Rules of Procedure of the General Assembly (A/520/Rev.18)*, 2017, p. 45; UN Secretariat, *Financial Regulations and Rules of the United Nations. Secretary-General's bulletin (ST/SGB/2003/7)*, 2003, pp. 7-8; UN Secretariat, *Assessment of Member States' contributions to the United Nations regular budget for the year 2017 (ST/ADM/SER.B/955)*, 2016.

[35] Lebada, *Fifth Committee Discusses Assessment Scale, Financing 2030 Agenda and Peacekeeping Operations*, 2015; UN General Assembly, *Report of the Committee on Contributions (A/72/11)*, 2017, pp. 27-28.

[36] Global Policy Forum, *UN Regular Budget Expenditures. 1971-2007*, 2011.

[37] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 13; Global Policy Forum, *UN Regular Budget Expenditures. 1971-2007*, 2011; UN General Assembly, Fifth Committee, *Financial situation of the United Nations. Statement by Yukio Takasu, Under-Secretary-General for Management*, 2017, p. 5.

[38] Laurenti, *Financing*, 2008, p. 687.

[39] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 15; UN General Assembly, *Historical and analytical note on the practices and working methods of the Main Committees*, 2004, p. 11; UN General Assembly, *Proposed programme budget outline for the biennium 2018–2019 (A/RES/71/274)*, 2016; UN General Assembly, *Rules of Procedure of the General Assembly (A/520/Rev.18)*, 2017, p. 85.

[40] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 15.

[41] UN General Assembly, *Rules of Procedure of the General Assembly (A/520/Rev.18)*, 2017, pp. 42-43; UN Office of Programme Planning, Budget and Accounts, Department of Management, *Understanding the United Nations Budgetary Process*, 2008, p. 18; UN Programme Planning and Budget Division, *Overview of the Programme Budget Implications*

resolution would have for current policies.[42] The plenary takes into account the recommendations on the PBI in its final decision.[43]

Peacekeeping operations, the costliest fiscal endeavor of the UN, with $6.8 billion in 2017-2018 for 14 operations, are individually budgeted.[44] While the Security Council mandates them, the General Assembly approves their budget after reviews from ACABQ and the Fifth Committee.[45] Due to their volatile subject matter, their budgets fluctuate and do not run biannually, like the general UN budget, but from July to June each year.[46] Lastly, the Fifth Committee also has an advisory role concerning the budgets of the specialized agencies as well as funds and programs of the UN.[47]

Recent Sessions and Current Priorities

The Fifth Committee's recent sessions have been in continuity with its long-standing work on overseeing the formalities of administrative and budgetary affairs.[48] In its most recent session in June 2017, it approved 21 resolutions, 14 of which concerned peacekeeping missions with a total budget of $6.8 billion.[49] Moreover, there have long been attempts at structural reforms, the most politicized issue for the committee.[50] They encompass a broad range of questions, ranging from enhancing management and human resource structures to reducing costs.[51] The current challenge is to actively influence the dynamics of change.[52] The committee has often been split in its efforts between those Member States interested in change that would entail giving more influence to large contributors in order to increase efficiency, and others, which benefit from the status quo.[53] More recently, the committee has been involved in efforts to modernize peacekeeping operations and make them more effective, as they constantly evolve and get more complex and specialized.[54] The strengthening of accountability mechanisms within the UN administration and concerning SEA in peacekeeping operations has been a special priority in these endeavors.[55] In June 2017, the General Assembly adopted resolution 71/278 titled "United Nations action on sexual exploitation and abuse" and, on report of the Fifth Committee, resolution 71/297 on "Special measures for protection from sexual exploitation and abuse," both welcoming the efforts undertaken by the Secretary-General to combat SEA.[56] These efforts include the prioritization of the care for victims, resulting in the appointment of a

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process by the plenary and Main Committees of the General Assembly, 2017; UN Secretariat, *Financial Regulations and Rules of the United Nations. Secretary-General's bulletin (ST/SGB/2003/7)*, 2003, p. 5.

[42] UN General Assembly, Fifth Committee, *Peace-Keeping Budgets. Current Process of Establishing and Extending Peace-Keeping Operations*, p. 21.

[43] UN Office of Programme Planning, Budget and Accounts, Department of Management, *Understanding the United Nations Budgetary Process*, 2008, p. 18.

[44] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 15; UN DPI, *General Assembly Approves Appropriation of $6.8 Billion for 14 Peacekeeping Operations in 2017/18 (GA/11927)*, 2017.

[45] UN General Assembly, Fifth Committee, *Peace-Keeping Budgets. Current Process of Establishing and Extending Peace-Keeping Operations*, pp. 16-18.

[46] UN General Assembly, Fifth Committee, *Peace-Keeping Budgets. Current Process of Establishing and Extending Peace-Keeping Operations*.

[47] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 13.

[48] UN General Assembly, Fifth Committee, *Allocation of agenda items to the Fifth Committee - Letter dated 11 September 2000 from the President of the General Assembly to the Chair of the Fifth Committee (A/C.5/55/1)*, 2000; UN General Assembly, Fifth Committee, *Allocation of agenda items to the Fifth Committee - Letter dated 18 September 2015 from the President of the General Assembly to the Chair of the Fifth Committee (A/C.5/70/1)*, 2015; UN General Assembly, Fifth Committee, *Allocation of agenda items to the Fifth Committee - Letter dated 16 September 2016 from the President of the General Assembly to the Chair of the Fifth Committee (A/C.5/71/1)*, 2016.

[49] UN DPI, *General Assembly Approves Appropriation of $6.8 Billion for 14 Peacekeeping Operations in 2017/18 (GA/11927)*, 2017.

[50] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 14.

[51] Ibid., pp. 14, 18.

[52] Ibid., p. 19.

[53] Ibid.; Bridewell, *The Problematic Dream of UN Reform and Administrative Realities*.

[54] Permanent Mission of France to the United Nations, *Fifth Committee of the United Nations General Assembly*, 2017.

[55] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014, p. 19.

[56] UN General Assembly, *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)*, 2017, pp. 1-2; UN General Assembly, *United Nations action on sexual exploitation and abuse (A/RES/71/278)*, 2017, p. 2.

Victims' Rights Advocate on the Assistant Secretary-General level.[57] Further, it encompasses ending impunity and reinforcing accountability mechanisms, also beyond peacekeeping forces, linking the UN with locals, civil society, and other stakeholders, initiating awareness campaigns and promoting more open communication.[58] The General Assembly further requested the Secretary-General to include best practices to mitigate risks in his next report, called for better risk assessment in future planning of field missions, and demanded that the approaches to SEA should be harmonized system-wide.[59] These issues are also linked with the current Sustainable Development Goal (SDG) agenda, for instance with SDG 16 addressing the reduction of violence and abuse and SDG 17 aiming for an enhanced global system of support for those in need.[60]

Conclusion

The Fifth Committee is one of the central bodies of the UN, due to its capacity as a Main Committee of the General Assembly and its subject matter.[61] Its role in budgeting and shaping administrative structures makes it a focal point of diplomatic bargaining over influence within the UN and about the general course of the UN system.[62] Its unique feature in this regard is the custom of approving every resolution by consensus rather than by vote.[63] In its work, it is supported by several expert committees, such as the COC or ACABQ. By tackling reforms aimed at preventing SEA, strengthening accountability structures and an improved prosecution, the committee has recently taken a more active role in UN reform.[64] Additionally, in the context of the SDGs, especially SDG 17 on the revitalization of a global partnership, the Committee will have to foster an approach that integrates multiple stakeholders on different policy levels.[65]

Annotated Bibliography

de Preter, J., et al. (2014). Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly. *Wereldbeeld. Tijdschrift voor de Verenigde Naties*, 38 (2): 12-20. Retrieved 17 July 2017 from: http://www.vvn.be/wp-content/uploads/2017/03/2014-2.pdf

This article is a quite recent academic description and evaluation of the work of the Fifth Committee. It was published by the Dutch Society for the United Nations. It is a very relevant read, as it not only comprehensively summarizes the functions and actions of the Committee, but also sketches its political dynamics and points out that financial aspects are an often overlooked and misunderstood sphere in the UN. By reading this source, delegates will get a systematic understanding of the Committee's framework of action.

United Nations, General Assembly, Seventy-first session. (2017). *Overview of the financing of the United Nations peacekeeping operations: budget performance for the period from 1 July 2015 to 30 June 2016 and budget for the period from 1 July 2017 to 30 June 2018. Report of the Secretary-General (A/71/809)*. Retrieved 17 July 2017 from: http://undocs.org/en/A/71/809

This report by the Secretariat provides thorough facts and figures on the current situation of peacekeeping. It outlines the current priorities for action and reform by the Secretariat and offers six concrete priorities in this regard, from bolstering capacities to support effective political solutions and the strengthening of the "do no harm" principle to improving local engagements and efficiency in the field. This also includes a responsibility for environmental impacts and the combatting of SEA. In this respect, it is also advised to read the minutes on the respective meeting

[57] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach. Report of the Secretary-General (A/71/818)*, 2017, pp. 9-10.
[58] UN General Assembly, *Combatting sexual exploitation and abuse. Report of the Secretary-General (A/71/97)*, 2017; UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach. Report of the Secretary-General (A/71/818)*, 2017, pp. 4, 6-7.
[59] UN General Assembly, *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)*, 2017, pp. 2-3.
[60] Butchart, *The Sustainable Development Goals (SDG) and violence prevention: how do they connect?*; UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.
[61] New Zealand, Ministry of Foreign Affairs and Trade, *United Nations Handbook 2016-2017*, 2016, p. 23.
[62] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014.
[63] Sura, *The Process of Informals in the Fifth Committee*, 2002.
[64] de Preter et al., *Negotiating UN Finances: the Functioning of the Fifth Committee of the UN General Assembly*, 2014.
[65] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 27.

of the Fifth Committee (GA/AB/4234), to gain an insight into the positions and criticisms of different Member States and other UN entities on the report and to learn about additional priorities.

United Nations, General Assembly, Seventy-first session. (2017). *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)* [Resolution]. Adopted on the report of the Fifth Committee ((A/71/708/Add.1 and Corr.1)). Retrieved 15 August 2017 from: https://undocs.org/A/RES/71/297

This resolution by the General Assembly marks a milestone in the work of the Fifth Committee. It signifies the fruits of the current stages of implementing an agenda of administrative reform of peacekeeping operations. While the Committee approved the work of the Secretariat, it also requested some further steps, such as a system-wide harmonization of approaches to SEA. Also, it called for financial prudence and control in implementing these reforms. By reading this source, delegates will get an overview over the current state of affairs in this most topical field of discussion in the Committee, as well as the references to documents leading to this milestone.

United Nations, General Assembly, Seventy-first session. (2017). *Special measures for protection from sexual exploitation and abuse: a new approach. Report of the Secretary-General (A/71/818)*. Retrieved 19 August 2017 from: https://undocs.org/A/71/818

This report by the Secretary-General forms the base for General Assembly resolution 71/297 (2017). It shows the determination of the UN headquarters to intensify its attempts at reform of peacekeeping structures in order to eradicate SEA and to install a culture of accountability. These attempts are supposed to go even further, by moving beyond military personnel and peacekeeping, thus aiming at the whole UN system, its administrative architecture and staff. By reading this document, delegates will learn about the steps that have been taken and the mechanisms installed, such as a Victims' Rights Advocate and a Trust Fund in Support of Victims of SEA. This will help them to understand the possibilities of the Fifth Committee in intervening into the current reform project and to identify possible needs for further action.

United Nations, General Assembly, Fifth Committee, Seventy-first session. (2017, May 3). *Financial situation of the United Nations Statement by Yukio Takasu, Under-Secretary-General for Management*. Retrieved 17 July 2017 from: http://www.un.org/en/ga/fifth/71/Statements/136.%20Financial%20Situation/C5_71_2r_ST_2017_05_03_136.Improving%20Fin%20Sit_USG%20DM.pdf

This document combines a presentation of key figures about the financial situation of the UN with a comment on these by the Under-Secretary-General for Management. It gives a thorough overview about the general financial situation, informs about a generally sound financial stability, yet also carves out the holes in the budget and the problems the administration faces, such as the difficulties to sufficiently finance the last quarter of a budgetary year. By reading this source, delegates will get an understanding of one of the core elements of the Fifth Committee's work, that will help to formulate positions about the committee's most urgent tasks.

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I. Improving Mechanisms for Accountability and Transparency within the UN System

"Integrity and ethics are a high priority for the United Nations and a crucial ingredient in the Secretary-General's ongoing efforts to reform and strengthen the organizational culture to one of high performance, accountability and results"[66]

Introduction

The United Nations (UN) works continuously to improve its accountability and transparency measures.[67] Transparency is important in allowing the public to obtain information regarding actions and decision-making processes.[68] In order to meet its security and development goals, the UN relies on its institutions at all levels to be transparent and accountable to Member States.[69] Therefore, the UN has put in place different mechanisms that work to strengthen itself by improving its integrity and effectiveness.[70] One of the notable steps taken by the UN was the creation of the UN definition of accountability by the Secretary-General in 2010, after the General Assembly had called for various accountability mechanisms since 2004.[71] The accepted definition of accountability for the UN is:

> "Accountability is the obligation of the [UN] and its staff members to be answerable for delivering specific results that have been determined through a clear and transparent assignment of responsibility, subject to the availability of resources and the constraints posed by external factors. Accountability includes achieving objectives and results in response to mandates, fair and accurate reporting on performance results, stewardship of funds, and all aspects of performance in accordance with regulations, rules and standards, including a clearly defined system of rewards and sanctions."[72]

Likewise, in 2006 the Economic and Social Council (ECOSOC) adopted a note by the Secretariat named "Definition of basic concepts and terminologies in governance and public administration" in their Committee of Experts on Public Administration.[73] The note defined transparency as the "unfettered access to timely and reliable information on decisions and performance."[74] Transparency empowers stakeholders of a group to hold their organization accountable of their responsibilities, and also allows them to be active participants in their administrations' decision-making processes and policy formulation.[75] Conflicts of interest can manifest into high-risk situations that can lower the integrity of an entity.[76]Additionally, the UN has created internal controls, offices, and programs that provide oversight to further its mission of accountability.[77] These range from mandates adopted for the different UN agencies, to policies, like retaliation protection for whistleblowers.[78] Whistleblowers are people who witness mismanagement, general wrongdoing, or abuse of power and report it to internal ethical controls within their

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[66] UN DPI, *United Nations launches initiative to strengthen staff integrity as part of ongoing reform efforts, 1 May (ORG/1381)*, 2003.
[67] UN DPI, *Strengthening the UN*, 2017.
[68] Armstrong, *Integrity, Transparency and Accountability in Public Administration: Recent Trends, Regional and International Developments and Emerging Issues*, 2005, p. 1.
[69] Ibid., p. 2.
[70] UN DPI, *Strengthening the UN*, 2017.
[71] UN General Assembly, *Review of the implementation of General Assembly resolutions 48/218 B and 54/244 (59/272)*, 2005, p. 2; UN General Assembly, *Towards an accountability system in the United Nations Secretariat: Report of the Secretary-General (A/64/640)*, 2010, p. 5.
[72] UN General Assembly, *Towards an accountability system in the United Nations Secretariat: Report of the Secretary-General (A/64/640)*, 2010, p. 5.
[73] UN ECOSOC, *Definition of basic concepts and terminologies in governance and public administration: Note by the Secretariat (E/C.16/2006/4)*, 2006, p. 1.
[74] Ibid., p. 10.
[75] UN DESA, *Towards Participatory and Transparent Governance: Reinventing Government (ST/ESA/PAD/SER.E/117)*, 2007, p. vii.
[76] UN Ethics Office, *Putting Ethics to Work: A Guide for UN Staff*, 2012.
[77] UN DPI, *Strengthening the UN*, 2017.
[78] Government Accountability Project, *What is a Whistleblower*, 2017.

organization.[79] These internal controls are strengthened by the efforts of individual agencies and individuals within the UN system, such as the President of the General Assembly.[80]

International and Regional Framework

The *Charter of the United Nations* (1945) is the foundational document of the UN and provides the basis for its accountability and transparency measures.[81] The Charter outlines the roles and responsibilities of the UN's principal organs and the purpose and principles of the UN at large.[82] More specifically, the Charter designates the Secretary-General as the "chief administrative officer" of the UN, responsible for monitoring the implementation of the mandates of the principal organs, and producing an annual report to the General Assembly on the work of the UN.[83] Furthermore, the Secretary-General is tasked with appointing the Secretariat, which comprises the group of employees who carry out the daily administrative work of the UN.[84] Despite the high level of authority granted to the Secretary-General, the ultimate accountability measure to the Secretary-General's office lies with Member States and civil society.[85] As stated in the Charter, Member States express this authority by adopting resolutions that provide mandates to the Secretariat, whose implementation the Secretary-General is then tasked with overseeing.[86]

The progress and performance of the Secretary-General is monitored by the General Assembly through the Secretary-General's reports.[87] General Assembly resolution 63/276 (2009) on "Accountability framework, enterprise risk management and internal control framework, results-based management framework," highlighted the importance and necessity of accountability in the UN, stating that accountability is central to ensure that the management of programs, initiatives, and day-to-day activities is both effective and efficient.[88] Notably, in this resolution, the General Assembly decided not to endorse the Secretary-General's proposed accountability framework, disagreeing with his redefinition of "the roles and responsibilities of the intergovernmental bodies and oversight bodies" in Principle 4 of his report.[89] This resolution also calls for a definition of accountability and potential accountability mechanisms to be provided by the Secretary-General.[90] Resolution 63/276 further directs the Secretary-General to provide a timeline for implementation of recommendations provided by oversight bodies to outline ways to ensure personal accountability of the Secretariat, and to provide measures to ensure transparency within senior management.[91] In response to that request, the Secretary-General produced his report 64/640 "Towards an accountability system in the United Nations Secretariat" (2010) in which he outlines the work of the Secretariat pertaining to accountability initiatives until 2010 and defines accountability.[92] The definition provided by the report further commits the Secretariat to provide accurate and timely reporting incentives and rewards for outstanding performance within the organization.[93] Also, the report suggests an accountability structure that focuses on six main components, including the Charter, ethical standards and integrity, and a series of internal controls and oversight

[79] Ibid.
[80] UN General Assembly, *Opening Remarks by Peter Thomson, the President of the General Assembly, at 2017 Report of the Secretary-General on the Responsibility to Protect: "Accountability for national atrocity prevention and international assistance: building upon existing good practices" on 28 April 2017*, 2017.
[81] UN General Assembly, *Towards an accountability system in the United Nations Secretariat: Report of the Secretary-General (A/64/640)*, 2010, p. 5.
[82] Ibid.
[83] *Charter of the United Nations*, 1945, Art. 97-98.
[84] Ibid., Art. 101.
[85] UN General Assembly, *Towards an accountability system in the United Nations Secretariat: Report of the Secretary-General (A/64/640)*, 2010, p. 5.
[86] Ibid.
[87] Ibid., p. 7.
[88] UN General Assembly, *Accountability framework, enterprise risk management and internal control framework, and results-based management framework (A/RES/63/276)*, 2009, p. 2.
[89] Ibid.
[90] Ibid., p. 3.
[91] Ibid., p. 3.
[92] UN General Assembly, *Towards an accountability system in the United Nations Secretariat: Report of the Secretary-General (A/64/640)*, 2010, p. 3.
[93] Ibid.

functions.[94] Ultimately, the Secretary-General encourages Member States to assist in the application of accountability measures within the UN system.[95]

The General Assembly, like the Secretary-General, itself plays a role in promoting accountability and transparency in the daily activities of the UN, made evident by the resolutions adopted in the last decade on the topic.[96] General Assembly resolutions 68/264 (2014), 69/272 (2015), 70/255 (2016), and 71/283 (2017) on "Progress towards an accountability system in the United Nations Secretariat," drafted and recommended by the General Assembly Fifth Committee, review the annual progress report of the Secretary-General on accountability within the UN Secretariat, and provide requests to the Secretary-General related to the improvement of transparency and accountability in the UN.[97] In the latest resolution, 71/283, on the "Sixth progress report on the accountability system in the United Nations Secretariat," the General Assembly made several requests to the Secretary-General, including updating the policy for whistleblower protection, expediting work to provide a definition of fraud and suspected fraud, and updating the General Assembly on policies with outside donors and vendors.[98] With regard to fiscal transparency, in 2006, the General Assembly adopted resolution 60/260 on "Investing in the United Nations: for a stronger Organization worldwide," which stresses the importance of accountability of the Secretary-General to Member States, in order to ensure efficient implementation of mandates and finances.[99]

The *United Nations Convention against Corruption* (2003) is an international accountability and transparency measure put into place by the United Nations Office on Drugs and Crime (UNODC).[100] The convention lists responsibilities and measures to combat corruption in Member States, and places heavy emphasis on establishing accountability and transparency measures in terms of financial management of governments.[101] Measures proposed by the convention include timeliness of reporting of financial records, the adoption of a national budget, and establishing a state audit and review system.[102] An additional mechanism to ensure accountability and transparency is the *Code of Ethics for the President of the General Assembly* (2016).[103] The Code of Ethics was created to strengthen the ability of the President of the General Assembly to perform his or her duties while adhering to a set of guidelines that would ensure the President's impartial role.[104] The provisions of the Code of Ethics also extend past the individual serving as the President, and onto his or her staff.[105] More specifically, the Code of Ethics outlines what transparency is for the role of the President and highlights a strict need for transparency of the President in their use of resources, services, and their external activities.[106]

Role of the International System

Internal Oversight Bodies

The General Assembly established the Office of Internal Oversight Services (OIOS) in July 1994 under resolution 48/218B.[107] OIOS is designated to help the Secretary-General with internal accountability measures in the form of audits, monitoring, inspections, and evaluation.[108] Within its mandate, OIOS is tasked with assisting "the Secretary-General in fulfilling his oversight responsibilities."[109] Yearly, OIOS produces around 200 reports and makes more than 800 recommendations to various UN bodies, subsidiary organs, and peacekeeping missions, based on its

[94] Ibid., p. 6.
[95] Ibid., p. 11.
[96] UN General Assembly, *Progress towards an accountability system in the United Nations Secretariat (A/RES/71/283)*, 2017, p. 1.
[97] Ibid.
[98] Ibid., p. 2.
[99] UN General Assembly, *Investing in the United Nations: for a stronger Organization worldwide (A/RES/60/260)*, 2006. p. 2.
[100] UN General Assembly, *United Nations Convention against Corruption (A/RES/58/4)*, 2003.
[101] Ibid.
[102] Ibid.
[103] UN General Assembly, *Ethics and Transparency*, 2017.
[104] Ibid.
[105] Ibid.
[106] Ibid.
[107] UN OIOS, *Mission and Mandate*, 2017.
[108] Ibid.
[109] Ibid.; UN General Assembly, *Review of the efficiency of the administrative and financial functioning of the United Nations (A/RES/48/218B)*, 1994, p. 2.

audits.[110] In 2016, OIOS published its annual report in two parts: one on non-peacekeeping operations, or those that do not pertain to the Department of Peacekeeping Operations (DPKO), the Department of Field Support (DFS), or the peacekeeping and special political missions, and one on peacekeeping operations, pertaining specifically to the aforementioned entities.[111] The report states that OIOS submitted 1,596 recommendations, 528 of which were related to peacekeeping operations and 102 of which that were critical to non-peacekeeping operations.[112] In the 2016 report, 78% of audits of non-peacekeeping operations resulted in a rating of "Partially Satisfactory," meaning that there are some issues or deficiencies present in the current structure of internal controls that may lead to inefficiency and ineffectiveness, requiring improvement.[113] For example, the UN Environment Programme (UNEP) received a "Partially Satisfactory" rating in the audit of its Chemicals and Waste Sub-Programme, and OIOS provided seven recommendations to UNEP for its improvement, including maintaining documentation of projects to document successes and delays.[114]

In addition to the work of OIOS, the UN has two additional oversight bodies that work to promote accountability: the Independent Audit Advisory Committee (IAAC) and the UN Ethics Office.[115] The IAAC is a subsidiary body of the General Assembly that assists with the internal oversight responsibilities of OIOS, further reviews the recommendations of OIOS, and serves as an advisory body to the General Assembly on effectiveness and efficiency as it pertains to audit results.[116] The General Assembly created the UN Ethics Office under resolution 60/248 (2006) to ensure UN personnel were working with the highest degree of integrity.[117] The UN Ethics Office was established due to the UN's need to respond to the changing needs and demands of its internal staff and the general public.[118] It aims to promote and protect other mechanisms of accountability and transparency such as whistleblowing or protection against retaliation.[119] In its 10 years of service, the Ethics Office has handled 622 requests from UN staff inquiring about ethical dilemmas, such as whether they can receive a gift from a government official or what misconduct might look like.[120] However, the Ethics Office cannot override or remove any accountability mechanism that previously existed, as specified by resolution 60/248.[121] Those existing mechanisms include but are not limited to: reporting misconduct to the head of a department, or reporting to the Assistant Secretary-General for Human Resource Management.[122] By allowing existing mechanisms to stay in place, the UN allows internal staff multiple avenues to bring forth complaints and ethical issues, furthering transparency and accountability within the organization.[123]

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[110] UN OIOS, *Mission and Mandate*, 2017.

[111] UN General Assembly, *Activities of the Office of Internal Oversight Services for the period from 1 July 2015 to 30 June 2016: Report of the Office of Internal Oversight Services (A/71/337 Part I)*, 2016, p. 1; UN General Assembly, *Activities of the Office of Internal Oversight Services on peace operations for the period from 1 January to 31 December 2016: Report of the Office of Internal Oversight Services (A/71/337 Part II)*, 2017, p. 1.

[112] Ibid.

[113] UN General Assembly, *Activities of the Office of Internal Oversight Services for the period from 1 July 2010 to 30 June 2011: Report of the Office of Internal Oversight Services (A/66/286 Part I)*, 2011, p. 9; UN General Assembly, *Activities of the Office of Internal Oversight Services for the period from 1 July 2015 to 30 June 2016: Report of the Office of Internal Oversight Services (A/71/337 Part I)*, 2016, p. 7.

[114] UN General Assembly, *Activities of the Office of Internal Oversight Services for the period from 1 July 2015 to 30 June 2016: Report of the Office of Internal Oversight Services (A/71/337(PartI)/Add.1/Rev.1)*, 2016, p. 22; UN OIOS, *Report 2015/188: Audit of the United Nations Environment Programme Chemicals and Waste Sub-programme*, 2015.

[115] UN IAAC, *About the Committee*, 2017; UN Ethics Office, *Main Page*, 2017.

[116] UN IAAC, *About the Committee*, 2017; UN General Assembly, *Terms of reference for the Independent Audit Advisory Committee and strengthening the Office of Internal Oversight Services (A/RES/61/275)*, 2007, p. 4.

[117] UN Ethics Office, *Main Page*, 2017; UN General Assembly, *Special subjects relating to the proposed programme budget for the biennium 2006–2007* (A/RES/60 248), 2006, p. 6.

[118] UN Ethics Office, *About the Ethics Office: Who we are*, 2017.

[119] UN Ethics Office, *Protection against Retaliation: Protecting the Whistleblower*, 2017.

[120] UN General Assembly, *Activities of the Ethics Office: Report of the Secretary-General (A/71/334)*, 2016, p. 5.

[121] UN Secretariat, *Secretary-General's bulletin: Ethics Office — establishment and terms of reference (ST/SGB/2005/22)*, 2005, p. 2.

[122] UN Ethics Office, *Protection against Retaliation: Reporting Misconduct or Cooperating with Audits or Investigations*, 2017; UN Secretariat, *Information circular: Reporting of suspected misconduct (ST/IC/2005/19)*, 2005, p. 2.

[123] UN Secretariat, *Secretary-General's bulletin: Ethics Office — establishment and terms of reference (ST/SGB/2005/22)*, 2005, p. 2.

In a 2005 special bulletin of the Secretary-General titled "Ethics Office- establishment and terms of reference," the Secretary-General outlines the policy and protections granted to anyone who reports misconduct.[124] This is a continuation of the previously adopted bulletin on protection from retaliation signed in 2005 titled "Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations."[125] Importantly, the bulletin expresses that protections are awarded to anyone regardless of the reporting method.[126] This means that staff members can use both external (agencies outside of the one they are employed under such as OIOS or the Ethics Office) and internal means (the head of their department or agency for which they are employed) to report misconduct or inappropriate uses of resources or authority.[127] Additionally, another measure put into place to deter retaliation is the use of measures such as reassignment and suspension of the retaliator while formal investigations are in progress for claims.[128]

External Oversight Bodies

In addition to the UN's internal accountability and transparency mechanisms, the UN has created external mechanisms, such as the Joint Inspection Unit of the UN System (JIU), to promote accountability.[129] Created under General Assembly resolution 31/192 of 22 December 1976, the JIU is the only independent external oversight organization of the UN.[130] Many of the functions and powers of the JIU mimic those of the IAAC, except that the JIU has a broad mandate allowing its inspectors to evaluate the entire UN system and affiliated organizations instead of only assisting the General Assembly.[131] Although the JIU typically works with other oversight bodies and committees, such as OIOS and IAAC, the JIU also evaluates the recommendations of those bodies to ensure they promote both accountability and transparency, as well as effective and efficient work and use of finances.[132] In its report, *Report of the Joint Inspection Unit for 2016 and programme of work for 2017* (2017), the JIU outlined its proposed work plan for 2017.[133] Within their work plan, the JIU outlines ventures such as Project 424, which evaluates how the UN System Chief Executives Board for Coordination (CEB) utilizes resources allocated to them to implement the *2030 Agenda for Sustainable Development* (2015).[134] Another item that the JIU is focused on is Project 426, which will further evaluate the role of the Ethics Office in the UN.[135]

Within the UN system, some organizations like UNODC have developed more specific means of holding themselves accountable and transparent.[136] One of the major components of the UNODC accountability mechanism is evaluation.[137] An evaluation mechanism that is clear and systematic can help enhance the ability of stakeholders to make better decisions and assess outcomes.[138] Additionally, evaluation allows UNODC to more accurately assess the progress of its work and its capacity needs.[139] UNODC utilizes both internal and external evaluation controls in order to assess their performance.[140] UNODC's Executive Director evaluates the subsidiary division of the body; additionally, another group called the Independent Evaluation Unit (IEU) evaluates the Executive Director and the

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[124] UN Secretariat, *Secretary-General's bulletin Ethics Office — establishment and terms of reference (A/ST/SGB/2005/22)*, 2017, p. 1.
[125] UN Secretariat, *Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations (ST/SGB/2005/21)*, 2005, p. 1.
[126] UN Secretariat, *Secretary-General's bulletin Ethics Office — establishment and terms of reference (ST/SGB/2005/22)*, 2017, p. 2.
[127] Ibid.; UN Secretariat, *Information circular: Reporting of suspected misconduct (ST/IC/2005/19)*, 2005, p. 2; UN Ethics Office, *The Road Map: A Staff Member's Guide to Finding the Right Place*, 2014.
[128] UN Ethics Office, *Protection against Retaliation: Protection Measures*, 2017.
[129] UN JIU, *About US*, 2017.
[130] UN General Assembly, *Statute of the Joint Inspection Unit (A/RES/31/192)*, 1976, p. 163; UN JIU, *Statue*, 2017; UN JIU, *About US*, 2017.
[131] UN JIU, *About US*, 2017.
[132] UN General Assembly, *Joint Inspection Unit (A/RES/71/281)*, 2017, p. 2; UN JIU, *About US*, 2017.
[133] UN General Assembly, *Report of the Joint Inspection Unit for 2016 and programme of work for 2017 (A/71/34)*, 2017, p. 27.
[134] Ibid., p. 28.
[135] Ibid., p. 29.
[136] UNODC, *Evaluation and Accountability*, 2015.
[137] Ibid.
[138] Ibid.
[139] Ibid.
[140] Ibid.

UNODC as a whole every four years.[141] IEU was created in 2010 to provide unbiased perspective to UNODC over its operations, and to report back on this to the Executive Director and its Member States.[142]

The Office of the President of the General Assembly

During its 71st session, the General Assembly elected Fiji's ambassador, Peter Thomson, as the President of the General Assembly.[143] As an election promise, President Thomson pledged his presidency to being as open and transparent as possible.[144] President Thomson became the first president of the General Assembly to take an oath to truthfully exercise the functions entrusted to him by the Charter and the *Code of Ethics for the Presidency of the General Assembly* (2016).[145] This is a sentiment that has been echoed by the new President, Miroslav Lajčák, who was sworn in on 11 September 2017.[146]

During a panel in April 2017, President Thomson stated that subpar accountability and transparency measures have been the impediment of combatting serious atrocities in some Member States.[147] He continued by stating that strengthening accountability to follow established human rights law and good governance more closely was critical to the administration of justice.[148] On 28 April 2017, President Thomson attended a meeting of the Ad Hoc Working Group on the Revitalization of the Work of the General Assembly to discuss the progress of his office.[149] Among the items he deemed successes, the president articulated that his office had been able to add an extra layer of transparency by publishing online, for Member States and staff to review, the travels of the President and his activities, the activities of his staff, and the substantive work of the office.[150] In addition, the President partnered with the Archiving and Record Management Division of the UN Department of Management to establish retention policies, guidelines instructing how long to keep records and documents, to ensure proper archiving of General Assembly sessions which would further the President's transparency initiatives.[151]

Challenges to Accountability and Transparency Mechanisms

Addressing the concerns of accountability and transparency are compounded by an ever-changing international system, making these efforts a constant work in progress.[152] Within the UN, accountability is often challenged by the lack of enforcement capacity: while oversight bodies can make available the information necessary to hold UN bodies, programs, and its staff accountable, the willingness of individuals and other organizations to hold them accountable may be lacking, particularly in the face of negative consequences.[153] Although the whistleblowing process aims to ensure transparency and adheres to the accountability measures put into place for all UN employees, sometimes retaliation does take place.[154] Another issue that can upset the integrity of an agency is gift-giving and receiving.[155] In most cases, gifts should not be accepted, however, the Ethics Office has outlined an exception: only in situations where it would embarrass the office should a gift be taken.[156] In order to ensure the correct application of guidelines, the Ethics Office has developed resources, such as *Putting Ethics to Work: A Guide for UN Staff*

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[141] Ibid.
[142] UNODC, *About IEU*, 2017.
[143] UN General Assembly, *Biography: President of the 71st session of the UN General Assembly*, 2017.
[144] UN General Assembly, *Commitment to Ethics and Transparency*, 2017.
[145] Ibid.
[146] UN General Assembly, *Press Release: Miroslav Lajčákis sworn in as new president of UN General Assembly*, 2017.
[147] UN General Assembly, *Opening Remarks by Peter Thomson, the President of the General Assembly, at 2017 Report of the Secretary-General on the Responsibility to Protect: "Accountability for national atrocity prevention and international assistance: building upon existing good practices" on 28 April 2017*, 2017.
[148] Ibid.
[149] UN General Assembly, *Statement by H.E. Mr Peter Thomson, President of the 71st Session of the General Assembly, at the 4th Thematic Debate of Ad-hoc Working Group on the revitalization of the work of the General Assembly on 28 April 2017*, 2017.
[150] Ibid.
[151] Ibid.; Ventureline, *Document Retention Policy Definition*.
[152] UN DPI, Strengthening the UN, 2017.
[153] UN OHCHR, *Who will be accountable? Human Rights and the Post-2015 Development Agenda*, 2013, p. xi.
[154] UN Ethics Office, *Protection against Retaliation: Protection Measures*, 2017.
[155] UN Ethics Office, *Putting Ethics to Work: A Guide for UN Staff*, 2012; UN Ethics Office, *Ethics Advice and Guidance*, 2017.
[156] UN Ethics Office, *Putting Ethics to Work: A Guide for UN Staff*, 2012.

(2012) for staff to be able to better recognize and address ethical dilemmas. [157] The challenging aspect of these issues is being able to avoid them before they occur.[158] In most cases, transparency with internal management is the best way to avoid misconduct and preserve organizational integrity.[159]

Conclusion

Complete accountability and transparency are hard goals to achieve due the complexity of the topics and issues they attempt to address.[160] The UN has put into place mechanisms that actively seek to address the multifaceted goal of ensuring accountability and transparency.[161] In terms of the proper usage of resources, the UN has oversight bodies such as the JIU and IAAC that audit the UN system as a whole and provide reports that ensure a level of transparency to all of its stakeholders, including Member States and civil society.[162] In terms or holding individuals accountable, the UN has established mechanisms like the Ethics Office, OIOS, as well as policies against retaliation and corruption.[163] Finally, individual efforts like those by the President of the General Assembly, can constitute a solid step forward in ensuring better accountability and transparency within the UN system.[164]

Further Research

As delegates continue to research this topic, they should consider questions such as: What additional mechanisms can be put in place in order to increase the efficiency and effectiveness of the UN system? What can be done to highlight accountability and transparency in UN resolutions and conventions moving forward? Can the actions taken by the President of the General Assembly be implemented across all agencies to ensure transparency of all agencies' operations? What other UN bodies have internal accountability mechanisms, like the UNODC? Should internal mechanisms be implemented across all UN bodies? How to ensure proper protection of whistleblowers? How should the JIU, OIOS and IAAC work to ensure better accountability?

Annotated Bibliography

United Nations, Ethics Office. (2014). *The Road Map: A Staff Member's Guide to Finding the Right Place* [Report]. Retrieved 17 July 2017 from: http://www.un.org/en/ethics/pdf/roadmap.pdf

The Ethics Office exists to protect employees, keeping both staff and the organization as a whole accountable. This source is a comprehensive collection for policy and procedure as it pertains to the Ethics Office and internal staff issues. Moreover, this document provides an overview of the different mechanisms and resources available to UN staff to address their questions regarding ethical issues. Delegates reviewing this will have a deeper understanding of what each office's role is under and parallel to the Ethics Office, and can use the official documents listed under each entity as a starting point for further research.

United Nations, General Assembly, Thirty-first session. (1976). *Statue on the Joint Inspection Unit (A/RES/31/192)* [Resolution]. Adopted on the report of the Fifth Committee. Retrieved 14 August 2015 from: https://www.unjiu.org/en/corporate-information/Other%20docs/UNJIU%20statute.pdf

The Joint Inspection Unit is one of the most important organizations in the UN regarding accountability and transparency initiatives. The JIU is the only external auditing body of the UN. The General Assembly empowered the JIU by allowing it to evaluate the entirety of the UN system. This source is important for delegates to review as it addresses specific details of how the

[157] UN Ethics Office, *Putting Ethics to Work: A Guide for UN Staff*, 2012.
[158] Ibid.
[159] Ibid.
[160] UN DPI, *Strengthening the UN*, 2017.
[161] Ibid.
[162] UN IAAC, *About the Committee*, 2017; UN JIU, *About US*, 2017.
[163] UN Secretariat, *Information circular: Reporting of suspected misconduct (ST/IC/2005/19)*, 2005, p. 2.
[164] UN General Assembly, *Statement by H.E. Mr Peter Thomson, President of the 71st Session of the General Assembly, at the 4th Thematic Debate of Ad-hoc Working Group on the revitalization of the work of the General Assembly on 28 April 2017*, 2017; Ventureline, *Document Retention Policy Definition*.

JIU operates and is funded. Also, it provides specific details on how the JIU relates to the UN system as a whole.

United Nations, General Assembly, Sixty-third session. (2009). *Accountability framework, enterprise risk management and internal control framework, and results-based management framework (A/RES/63/276)* [Resolution]. Adopted on the report of the Fifth Committee (A/63/649/Add.1). Retrieved 14 August 2015 from: http://undocs.org/A/RES/63/276

This resolution contains a list of questions posed by the General Assembly to understand the Secretariat's scope of work in terms of accountability. In this resolution, the General Assembly formally requests a definition of accountability and a thorough definition of responsibilities of different entities in order to achieve it. More importantly, the resolution highlights accountability as being the center to effective and efficient operations.

United Nations, General Assembly, Sixty-fourth session. (2010). *Towards an accountability system in the United Nations Secretariat: Report of the Secretary-General (A/64/640)*. Retrieved 15 July 2017 from: http://undocs.org/A/64/640

The Secretary-General produced this report to address the requests of the General Assembly. In it, the Secretary-General provides a definition of accountability, addresses internal controls, and personal accountability of the Secretariat. Also, the Secretary-General requests the continued support of the UN oversight bodies like OIOS to continue to promote integrity and prevent mismanagement within the UN. Delegates should read this source to understand the specific details of the Secretary-General's plan to implement recommendations posed by reporting oversight bodies.

United Nations, General Assembly, Seventy-first session. (2016). *Activities of the Office of Internal Oversight Services for the period from 1 July 2015 to 30 June 2016: Report of the Office of Internal Oversight Services (A/71/337 Part I)*. Retrieved 28 August 2017 from: http://undocs.org/A/71/337(PartI)

This source is part one of two reports presented to the General Assembly by the OIOS in fiscal year 2016. In the report, OIOS provides a complete audit, statistics, and recommendations on UN operations not related to peacekeeping operations. This report is a great resource for delegates because it provides in-depth analysis of the current operations of the UN. More importantly, the resource makes recommendations for improvement of internal transparency and accountability mechanisms.

United Nations, General Assembly, Seventy-first session. (2017). *Progress towards an accountability system in the United Nations Secretariat (A/RES/71/283)* [Resolution]. Adopted on the report of the Fifth Committee (A/71/717/Add.1). Retrieved 15 July 2017 from: http://undocs.org/A/RES/71/283

This is the most recent resolution adopted by the Fifth Committee with regards to the topic of accountability and transparency within the UN system. The General Assembly lists a number of action items for the Secretariat as well as items that could benefit the UN as a whole, such as guidelines for donors and outside vendors. Additionally, the resolution asks for guidelines concerning protection of whistleblowers against retaliation. Finally, addressing another mechanism for accountability, the resolution highlights that the timeliness of reporting by the Secretariat is an important factor to holding the Secretariat accountable.

United Nations, Office of Internal Oversight Services. (2017). *Mission and Mandate* [Website]. Retrieved 18 July 2017 from: https://oios.un.org/page?slug=mandate

OIOS is an important oversight body of the UN. Like the JIU, OIOS has a direct advisory role in the operations and financial management of the UN. Additionally, OIOS conducts audits to monitor and evaluate the efficiency and effectiveness of programs and the implementation of mandates. Delegates should further familiarize themselves with the reporting produced by this body to better understand potential areas of improvement for the UN. Additionally, this source is important to understand the past work of OIOS and the full scope of its capabilities.

United Nations, Independent Audit Advisory Committee. (2017) *About the Committee* [Website]. Retrieved 17 July 2017 from: https://www.un.org/ga/iaac/

Like the other oversight bodies, the IAAC plays a significant role in the financial management and operations of the UN. Serving as an advisory body to the General Assembly, IAAC is focused on reviewing the recommendations given by OIOS and the internal and external operations of the UN as a whole. This is a great source for delegates: through this page, they can access the complete membership list of IAAC, the reporting page where additional recommendations to the UN can be found, as well as news releases. Delegates should thoroughly review the different sections of this website to properly understand the work and responsibilities of IAAC.

United Nations, Secretariat. (2005). *Information circular: Reporting of suspected misconduct (ST/IC/2005/19)* [Report]. Retrieved 1 October 2017 from: http://undocs.org/ST/IC/2005/19

This document is an informational report provided by the Secretariat addressing reporting misconduct. Specifically, this source lists the various means of reporting misconduct as discussed in the guide. More importantly, this source outlines what particular reporting mechanism handles what complaint. Delegates should familiarize themselves with this source to better understand how complaints are managed within the UN system.

United Nations, Secretariat. (2005). *Secretary-General's bulletin: Ethics Office — establishment and terms of reference (ST/SGB/2005/22)* [Bulletin]. Retrieved 28 August 2017 from: http://undocs.org/ST/SGB/2005/22

The Secretary-General most recently submitted this bulletin addressing retaliation against whistleblowers. This document outlines the protections awarded to individuals wishing to report misconduct in the UN. Most importantly, this bulletin provides individuals wishing to blow the whistle protection no matter the means through which they choose to report. Additionally, the source further emphasizes the need and importance of staff to report misconduct.

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II. Strengthening Compliance and Accountability in Field Missions with Special Regard to Sexual Exploitation and Abuse Cases

"Those serving honorably are the ones who have the greatest incentive to prevent the sickening acts of a few from tarnishing the noble service of so many."[165]

Introduction

The United Nations (UN) has a responsibility of ensuring accountability of all of it personnel, independent of a staff member's position or place of employment.[166] Accountability is defined as "the obligation of the Secretariat and its staff members to be answerable for all decisions made and actions taken by them, and to be responsible for honouring their commitments, without qualification or exception;" this requires all UN staff to comply with those rules, regulations, and ethical standards set by UN intergovernmental and subsidiary bodies.[167] As the scope of work of the UN has increased, accountability and compliance are no longer just applicable to UN staff, but also to personnel employed as individual contractors for the UN.[168] This is especially relevant for field missions, where the UN depends not only on its own staff, UN volunteers, or staff deployed by Member States, but also outside experts and contractors.[169] While several standards and policies have been established to guarantee accountability and compliance of staff employed in peacekeeping operations (PKOs), the diverse positions and backgrounds of those serving in these missions has made effective implementation of these standards challenging.[170] This became very prominent in 2001, when Sexual Exploitation and Abuse (SEA) by peacekeepers on a larger scale was unveiled by a joint effort of the Office of the UN High Commissioner for Human Rights (OHCHR) and the non-governmental organization (NGO) Save the Children.[171] Sexual exploitation is defined as "any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another;" while sexual abuse "means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions."[172] Despite continuous efforts from the UN Secretary-General, the UN Security Council, and the UN Department of Peacekeeping Operations (DPKO), reported allegations of SEA have been rising again since 2014.[173] From 2014 to 2015, documented cases of SEA rose from 52 cases in 2014 to 69 in 2015.[174] The following year, 103 cases were reported, 47% of which had happened before 2016, not counting the number of unreported incidents which would increase the total number of cases considerably.[175] Between 2004 and 2016, more than 2,000 allegations have been recorded, with most of them having taken place in the Central African Republic (CAR), the Democratic Republic of the Congo, and Haiti.[176]

With 110,000 peacekeepers stationed on 15 missions throughout the world, operating in areas with 125 million inhabitants, the figures of misconduct by UN staff could be even higher than are known.[177] Strengthening accountability and compliance is not merely a means to address SEA, but pivotal to re-establish people's trust in PKOs and the UN as a whole.[178] The General Assembly Fifth Committee, as the body responsible for all administrative and budgetary matters related to PKOs, holds a special responsibility in overseeing the rules and

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[165] Power, *Remarks by US Ambassador Samantha Power at the UN Security Council Meeting on Sexual Exploitation and Abuse in Operations*, 2016.
[166] Zahran, *Accountability Frameworks in the United Nations System*, 2011, p. 1.
[167] UN General Assembly, *Towards an accountability system in the United Nations (A/RES/64/259)*, 2010; Zahran, *Accountability Frameworks in the United Nations System*, 2011, p. 2.
[168] UN DPA et al., *Policy - Accountability for Conduct and Discipline in Field Missions*, 2015, p. 2.
[169] Ibid.
[170] Ibid., p. 3.
[171] Security Council Report, *Update Report No. 3: Sexual Exploitation and Abuse by UN Peacekeeping Personnel*, 2016.
[172] UN Secretariat, *Secretary-General's Bulletin. Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003, p. 1.
[173] UN DPKO, *Peacekeeping initiatives in action*, 2017.
[174] *UN Sex Abuse Scandal: Rise in Allegations Against Peacekeepers*, BBC, 2016.
[175] Neudorfer, *Sexual Exploitation and Abuse in UN Peacekeeping: An Analysis of Risk and Prevention Factors*, 2015, p. 76.
[176] The Redress Trust, *Sexual Exploitation and Abuse in Peacekeeping Operations*, 2017, p. 12.
[177] Neudorfer, *Sexual Exploitation and Abuse in UN Peacekeeping: An Analysis of Risk and Prevention Factors*, 2015, p. 76; UN DPKO, *United Nations Peacekeeping*, 2017.
[178] UN DPKO, *Conduct in UN Field Missions - Addressing Sexual Exploitation and Abuse*, 2017.

regulations applying to staff and their implementation.[179] Since SEA must be addressed both on the organizational level as well as in regards to supporting victims' rights, administrative and financial considerations are key to finding a long-term solution to this problem.[180]

International and Regional Framework

The *Charter of the United Nations* (1945) in its Article 101 states that "[t]he 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," laying the basis for the principle of compliance and accountability for all UN staff.[181] In accordance with Article 101, the General Assembly helps to prepare rules and regulations for all UN staff, which are made available through the Secretary-General's annual bulletin on "Staff Regulations and Rules of the United Nations."[182] These regulations set specific guidelines for the behavior of UN staff and, undergoing review every year, now also strictly forbid the exchange of sexual favors for goods, or any other activity that would support SEA.[183]

In 2003, then-Secretary-General Kofi Annan presented the Secretary-General's Bulletin 13/2003 on "Special measures for protection from sexual exploitation and sexual abuse" upon request by General Assembly resolution 57/306 of 2003 on "Investigation into sexual exploitation of refugees by aid workers in West Africa."[184] The bulletin was the first major initiative taken by the UN to address allegations against peacekeepers by presenting universal standards on how SEA should be addressed by the UN system, as well as individual Member States, and reaffirming the organization's zero-tolerance policy on SEA.[185] The Secretary-General report 59/710 of 2005 titled "A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations," commonly referred to as the Zeid Report, reiterated the standards set by bulletin 13/2003.[186] The report highlighted the widespread unawareness about the issue within the UN system itself, resulting in a lack of coherent and coordinated procedures for handling SEA.[187] The report provided specific recommendations for reform directed at the UN Secretariat as well as Member States, such as strengthening the investigative process for SEA cases, as well as the possibility of holding individuals deployed in field missions accountable via concrete disciplinary measures.[188]

In 2007, the General Assembly adopted the "United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel" through resolution 62/214, to ensure victims of SEA receive appropriate assistance and support.[189] The resolution called for coordinated assistance ranging from food, clothing, and a safe place to stay, to medical and mental health care, as well as legal

[179] UN General Assembly, *Revisions to article I of the Staff Regulations and chapter I of the 100 series of the Staff Rules of the United Nations (A/RES/52/252)*, 1998.
[180] UN General Assembly, *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)*, 2017.
[181] *Charter of the United Nations*, 1945, Art. 3, 5.
[182] UN Office of the Secretary-General, *Staff Regulations and Rules of the United Nations: Secretary-General's bulletin (ST/SGB/2017/1)*, 2016; UN DPI, *Fifth Committee continues considering Code of Conduct for UN staff (GA/AB/3233)*, 1998.
[183] UN Office of the Secretary-General, *Staff Regulations and Rules of the United Nations: Secretary-General's bulletin (ST/SGB/2017/1)*, 2016, p. 78
[184] UN General Assembly, *Investigation into sexual exploitation of refugees by aid workers in West Africa (A/RES/57/306)*, 2003; UN Secretariat, *Secretary-General's Bulletin. Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003.
[185] UN Secretariat, *Secretary-General's Bulletin. Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003.
[186] UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.
[187] Ibid., pp. 23-24, 30-31.
[188] UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005, pp. 2, 15-17, 30-31.
[189] UN General Assembly, *United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (A/RES/62/214)*, 2008.

assistance.[190] The same year, an updated Memorandum of Understanding (MoU) was prepared between the UN and troop contributing countries (TCC) for PKOs, including specific provisions on SEA by stressing each Member State's responsibility to hold individual perpetrators accountable for misconduct.[191]

The UN Security Council has repeatedly called for the establishment of monitoring, analysis, and reporting arrangements (MARA) specific to conflict-related sexual violence and ultimately, the strengthening of the monitoring agreements between Member States and the UN.[192] This has been done specifically through Security Council resolutions 1960 (2010) and 2106 (2013) both on "Women, peace and security."[193] Furthermore, Security Council resolution 2272 (2016) on "United Nations peacekeeping operations" specifically addressed the need to create uniform standards between Member States and the UN concerning investigations and operational guidance in regards to SEA by peacekeepers.[194] It outlined the need for proper conduct by peacekeepers while deployed on missions, to ensure that PKOs served to secure the stability of conflicted regions.[195] Resolution 2272 further requested Member States to allow the Secretary-General to review whether or not they took appropriate measures to address SEA allegations against peacekeepers of their respective country, and "authorized the Secretary-General to repatriate troops who had not taken preventive measures."[196]

In 2014, the UN Department of Political Affairs (DPA), DPKO, and Department of Field Support (DFS) published the *Policy - Accountability for Conduct and Discipline in Field Missions*, providing a set of rules and regulations applicable to all serving in PKOs or other missions under a UN mandate, as well as for staff at UN headquarters.[197] The policies highlight that staff should be held accountable for all violations of UN standards, especially if these constitute crimes under national law.[198] Likewise, the *Rome Statute of the International Criminal Court* (1998) which established the International Criminal Court, states that all forms of sexual violence constitute a crime against humanity which can be brought to the court if a state "is unable or unwilling genuinely to carry out the investigation and prosecute the perpetrators."[199] However, only few TCC have submitted their legal frameworks applicable to their peacekeepers when in mission under UN mandate, making it difficult to ensure accountability of accused staff.[200]

Role of the International System

As one of the departments responsible for enforcing UN policies for accountability and conduct in field missions, the DFS established a Conduct and Discipline Unit (CDU) in 2007, following the example of Conduct and Discipline Teams (CDTs) established by the DPKO two years prior.[201] The CDU serves as a liaison between CDTs working in field missions and UN headquarters, advising the Under-Secretary-General and the Assistant Secretary-General for Field Support on issues relating to discipline in PKOs and political missions, including cases of SEA.[202] CDTs provide assistance in the field, by training personnel about the rules of conduct, as well as serving as a point of first contact for reporting SEA, keeping track of all incidents, and coordinating assistance for victims.[203]

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[190] UN General Assembly, *United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel* (*A/RES/62/214)*, 2008.
[191] UN DPKO, *Conduct in UN Field Missions - Timeline on Conduct and Discipline*, 2017.
[192] UN Security Council, *Women and peace and security (S/RES/1960 (2010))*, 2010; UN Security Council, *Women and peace and security (S/RES/2106 (2013))*, 2013.
[193] Ibid.
[194] UN Security Council, *United Nations peacekeeping operations (S/RES/2272 (2016))*, 2016.
[195] Ibid.
[196] Ibid.; UN DPI, General Assembly *Adopts Resolution Committing to Zero-Tolerance Policy on Sexual Exploitation throughout United Nations System (GA/11894)*, 2017.
[197] UN DPA et al., *Policy - Accountability for Conduct and Discipline in Field Missions*, 2015.
[198] Ibid., p. 4.
[199] UN Diplomatic Conference of Plenipotentiaries on the Establishment of an ICC, *Rome Statute of the International Criminal Court*, 1998.
[200] UN DPKO, *Legal frameworks for deployed contingents*.
[201] UN DPKO, *Conduct in UN Field Missions - Who Is Involved*, 2017.
[202] Ibid.
[203] Ibid.

In 2015, a joint DPKO - DFS working group evaluated measures to strengthen the UN's responsiveness to SEA allegations and presented a report to the Secretary-General introducing 48 recommendations on this matter.[204] These included the adoption of an additional MoU ensuring proper training on SEA by TCCs before they send out troops, acknowledging the right of the UN to suspend payments to individuals in cases of misconduct, and the right to repatriate entire units when individual members are involved in SEA.[205] Furthermore, the report suggested appointing a special representative of the Secretary-General on SEA, as well as the establishment of a UN Trust Fund for Victims of SEA.[206] The latter became a reality in 2016, when the Secretary-General established the Trust Fund in Support of Victims of Sexual Exploitation and Abuse to engage in community outreach and close the financial gaps for providing proper services to victims like legal assistance or medical support.[207] Since the Trust Fund relies on voluntary contributions of Member States, the Secretary-General has repeatedly called for funding as a form of collective action from the international community.[208] The Trust Fund became operational in 2017, after contributions had been made by Bhutan, Cyprus, India, Japan, and Norway.[209]

Since 2004, during each session of the General Assembly, the Secretary-General presents a report on "Special measures for protection from sexual exploitation and sexual abuse" with the most recent one, report 71/818 of February 2017, introducing new perspectives on how the UN should address SEA.[210] Whereas past reports usually reaffirmed the UN's commitment to combat SEA, improve training, reporting, and victims assistance, the most recent report on "Special measures for protection from sexual exploitation and abuse: a new approach" underlines a victim-centered strategy calling to increase efforts to make victims' voices heard and calling for better collaboration between Member States and civil society in addressing SEA.[211] Furthermore, the report stressed the need to increase education and transparency on SEA among affected populations as pivotal to effectively combat SEA.[212]

The Fifth Committee, with the support of the Advisory Committee on Administrative and Budgetary Questions, annually updates the UN staff regulations, keeping in mind reports of the Secretary-General and the evolving standards concerning accountability and compliance with the UN system.[213] The Fifth Committee also reviews the administrative and financial implications in regard to SEA.[214] For example, through General Assembly resolution 70/286 on "Cross-cutting issues," (2016) the plenary approved the decision prepared by the Fifth Committee to take payments withheld due to severe allegations of SEA against personnel deployed in field missions, and redistribute these payments to the Trust Fund.[215] During its seventy-first session, the Fifth Committee emphasized the need to implement recommendations collectively across the UN, while considering the effectiveness and cost-efficiency of all measures taken.[216]

Compliance and accountability with regards to SEA has also affected the work of other UN agencies, programs, and funds.[217] OHCHR implements the Secretary-General's new strategy to address SEA, utilizing his recommendations

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[204] UN-Women, *Sexual Exploitation and Abuse - a Summary of the Latest Policy Recommendations*, 2015.
[205] Ibid.
[206] Ibid.
[207] UN DPKO, *Conduct in UN Field Missions - Addressing Sexual Exploitation and Abuse*, 2017.
[208] Ibid.; UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach (A/71/818)*, 2017.
[209] UN DPKO, *Conduct in UN Field Missions - Trust fund for victims of sexual exploitation and abuse is operational*, 2017.
[210] UN Preventing Sexual Exploitation and Abuse, *Secretary-General's Reports*, 2017.
[211] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach (A/71/818)*, 2017.
[212] Ibid.
[213] UN General Assembly, *Revisions to article I of the Staff Regulations and chapter I of the 100 series of the Staff Rules of the United Nations (A/RES/52/252)*, 1998; UN DPI, *Fifth Committee, Concluding Session with Approval of 16 Texts, Recommends Increased Programme Budget Appropriations for 2016-2017 Biennium (GA/AB/4224)*, 2016.
[214] UN General Assembly, *Administrative and Budgetary Committee. Fifth Committee Resolutions & Decisions*, 2017.
[215] UN General Assembly, *Cross-cutting issues (A/RES/20/286)*, 2016.
[216] UN DPI, *Speakers Call for Holistic Approach, Focus on Victims' Rights, as Budget Committee Reviews Secretary-General's Strategy to Address Sexual Abuse (GA/AB/4233)*, 2017.
[217] UN OHCHR, *The UN Human Rights Office's role in advancing the Secretary General's new strategy to combat sexual exploitation and abuse*, 2017; UNDP, *Combating Sexual Exploitation and Abuse*, 2017; UNICEF, *Child protection from violence, exploitation and abuse*, 2017.

to help shape its own code of conduct, as well as to investigate allegations of SEA more thoroughly.[218] Currently, OHCHR is following up on the series of allegations that include non-UN forces within CAR.[219] The UN Development Programme (UNDP) has published a code of ethics, which prohibits its staff to exchange goods, assistance, or services for sex or sexual favors.[220] Together with the UN Children's Fund (UNICEF), the UN Population Fund (UNFPA), and the UN Entity for Gender Equality and the Empowerment of Women (UN-Women), UNDP established a mandatory online training module for all staff and partners, teaching how to prevent SEA.[221] Some UN bodies have furthermore intensified their efforts to provide victims assistance in the field, including medical and psychological care, as well as support when reporting cases of SEA to authorities.[222]

The work of NGOs and the media remains crucial in identifying SEA in peacekeeping operations and ensuring proper assistance for victims.[223] For example, the United States-based NGO, AIDS-Free World, has set up the Code Blue campaign to increase transparency and accountability about SEA within the UN, as well as to ensure proper investigations on all cases through independent reviews.[224] Other organizations, like Human Rights Watch (HRW), provide regular assessments of the performance of the UN in addressing SEA, as evidenced by its March 2016 piece titled, *UN: Stop Sexual Abuse by Peacekeepers*.[225] In this assessment, HRW points out some of the remaining gaps in the UN system in terms of combatting SEA, and provides a number of recommendations to cover these shortcomings.[226] Furthermore, as Civil Society Organizations (CSO) are widely present in the field, they are important partners in collecting data on the root causes for SEA as well as in providing victims with assistance.[227]

Current Challenges in Addressing Sexual Exploitation and Abuse

The International Peace Institute (IPI), in a 2017 report, acknowledges the importance of preventive efforts, particularly improved training, to address SEA, and calls for embedding such measures into a far more in-depth transformation of existing structures towards guaranteed accountability mechanisms.[228] It identifies nine areas which still pose a challenge for the UN when addressing SEA.[229] These are strengthening the role and power of discretion of the Secretary-General, ensuring proper deterrence by acquiring new sources of deployment to provide credible substitutes for perpetrators, and proper incentivizing of Member States to establish monitoring and reporting mechanisms.[230] Further challenges are putting victims' needs first, while properly supporting them with aftercare, stricter surveillance of non-UN personnel and civilians, and improved monitoring and reporting through a smarter whistleblower program.[231] Finally, the UN must also consider and address the inhibitory factors for reform, such as budgetary pressures, which are especially relevant for the Fifth Committee.[232]

This evaluation coincides with the official line of the Secretariat in including the Secretary-General's new approach.[233] The IPI report goes beyond this by criticizing the incremental pace of UN reform attempts and calling

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[218] UN OHCHR, *The UN Human Rights Office's role in advancing the Secretary General's new strategy to combat sexual exploitation and abuse*, 2017.
[219] Ibid.
[220] UNDP, *Combating Sexual Exploitation and Abuse*, 2017; UNDP, *Code of Ethics*, 2017.
[221] UNICEF, *Child protection from violence, exploitation and abuse*, 2017.
[222] Ibid.
[223] UN DPKO, *Conduct in UN Field Missions - Who Is Involved*, 2017.
[224] Code Blue, *Campaign Goals*.
[225] *UN: Stop Sexual Abuse by Peacekeepers*, Human Rights Watch, 2016.
[226] Ibid.
[227] UN DPKO, *Conduct in UN Field Missions - Who Is Involved*, 2017; PeaceWomen, *The high-level meeting on the efforts of the united nations to combat sexual exploitation and abuse*, 2017.
[228] Whalan, *Dealing with Disgrace: Addressing Sexual Exploitation and Abuse in UN Peacekeeping*, 2017, p. 18.
[229] Ibid., p. 19.
[230] Ferstman, *Criminalizing Sexual Exploitation and Abuse by Peacekeepers*, 2013, p. 12; Whalan, *Dealing with Disgrace: Addressing Sexual Exploitation and Abuse in UN Peacekeeping*, 2017, pp. 19-20.
[231] Whalan, *Dealing with Disgrace: Addressing Sexual Exploitation and Abuse in UN Peacekeeping*, 2017, pp. 20-21.
[232] Laurenti, *Financing*, p. 687; UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015; Whalan, *Dealing with Disgrace: Addressing Sexual Exploitation and Abuse in UN Peacekeeping*, 2017, p. 21-22.
[233] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach. Report of the Secretary-General (A/71/818)*, 2017.

for "game-changing reforms."[234] At the opening session of the Fifth Committee in October 2017, delegations of the United States, the European Union, and the Group of 77 identified current attempts at reform to be critical with regard to creating such political momentum.[235] This also draws attention to the enduring problem that accountability for SEA cases ultimately falls under the jurisdiction and existing laws of peacekeepers' home country, as peacekeepers are accountable for their actions as mandated by the laws of their deploying Member State.[236] Along these lines, there continues to be a general misperception of SEA as an incident of minor misconduct, while investigations show that at least 50% of reported cases constitute severe crimes "ranging from rape to sex with minors."[237]As a consequence, the Secretary-General recently proposed to increase pressure on TCCs by withholding payments not only for individuals, but for whole contingents in cases of SEA, and directing those funds to the victims' Trust Fund instead.[238]

A further challenge is that impeding factors to combat SEA are often multiply interwoven, so that they reinforce each other; this is especially the case for women, children, or marginalized groups, who do not necessarily have the knowledge or means to report SEA, or who are even treated as delinquents when doing so.[239] In fact, unawareness about how to report SEA remains one of the key obstacles for victims.[240] Those most vulnerable to SEA often do not have an outlet to denounce those who may have harmed them.[241] In one case in CAR, six boys revealed that they had been subjected to sexual abuse by peacekeepers.[242] In exchange for sexual encounters, the boys received food and money.[243] As investigations on the event showed, these incidents had not been an isolated case, but could be tied back to loopholes in protocols and standard training that did not cover SEA policies.[244] Beyond this, patriarchic structures in peacekeeping forces further obstruct the adequate attention to victims' needs; this also prevents a proper implementation of preventive efforts.[245]

Implementing the Secretary-General's New Approach to Misconduct and Accountability

In January 2017, Secretary-General António Guterres established a high-level task force to assess SEA in the UN system and create a strategy to effectively address and prevent SEA.**[246]** The subsequent Secretary-General report 71/818 on **"**Special measures for protection from sexual exploitation and abuse: a new approach" was presented to the General Assembly in February 2017.[247] The report focuses on putting victims at the center of all activities and to strengthen cooperation between Member States and civil society in addressing SEA.[248] Furthermore, it provided insights on the financial and administrative consequences for the UN, most notably the establishment of a total of 12 new positions under authority of the Secretary-General to increase accountability and compliance concerning SEA.[249] In August 2017, Jane Connors was appointed the first Victim's Rights Advocate for the UN, functioning as

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[234] Whalan, *Dealing with Disgrace: Addressing Sexual Exploitation and Abuse in UN Peacekeeping*, 2017, pp. 1, 21.
[235] UN DPI, *Delegates Urge Transparency, Flexibility in Assessing 2018-2019 Programme Budget, Management Reforms, as Fifth Committee Opens Session, Approves Work Programme (GA/AB/4241)*, 2017.
[236] UN DPKO, *Conduct in UN Field Missions - Accountability*, 2017.
[237] UN-Women, *Sexual Exploitation and Abuse - a Summary of the Latest Policy Recommendations*, 2015.
[238] UN DPKO, *Standards of Conduct*, 2017.
[239] Kalra & Bhugra, *Sexual violence against women: Understanding cross-cultural intersections*, 2013, pp. 244, 246-248; UN OHCHR, *Rule of Law Tools for Post-Conflict States. Mapping the justice sector*, 2006, p. 8; UN-Women, *UN Women welcomes strong response to alleged misconduct of UN peacekeepers in Central African Republic*, 2015.
[240] Reliefweb, *Sexual Exploitation and Abuse in Peacekeeping Operations: Improving Victims' Access to Reparation, Support and Assistance*, 2017.
[241] UN General Assembly *Addressing Sexual Exploitation, Abuse Cases Involving Peacekeepers Requires Swift Accountability, Decisive Action, Speakers Tell General Assembly (GA/11810)*, 2016.
[242] Deschamps et al, *Taking Action on Sexual Exploitation and Abuse by Peacekeepers. Report of an Independent Review on Sexual Exploitation and Abuse by International Peacekeeping Forces in the Central African Republic*, 2015, pp. 17-21.
[243] Ibid.
[244] Ibid., pp. 34, 36.
[245] Hebert, *Analyzing UN & NATO Responses to Sexual Misconduct in Peacekeeping Operations*, 2011, pp. 121, 136.
[246] UN Office of the Secretary-General, *The Secretary General announces Task Force on UN response to sexual exploitation and abuse*, 2017.
[247] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach (A/71/818)*, 2017.
[248] Ibid.
[249] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach: Report of the Secretary-General. Addendum (A/71/818/Add.1)*, 2017.

Assistant Secretary-General overseeing the work of four Victim' Rights Advocates assigned to peacekeeping operations in CAR, the Democratic Republic of the Congo, Haiti, and South Sudan.[250] While costs for these positions were funded for one year via the budgetary discretion that was granted to the Secretary-General in 2015 by UN General Assembly resolution 70/248 on "Special subjects relating to the proposed programme budget for the biennium 2015-2016," funding for the establishment of all other new positions continues to be disputed.[251] Originally, the remaining positions were funded via extra budgetary resources with a total of $570,200 needed for a six-month period.[252] However, the Fifth Committee has requested the Secretary-General to provide detailed justifications on how the positions will fit with the regular budget for the biennium 2018–2019 and onwards.[253] The Secretary-General's new approach also entails specific recommendations for the General Assembly, such as strengthening the Secretariat's "investigative capacity," reviewing mechanisms to withhold payments in case of SEA allegations, and supporting Member States' capacities to report victims claims and provide assistance in a timely manner.[254]

One of the first initiatives to strengthen collaboration between Member States, regional leaders, and CSOs, was the introduction of the Voluntary Compact during a high-level meeting of relevant stakeholders in September 2017.[255] The compact is the first encompassing political commitment of Member States "to prevent sexual exploitation and abuse, to hold individuals accountable and to respect the dignity of those who have been victimized by providing them with meaningful support."[256] As of October 2017, 91 Member States have either signed or indicated their willingness to sign the Voluntary Compact, showing that political will remains key to bringing change to the organization and that effectively combatting SEA depends on the cooperation of individual Member States.[257]

Conclusion

Ensuring accountability and compliance with UN codes of conduct is a long-standing issue that has gained new momentum with the rise of SEA allegations since 2014.[258] The Secretary-General's new initiative has begun processes to ensure a collective and holistic approach for strengthening compliance by increasing collaboration between UN agencies and programs, Member States, and CSOs in addressing SEA, with a focus on making victims' voices heard.[259] While initiatives call for and rely on Member States' willingness to increase their own commitment and capacities to ensure accountability of personnel employed under their national laws, effective implementation of the new approach also requires administrative and budgetary adjustments on the UN system.[260] This falls under the mandate of the Fifth Committee, which will need to implement these adjustments while preserving the effectiveness and efficiency of the UN system.[261]

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[250] UN Office of the Secretary-General, *Ms. Jane Connors of Australia - Victims' Rights Advocate*, 2017.
[251] UN General Assembly, *Special subjects relating to the proposed programme budget for the biennium 2016-2017 (A/RES/*70/248), 2015; UN General Assembly, *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)*, 2017.
[252] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach: Report of the Secretary-General. Addendum (A/71/818/Add.1)*, 2017.
[253] UN General Assembly, *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)*, 2017.
[254] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach (A/71/818)*, 2017, pp. 19-20.
[255] UN Office of the Secretary-General, *Note to Correspondents on Voluntary Compact on Preventing and Addressing Sexual Exploitation and Abuse*, 2017.
[256] Ibid.
[257] Ibid.; Crossette, *Political Will: The Missing Link to Ending Sex Abuse in UN Peacekeeping*, 2017; UN Office of the Secretary-General, *Note to Correspondents on Voluntary Compact on Preventing and Addressing Sexual Exploitation and Abuse*, 2017.
[258] UN DPA et al., *Policy - Accountability for Conduct and Discipline in Field Missions*, 2015, p. 3; Security Council Report, *Update Report No. 3: Sexual Exploitation and Abuse by UN Peacekeeping Personnel*, 2016.
[259] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach: Report of the Secretary-General (A/71/818)*, 2017.
[260] UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach: Report of the Secretary-General. Addendum (A/71/818/Add.1)*, 2017.
[261] UN DPI, *Speakers Call for Holistic Approach, Focus on Victims' Rights, as Budget Committee Reviews Secretary-General's Strategy to Address Sexual Abuse (GA/AB/4233)*, 2017; UN DPI, *Fifth Committee Approves 21 Draft Resolutions, Including $6.8 Billion Allocation for 14 Peacekeeping Missions, as Resumed Session Concludes (GA/AB/4239)*, 2017.

Further Research

Considering the administrative and financial implications of effectively combatting SEA, delegates of the Fifth Committee should consider the following questions: What financial resources will be necessary to implement the Secretary-General's latest recommendations on combatting SEA? How can Member States' commitment to making contributions to the Trust Fund in Support of Victims of SEA be increased? What considerations must be taken in planning future PKOs with regard to training of staff? How can the collaboration between the DPKO, DFS, TCCs, and civil society be improved to ensure a cohesive approach in combatting SEA? What other systems can be put in place to ensure that victims have access to proper information on reporting?

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> *In this independent study, the authors pay special attention to the cases of misconduct by UN peacekeepers in the Central African Republic. By noting who is most affected, the authors outline the problems that affect vulnerable parties. The report also provides insights on measures to help alleviate and eliminate the problem of sexual abuse by peacekeepers, such as the use of regional bodies to handle misconduct problems. Reading this review will help delegates better understand the depth of the topic as well as potential solutions to propose in committee.*

Power, S. (2016, March 16). *Remarks by US Ambassador Samantha Power at the UN Security Council Meeting on Sexual Exploitation and Abuse in Operations*. Retrieved 20 July 2017 from: https://2009-2017-usun.state.gov/remarks/7175

> *Former United States Ambassador to the UN Samantha Power addresses universal concerns in regards to UN field missions and peacekeepers in this speech to the Security Council. Within the speech it is pointed out that sexual exploitation by peacekeepers has a negative impact on international peace and security and that addressing these matters is of the utmost importance. By citing accountability, Power addresses the fact that only 17 out of 69 allegations of sexual abuse in 2015 were properly investigated. She stresses the responsibility of the Security Council in addressing these issues, and calls for international action on SEA. By reading this speech, delegates can gain a better understanding of the importance of addressing SEA within the UN, and the responsibility that all Member States have therein.*

UN: Stop Sexual Abuse by Peacekeepers. (2016, March 4). Human Rights Watch. Retrieved 18 July 2017 from: https://www.hrw.org/news/2016/03/04/un-stop-sexual-abuse-peacekeepers

> *Human Rights Watch (HRW) outlines the underlying concerns within the UN and its need to lower the number of sexual abuse cases brought forth against peacekeepers. HRW calls for the UN as well as Member States to address abuse cases with the utmost diligence in regards to protecting vulnerable parties. This article by HRW also provides an overview of the measures already taken by the UN, and analyzes their shortcomings. HRW calls for better leadership when addressing these issues as well as taking concrete action, such as better training of troops. This source is a good example of the role of NGOs in voicing concern about misconduct and especially SEA in the UN system, and provides a means to hold the organization accountable.*

United Nations, Department of Peacekeeping Operations. (2017) *Conduct in UN Field Missions - Addressing Sexual Exploitation and Abuse* [Website]. Retrieved 8 November 2017 from: https://conduct.unmissions.org/addressing

> *This website is a great resource for delegates beginning their research on accountability and compliance in filed missions. The website provides recent statistics on PKOs, as well as updates on action taken to address SEA. The section specifically addressing SEA provides and overview of the status quo, relevant stakeholders, and necessary actions to improve accountability with the UN system. Delegates will find this source helpful as it presents information in a very accessible way and serves as a great starting point for further research.*

United Nations, Department of Political Affairs et al. (2015). *Policy - Accountability for Conduct and Discipline in Field Missions* [Report]. Retrieved 8 November 2017 from: https://unmil.unmissions.org/sites/default/files/policy_on_accountability_for_conduct_and_discipline_in_field_missions_30-07-2015.pdf

This joint report by the UN DPA, DPKO, and DFS presents the policies applicable to all personnel deployed in field missions, either under a UN mandate, or as independent contractors to the UN. The report also discusses the different responsibilities of actors working in the field or at Headquarters. The report is a great resource for delegates as it not only outlines the most current guidelines regarding SEA, but also, in page three, provides an explanation of the scope and reasoning behind the guidelines for SEA.

United Nations, General Assembly, Fifty-seventh session. (2003). *Investigation into sexual exploitation of refugees by aid workers in West Africa (A/RES/57/306)* [Resolution]. Adopted on the report of the Fifth Committee (A/57/604/Add.1) Retrieved 20 July 2017 from: http://undocs.org/A/RES/57/306

This General Assembly resolution provides insights into the investigations that took place in regards to allegations of SEA of refugees by aid workers in West Africa. The resolution specifically outlines the investigation tactics and response measures taken, such as the Secretary-General's request for remedial and preventive actions. Reading this source will help delegates to develop an understanding of the measures the UN can take to address sexual exploitation and abuse.

United Nations, General Assembly, Sixty-second session. (2008). *United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (A/RES/62/214)* [Resolution]. Adopted without reference to a Main Committee (A/62/595). Retrieved 17 July 2017 from: http://undocs.org/A/RES/62/214

General Assembly resolution 62/214 of 2008 outlines in detail the UN Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and abuse, one of the leading documents providing guidance on how to address SEA, regardless of whether allegations are brought against UN staff or personnel serving as contractors for the UN. It specifically outlines the kind of support victims or complainants are to receive. It also outlines the provisions required for victims of SEA, as well as the ways for a victim to report sexual exploitation and abuse. Reading this source will help delegates understand the importance of strengthening accountability within the UN system, as the strategy is one of the key documents reaffirming the UN's commitment to a zero-tolerance policy on SEA.

United Nations, General Assembly, Seventy-first session. (2017). *Special measures for protection from sexual exploitation and abuse: a new approach: Report of the Secretary-General (A/71/818)*. Retrieved 30 October 2017 from: http://undocs.org/A/71/818

This report by the Secretary-General forms the base for General Assembly resolution 71/297 (2017). It shows the determination of the UN Secretariat to intensify its attempts at reform of peacekeeping structures in order to eradicate SEA, and to foster a culture of accountability. This initiative is meant to move beyond military personnel and peacekeeping, and aims at reaching the whole UN system, its administrative architecture, and staff. By reading this document, delegates will learn about the steps that have been taken and the mechanisms installed, such as a Victims' Rights Advocate and a Trust Fund in Support of Victims of SEA. This will help delegates understand the possibilities of the Fifth Committee in contributing to the current reform project and to identify possible areas for further action.

United Nations, General Assembly, Seventy-first session. (2017). *Special measures for protection from sexual exploitation and abuse (A/RES/71/297)* [Resolution]. Adopted on the report of the Fifth Committee (A/71/708/Add.1 and Corr.1). Retrieved 15 August 2017 from: https://undocs.org/A/RES/71/297

This resolution by the General Assembly marks a milestone in the work of the Fifth Committee. It signifies the fruits of the current stages of implementing an agenda of administrative reform for peacekeeping operations. While the Fifth Committee approved the work of the Secretariat, it also requested some further steps, such as a system-wide harmonization of approaches to SEA. This resolution outlines some of the new steps taken to address SEA at the UN, including requesting a plan of action to combat SEA from UN leadership, providing greater support to victims, and implementing a new whistleblowing protection mechanism. The resolution also called for

financial prudence and control in implementing these reforms. By reading this resolution, delegates will get an overview over the current state of affairs regarding SEA at the UN, as well as the references to documents leading to this milestone.

Zahran, M. (2011), *Accountability Frameworks in the United Nations System (JIU/REP/2011/5)*. Joint Inspection Unit. Retrieved 7 November 2017 from: https://www.unjiu.org/en/reports-notes/JIU%20Products/JIU_REP_2011_5_English.pdf

This report introduces the different accountability frameworks in the UN system, including definitions of key terms and recent actions to increase accountability of the organization. The report begins with a historic analysis of the most important General Assembly resolutions as well as reports of the Secretary-General and how the definition of accountability has evolved over the years. Delegates will find this source helpful as it serves as an introduction to the issue of accountability in general, citing most of the relevant documents, but also as it shows how different understandings can provide obstacles of a holistic approach to SEA.

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III. Consideration of the Secretary-General's Reform Proposals

Introduction

The United Nations (UN) has undergone reform several times over its 70 years of existence.[262] Time has proven that the UN is an adaptive organization by its continual efforts to reform.[263] The revitalized interest in reforming the UN has been due to evolving challenges, such as a shift in geopolitical dynamics.[264] However, several issues impede the UN's ability to effectively reform, such as special interest groups and the national interests of Member States.[265] The necessity of reform involves all UN agencies, making it a very broad and complicated process.[266] Reform has frequently been a result of Secretary-General proposals, which can also derive from Member State and agency recommendations.[267] Typically, reform initiatives follow at the beginning of each Secretary-General's tenure.[268] Currently, the UN is undergoing change as Secretary-General António Guterres implements his reform initiatives.[269] More specifically, the Secretary-General has proposed reform to make considerable improvements within the peace and security architecture, the UN management system, and the UN development system.[270] However, these reforms will require extensive review.[271] The General Assembly Fifth Committee is responsible for approving the budget of the UN, including any increases incurred due to reform proposals.[272] Therefore, the Fifth Committee will play a critical role in the oversight of UN reform going forward.[273]

International and Regional Framework

Since its adoption, there have been several attempts to amend the *Charter of the United Nations* (1945).[274] The Charter has only been amended on five occasions, and the underlining theme of all five amendments has been the increase of UN membership.[275] For example, the Charter changed in 1965 with the amendment of Article 23, which increased Security Council membership from 11 to 15, and of Article 61, which increased Economic and Social Council (ECOSOC) membership from 18 to 27.[276] Articles 108 and 109 discuss the requirements and procedural matters regarding reform and amendments to the Charter.[277] These articles state that all amendments must be voted upon in favor by two-thirds of the General Assembly and all permanent members of the Security Council.[278]

In 1997, the UN Secretary-General drafted a report on "A Programme for Reform" (A/51/950), which contained multifaceted recommendations on UN reform.[279] These recommendations were primarily focused on internal structures, such as leadership and management, the Secretariat, and the development system.[280] Following these reform ideas, the 2002 report of the Secretary-General on "Strengthening the United Nations: an agenda for further change" (A/57/387) highlighted the need for reform in the UN's intergovernmental organs such as the General

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[262] Mueller, *Reforming the united nations: a chronology*, 2016.
[263] Ibid.
[264] Cliffe & Novosseloff, *Restructuring the UN Secretariat to Strengthen Preventative Diplomacy and Peace Operations*, Center on International Cooperation, 2017.
[265] Mueller, *Reforming the united nations: a chronology*, 2016.
[266] Ibid.
[267] Cliffe & Novosseloff, *Restructuring the UN Secretariat to Strengthen Preventative Diplomacy and Peace Operations*, Center on International Cooperation, 2017.
[268] Ibid.
[269] UN DPI, *Secretary-General outlines steps to strengthen UN's development framework*, 2017.
[270] Ibid.
[271] Mancini, *Managing Change at the United Nations: Lessons from Recent Initiatives*, 2015.
[272] Ibid.
[273] Ibid.
[274] UN Dag Hammarskjöld Library, *The Charter and UN Reform*, 2017.
[275] UN DPI, *Charter of the United Nations - Introductory Note*, 2017.
[276] Ibid.
[277] *Charter of the United Nations*, 1945.
[278] Ibid.
[279] UN General Assembly, *Renewing the United Nations: A Programme For Reform: Report of the Secretary-General (A/51/950)*, 1997, pp. 23-29.
[280] Ibid.

Assembly, ECOSOC, and the Security Council.[281] Over time, the concept of reform has broadened, reaching several areas of the UN, including development, security, and human rights.[282]

On 25 January 2012, the *Secretary-General's Five-Year Action Agenda* refocused the UN's efforts in achieving the goals laid out by the Secretary-General in his 21 September 2011 speech to the General Assembly.[283] This agenda creates an engaging platform that allows the international community to promote prosperity for all people.[284] The agenda includes five areas in which reform opportunities were both necessary and available, including sustainable development, prevention, building a safe world by innovation and strengthening core business, providing support to nations in transition, and working with and for women and young people.[285] The agenda also includes two enablers, or methods by which these reform opportunities can be realized, which are: the use partnerships for different UN activities and strengthening the UN.[286] The agenda's underlining goal was to "create foundational principles towards a secure and sustainable future" through reform.[287]

In 2015, resolution 70/1, *Transforming our world: the 2030 Agenda for Sustainable Development*, established the Sustainable Development Goals (SDGs).[288] SDG 16 calls to "promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels."[289] It is supported by Target 6, which directly relates to the development of transparency and accountability mechanisms, which also falls under UN management reform efforts.[290] Additionally, SDG 17, which aims to "strengthen the means of implementation and revitalize the global partnership for sustainable development," focuses on 19 targets that are directly correlated with reforming global partnerships by bringing the UN together with governments, civil society, the private sector, and all other relevant actors to accelerate the achievement of the SDGs.[291] Moreover, the SDGs are closely related to the Secretary-General's reform proposals within the UN development system.[292]

Role of the International System

The General Assembly Fifth Committee plays a significant role in UN reform because it is entrusted with all budgetary and administrative matters, including restructuring.[293] The committee has produced a series of documents regarding administrative and budgetary matters on the implementation of reform efforts in previous years.[294] The General Assembly established the Special Committee on the Charter of the UN and on the Strengthening of the Role of the Organization in its resolution 3499 (XXX) of 1975, mandating the committee to consider proposals to maintain international peace and security.[295] The Special Committee additionally works to assess submitted amendment proposals to the Charter.[296] Additionally, the Ad Hoc Working Group on the Revitalization of the General Assembly (AHWG) is established each year and its members consider issues of the General Assembly,

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[281] UN General Assembly, *Strengthening of the United Nations: an agenda for further change: Report of the Secretary-General (A/57/387)*, 2002.
[282] Global Policy Forum, *UN Reform*, 2017.
[283] UN Office of the Secretary-General, *United Nations Secretary-General's Five-Year Action Agenda*, 2012; UN Secretary-General, *Address to the 66th General Assembly: "We the Peoples"*, 2011.
[284] UN Office of the Secretary-General, *United Nations Secretary-General's Five-Year Action Agenda*, 2012.
[285] Ibid.
[286] Ibid.
[287] Ibid.
[288] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 1.
[289] Ibid., pp. 25-26.
[290] Ibid.
[291] UN General Assembly, *Transforming our world: the 2030 Amgenda for Sustainable Development (A/RES/70/1)*, 2015, p. 26.
[292] UN General Assembly, *Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all: Report of the Secretary-General (A/RES/72/124)*, 2017, pp. 3-6.
[293] Center for UN Reform Education, *Fifth Committee Report*.
[294] Ibid.
[295] UN General Assembly, *Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (A/RES/3499(XXX))*, 1975, p. 153.
[296] UN General Assembly, *Report of the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (A/RES/70/117)*, 2015, p. 3; UN General Assembly, *A strengthened and revitalized General Assembly (A/RES/59/313)*, 2005, p. 2.

including its role and authority, its working methods, its process of selecting its leaders, and how to strengthen the "accountability, transparency and institutional memory of the Office of the President of the General Assembly."[297]

In 2016, Secretary-General Guterres took the oath of office and outlined his reform priorities for his term.[298] As a follow-up to that speech, the Secretary-General announced a series of reform proposals in his 2017 report on "Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all" (A/72/124), all of which have an underlying theme of decentralization.[299] In this report, the Secretary-General provided eight guiding ideas that support his reform proposal for UN development.[300] First, accelerating the transition from the Millennium Development Goals (MDGs) to the SDGs.[301] Second, strengthening the UN's focus towards financing for development.[302] Third, establishing effective UN Country Teams (UNCTs) that are unified and accountable by including all UN agencies operating within a particular country.[303] Fourth, the need for disconnecting UN Resident Coordinators from the UN Development Programme (UNDP) Resident Representatives to ensure effective planning for sustainable development at the country level.[304] Fifth, increasing accountability at UN headquarters.[305] Sixth, strengthening UN policy at regional levels and also clarifying the division of labor within those systems.[306] Seventh, he urged for the improvement of accountability under the UN development system.[307] Lastly, he addressed earmarked funding along with improving the UN's funding structure.[308]

The Quadrennial Comprehensive Policy Review (QCPR) has been implemented in an effort to assist reform within the UN development system.[309] It is the guiding reform instrument to effectively implement operational activities for development in regard to the *2030 Agenda for Sustainable Development*.[310] General Assembly resolution 71/243 of 2016 on the "Quadrennial comprehensive policy review of operational activities for development of the United Nations system" was adopted in response to the Secretary-General's reform initiatives for the UN development system.[311] Shortly after, the 2016 report of the Secretary-General on "Implementation of General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system: funding analysis" presented several funding-related specifications.[312] These funding details include general funding for operational activities, contributions, and improvement of the UN development system's functionality.[313] More specially, the trends of the three main contributors to the $28.4 billion contributions to UN funds are from Member States (77%), multilateral institutions (like the European Commission) (7%), and non-state contributions (16%).[314]

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[297] UN General Assembly, *Revitalization of the work of the General Assembly*, 2017.
[298] UN DPI, *Taking oath of office, António Guterres Pledges to work for peace, development and a reformed United Nations*, 2016.
[299] UN General Assembly, *Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all: Report of the Secretary-General (A/RES/72/124)*, 2017, pp. 3-6; UN Office of the Secretary-General, *Statement by Secretary-General to Economic and Social Council on Repositioning the UN Development System to Deliver on the 2030 Agenda*.
[300] UN DPI, *Secretary-General outlines steps to strengthen UN's development framework*, 2017; Lebada, Governments React to Secretary-General's Proposals for Reform, *International Institute for Sustainable Development*, 2017.
[301] Ibid.
[302] Ibid.
[303] Ibid.
[304] Ibid.
[305] Ibid.
[306] Ibid.
[307] Ibid.
[308] Ibid.
[309] UN General Assembly, *Quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/RES/71/243)*, 2016, pp. 3-4.
[310] Ibid.
[311] Ibid., p. 1.
[312] UN ECOSOC, *Implementation of General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system: funding analysis: Report of the Secretary-General*, 2016, p. 6.
[313] Ibid., p. 3.
[314] Ibid.

In January 2017, the Secretary-General assembled an Internal Review Team (IRT) on the peace and security architecture of the Secretariat, to develop suggestions for improvement on the current peace and security system.[315] However, the Secretary-General also encouraged the IRT to review previous reports for further recommendations on UN reform.[316] For example, the IRT should take into account the Peacebuilding Architecture Review, *the Report of the High-Level Independent Panel on Peace Operations (HIPPO)* (2015), and should cross-examine the advisory group on peacebuilding recommendations.[317] Likewise, the Internal Review Team on Management Reform (IRT-M) on the UN's internal management structure focuses on strengthening and improving the transparency and accountability of the organization by creating a monitoring mechanism.[318] The IRT-M also works to strategize ways to decentralize decisions and simplify processes.[319] With those missions, the IRT-M has been tasked with mediating informal brainstorming sessions with Member States in an effort to construct ideas for plausible action plans towards management reform.[320] During these informal sessions, the IRT-M concluded that Member State concerns regarding the UN's performance involve poor use of resources, and a lack of accountability and transparency, among others.[321] Due to those conclusions, the IRT-M underlined the need to address structures, functions, lines of accountability, trust, and slow processes.[322] The IRT-M proposed four changes within the UN management system.[323] First, strengthening leadership by moving to a method that will yield accountability improvement.[324] Second, improving transparency by creating a clear relationship between resources and results; meanwhile, reinforcing accountability frameworks and risk management.[325] Third, decentralizing the system by delegating management authority.[326] Fourth, changing the organizational design by forming two departments, one for policy and oversight and another for operational support.[327]

In addition to the various UN bodies working on reform initiatives, there are a number of Civil Society Organizations (CSOs) that also contribute to this process.[328] The International Peace Institute (IPI) is an independent think tank that works towards promoting conflict resolution.[329] IPI frequently holds round tables and debates on peacekeeping.[330] IPI held a seminar on 27 June 2017 regarding UN peacekeeping reform, which presented several discussions regarding the current peacekeeping reform process.[331] Among the discussions, the necessity for deployed missions to respond soundly to the evolving needs on the ground was identified, which requires a more agile peace and security architecture system which will allow the UN to respond quickly to the evolving changes on the ground.[332] Also, the Center for UN Reform Education (CURE) focuses on the importance of education of the general population on UN reform proposals.[333] CURE works towards bridging society's information gap on UN reform by producing works regarding reform of the UN system, such as online published papers and information pages.[334] As a result, due to the accessibility of their research, CURE has been able to independently publish comprehensive information regarding several reform topics, such as the revitalization of the General Assembly and Security Council.[335]

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[315] UN Office of the Secretary-General, *Letter from the Secretary-General to all Member States*, 2017.
[316] UN Office of the Secretary-General, *Enhancing Performance in the Peace and Security Pillar*, 2017; *Restructuring the Peace and Security Pillar of the UN Secretariat*, International Peace Institute, 2017.
[317] Ibid.
[318] UN Office of the Secretary-General, *Statement by Secretary-General to Economic and Social Council on Repositioning the UN Development System to Deliver on the 2030 Agenda*.
[319] Ibid.
[320] Ibid.
[321] UN, IRT-M, *UN internal management report*, 2017.
[322] Ibid.
[323] Ibid.
[324] Ibid.
[325] Ibid.
[326] Ibid.
[327] Ibid.
[328] Mueller, *Reforming the united nations: a chronology*, 2016.
[329] International Peace Institute, *Mission & History*, 2017.
[330] Ibid.
[331] *Peace Operations Reform in Pursuit of a More Agile UN*, International Peace Institute, 2017.
[332] Ibid.
[333] Center for UN Reform Education, *Mission and History*.
[334] Ibid.
[335] Ibid.

The Challenges of Reform

UN reform is challenged by resistance and hesitation from Member States.[336] The interests of Member States may not be similar; therefore, it is a difficult task to unify those various interests to drive reform agendas.[337] In that regard, it becomes increasingly challenging to come to consensus on implementing reform proposals.[338] The main division within the Fifth Committee is the Group of 77 (G77) bloc, which is comprised of developing nations and major financial contributors.[339] For example, during the 66th session of the Fifth Committee, the G77 produced an L-Document, a draft document, which blocked a series of management reform initiatives proposed by the Secretary-General.[340]

Earmarked funds are specifically allocated funds by donors for locations, themes, activities, and operations of the UN.[341] Currently, 85% of the UN development's funds have been earmarked.[342] General Assembly resolution 71/243 on the QCPR addresses several aspects of earmarked funding.[343] For example, it strongly suggests the improvement of funding practices by decreasing the amount of earmarked funds.[344] A decrease in earmarked funds can streamline unearmarked voluntary funding, which can be used more freely and can be more easily aligned with UN priorities in terms of development.[345] If earmarked funding persists, the UN's role in development cooperation will be more constrained, and less focused on national capacities, priorities, and goals.[346] Moreover, to effectively build national capacity, it is essential to ensure there is suitable management, and correspondence to UN reform.[347] Therefore, operational activities for development will require unearmarked funds in order to remain constant.[348]

Conclusion

Currently, the conversation on reform is increasingly gaining traction at the UN due to the new ideas of reform in the UN development system, peace and security architecture, and UN management.[349] While the UN has proven its ability to reform, a gap still remains between vision and execution due to conflicts like Member States' national interests, earmarked funds, and unclear reform initiatives.[350] Over time, there are several lessons learned on the reoccurring concept of reform.[351] Often, the complexity of new reform initiatives drives Member States away due to lack of resources such as time, political capital, and commitment.[352] Additionally, new reform proposals often tend to be innovative with unknown outcomes, rather than building on previous reform lessons.[353] The UN has shown the ability to adapt over time; this will be a benefit as the Secretary-General's reform policy on UN structures continues to be a subject of discussion within the UN.[354]

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[336] Lebada, Governments React to Secretary-General's Proposals for Reform, *International Institute for Sustainable Development*, 2017.
[337] Mancini, *Managing Change at the United Nations: Lessons from Recent Initiatives*, 2015.
[338] Ibid.
[339] Martinetti, *UN Management Reform: The Role and Perspective of the* G77, 2007, p.1.
[340] UN General Assembly, *Progress towards an accountability system in the United Nations Secretariat*, 2012, pp. 1-6.
[341] UN ECOSOC, *Technical note on definitions, sources and coverage*.
[342] Lebada, Governments React to Secretary-General's Proposals for Reform, *International Institute for Sustainable Development*, 2017.
[343] UN General Assembly, *Quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/RES/71/243)*, 2016, p. 9.
[344] Ibid.
[345] Ibid.
[346] UN ECOSOC, *Funding for United Nations Development Cooperation: Challenges and Options*, 2005.
[347] Ibid.
[348] UN General Assembly, *Triennial comprehensive policy review of operational activities for development of the United Nations system (A/RES/59/250)*, 2005, p. 5.
[349] UN Office of the Secretary-General, *Statement by Secretary-General to Economic and Social Council on Repositioning the UN Development System to Deliver on the 2030 Agenda*.
[350] Mueller, *Reforming the united nations: a chronology*, 2016.
[351] Luck, *Reforming the United Nations: Lessons from a History in Progress*, 2003.
[352] Ibid.
[353] Ibid.
[354] Mancini, *Managing Change at the United Nations: Lessons from Recent Initiatives*, 2015.

Further Research

While delegates continue their research on the topic, they should consider the following: How can the General Assembly Fifth Committee be better utilized during the reform process? In what ways can the UN limit earmarked funding? How can advisory bodies assist the Secretary-General in the promotion of his reform policies? What can be done to move past national interest to improve the UN's functional and operational capacity? How can the challenges of the current reform agenda be addressed? Finally, delegates should consider the evolving reform documents that will be produced within the future months when conducting their research.

Annotated Bibliography

Cliffe, S., & A. Novosseloff. (2017). *Restructuring the UN Secretariat to Strengthen Preventative Diplomacy and Peace Operations*. New York University, Center on International Cooperation. Retrieved 27 August 2017 from: http://cic.nyu.edu/sites/default/files/restructuring_un_secretariat_final.pdf

This paper presents an in-depth analysis on the reform processes of the UN peace and security architecture. It presents the current challenges of the UN undergoing reform within this area, including an unclear political strategy and sizable gaps within the system's structure. The paper recommends practical practices for restructuring the UN's peace and security architecture. Additionally, it provides important information regarding the current Secretary-General's reform proposals. It will be essential for delegates to have a sound understanding on the topic of reform and the respective proposals from the Secretary-General, and this source will provide key information regarding the reform process of the UN peace and security architecture in particular.

United Nations, Secretary-General. (2017, January 3) *Enhancing Performance in the Peace and Security Pillar* [Letter]. Retrieved 24 August 2017 from: http://peaceoperationsreview.org/wpcontent/uploads/2017/01/enhancing_performance_in_the_peace_and_security_pillar.pdf

This resource is a letter from the Secretary-General to various UN entities. The letter discusses the current activities towards the enhancement of the peace and security architecture of the UN. It addresses the Internal Review Team for peace and security by discussing its activities and future actions, such as consultations with Member States and producing recommendations. This letter can be utilized by delegates to better understand the ongoing process of reform within the peace and security architecture of the UN.

Lebada, A. (2017, July 13). Governments React to Secretary-General's Proposals for Reform. *International Institute for Sustainable Development*. Retrieved 16 July 2017 from: http://sdg.iisd.org/news/governments-react-to-secretary-generals-proposals-for-reform/

When presenting his reform proposals, Secretary-General António Guterres discussed eight ideas to guide their implementation. These ideas included earmarked funding, UN headquarters accountability, and an accelerated transition from the MDGs to the SDGs. This article presents Member States' responses to the reform proposals. For example, the African Group noted the UN development system should consider Africa's urgencies in addition to the reform priorities. Moreover, Mexico indicated there is a sizable gap of incentives for systemic change within the development system. However, Brazil welcomed the proposals and stressed the need for strengthening the development system. Furthermore, the Russian Federation had very strong opposition of the Secretary-General's proposals, stating that they were not within the mandate of the QCPR. Therefore, this will be an informative source for delegates to further understand the development reform and Member States' opinions.

Luck, E. (2003). *Reforming the United Nations: Lessons from a History in Progress*. Academic Council on the United Nations System. Retrieved 20 August 2017 from: https://www.globalpolicy.org/images/pdfs/2003history.pdf

This paper presents several discussions regarding UN reform. In particular, it analyzes some of the reform initiatives at the UN. Throughout the paper, the author highlights successes and failures regarding reform. The paper also indicates particular lessons that should be recognized. Some of these include the support of Member States and comprehensive understanding of previous reform initiatives. The paper is very accessible and will help delegates considerably in the understanding of UN reform itself.

Mancini, F. (2015). *Managing Change at the United Nations: Lessons from Recent Initiatives*. International Peace Institute. Retrieved 26 August 2017 from: https://www.ipinst.org/wp-content/uploads/2015/10/IPI-E-pub-Managing-Change-at-UN.pdf

This paper presents several discussions regarding UN reform. In particular, it analyzes some of the recent reform initiatives at the UN. Throughout the paper, the author presents several points of recommendation for the Secretary-General as he begins to implement his reform initiatives. Some of these include: having a clear vision, involving the General Assembly Fifth Committee, and finding a target focus for Member States. In addition to these recommendations, the paper discusses the lessons learned from past reform efforts. For example: the lack of testing new ideas in informal papers and statements by the Secretary-General, engagements with staff, and managing expectations.

United Nations, Department of Public Information. (2016, December 12). *Taking oath of office, António Guterres Pledges to work for peace, development and a reformed United Nations* [News Article]. Retrieved 17 July 2017 from: http://www.un.org/apps/news/story.asp?NewsID=55783#.WW58AGVYk1h

On 12 December 2016, the Secretary-General took oath of office and pledged to work towards reform. More specifically, the Secretary-General seeks reform within peace and security, UN development, and UN management. During his speech, he addressed these three areas of reform, discussing the challenges he expected and the hopeful outcomes, such as decentralization within the management system and improved accountability and transparency in both peace and security and development. This is an important resource for delegates because it constitutes the Secretary-General's first outline of his reform initiatives.

United Nations, Department of Public Information. (2017, February 14). *UN chief Guterres announces steps towards reforming Organization's peace and security architecture* [News Article]. Retrieved 17 July 2017 from: http://www.un.org/apps/news/story.asp?NewsID=56173#.WW6uPmVYk1h

In efforts to move forward with the reform of peace and security, the Secretary-General has announced his plan for an IRT. The IRT's purpose is to submit recommendations for improvement of the peace and security system of the UN. Following their consultations with Member States and other relevant entities, the IRT will draft their recommendations towards reform. This source will help delegates familiarize themselves with the process of the IRT on peace and security. Additionally, by examining this source, delegates will be able to better understand and analyze the final findings along with their recommendations.

United Nations, General Assembly, Seventy-first session. (2017). *Quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/RES/71/243)* [Resolution]. Adopted on the report of the Second Committee (A/71/468 (Add.1)). Retrieved 17 July 2017 from: https://undocs.org/A/RES/71/243

The QCPR has been implemented by the Secretary-General in an effort to assist reform within the UN development system. Additionally, the QCPR was integrated to effectively implement operational activities for development regarding the 2030 Agenda. It is important for delegates to understand what the QCPR is, and how it plays a key role in the Secretary-General's reform actions. Delegates can use this resolution to gain a better understanding of the role of the QCPR, its main findings, and how it aims to contribute to the achievement of the SDGs.

United Nations, General Assembly, Seventy-second session. (2017). *Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all: Report of the Secretary-General (A/72/124)*. Retrieved 20 August 2017 from: http://undocs.org/A/72/124

This report outlines reform initiatives towards UN development, management, the UN's peace and security architecture, and how to deliver on the 2030 Agenda. The Secretary-General also focuses on decentralization within all of his methods of reform, which is addressed within the report. Delegates should use this document to better understand the Sectary-General's reform proposals as they relate to the 2030 Agenda. Furthermore, this report will help delegates understand the processes the Secretary-General intends to establish in order to make progress towards reform.

United Nations, Internal Review Team on Management Reform. *UN internal management report*. (2017). Retrieved 26 August 2017 from: http://www.humanrightsvoices.org/assets/attachments/documents/UN_Management_reform_proposals.pdf

The IRT –M was tasked with interviewing Member States and other entities regarding concerns of the UN management system. After compiling their findings, the team created reform recommendations. A product of the IRT-M's efforts is this report. The report outlines unified concerns of the interviewees and also presents recommendations for improvement. Some of these include: improving the accountability and transparency mechanisms within the organization, decentralizing authorities, and strengthening leadership. Delegates should familiarize themselves with this report as it presents detailed information on the implementation of the reform initiatives concerning UN management.

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