



## Administrative Committee on Coordination

11 May 1998

English only

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### Report of the Ad Hoc Inter-Agency Meeting on Security

(Montreal, 17-19 March 1998)

#### Introduction

1. The Ad Hoc Inter-Agency Meeting on Security met in Montreal from 17 to 19 March 1998. A list of participants from agencies, programmes and funds (hereinafter referred to as organizations) is contained in annex I. Annex II contains the list of documents considered by the Meeting. During discussions, the Meeting had before it the report of the High-level Meeting of the Consultative Committee on Administrative Questions (CCAQ), held in Geneva on 9 February 1998, as well as the conclusions and recommendations of the Organizational Committee (OC) of the Administrative Committee on Coordination (ACC) whose first regular session was held in Geneva in March 1998 (see ACC/1998/2). The Meeting wishes to express its gratitude to the International Civil Aviation Organization (ICAO) for hosting the meeting.

#### I. Conclusions and Recommendations of the Meeting

##### A. Development and institution of a security budget line in each organization

2. At the request of the Organizational Committee of ACC and the High-level Meeting of CCAQ, the Meeting reviewed the development of comprehensive information on dedicated security cost budgets and expenditures in all organizations of the common system.

3. Cognizant of the importance being attached by member States to the safety and security of staff of the United Nations

common system, which are paramount for the delivery of humanitarian and development assistance, the Meeting fully endorsed the above-mentioned concept whose application would have a threefold advantage: first, it would facilitate and ensure that the necessary costs required to cover the measures intended to ensure the safety and security of staff were met and were available; second, it would streamline and ensure a realistic, precise and transparent budgeting process; and third, it would provide an appropriate financial reporting mechanism to member States which would facilitate the required fund-raising for such a vital programmatic need.

4. The Meeting identified areas of expenditure of both a recurrent and an unforeseen nature; a further breakdown was effected, one identifying expenditures that were specific to the Office of the United Nations Security Coordinator (UNSECOORD) and/or to individual organizations. The breakdown is contained in annex III.

5. The Meeting recommends the following budgetary and funding mechanisms for the endorsement of the Consultative Committee on Administrative Questions (Financial and Budgetary Questions) (CCAQ(FB)):

(a) Each organization should establish a Field staff safety and security budget chapter with corresponding budget lines as identified in annex III. This chapter would include all budget lines already existing in the budgets of all organizations under different chapters;

(b) While the annual expenditures could be budgeted for actual or foreseeable costs, the unforeseen expenditures would require a more innovative approach to avoid the recurrent situations of underfunding that regularly confront all organizations. It is therefore recommended that each organization apply one of the following formulas to budget

security costs (choice of which formula to use would depend on the specific situation of each organization)

- (i) Apply a minimum of 1 per cent of total staff costs and allocate that amount to the staff safety and security budget chapter;
- (ii) Establish a budget for the foreseeable expenditures and provide a minimum 20 per cent increase to such amounts for unforeseen expenditures.

6. The above recommendation would facilitate cash availability in organizations for the purpose of reimbursing UNSECOORD for amounts advanced from the trust fund that the Meeting is proposing should be set up by the United Nations (see para. 7 below). Through the trust fund, the liquidity problems that UNSECOORD has faced in the implementation of necessary security measures would be improved.

7. In this connection, the Meeting recommends that the United Nations establish a trust fund for security of United Nations system staff in the field, to be administered by UNSECOORD. This fund would supplement – not replace – the existing funding mechanisms. The purpose of this fund would be to provide resources to be solicited from member States or other contributors so as to enhance the safety and security of personnel of the United Nations system, including, *inter alia*,

- (a) Security and stress management training;
- (b) Provision of stress counselling;
- (c) Provision of short-term security personnel in crisis areas;
- (d) Development of computer programmes/software to enhance security management;
- (e) Security missions.

## **B. Strengthening the Office of the United Nations Security Coordinator**

8. With regard to the request from the High-level Meeting of CCAQ that criteria be developed for selecting designated officials and for assessing both designated officials and security management teams (SMTs), the Meeting generally agreed with the selection process and inter-agency coordination carried out at the executive level for selecting designated officials. In addition to the screening characteristics/qualities currently used, the Meeting recommends that the following security-oriented considerations be heavily weighted in making final selections:

- (a) Previous security management experience;
- (b) United Nations system experience;
- (c) Field experience;
- (d) Leadership and negotiation skills;
- (e) Capacity to be a team player and builder;
- (f) Ability to be people-oriented, that is to say, sensitive to all groups (cultural and gender);
- (g) Ability to balance general security requirements and specialized security requirements of organizational mandates with existing political issues;
- (h) Ability to operate in a security crisis environment.

9. The Meeting recommends that all newly selected designated officials receive mandatory initial security training prior to arriving at their duty station and regular follow-up training with their respective SMT within the first year at the duty station, as required by the security situation.

10. With regard to evaluation of both the designated official and SMT the Meeting recommends that UNSECOORD provide annual evaluations based on the following to the appropriate agencies for inclusion in individual performance reports:

- (a) Adequacy of the consultative process at the duty station regarding security;
- (b) Timeliness and quality of required security reporting, to include routine security assessments, quarterly incident reports, staff lists and SMT meeting minutes;
- (c) An assessment regarding whether judgements and recommendations are sensible and realistic with respect to meeting the requirements of the existing security situation;
- (d) Existence of a Security Plan that is realistic and can be implemented in time of crisis
- (e) Establishment and operation of a Security training programme at the duty station;
- (f) Demonstrated performance in responding to an actual security crisis, as appropriate.

11. The Meeting generally agreed with the current method of selecting area coordinators and wardens at the duty station. In view of their significant roles in the security management system, the Meeting recommends that emphasis be placed on increasing training for all area coordinators and wardens, that routine meetings be conducted and reported to UNSECOORD, and that all appointed area coordinators and wardens be provided with individual radio communications equipment.

12. With regard to area coordinators, the Meeting recommends that the designated official and SMT, when selecting and appointing area coordinators, use similar criteria to those applicable to designated officials. In addition, the criteria for evaluating designated officials and SMTs also should be used by the designated official and SMT in evaluating area coordinators. Specific comments regarding the performance of duty should be included in the annual performance evaluation of the individuals concerned.

13. With regard to wardens, the Meeting recognized and stressed the important role that the warden systems, for both internationally and locally recruited staff, play in the overall security posture of a duty station. Further, the Meeting recommends that specific comments regarding a staff member's willingness to be a warden and the staff member's performance of duty be included in the individual's annual performance evaluation. In view of the time-consuming responsibilities associated with being a warden (all wardens are volunteers and their work is normally carried out after normal business hours and on weekends), the Meeting recommends that a "warden working day" be instituted which may allow one day of compensatory time off every other month for serving wardens.

14. With regard to the development of standardized communications at each duty station, the Meeting concluded that, since most organizations have developed individual sophisticated communications systems, it was too late to establish one standardized system. Noting that developments in the area of technology would render the issue of compatibility moot in the near future, the Meeting recommended that the communications experts of each organization establish a working group to ensure maximum coordination at the field level for security-related communications. The World Food Programme (WFP) was requested to take the lead initially in organizing this Working Group.

15. The Meeting noted that the World Bank and the International Monetary Fund (IMF) had indicated their willingness to put forward proposals for consideration by their respective managements with respect to contributing to the overall funding of the inter-agency security management system, and requested UNSECOORD to pursue this issue on a bilateral basis with the two organizations.

16. The Meeting agreed that the Field Security Handbook would be updated by UNSECOORD, in consultation with interested organizations. The final draft will be presented for approval at the next Ad Hoc Meeting, in 1999.

### **C. Field security officers**

17. The Meeting discussed several instances where the budget for the field security officer at various duty stations included other security-related items, such as operation of a 24-hour communications centre, radio operators, security guards and so on. In the past, as previously agreed by the Ad Hoc Meeting, UNSECOORD would approve only budgets that conformed to the standard field security officer budget (that is to say, \$220,000 for the first year and \$190,000 per year thereafter).

18. The Meeting recommended that for security costs not directly related to the field security officer, UNSECOORD could, on an exceptional basis, and based on the written recommendation of the SMT, approve additional expenditures up to a ceiling equal to 50 per cent of the field security officer cost (in other words, \$100,000) and inform all organizations accordingly. For all expenditures over the ceiling, the Meeting recommends that a headquarters consultative mechanism be established whereby UNSECOORD would obtain confirmation from each concerned organization that funding was available.

19. Concomitant with the decisions taken by the High-level Meeting of CCAQ regarding the phasing in of a unified chain of command, the Meeting decided to establish an inter-agency working group under the auspices of UNSECOORD to develop common standards of recruitment, career development procedures, evaluation and rotation policy of field security officers. The Working Group would also consider criteria for the discontinuation of field security officer posts and would discuss the difficulties encountered in the funding of field security officers.

20. With regard to the issue of reporting during a security incident or crisis, the Meeting recommended that, in order to ensure that UNSECOORD was fully informed of all security-related developments at a duty station in a timely manner, every field security officer should be required to provide daily or weekly reports to the designated official and, concurrently, to UNSECOORD.

### **D. Criteria for temporary suspension of United Nations activities because of security**

21. The risk to the lives and security of staff members working for the United Nations is cause for growing concern among members of ACC. At the request of ACC, the Meeting was mandated by the Organizational Committee of ACC to

review this matter and develop criteria that could lead to the temporary suspension of United Nations operations because of security constraints. The Meeting discussed extensively the concept of minimum operational safety standards and concluded that it was not possible to develop one set of criteria that would apply equally at every duty station in every situation. The Meeting also stressed that any discussion on this matter must necessarily be limited to technical security considerations. Any considerations concerning suspension of operations of a political or operational nature (which de facto have a bearing on security) were beyond the purview of the Meeting and should be discussed at the ACC level.

22. The Meeting identified a number of technical security questions the answers to which would assist in determining whether it was possible to continue operating at a particular duty station. These questions are the following:

- (a) Have United Nations staff become direct targets of violence?;
- (b) Has the de facto authority (Government or other) demonstrated a consistent pattern of hostility to the United Nations and/or disregard of United Nations privileges and immunities?;
- (c) Are the staff targets because of who they are or where they are?;
- (d) Is the United Nations able to influence the elements causing staff to become targets? If so, how?;
- (e) Is the presence of the United Nations a stabilizing factor in the area or not?;
- (f) Are the security incidents involving hostility directed at staff members triggered because of a particular nationality, sex, race or religious persuasion?;
- (g) Is the security situation such that organizations can effectively implement and monitor their programmes?;
- (h) Do the costs for security measures consume an excessive amount of the project/programme budget? Have all precautionary measures been taken to safeguard staff? Will more hardware, guards, dogs, and so forth improve the safety of staff?;
- (i) Are all the staff present at the duty station required?

23. The Meeting recommends that, if ACC endorses this preliminary review in principle, the issue should then be referred to a security working group under the auspices of UNSECOORD for further discussion and modification. In addition, since designated officials and SMTs must judge

whether a particular security situation requires a suspension of operations and recommend appropriate action to the Secretary-General through UNSECOORD, UNSECOORD will prepare a training module for designated officials to assist them in carrying out risk assessments.

## **E. Cooperation in the field between peacekeeping operations and United Nations organizations**

24. At the request of ACC, guidelines have been developed to facilitate cooperation in the field between peacekeeping operations and United Nations organizations. The Meeting welcomed this development as a positive step but stressed that much work needs to be done to sensitize the leadership of peacekeeping operations to the needs of organizations. The Meeting will keep this situation under review to ensure that the application of the guidelines results in an amelioration of the coordination at the field level.

## **F. Security training**

25. The Meeting had extensive discussions regarding the proposal to provide security training to staff at high-risk duty stations and considered the request of the High-level Meeting of CCAQ to review the financial implications of the proposed training to see if economies might be introduced; to determine with CCAQ (FB) which of the current cost-sharing formulas should be used to meet the costs of the training; and to determine to what extent external financial support could be mobilized to meet some or all of the training costs.

26. The Meeting unanimously endorsed the importance of a major training initiative in the area of staff safety and security. In the past, despite some excellent efforts by UNSECOORD and certain organizations, it was felt that, overall, insufficient attention had been devoted to staff security training. The Meeting believes that the training would have the following benefits:

- (a) Increased effectiveness of SMT;
- (b) Greater overall awareness of staff;
- (c) Improved cooperation among organizations at the local level;
- (d) Development of specific competencies in technical areas.

27. The Meeting discussed at length the proposed highly intensive training initiative. It recognized that there are

challenges to be met. It further recognized that in order to fulfil the request by ACC to reach as many staff in high-risk areas as quickly as possible, it would be necessary to use a somewhat new methodology. The Meeting noted that the training modules to be presented are proved, but the use of consultants requires extra review. Accordingly, the Meeting recommended that the proposed training take place in two phases with a self-evaluation at the end of 1998 which would determine whether there were additional efficiencies to be achieved through a different methodology, new technology or other efforts. It is recommended that training take place at 16 duty stations. The cost of this reduced training will amount to approximately \$600,000. Detailed cost breakdowns can be provided to CCAQ (FB), if required.

28. Organizations stressed the need for sustainability of the training effort. The Meeting pointed out that this training effort was only an initial step and that organizations must make the commitment, both financial and political, to ensure that it was continued. At the same time, the Meeting agreed that organizations would provide UNSECOORD with an updated inventory of the relevant training material that might have been developed by them.

29. In order to ensure that heads of agencies at the duty station participate fully in the training, heads of organizations should impress upon their senior managers in the field the importance of the requirement that they and their staff in the field should participate on a mandatory basis in the security management training.

30. With regard to funding of this training, the Meeting did not agree with the proposal put forward by CCAQ to use the malicious acts insurance policy for distribution of costs. The Meeting points out that a number of organizations, including *inter alia*, the International Labour Organization (ILO), and the International Telecommunication Union (ITU), IMF and the World Bank, do not participate in the malicious acts insurance policy and therefore the statistics regarding their staff are not necessarily reflected in the statistics used for the malicious acts policy. The Meeting therefore recommends to CCAQ (FB) that the ACC personnel statistics (which include both international and locally recruited staff), to be supplemented by information from the World Bank and IMF regarding the number of staff that they have at the duty station, should be used to distribute the costs. This method would ensure simplicity, objectivity and verifiability, which were all factors of concern to CCAQ (FB). Organizations will be requested to provide a nominal amount for start-up costs and will then be billed based on the number of staff members at the duty station as reflected in the ACC personnel statistics.

31. With regard to the issue of external funding, the meeting reiterated its recommendation that the United Nations should establish a security trust fund the funds of which could be used *inter alia*, to fund security training (see para. 7 above).

## G. Security of locally recruited staff

32. The Meeting noted the decision of the High-level Meeting of CCAQ to confirm the existing policy, outlined in the Field Security Handbook, regarding the security of local staff and to ensure its application and consistent implementation by all organizations. The Meeting also noted that the security measures that had been proposed for locally recruited staff would contribute significantly to their safety. The Meeting further noted the concern expressed by Federation of International Civil Servants' Associations (FICSA) regarding the policy in respect of locally recruited staff. The Meeting noted that the High-level Meeting of CCAQ had recommended the extension of the malicious acts insurance policy to locally recruited staff on a 24-hour basis. The implementation of this decision was currently being negotiated with the underwriters of the policy.

## H. Other matters

33. In the interest of expediency, the Meeting expressed the desire that matters regarding security of staff should continue to be referred directly to ACC through the Organizational Committee and that only matters of direct concern to CCAQ (FB) and the Consultative Committee on Administrative Questions (Personnel and General Administrative Questions (CCAQ (PER))) should be referred to these bodies.

34. The Meeting welcomed an invitation from IMF to host the next meeting of the Ad Hoc Meeting on Security in Washington, D.C. The date for the meeting was tentatively set for May 1999.



## Annex I

### List of participants

**Chairman: Ms. Diana Russler**

**Secretary: Mr. Gerald Ganz**

#### United Nations entities and programmes

United Nations	Ms. Diana Russler Mr. Vladimir Golitsyn Mr. Gerald Ganz
United Nations Children's Fund	Mr. Marc Powe
United Nations Conference on Trade and Development	Ms. Juliette Sunthorn
United Nations Development Programme	Mr. Bruce Frank Mr. Julio Grieco
United Nations Office for Project Services	Mr. John Ennis
United Nations Volunteers	Mr. Wolfgang Fischer
Office of the United Nations High Commissioner for Refugees	Mr. Alejandro Henning Mr. Anthony O'Connell
United Nations Environment Programme	Mr. Patrick Fox
World Food Programme	Mr. Andrew Toh

#### Specialized agencies, International Atomic Energy Agency and other organizations

International Atomic Energy Agency	Mr. Alberto Salas-Barahona
International Labour Organization	Ms. Natalie Chilikine
International Civil Aviation Organization	Mr. William Withee
International Maritime Organization	Mr. Gustav Barnard
Food and Agriculture Organization of the United Nations	Ms. Christine Chaperon
United Nations Educational, Scientific and Cultural Organization	Mr. A. Larrauri
World Health Organization	Mr. Andrew Asamoah

Pan American Health Organization	Mr. Hugo Prado Mr. Fernando Gonzalez-Martin
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International Monetary Fund	Ms. Inger Prebensen Mr. David Cook
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International Telecommunication Union	Ms. M-F. Fosaneli
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World Bank	Mr. Tom O'Hara
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**Observers**

Federation of International Civil Servants' Associations (FICSA)	Mr. A. Da Silva Durao
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## Annex II

### List of documents

Conference room paper 1	Agenda
Conference room paper 2	Field security officers:-funding arrangements and agency apportionments
Conference room paper 3	Conclusions of the High-level Meeting of CCAQ on 9 February 1998 (excerpt)
Conference room paper 4	Criteria for temporary suspension of United Nations activities because of security
Conference room paper 5	Inter-organizational security training
Conference room paper 6	Development and institution of a security budget line in each organization
Conference room paper 7	Strengthening the Office of the United Nations Security Coordinator
Conference room paper 8	Security for locally recruited staff
Conference room paper 9	Cooperation in the field between peacekeeping operations and United Nations agencies, programmes and funds

## Annex III

### Areas of expenditure

UNSECOORD	Agency	UNSECOORD	Agency
Staff costs	Staff costs	Evacuation (charters)	Evacuation (airline tickets)
General operating costs	General operating costs	Unforeseen security missions	Evacuation (daily subsistence allowance, monthly evacuation allowance, extended monthly evacuation allowance)
Regular travel costs including missions	Regular travel costs including missions	Emergency miscellaneous requirements	Loss of personal effects
Inter-agency mission travel	Residential security		Relocation of local staff (costs, daily subsistence allowance)
Training	Office security		Costs of transporting cash
Stress counsellors	Training		Unforeseen security missions
	Communication costs		Field security officers
	Other equipment		Publication costs
	Survival kits		Rest and recreation travel
	Field security officers (on board)		Emergency miscellaneous requirements
	Stress counsellors		
	Hazard pay		
	Malicious acts premium		
	Publication costs		