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**Executive Board  
First Regular Session**

**Rome, 31 January–2 February 2005**

# **ADMINISTRATIVE AND MANAGERIAL MATTERS**

**Agenda item 10**

*For approval*

# **E**

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## **FUNDING ARRANGEMENTS FOR UNITED NATIONS STAFF SAFETY AND SECURITY**



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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal point indicated below, preferably well in advance of the Board's meeting.

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## EXECUTIVE SUMMARY

As part of its consideration of WFP's Biennial Management Plan for 2004–2005 at its Third Regular Session in 2003, the Board authorized US\$20 million for the establishment of the Security Upgrade Programme, funded by the Programme Support and Administrative Budget Equalization Account, to cover one-time costs for security upgrades to WFP's offices worldwide.

At that time, the Board also made provision for US\$15 million to cover WFP's share of common United Nations and security-related costs to be funded through direct support costs.

In September 2004, the Secretary-General issued a report on strengthening and unifying the United Nations security management system, which recommends a wide range of organizational changes with a significant impact on field-related security costs. If the proposal to fund these costs out of the United Nations regular budget is not accepted by the General Assembly, WFP's share of security costs for the current biennium will increase.

This document (i) provides an update on WFP's security costs for 2004–2005, including funding of its share of the budget of the Office of the United Nations Security Coordinator for 2004–2005, and (ii) proposes a revised funding mechanism for staff safety and security-related costs for the 2004–2005 biennium for approval by the Board.

## DRAFT DECISION\*

Having considered the Executive Director's proposal for the establishment of a funding mechanism for WFP to cover all staff safety and security-related costs, as set out in "Funding Arrangements for United Nations Staff Safety and Security" (WFP/EB.1/2005/10), the Board:

- **agrees** with the Executive Director's continuing to support the Secretary-General in implementing a strengthened and unified security management system for United Nations staff around the world and advocating for the central funding of related security costs out of the United Nations regular budget;
- **authorizes** the use of the General Fund on a one-off basis to fund WFP's share of United Nations staff security management system costs for 2004–2005 up to the total amount approved by the General Assembly, plus WFP's costs for the Malicious Acts Insurance Policy and contributions to United Nations reform;
- **requests** that the Secretariat submit to the Annual Session in 2005 a report on the final decision of the General Assembly and that the financial implications of that decision, along with all other WFP security costs, be addressed in a unified way in the Management Plan for 2006–2007; and
- **takes note** of the way forward on this topic as outlined by the Secretariat.

\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



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## BACKGROUND

1. At its Third Regular Session in October 2001, the Board authorized the use of the General Fund on a one-off basis to fund WFP's share of the 2002–2003 budget of the Office of the United Nations Security Coordinator (UNSECOORD), in the amount approved by the General Assembly (decision 2001/EB.3/39). In December 2001, the Secretariat transferred US\$6.45 million from the General Fund to the Staff Safety and Security Account, and funds were disbursed accordingly.
2. As part of its consideration of WFP's Biennial Management Plan for 2004–2005 at its Third Regular Session in 2003, the Board authorized the Executive Director to allot up to US\$20 million from the Programme Support and Administrative (PSA) Equalization Account to cover one-time costs for security upgrades in WFP's offices (decision 2003/EB.3/6-i) to begin addressing WFP security needs worldwide.
3. The WFP Biennial Management Plan 2004–2005 (WFP/EB.3/20003/5-A/1) approved by the Board also made provision for US\$15 million to cover WFP's share of UNSECOORD costs, the Malicious Acts Insurance Policy (MAIP) and contributions to United Nations Reform (Common Premises and Services), to be funded through direct support costs (DSC).
4. At its Annual Session in 2004, the Board received the "Information Note on the Implementation of New Security Management Arrangements" (WFP/EB.A/2004/7-C), which reported on progress made in implementation of the WFP Security Upgrade Programme and provided an update on its funding and the funding of WFP's share of the UNSECOORD budget. At that time the Secretariat also indicated its intention to inform the Board of progress at its First Regular Session of 2005 and to report to the Board any significant changes in WFP's share of costs or in the cost-sharing mechanism.
5. The purpose of this document is to update the Board on WFP's security costs for 2004–2005 and to seek the Board's approval to cover from the General Fund WFP's share of common United Nations security and related costs for this biennium. The total amount for these costs, estimated at US\$15 million in October 2003, would depend on the decision of the General Assembly at its 59<sup>th</sup> Session on whether to fund costs for the Secretary-General's recent security proposals out of the United Nations regular budget or to continue cost sharing.

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## COSTS FOR STAFF SAFETY AND SECURITY-RELATED ITEMS FOR THE CURRENT BIENNIUM

6. WFP's share of common security costs for the 2004–2005 biennium was based on the results of the last census of United Nations staff on all contract types in duty stations in non-Organisation for Economic Co-operation and Development (OECD) countries, conducted in July 2003. The census gave WFP's share as 15 percent, or US\$12.2 million, of the total United Nations security budget for field-related items for the biennium.
7. WFP subscribes to a MAIP, which provides relief for the families of international and national staff who sacrifice their lives accomplishing WFP's mission of feeding the hungry poor. The cost of this coverage has risen steadily; uninterrupted coverage for more than 10,000 WFP staff and associated personnel required a provision of US\$2 million for



2004–2005. To contain insurance costs, WFP notified UNSECOORD that it would maintain its own single MAIP, effective July 2004.

8. As part of its consideration of WFP's Biennial Management Plan for 2004–2005 at its Third Regular Session in 2003, the Board made provision for US\$15 million to cover WFP's share of UNSECOORD costs, MAIP and contributions to United Nations reform (US\$800,000) to be funded through DSC.
9. At the same time, in the framework of the Management Plan 2004–2005, the Board also authorized the Executive Director to allot up US\$20 million from the PSA Equalization Account to cover one-time costs for security upgrades in WFP's offices (decision 2003/EB.3/6-i) to begin addressing WFP security needs worldwide.

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## **REPORT OF THE SECRETARY-GENERAL ON A STRENGTHENED AND UNIFIED SECURITY MANAGEMENT SYSTEM FOR THE UNITED NATIONS**

10. In response to a request of the General Assembly, in September 2004 the Secretary-General submitted his "Report of the Secretary-General on a Strengthened and Unified Security Management System for the United Nations" (A/59/365). The report examines the current state of the United Nations security system, reviews changes that have been made and makes recommendations for organizational reform to meet more effectively the evolving threat against United Nations staff and facilities. This report builds on earlier work done by external panels of experts following attacks directed against the United Nations during the past few years.
11. The main recommendations with respect to the United Nations headquarters component are: (i) amalgamation of existing security structures (UNSECOORD, United Nations Safety and Security Services and the security component of the Department of Peace-Keeping Operations [DPKO]) into a new Directorate of Security headed by an Under Secretary-General reporting directly to the Secretary-General, (ii) strengthened functional capabilities in the areas of threat and risk assessment, (iii) coordination of close protection and (iv) operational support to the field, including policy and standards, compliance and evaluation, training and human resources management of security staff, operational guidance and overall technical supervision in other United Nations headquarters locations.
12. Regarding the field component, the main recommendations include: (i) the senior United Nations official at the duty station would be the Designated Official responsible for security of all civilian staff in the country; (ii) the Designated Official would be advised by a senior security officer, called the country security adviser, who would carry out overall coordination of United Nations security officers at the duty station, including other agencies' security officers and personal protection teams; and (iii) a significant increase in the number of field security officers (FSOs).
13. The Secretary-General recommended that current cost-sharing arrangements for field security should be phased out and that security should be centrally funded from the regular budget. It was recognized that security, a prerequisite for programme delivery and hence a core responsibility of Member States, should be funded centrally under the United Nations's regular budget. The current cost-sharing approach is ineffective and administratively cumbersome in that it depends on voluntarily funded budgets of United Nations agencies, funds and programmes.



14. If funding of field security costs from the United Nations regular budget is not accepted, the new proposals of the Secretary-General would add US\$36 million of UNSECOORD's recurring field costs to the annual amount, which would have to be cost-shared. WFP's share could rise by up to US\$3 million in 2005, the exact amount being dependent on the structure finally approved and upon the speed of implementation. This means that WFP's share of total UNSECOORD costs for the current biennium would exceed the original projection of US\$12.2 million by about US\$1.0 million.

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## **PROGRESS MADE IN THE IMPLEMENTATION OF THE WFP SECURITY UPGRADE PROGRAMME**

### **Security Assessments**

15. Site and threat assessments have now been completed in 44 country offices, four liaison offices and Headquarters. Assessments for the remaining 35 country offices are scheduled for the first half of 2005.

### **Physical Security Improvements**

16. Installation of shatter-resistant film is currently in progress or has been completed in 99 percent of WFP offices in 92 countries, including Headquarters, Washington DC, New York, Tokyo, Geneva, Copenhagen, London, Berlin and Brindisi. Installation is pending in two offices that are in the process of relocating to different buildings. Shatter-resistant film has also been installed in vehicles in 11 country offices. Funding has been provided to 20 country offices, including Washington DC liaison office, to improve access control; 23 country offices have received funding for protective measures for facilities. Repositioning of the main gate at Headquarters and installation of a new pass system are in the final stages.

### **Field Security Improvements**

17. A checklist of compliance with minimum operating security standards (MOSS) has been completed by 97 percent of WFP country offices. At present, 27 countries have achieved 100 percent MOSS compliance. The level of compliance in all outstanding country offices is under review, with the aim of achieving 100 percent compliance by the first half of 2005. To date, funds have been provided to 53 country offices that have identified their needs for additional security equipment. MOSS checklists are being completed in liaison offices; Denmark and the United Kingdom have completed theirs.

### **Staff Personal Safety**

18. The following training initiatives were implemented in 2004 on: (i) ship and port security, (ii) air security, (iii) improvised explosive devices, (iv) close protection, (v) trauma training, (vi) first-aid, (vii) firearms and (viii) fire awareness. In total, 298 WFP staff were trained – FSOs, logistics officers, programme officers, security guards and country office staff. Driver training and person-at-risk training will be conducted in 2005. Body armour and ballistic blankets for vehicles have been provided to 14 country offices.



## Security Resources

19. Six regional security advisers (RSAs) have been recruited for each regional bureau; 15 FSO posts and four security consultant posts have been created in high-risk countries. Standard equipment has been funded for all security staff – VHF radios, vehicles, global positioning systems (GPS), satellite telephones and laptops. For RSAs, the security upgrade programme is additionally funding duty travel and an assistant. Additional resources have been added to Headquarters for security analysis and reporting.

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## UPDATE ON FUNDING OF THE WFP SECURITY UPGRADE PROGRAMME

20. Following the Board's decision at its Third Regular Session in October 2003, the Executive Director allotted US\$20 million to the WFP Security Upgrade Programme for the 2004–2005 biennium. As of mid-December 2004, 84 percent of the allotted amount, US\$16.8 million, had been committed.
21. At the current rate of expenditure, the original allotment of US\$20 million is expected to be fully utilized by the end of the first half of 2005. One-time security upgrades such as installing shatter-resistant film and relocating and reinforcing the Headquarters main gate will have been completed by that time, but ongoing security requirements for 2005 such as maintenance of MOSS and updating threat and risk assessments will require subsequent funding through existing channels such as DSC or donor funding. In order to guarantee that the substantial progress made in ensuring the safety and security of WFP staff continues, a security maintenance budget will be included in the Management Plan for 2006–2007.

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## PROPOSAL FOR A FUNDING MECHANISM FOR STAFF SAFETY AND SECURITY-RELATED COSTS

22. In accordance with the Management Plan for 2004–2005 as approved by the Board in October 2003, initial funding to cover WFP's share of the UNSECOORD common United Nations staff safety and security costs has been provided through the Direct Support Cost Advance Facility (DSCAF). At the outset, it was intended that this and any other advances required would be recovered as DSC contributions were received and programmed, although the process would be complex.
23. However, after a review of the number of projects and their distribution among country offices, it became apparent that this procedure would involve continuous follow-up with field locations to ensure that charges were posted against the correct country offices and projects, requiring many extra hours of effort and additional staff resources.
24. The Executive Director, on the other hand, believes that United Nations staff safety and security costs should be mainstreamed and met on a global basis instead of through taxing of voluntary contributions. Until this becomes a reality, however, WFP must continue to fund its share of costs for the United Nations security management system. The most appropriate funding option therefore appears to be to request at this session authorization to use the General Fund. The Executive Director therefore proposes the use of the General Fund on a one-off basis to fund WFP's share of UNSECOORD and United Nations security management system costs for 2004–2005 up to the total amount approved by the General Assembly plus US\$2 million for WFP's costs for MAIP and US\$800,000 for contributions to United Nations reform. The Board approved the same funding source for security costs in October 2001 for the last biennium.



25. There would be no change in the funding of the WFP Security Upgrade Programme, the costs of which have been authorized by the Board from the PSA Equalization Account. As indicated above, a security maintenance budget will be included in the Management Plan for 2006–2007. The Secretariat will propose that the financial implications of the General Assembly's final decision concerning the new United Nations security management system, along with all other WFP security costs, are addressed in a unified way in the Management Plan for the next biennium.
26. The following table provides a summary of WFP's estimated security and related costs for the 2004–2005 biennium and the associated approved and proposed funding sources.

<b>WFP SECURITY AND RELATED COSTS 2004–2005 (US\$ million)</b>		
	<b>Reported EB.3/2003</b>	<b>Estimated EB.1/2005</b>
<b>UNSECOORD</b>	12.2	13.2*
– MAIP	2.0	2.0
– United Nations Reform	0.8	0.8
<b>Total</b>	<b>15.0</b>	<b>16.0*</b>
Funding source	DSC	General Fund
<b>Security Upgrade Programme</b>	20.0	20.0
Funding source	PSA Equalization Account	PSA Equalization Account

\* Exact amount to be determined following decision by the General Assembly.

## THE WAY FORWARD

27. The Executive Director will continue to support the Secretary-General in (i) implementing a strengthened and unified security management system for United Nations staff around the world and (ii) advocating for the central funding of related security costs out of the United Nations regular budget.
28. In the framework of the next Management Plan, the Executive Director will propose to the Board a funding request to cover all WFP staff safety and security costs in a unified manner for the 2006–2007 biennium.
29. As indicated in its Programme of Work, the Secretariat will update the Board at its Annual Session each year on implementation of new security management arrangements in the United Nations system. For 2005, this will include a report on the final decision of the General Assembly and the financial implications of that decision, including any significant changes in WFP's share of costs or in the cost-sharing mechanism.
30. The Headquarters and field-security branches of the Management Services division will continue to monitor implementation of the WFP Security Upgrade Programme; the Secretariat will submit a final report to the Board on this project, including funding, following closure of financial records for the current biennium.
31. WFP will continue to work with UNSECOORD and the inter-agency field and Headquarters security networks to develop an implementation strategy and mechanisms that will ensure a robust, well coordinated global security management system.





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## ACRONYMS USED IN THE DOCUMENT

DPKO	Department of Peace-Keeping Operations
DSC	direct support costs
DSCAF	Direct Support Cost Advance Facility
FSO	field security officer
GPS	global positioning systems
MAIP	Malicious Acts Insurance Policy
MOSS	minimum operating security standards
OECD	Organisation for Economic Co-operation and Development
PSA	Programme Support and Administrative (budget)
RSA	regional security adviser
UNSECOORD	United Nations Security Coordinator

