



UNA-USA

# PROMOTING PEACE, PROJECTING STRENGTH: THE U.S. AND THE UN IN 2019

CONGRESSIONAL BRIEFING BOOK



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# OUR **MISSION**

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## **THE BETTER WORLD CAMPAIGN (BWC)**

works to foster a strong, effective relationship between the United States and the United Nations to promote core American interests and build a more secure, prosperous, and healthy world.

BWC engages policymakers, the media, and the American public alike to increase awareness of the critical role played by the UN in world affairs and the importance of constructive U.S.-UN relations.



## **THE UNITED NATIONS ASSOCIATION OF THE UNITED STATES OF AMERICA (UNA-USA)**

is a national grassroots organization devoted to strengthening the U.S.-UN relationship through public education and advocacy.

For more than 75 years, UNA-USA and its chapters and regions have stood at the forefront of building American support for the UN.

Together, BWC and UNA-USA represent the single largest network of advocates and supporters of the UN in the world.

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# AGENDA

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Each year, BWC and UNA-USA build support for policies that reinforce U.S. engagement with the United Nations and educate people about the real benefits the U.S. receives through our relationship with the UN.

So that the UN can better address the transnational challenges of the 21st century, we are working with the Administration and Congress in 2019 to accomplish the following:

- **ENSURE** payment of our nation's UN regular budget and peacekeeping assessments on time, in full, and without conditions;
- **PROMOTE** U.S. assistance to UN peacekeeping operations to strengthen each mission's capabilities in logistics, training, doctrine, and management expertise;
- **SPOTLIGHT** the value of UN specialized agencies in enhancing American interests;
- **FURTHER** constructive engagement on structural and management reforms at the UN and the continued implementation of ongoing reforms;
- **ADVOCATE** for full U.S. engagement in key UN bodies and to rejoin the UN Human Rights Council;
- **ENCOURAGE** action towards achieving the 17 Sustainable Development Goals (SDGs) adopted by the UN General Assembly in 2015; and
- **SUPPORT** Senate ratification of key multilateral agreements.





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# THE VALUE OF **THE UN**

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# WHAT'S AT STAKE:

## WHY THE UNITED STATES NEEDS THE UNITED NATIONS

Established in 1945 at the initiative of the U.S. and the other Allied powers, the United Nations was given a lofty set of responsibilities: to maintain international peace and security and defuse international disputes by peaceful means; ensure cooperation between countries on efforts to address international humanitarian, economic, and social issues; promote human rights; and advance the development of international law. Scarred by the experience of two devastating world wars, the UN's founders viewed the new intergovernmental body as a key element in a new international security order they hoped would prevent such horrors from being repeated.

Since then, the U.S. has enjoyed a uniquely prominent status within the UN, serving as a veto-wielding permanent member of the UN Security Council, host of UN headquarters in New York City, and its largest financial contributor. This has placed the U.S. in a prime position to shape the UN's agenda to advance its own national security interests, foreign policy objectives, and values, which the UN does in a number of ways through various mechanisms.

### PEACEKEEPING OPERATIONS

UN peacekeepers are deployed to some of the most dangerous conflict zones in the world, tasked with protecting civilians from violence, facilitating humanitarian assistance, supporting democratic elections, and helping to lay the foundation for sustainable peace. While the U.S. itself provides very few troops to these missions (just several dozen out of a total force of more than 90,000), its seat on the Security Council ensures that it plays a decisive role in determining where peacekeepers should be deployed, for how long, and what responsibilities they should be required to undertake. UN peacekeeping is quite cost-effective when compared with unilateral military intervention: According to the Government Accountability Office, UN-led missions are eight times less expensive than deploying U.S. forces alone.



A UN PEACEKEEPING  
OPERATION IS 8X  
LESS EXPENSIVE  
**FOR TAXPAYERS  
THAN THE  
DEPLOYMENT OF  
U.S. FORCES.**



## **EFFORTS TO COUNTER TERRORISTS AND ROGUE STATES**

The UN Charter allows the Security Council to impose legally-binding sanctions as part of its overall responsibility for addressing threats to international peace and security. From its seat on the Council, the U.S. has successfully pushed for the adoption of robust sanctions—including asset freezes, travel bans, arms embargoes, trade restrictions, and other measures—targeting the malign activities of terrorist groups (Al-Qaeda, ISIS, and the Taliban) and rogue states that seek to obtain weapons of mass destruction (North Korea).

## **ADDRESSING HUMANITARIAN CRISES**

Armed conflict, political instability, climate change, and other factors have led to an unprecedented growth in humanitarian needs around the world. UN agencies like the World Food Programme (WFP), UN Refugee Agency (UNHCR), UN Children's Fund (UNICEF), and UN Population Fund (UNFPA) are leading the global response, providing food, shelter, medical care, education, maternal health care, and other forms of life-sustaining aid to tens of millions of people in countries in crisis, including Yemen, Syria, South Sudan, Iraq, Myanmar, the Democratic Republic of the Congo (DRC), and Afghanistan. Because the U.S. doesn't have the capacity or reach to lead every humanitarian response, it works closely with the UN, which brings together member states, NGOs, faith-based organizations, the private sector, and others to address crises.



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31/03/2019

## **RESPONDING TO INTERNATIONAL HEALTH CHALLENGES**

Diseases know no borders, and in our highly interconnected world, a public health emergency in one country can quickly go global. The World Health Organization (WHO) works to meet this challenge by serving as a multilateral coordinating body on international health issues, responsible for monitoring and leading the response to outbreaks of infectious disease, spearheading vaccination efforts, and developing campaigns to combat life threatening illnesses like polio, malaria, and HIV/AIDS. WHO has played a leading role in efforts to combat the recent Ebola outbreaks in West Africa and DRC, coordinate the international response to the Zika virus, and provide medical care to Iraqi civilians fleeing Mosul during the 2016-2017 military offensive.



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## PROMOTING HUMAN RIGHTS

Since its founding, elevating and advancing human rights has been a key pillar of the UN's work. The Office of the UN High Commissioner for Human Rights (OHCHR) conducts fact-finding missions and provides support to independent investigative mechanisms established by the UN Human Rights Council that probe serious violations in specific countries. In recent years, OHCHR has aided efforts to uncover and report on abuses in Syria, Iran, North Korea, Sri Lanka, the Central African Republic, Iraq, Belarus, Myanmar, Eritrea, and Ukraine, among other places. These activities help raise public awareness of human rights violations, magnify the voices of dissidents and civil society organizations on the ground, and provide a tool for pressuring repressive governments and holding abusers accountable.

The UN is certainly not without its imperfections, and like any large institution, benefits from critical eyes that prioritize periodic reassessments and carefully considered and planned reforms. Nevertheless, calls for the U.S. to dramatically scale back its engagement or financial support are strategically unsound. The world currently faces an array of seemingly intractable challenges that transcend national borders—from climate change and extreme poverty, to increasing forced displacement and violent conflicts in the Middle East and sub-Saharan Africa. None of these issues exist in a vacuum, and no single country—even one as rich and powerful as the United States—can realistically hope to tackle them alone. By providing a platform from which countries can work out their differences peacefully and respond to common threats and challenges collectively, the UN is at the center of efforts to make the world a more secure, healthy, and humane place. Moreover, by marshalling the resources—financial or otherwise—of the entire international community, working through the UN ensures that neither American taxpayers, nor soldiers, will have to bear the full responsibility for addressing these challenges.

The following briefing book delves into a full suite of issues, including those outlined above, where the U.S. benefits from the work of the UN.



**The U.S. needs the UN to be strong. And the UN needs the U.S. to be integrally engaged.**

**DAVID BEASLEY**

*Executive Director,  
World Food Programme and Former  
Governor of South Carolina,  
March 14, 2018*





# HOW THE UN BENEFITS THE U.S. ECONOMY

**American investments in the United Nations help achieve U.S. foreign policy goals, but the return on investment goes well beyond advancing global peace and security. We also see a tangible economic benefit here at home.**

Research conducted by the Better World Campaign found that American companies were awarded \$1.74 billion in procurement contracts with the United Nations in 2017 (the most recent year for which data was available), by far the most of any country around the world. Since 2010, U.S. companies have received more than \$9.5 billion in contracts with the UN overall.

American businesses working with the UN provide a range of goods and services, including telecommunications, financial services, construction, food production, medical care, and armored vehicles. Likewise, the economic impact of these contracts is immensely diverse, benefitting firms from Alaska to Alabama and Connecticut to Colorado. In fact, 84 Senators and 239 members of the House of Representatives have at least one company headquartered in their district or state doing business with the UN.

Below is a small sampling of some of the American companies that rely on a strong U.S.-UN partnership to employ thousands of hard-working Americans:

STATE	COMPANY	VALUE OF CONTRACT
Alaska	Lynden Air Cargo, LLC	\$7,917,931.78
Arizona	Experis IT Services US, LLC	\$16,734,539.01
Georgia	Plaza Towers, LLC	\$8,094,197.13
Illinois	OpenText Inc.	\$459,926.14
Louisiana	U.S. Ocean, LLC	\$6,229,760.10
Maryland	Sodexo	\$30,035,822.88
Missouri	Lockton Companies, LLC	\$1,033,801.00
Ohio	Securitas Electronic Security Inc.	\$1,916,169.99
South Carolina	Disease Control Technologies, LLC	\$2,622,420.00
Texas	Retractable Technologies Inc.	\$5,836,928.00
Utah	Multiling Corporation	\$903,042.60



The UN also generates billions of dollars in revenue each year for New York City. A 2016 report by the New York City Mayor's Office for International Affairs found that the UN boosts the local economy by \$3.69 billion each year—the equivalent of hosting more than seven Super Bowls.

All of this put together means the U.S. economy receives more revenue from the UN than we spend on our UN regular budget and UN peacekeeping dues. That's a smart deal any way you look at it.

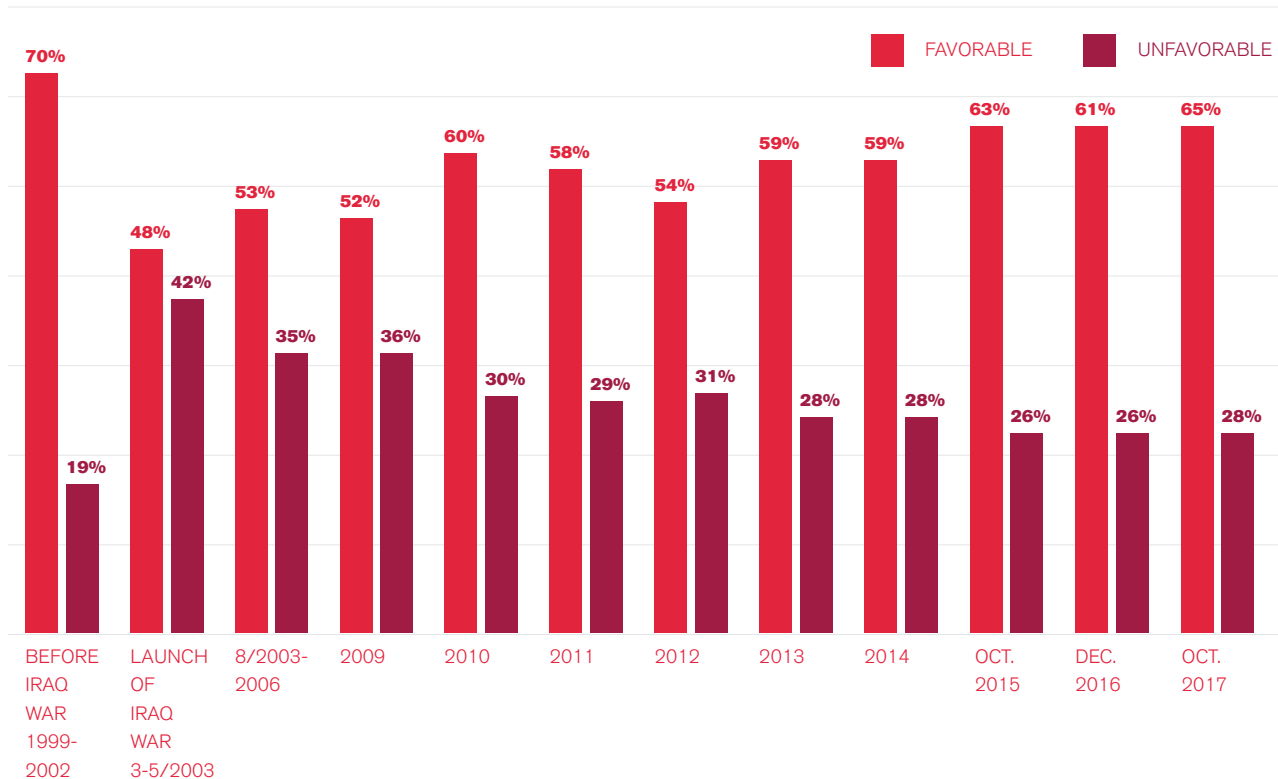


# AMERICAN ATTITUDES TOWARD THE UN

Year after year, the results of a nationwide poll conducted by the bipartisan research team of Public Opinion Strategies and Hart Research Associates conclude that Americans strongly support a strong U.S.-UN partnership.

Our latest poll showed that a sizable majority of Americans (65 percent) maintain a favorable impression of the UN. Moreover, even amid a tight fiscal environment, majorities of Republicans, Democrats, and Independents—more than seven in 10—support the U.S. paying its dues to the UN and UN Peacekeeping on time and in full.

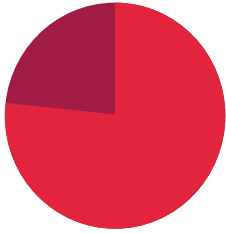
When analyzing specific voting blocs, the poll found that 65 percent of Republicans and specifically 58 percent of Trump voters agree the UN is still needed today. Similarly, among millennial voters, 86 percent also agreed with that sentiment, making support for the UN one area that millennials and Trump voters agree on.



# RISING TRENDS:

## HOW AMERICANS VIEW U.S. GLOBAL ENGAGEMENT

### 79% OF VOTERS AGREE THE UN IS STILL NEEDED TODAY



More voters than at any point since 2009 say the UN is an organization that is still needed today (79% still needed/20% outlived usefulness). This belief is true across party lines.

### 6/10 VOTERS HAVE A FAVORABLE IMAGE OF THE UN



Six in 10 voters have a favorable image of the United Nations (65% favorable/6% neutral/28% unfavorable). This is the highest favorable rating of the UN since our tracking started in 2009.

### 7/10 VOTERS SUPPORT PAYING OUR UN DUES



Majorities of Republicans, Independents, and Democrats support the U.S. paying our UN general and peacekeeping dues on time and in full.





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# ECONOMIC & **SOCIAL ISSUES**

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# PROVIDING HUMANITARIAN ASSISTANCE

For many people, the UN is the world's '911 service'—a first-responder that helps deliver food, shelter, clean water, medical assistance, and education to those caught in the middle of deadly conflicts or suffering in the aftermath of natural disasters. Given its high degree of international legitimacy, capacity, and reach, the UN is uniquely positioned to coordinate and lead these types of relief efforts. Over the course of the last year, UN humanitarian agencies like the World Food Programme (WFP), UN Refugee Agency (UNHCR), UN Children's Fund (UNICEF), UN Population Fund (UNFPA), and others have answered the call of millions of vulnerable and persecuted people all over the globe.

These efforts, though, have been mounted at a time when the UN humanitarian system as a whole is facing ever-increasing demands on its resources. More than 68.5 million people around the world have been driven from their homes by war, persecution, or human rights abuses—the highest level of forced displacement since the end of World War II. This is a trend that has been increasing for several years, and 2019 is expected to continue placing unprecedented strains on the UN's already overworked network of frontline humanitarian agencies.

## WORKING TO PREVENT FAMINE IN YEMEN

The war in Yemen has grown to massive proportions, creating the largest food security emergency in the world and forcing at least 75 percent of the population to rely on some form of basic humanitarian assistance to survive. This nearly five-year conflict has severely disrupted food supplies, causing widespread hunger, acute malnutrition, stunting, and sometimes death. As a result, the UN estimates that as many as 22 million Yemenis are food insecure and nearly 16 million wake up hungry, including 1.1 million pregnant women who are considered malnourished. In response, the UN has launched an extraordinary humanitarian relief operation. Despite numerous access constraints and security risks, WFP is working to reach as many as 12 million people every month with food and nutrition assistance; the UN's Food



**But there is a very important case made for development - that if you can...give children and young people a chance, that then you will have communities that are peaceful and prosperous, that you will have prosperity and peace across the entire world. Isn't that also well worth investing in?**

**HENRIETTA H. FORE**

*Executive Director, UNICEF,  
and former Administrator, USAID  
May 25, 2018*





and Agriculture Organization is helping 5 million people protect their livelihoods by providing crop and vegetable seeds, fishing gear, poultry production kits, vaccinations and treatments for livestock, and cash support in exchange for local work being done to rehabilitate agricultural infrastructure; UNFPA has integrated nutrition services for pregnant women within its mobile medical teams and clinics providing reproductive health services and safe deliveries; and UNICEF has treated nearly 230,000 children suffering from severe acute malnutrition.

### **HELPING VENEZUELAN FIND REFUGE FROM A POLITICAL DISASTER**

The UN now estimates that at least 3 million people have fled Venezuela amid extreme food and medicine shortages, hyperinflation, rampant crime, and political repression. The country's economic collapse has pushed almost 90 percent of its population below the poverty line, setting off the biggest refugee exodus in the Western Hemisphere. As some 5,500 people flee Venezuela per day, the UN has been working in neighboring Brazil, Colombia, and Ecuador, where an influx of migrants has overwhelmed local governments' ability to respond. In these countries and beyond, the UN is providing emergency shelter, legal aid, cash assistance, and more. Planning beyond their immediate needs, UNHCR and the International Organization for Migration released a regional response plan in December 2018 that focuses on direct emergency assistance, protection, socio-economic and cultural integration, and strengthening capacities in receiving countries.



### **CONFRONTING THE ROHINGYA CRISIS**

In what the UN has termed a "textbook example of ethnic cleansing," hundreds of thousands of Rohingya, a stateless Muslim minority group in Myanmar, were driven from their homes into neighboring Bangladesh by an organized campaign of violence and persecution beginning in August 2017. While the UN and international NGOs have only been granted limited access to Myanmar's northern Rakhine state, the epicenter of the violence, they are playing a crucial role in meeting the needs of Rohingya refugees in Bangladesh. WFP has provided food aid—including rations and vouchers—to nearly 900,000 Rohingya, as well as nutritional support to over 200,000 malnourished children and pregnant and nursing women. UNFPA midwives have screened more than 500,000 women, provided dignity kits to more than 110,000 women, and delivered over 5,600 babies safely. UNHCR has developed new sites in Bangladesh to help house displaced Rohingya, including building latrines and wells, distributing shelter-building materials, and constructing major roads and access points to ease living constraints. In addition, UNHCR continues to airlift supplies to Rohingya camps in Bangladesh, including tens of thousands of tents, blankets, kitchen sets, and sleeping mats, to meet the growing needs of this severely victimized population.





## ASSISTING SYRIAN CIVILIANS

Since fighting first broke out in 2011, Syria has been devastated by a vicious civil war: hundreds of thousands of people have been killed, over 5.5 million Syrians are living as refugees in neighboring countries, and 6.6 million are displaced within their own country. Here too, the UN is leading the international humanitarian response. In addition to distributing food rations to approximately 3 million displaced civilians inside Syria every month, WFP provides electronic vouchers that allow 1.5 million Syrian refugees in Turkey, Jordan, Lebanon, Egypt, and Iraq to purchase food in local markets. These vouchers have helped inject \$2 billion into regional economies, creating hundreds of jobs in the food retail sector in countries whose resources are increasingly stretched thin by the refugee crisis. UNICEF's work inside Syria has allowed millions of people to gain access to safe water, hygiene and sanitation services, education, and vaccines. UNFPA provides lifesaving reproductive health services for pregnant women: its maternal health clinic in Jordan's Za'atari refugee camp—which currently hosts nearly 80,000 Syrians—safely delivers an average of 80 babies per week. Through buildings provided by the U.S., UN Women has created four “Oasis Centers” to promote women's economic empowerment, train women and girls on digital literacy, and provide civic engagement opportunities and access to childcare. UN Women and WFP are also working together to use blockchain technology to provide safe and secure payments to women at WFP-contracted supermarkets, reducing costs and increasing coordination between humanitarian assistance providers.

## EDUCATING A GENERATION OF PALESTINIAN CHILDREN

Established by the UN General Assembly in 1949 to assist Palestinians who were forced from their homes by the 1948 Arab-Israeli War, the UN Relief and Works Agency for Palestine Refugees (UNRWA) provides an array of critical services to Palestinian refugees in the West Bank, Gaza, Jordan, Lebanon, and Syria. Perhaps most importantly, UNRWA is a critical provider of education, reaching nearly 500,000 Palestinian children with a curriculum centered on tolerance, gender equality, human rights, and non-violence. In fact, more than 50 percent of the agency's work is on education. To put that in perspective, if it were in the U.S., UNRWA would be the country's third largest school system. UNRWA also provides health services to 3 million Palestinian refugees and food aid to more than 1 million people in Gaza.

The U.S. has long been a key funder of these activities; however, in 2018, the Trump Administration announced that it would stop funding the agency. This decision puts UNRWA's schools, health clinics, and food assistance programs at severe risk. Crippling UNRWA financially or outright eliminating the agency would result in the destruction of long-standing civilian institutions which are deeply embedded across the Middle East, none of which can be easily restored, rebuilt, or absorbed by host governments. This move threatens to further destabilize the region and spark a humanitarian crisis that could further empower extremist groups like Hamas.

# THE UN AND HUMAN RIGHTS

The fight for human rights and fundamental freedoms around the world has been a core part of the UN's mission since its inception. Seventy-three years later, the UN works to advance human rights through a number of tools, mechanisms, institutions, and partnerships, including the Office of the UN High Commissioner for Human Rights (OHCHR or "UN Human Rights Office"), UN Human Rights Council (UNHRC), independent human rights experts (sometimes called "special procedures"), and bodies of individual experts that seek to support states to meet their commitments under international human rights treaties.

## UN HUMAN RIGHTS OFFICE

A separate entity from the UNHRC, the Human Rights Office was established in 1993 with U.S. backing. The Office operates 14 country offices and 12 regional offices, and it supports 13 human rights components in peace missions. This includes providing technical assistance, monitoring, and public reporting related to human rights issues. It has a Rapid Response Unit for swift deployment in human rights and humanitarian emergencies, which has recently supported fact-finding efforts in the Democratic Republic of the Congo, Myanmar, Nicaragua, North Korea, Syria, Bangladesh, Central African Republic, and Sri Lanka, among other countries.

## UN INDEPENDENT EXPERTS

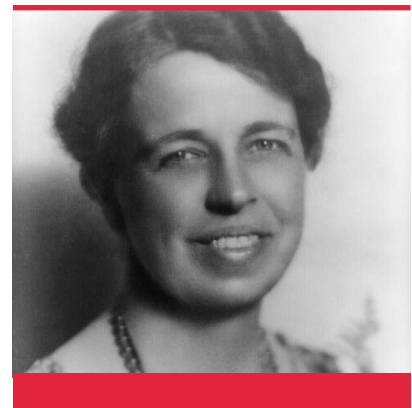
There are over 50 UN special procedures with mandates to promote universal human rights around the world through country visits, expert-level reporting, and supporting the work of local advocates on the ground. Considered independent from the UN, special procedure mandate holders do not receive a salary and are expected to serve in their personal, expert capacity. Existing special procedure mandates include the special rapporteurs on the rights to freedom of peaceful assembly and of association; freedom of religion and belief; freedom of expression; combatting human trafficking; and protection against violence and discrimination based on sexual orientation and gender identity.



**Where, after all, do universal human rights begin? In small places, close to home—so close and so small that they cannot be seen on any maps of the world.**

ELEANOR  
ROOSEVELT

*March 27, 1958*





## UN HUMAN RIGHTS COUNCIL

The UNHRC is the only global intergovernmental body created with the exclusive purpose of upholding universal human rights. It is composed of 47 Member States, elected for three-year terms by the General Assembly and based on equitable geographical distribution. A political body rather than a court, the Council meets several times throughout the year, passing resolutions on individual human rights situations, ordering inquiries into allegations of human rights violations, and appointing independent experts on a range of subjects to investigate particular countries or thematic human rights issues.

When the UNHRC was established in 2006, the United States declined to run for a seat, and the result was that the Council struggled to fulfill its mandate. The Council's work was unduly focused on Israel and characterized by antagonistic relationships among regional blocs of states. In 2009, however, the U.S. changed course, successfully running for a seat with the goal of changing the body's dynamics; it was overwhelmingly re-elected by UN Member States in 2012 and 2016.

The U.S. began its third term on the Council in January 2017, but never appointed a U.S. representative to the body. In June 2018, the Trump Administration announced it was leaving the UNHRC, citing anti-Israel bias and the body's membership.

Despite the U.S. departure from the Council, the record is clear that U.S. membership produced tangible, positive outcomes on a number of core American foreign policy objectives. For example:

- The Council, with U.S. support, established a Commission of Inquiry (COI) to investigate human rights violations in North Korea. In 2014, the Commission released a 400-page report implicating the North Korean regime on a wide range of crimes against humanity. As a result, OHCHR established a field office in Seoul, South Korea to track rights violations in North Korea;
- With U.S. support, a broad cross-regional coalition of Council members voted to launch an investigation into human rights abuses in Yemen in September 2017. In August 2018, a "Group of Experts" reported back to the Council with findings that war crimes may have occurred. The report documented at least 16,706 civilian casualties from the conflict between March 2015 and June 2018 but acknowledged "the real figure is likely to be significantly higher." The Group also transmitted a confidential list of potential perpetrators of international crimes to OHCHR. In December 2018, the UN Security Council passed its first resolution on the Yemen conflict in three years;
- The Council established a COI on the human rights situation in Syria, which has helped gather evidence against specific individuals for their involvement in crimes against humanity – a "perpetrators list" shared with international judicial bodies;
- The U.S. worked with other Council members to establish a UN special rapporteur to scrutinize the human rights situation in Iran. The rapporteur's March 2017 report noted concern over "targeting and harsh treatment of Christians from Muslims" and others observing what Iranian authorities call "deviant faiths." This included arbitrary arrests, harassment and detention, and risk of prosecution under apostasy laws;
- With U.S. leadership, the Council passed three historic resolutions in 2011, 2014, and 2016. The most recent resolution established an independent expert focused on combating violence and discrimination based on sexual orientation and gender identity. The new independent expert allowed for unprecedented global-level reporting on international human rights challenges facing LGBTI individuals, including extrajudicial killings, brutalization, and criminalization of consensual same-sex relationships; and



- Council membership aided U.S. efforts to normalize Israel's treatment at the UN. According to the American Jewish Committee's Jacob Blaustein Institute for the Advancement of Human Rights, there was a 30 percent decrease in country-specific resolutions on Israel during U.S. membership on the Council versus the period when the U.S. was off it. The number of special sessions on Israel also dropped significantly—six during the three years before the U.S. joined the Council versus one in the last four years. In March 2018, the State Department reported that the Council saw “the largest shift in votes towards more abstentions and no votes on Israel related resolutions since the creation of the [Council].”



Michelle Bachelet, United Nations High Commissioner for Human Rights

## IMPACT OF THE U.S. WITHDRAWAL FROM THE UN HUMAN RIGHTS COUNCIL

The U.S. decision to withdraw from the UNHRC in June 2018 was criticized by major U.S. allies and national NGOs:

- Key U.S. allies—including Australia, Belgium, Sweden, Switzerland, the U.K., and the European Union—have expressed public regret over the decision. “The U.S. has always been at the forefront of the protection of human rights around the world . . . [the U.S.] decision risks undermining the role of the U.S. as a champion and supporter of democracy on the world stage,” an EU spokesperson said in a statement at the time;
- In June 2018, 12 national human rights groups also expressed disappointment in the withdrawal in a joint letter to the State Department arguing that, “Forfeiting the U.S. seat on the UN Human Rights Council only serves to empower actors on the Council, like Russia and China, that do not share American values on the preeminence of universal human rights.”; and
- A January 2017 Council on Foreign Relations report found that U.S. catalytic leadership on the Council has played a critical role in diluting anti-Israel bias, growing the organ’s appetite for timely country-specific action, advancing fundamental freedoms reflective of U.S. values, and helping to lay the groundwork for accountability in cases of war crimes.

### As a result of the U.S. withdrawal:

- The U.S. is forced to outsource its flagship human rights efforts at the Council to other countries with less of a global diplomatic footprint. This includes initiatives on ensuring, promoting and protecting human rights on the Internet as well as addressing the human rights situations in Iran, South Sudan, and Syria;
- The U.S. was not present to inform negotiations or offer evidentiary input when the Council passed its first-ever resolution on the human rights conditions in Venezuela in September 2018;
- The U.S. was not present to go on the record supporting and defining the mandate of a new Council accountability mechanism on Myanmar. Established by the UNHRC in September 2018, the mechanism will seek to “collect, consolidate, preserve and analyze evidence of the most serious international crimes and violations of international law.”;
- The U.S. does not wield the same level of influence and credibility to pursue overdue reform of the UNHRC’s membership standards and agenda as it would wield as a Council member. A U.S.-led effort to initiate reform of the UNHRC through the UN General Assembly has also stalled; and
- While U.S. votes and diplomacy as a Council member acted to block consensus actions against Israel, the same cannot be guaranteed with the U.S. sitting on the sidelines.

At the same time, the State Department has stonewalled UN independent experts mandated by the Council that are seeking approval to visit the U.S. This represents a dramatic departure from standing U.S. policy—including previous cases where U.S. officials may have disagreed with the reasoning for a proposed U.S. visit by UN experts but still kept open lines of communication. “This suggests the U.S. has abandoned even the most rudimentary forms of human rights accountability, and a whittling away of access to justice for those in the U.S. whose human rights may have been violated,” one current UN special rapporteur told *The Guardian*.

# REDUCING THE RISKS OF CLIMATE CHANGE

## AND BUILDING A CLEAN-ENERGY FUTURE

### BRIEF HISTORY

Over the last 200 years, modern energy, agriculture, and industrial practices have greatly increased the level of heat-trapping greenhouse gases in the atmosphere (especially carbon dioxide and methane), and there is broad scientific agreement that the world is warming as a result, with damaging and unpredictable impacts on weather. The world is already experiencing the impacts of unchecked climate change, including increasingly frequent hurricanes and damaging wildfires.

In 1992, the international community agreed to the UN Framework Convention on Climate Change. This treaty committed signatories to avoiding dangerous human interference with the climate system and to reducing emissions commensurate with their levels of development. President George H.W. Bush signed the treaty, and the Senate unanimously ratified it.

After years of negotiations on implementation of the treaty—including the Kyoto Protocol in 1997 and the Copenhagen Accord in 2009—a breakthrough was achieved with the Paris Agreement in 2015. The agreement, adopted by 195 countries, commits the world to keep global average temperatures from rising more than 2°C (3.6°F) above pre-industrial levels and to pursue efforts to limit temperature increases to 1.5°C (2.7°F). This goal is supported by voluntary national commitments to reduce emissions.

However, on June 1, 2017, the Trump Administration announced its intention to withdraw the U.S. from the Paris Agreement. This represents a historic forfeiture of global leadership and threatens to undermine efforts to stave off the worst effects of climate change. Nevertheless, Americans from across the country and in all sectors, from state and city governments to businesses, investors, civil society organizations, and



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citizens, have stood up to support the agreement. Perhaps most notably, a bipartisan group of 17 U.S. governors created the U.S. Climate Alliance and committed their states to work together to reduce greenhouse gas emissions consistent with the goals of the agreement. Together, these states represent more than \$9 trillion of U.S. GDP and 40 percent of the U.S. population. Additional states are expected to join the Alliance in 2019.

## SCIENTIFIC CONSENSUS

The UN Intergovernmental Panel on Climate Change (IPCC) was created in 1988 to establish a strong scientific basis for climate change policy. The IPCC, which depends on the uncompensated engagement of hundreds of climate experts from leading academic and research institutions worldwide, has released five Assessment Reports. Each expressing increasing certainty about the human contribution to climate change and warning of the likely consequences if the world does not respond.

In October 2018, the IPCC released its *Special Report on Global Warming of 1.5°C*, a landmark report with contributions from more than 90 scientists from 40 countries. The report found that if the world could keep global warming to only 1.5°C, we can expect to see 50 percent fewer people exposed to extreme heat, a 33 percent lower risk of heavy precipitation, and 50 percent fewer people suffering from water scarcity, among other positive impacts. To do so, however, the world must cut greenhouse gas emissions in half over the next 12 years—an enormous challenge requiring “rapid and far-reaching transitions” that would be “unprecedented in terms of scale, but not necessarily in terms of speed.”

Another major climate report was released in November 2018 by the U.S. Global Change Research Program, a consortium of 13 federal agencies including the Department of Defense, NASA, the Department of Agriculture, and the Environmental Protection Agency. The 1,600-page report is the second volume in the fourth National Climate Assessment, which details the current and future impacts of climate change on the U.S. under various warming scenarios. The cost of unchecked climate change will be dire, the report warns, with hundreds of billions of dollars and thousands of lives at risk in the U.S. alone.

## UN CLIMATE NEGOTIATIONS

The Paris Agreement brought all nations together for the first time under a common framework to combat climate change. The agreement received broad support—led by China, India, and, before the Trump Administration's decision to pull out, the U.S.—and entered into force on November 4, 2016.

The Paris Agreement is based on country action plans, which are to be strengthened over time in five-year increments starting in 2020. The agreement also reaffirms a commitment to mobilize \$100 billion each year from public and private sources to help developing countries deal with the impacts of climate change. For the first time, non-governmental actors (businesses, cities, states, and NGOs) are invited to engage with the UN process and make commitments on climate.

In September 2018, California Governor Jerry Brown seized on the opportunity presented by the Paris Agreement to host the Global Climate Action Summit in San Francisco, which brought together global leaders across the private sector, academia, civil society, government, and beyond. The Summit resulted in dozens of commitments to increase climate action across five areas: healthy energy systems, inclusive economic growth, sustainable communities, land and ocean stewardship, and transformative climate investments.

UN Secretary-General António Guterres will convene heads of state for a high-level climate summit in September 2019, which will support and encourage governments to raise the ambition of their national commitments to the Paris Agreement and develop long-term climate action strategies by 2020.

# GLOBAL HEALTH AND FAMILY PLANNING

Over the last 70 years, the health and welfare of people around the world has been at the core of the United Nations. Key UN agencies such as the UN Children's Fund (UNICEF), UN Population Fund (UNFPA), UN Refugee Agency (UNHCR), UN Development Programme (UNDP), and World Health Organization (WHO) have long partnered with NGOs, faith-based organizations, and governments, and as a result people around the world are living longer, more prosperous lives. As the largest overall donor to the UN, the U.S. is a critical partner in UN activities, working to ensure the vision of the UN comes to fruition in an efficient and effective manner. This partnership reinforces the goals and ideals of U.S. foreign policy.

## KEY AREAS WHERE THE U.S. AND UN ARE WORKING TOGETHER:

### CHILDREN'S HEALTH

The U.S. has long been a key contributor to UNICEF, which in 2017 alone procured 2.5 billion doses of vaccines for over 100 countries, reaching 45 percent of the world's children. Childhood vaccination is one of the most successful medical interventions in the last 50 years, responsible for saving the lives of 2.5 million children each year.

Gavi, the Vaccine Alliance brings together developing and developed countries, plus WHO, UNICEF and the World Bank to increase access to new and underused vaccines in developing countries. The U.S. is Gavi's fourth largest donor and from 2000 through Fiscal Year 2018, it has contributed more than \$2 billion. As one of the Vaccine Alliance's original six donor countries, the U.S. has been playing a vital role in ending preventable child deaths through reducing child mortality and targeting funding for high-impact, low-cost vaccines.



## **POLIO**

The world has never been closer to eradicating polio. The U.S. is the largest government donor to global polio eradication efforts and has been vital to the work of UN agencies in reducing polio by 99.9 percent, from 350,000 wild poliovirus cases a year in 1988 to just 22 in 2017. If we fail to eradicate polio, within a decade we could see a resurgence of as many as 200,000 new cases each year, at the cost of billions of dollars to national governments.

## **GLOBAL PANDEMICS**

In today's globalized world, diseases can circle the globe in as little as 36 hours. The best way to prevent the spread of infectious disease is to stop it at its source, before it becomes costly and difficult to contain. The UN system is well positioned with the international credibility, convening power, and organizational mechanisms to facilitate and coordinate health work on a global scale in a way that amplifies the work of U.S. agencies like the Centers for Disease Control and Prevention (CDC), and the U.S. Agency for International Development (USAID). Together, multilateral and bilateral cooperation strengthens global capacity to better detect, prevent, or respond to fast-moving pandemics and infectious diseases:

- In the past, cuts to WHO led to major reductions in their outbreak and emergence response units, elimination of critical staff, and severe scale-backs in disease surveillance. This played a central role in the slowed response to the West Africa Ebola crisis in 2014, which cost the U.S. nearly \$2.4 billion;
- The new WHO Health Emergencies Program, requested by Member States and approved at the 2017 World Health Assembly, is only partially funded. If WHO is not able to secure full funding, including from the U.S.—one of its largest donors—the world is at risk of another major outbreak or worse: a global pandemic. Global collaboration, including the sharing of pathogens and timely reporting of outbreaks, is only possible through a trusted multilateral platform facilitated by the UN and is critical to preventing health emergencies. A large-scale disease outbreak could cost the global economy up to \$6 trillion; and
- In 2014, more than 30 countries including the U.S. launched an initiative to work together to achieve the Global Health Security Agenda (GHSA). In November 2018, 49 countries renewed this partnership for the next iteration of GHSA through 2024. This initiative commits to strengthen and support the implementation of the WHO's International Health Regulations by improving countries' health systems to better detect emerging infectious diseases before they spread. The success of this initiative does not rest on one country's effort but is based on strategic partnerships among all participating countries, a fact noted by U.S. government representatives at the November renewal conference.

## **HIV/AIDS**

The U.S. is one of the largest contributors to the UN Joint Programme on HIV/AIDS (UNAIDS). UNAIDS has been an essential partner of the U.S. government since the 2003 launch of the U.S. President's Emergency Plan for AIDS Relief (PEPFAR) and plays a critical role in global efforts to end the AIDS epidemic. UNAIDS helps articulate the vision and mobilize the political will and resources that support U.S. goals and priorities: saving lives, achieving epidemic control, and increasing global burden sharing. UNAIDS' ambitious targets for expanded prevention and treatment set the vision for the response to AIDS while PEPFAR's annual global reports track progress, drive accountability, and identify opportunities to reach as many in need as quickly and efficiently as possible.





## WOMEN'S HEALTH

The U.S. has historically been a leader in international reproductive health and family planning (IRH/FP) efforts and is the largest donor to IRH/FP in the world. Prior to 2017, the U.S. was also the second largest donor to UNFPA, funds that helped provide more than 38 million people around the world access to sexual and reproductive health services and gender-based violence counseling. While U.S. bilateral assistance has remained level over the past eight years, the expanded Global Gag Rule and a negative Kemp-Kasten determination made by the Trump Administration against UNFPA has undermined U.S. leadership.

Over the last 50 years, UNFPA has taken a human rights-based approach to ensure that we live in a world where every pregnancy is wanted, every childbirth is safe, and every young person's potential is fulfilled. In 2017, even with the loss of funding from the U.S., UNFPA provided more than 842.5 million contraceptives, which helped avert 13.5 million unintended pregnancies, 4.1 million abortions, and 32,000 maternal deaths. UNFPA also worked to ensure that reproductive health is integrated into the response to humanitarian emergencies. For example, the organization provided maternal care—including equipment and medicines for safe deliveries, emergency obstetric care, and support to address post-partum complications that arise in mothers and newborns—to the people of Mosul, Iraq; and “dignity kits”, which include hygiene products and other important supplies for women, to Rohingya refugees in Bangladesh.

While the world has made important progress on women's health over the years, significant challenges remain. In addition, there are currently 214 million women who lack access to modern contraception. If we were to reach this unmet need worldwide, we would see 67 million fewer unintended pregnancies, 36 million fewer induced abortions, and 76,000 fewer maternal deaths each year. Cuts to UNFPA and the reinstatement of the Global Gag Rule (along with its expansion) will hamper progress on addressing these and other critical IRH/FP issues.



## MALARIA

In 2000, the global community committed to ending malaria for good, catalyzed by the UN Millennium Development Goals, when the disease was still considered neglected. Since then, the rate of malaria-related deaths has plummeted by 62 percent worldwide, and by 64 percent in children under five. This progress was made possible by U.S. leadership through the President's Malaria Initiative (PMI), as well as U.S. contributions and partnership with WHO, UNICEF, the Roll Back Malaria Partnership and the Global Fund to Fight AIDS, Tuberculosis and Malaria. Hard-fought efforts to alleviate the burden of malaria through cost-effective interventions have saved more than 7 million lives and decreased the number of malaria endemic countries from 106 in 2000 to 87 in 2017. To build on this progress, in 2015 the U.S. and the other 192 UN Member States reaffirmed their commitment to eliminate malaria through the Sustainable Development Goals (see page 28), which aim to reduce malaria cases and deaths by 90 percent and eliminate malaria from 35 countries by 2030.



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# PROMOTING INTERNATIONAL DEVELOPMENT

## THE SUSTAINABLE DEVELOPMENT GOALS

In 2014, all 193 UN Member States came together to build a successor to the Millennium Development Goals (MDGs), eight ambitious targets set in 2000 that were designed to halve extreme poverty and improve health, well-being, and equality worldwide. The outcome of the process was 17 Sustainable Development Goals (also known as the SDGs or Global Goals) that were adopted unanimously by the UN General Assembly in September 2015. The Global Goals seek to advance a number of key governance-related priorities and finish the job in areas where the MDGs made significant progress: ending preventable diseases like HIV/AIDS and malaria and maternal deaths; improving access to education, food, and sanitation; and promoting gender equality.





# U.S. LEADERSHIP; NOT U.S. LAW

**While the Global Goals reflect a consensus among all Member States, they carry a strong U.S. imprint. During negotiations, the U.S. government engaged robustly in member state consultations, and U.S. grassroots and civil society organizations worked to feed their own ideas into the process. The resulting Global Goals broadly reflect many U.S. foreign policy and development priorities that have been championed by both Democrats and Republicans over the years. These include alleviating extreme poverty and hunger, ensuring access to safe drinking water and education, combating infectious disease, empowering women and girls, and promoting employment and economic growth. Moreover, by seeking to promote the rule of law, fight human trafficking, increase government transparency, address corruption, and support universal human rights, the Global Goals also focus much-needed attention on governance-related issues, another longstanding priority of U.S. foreign assistance programs.**

## MEASURING IMPACT

The SDGs continue the evolution of how we measure the impact of development, not just in the targets and indicators of the goals, but how we collect and utilize data. We know that over the past two decades, the world—with strong support from the U.S. and a range of UN agencies—has made important strides on a number of the objectives sought by the MDGs and Global Goals. The UN's 2018 Annual Report on progress towards implementing the Global Goals found that:

- The proportion of families living on less than \$1.90 per person per day was more than halved between 2000 and 2017, dropping from 26.9 percent to 9.2 percent. Moreover, the total number of people worldwide living in extreme poverty fell from 1.85 billion in 1990 to 767 million in 2013;
- Mortality rates for mothers and children under the age of five have declined by more than 37 percent and 47 percent, respectively, since 2000;
- The global incidence rates of HIV, Tuberculosis, and Hepatitis B in children have declined;
- The proportion of people in the world's least developed countries with access to electricity more than doubled between 2000 and 2016;
- A girl's risk of marrying in childhood has dropped by nearly 40 percent in southern Asia since 2000;
- The global participation rate in early childhood and primary education reached 70 percent in 2016, up from 63 percent in 2010; and
- 116 countries have adopted freedom of information laws or policies, with 25 having done so in just the last five years.

Despite these signs of progress, however, significant challenges to realizing the Global Goals remain, and on certain indicators, the UN has recorded stagnation or even backsliding. Data can help us understand where we are falling behind and the UN, with both the private and public sectors, are innovating to reach the most vulnerable communities. Initiatives like the Global Partnership for Sustainable Development Data have launched a program with United States Agency for International Development (USAID), the Bill and Melinda Gates Foundation, and the Food and Agricultural Organization to conduct regular surveys of farming households in 50 low and lower-middle income countries by 2030—and then make the data, combined with other information sources, widely available. This initiative seeks to use the power of data to boost the productivity of 500 million smallholder farmers and respond in real time while using existing government databases.





## HURDLES TO ENDING EXTREME POVERTY AND THE WAY FORWARD

Humanitarian crises, both man-made and natural, have halted some of the momentum from the MDGs. For example, with regards to Goal 2—which calls for ending hunger, improving nutrition, and promoting sustainable agriculture—the same 2018 UN progress report found that following a prolonged decline, the number of undernourished people worldwide had actually increased from 777 million in 2015 to more than 815 million the following year. Armed conflicts in Yemen, South Sudan, Nigeria, and other countries, as well as droughts and natural disasters connected to climate change were major drivers in this increase. In addition, nearly 2.3 billion people continue to lack access to basic sanitation services, more than 90 percent of people in the world's cities breathe polluted air, the youth unemployment rate is three times higher than for adults, and the gender pay gap remains pervasive, with men earning on average 12.5 percent more than women according to data from 45 countries.

Given the voluntary nature of the SDGs, perhaps gaps in implementation are to be expected. Indeed, neither the MDGs nor the Global Goals imposed any legally-binding obligations on Member States. Instead, they provide the international community with a detailed roadmap for achieving progress on a full range of measures related to the well-being of humanity and the planet. The fact that 193 Member States were even able to agree on such a common set of objectives—many of which carry more than a hint of U.S. influence—at all, is itself an achievement. Moving forward, it will be incumbent upon the U.S. to remain engaged and use its position of global leadership to help ensure that these lofty, but achievable, standards become more than mere words.





# THE UN'S EFFORTS TO ADDRESS THE OPIOID CRISIS

The world is confronting a major opioid crisis and here in the U.S., more than 72,000 people died from overdoses in 2017, an increase of about 10% from the year before. This problem is transnational in nature, which is why the United Nations and its agencies, like the UN Office on Drugs and Crime (UNODC) and the World Health Organization (WHO), in close coordination with the U.S., play a vital role in addressing it. Provided below are several examples of how the U.S. and UN are partnering on this issue.



In early 2017, at the request of the United States, UNODC voted to put international controls on two primary ingredients that are used to produce fentanyl—a drug 50 times more potent than heroin and responsible for at least half the people who died of opioid overdoses in 2016.

UNODC has created a system for monitoring illicit crop cultivation in Mexico, which is important because a significant amount of heroin in the U.S. originates in Mexico. The UNODC project uses satellite imagery and aerial photographs to depict where cultivation is taking place. The Mexican government is then able to view exact locations where illicit crops are grown, which helped the Mexican Army destroy 22 percent more poppy in 2017 than in the previous year.

In December 2017, WHO called for carfentanil—a drug the U.S. Drug Enforcement Agency has noted is showing up in more U.S. communities and is so powerful that it is flagged as a potential chemical weapon—to be subject to the strictest drug control classifications. Additional control under these classifications imposes the strongest possible regulations by prohibiting production and supply of substances except under license for specific purposes, such as medical treatment and research. In the case of carfentanil, there would be no indication for human use.

At the September 2018 UN General Assembly, President Trump held an event, the “Global Call to Action on the World Drug Problem,” which asked Member States to sign onto a declaration. The document lays out a four-pronged plan focusing on reducing demand, cutting supply, strengthening international cooperation, and expanding levels of treatment regarding illicit drugs. In addition, the declaration reaffirms support for key UN conventions on narcotics, as well as the work of the Commission on Narcotic Drugs and UNODC. As of this writing, 129 other countries had signed on.



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# PEACE & **SECURITY ISSUES**

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# UN PEACEKEEPING:

## A FORCE FOR GLOBAL PEACE & STABILITY

With more than 90,000 personnel deployed to 14 missions on four continents, peacekeeping is one of the most visible activities undertaken by the UN in the field. The reasons for this are manifold: countries undergoing conflict provide fertile ground for the growth of extremist groups and organized crime, threatening U.S. national security and economic interests. By implementing a range of stabilization and protection measures, peacekeepers help avert the collapse of fragile states, prevent civil wars from metastasizing into full-blown regional conflicts, and decrease the likelihood that dormant conflicts will flare up again. Peacekeeping missions are authorized by the UN Security Council, and since the U.S. is a permanent, veto-wielding member of that body, no peacekeeping mission can be sent into the field without its support.

For decades, Republican and Democratic administrations have supported peacekeeping missions.

### ■ ENHANCE CIVILIAN PROTECTION

UN peacekeeping has been documented to promote civilian protection. A 2013 study by Swedish and American researchers found that deploying large numbers of UN peacekeepers “dramatically reduces civilian killings.” The paper concluded that ensuring peacekeepers “are appropriately tasked and deployed in large numbers” is a critical factor in their ability to protect civilians.

### ■ REMAIN COST-EFFECTIVE

UN peacekeeping operations are significantly less costly than other forms of military intervention. In 2018, using the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) as an example, the Government Accountability Office found that a U.S. operation of roughly the same size and duration would cost at least \$5.7 billion—nearly eight times more than the \$700 million the U.S. contributed to MINUSCA over the same time period.



## PROMOTE MULTILATERAL BURDEN-SHARING

UN peacekeeping harnesses the collective resources of the entire international community, ensuring that neither American taxpayers, nor the U.S. military, will have to take on the responsibility of safeguarding international peace and security alone. While the U.S.'s permanent Security Council veto puts it in the driver's seat on the decision to deploy peacekeepers in the first place, other UN Member States pay nearly three-quarters of the costs associated with these missions and contribute more than 99.9 percent of the troops and police who serve in them. In fact, the UN's largest contributors of uniformed personnel—countries like Ethiopia, Rwanda, Bangladesh, Ghana, and Indonesia, which do not hold permanent seats on the Security Council—each provide thousands of troops, military observers, and police to UN missions, while the U.S. currently provides just several dozen.

Despite these benefits and a long-running history of bipartisan support in Washington, the current Administration has adopted an increasingly adversarial posture towards UN peacekeeping. In a speech in Brussels in early December 2018, for example, Secretary of State Mike Pompeo lambasted missions that “drag on for decades” and bring us “no closer to peace.” These types of statements are inaccurate.

Many missions have successfully completed their mandates and withdrawn over the years, leaving more stable societies in their wake. For example, UN missions in Sierra Leone, Liberia, and Côte d'Ivoire made significant contributions to stability in these West African countries, helping to ensure the safety of populations subject to the depredations of devastating civil wars, facilitating free and fair elections, overseeing peaceful transitions of power, disarming former combatants, and creating conditions that allowed hundreds of thousands of displaced civilians to return home. When it determined that their jobs were complete, the Security Council voted to close all three missions and withdraw peacekeeping forces: Sierra Leone in 2005; Côte d'Ivoire in 2017; and Liberia in 2018.



# KEY UN PEACEKEEPING MISSIONS CURRENTLY IN THE FIELD

## MALI

In 2013, the Security Council voted to deploy peacekeepers to Mali, following a French military intervention targeting extremist groups that had taken over the country's vast northern regions. The mission (known as MINUSMA) is working to stabilize population centers in northern Mali, help the government extend its authority to these areas, facilitate delivery of humanitarian aid to vulnerable populations, and investigate human rights abuses. MINUSMA has also played an important role in supporting successful efforts to restore democratic governance in Mali, which experienced a military coup in March 2012. Unfortunately, violent extremist groups, including organizations linked to Al-Qaeda and the Islamic State, continue to operate in the area and have increasingly targeted MINUSMA troops and bases. Since 2013, more than 100 UN personnel have been killed in deliberate attacks in Mali, making it the most dangerous peacekeeping mission in the world.

## SOUTH SUDAN

Civil war broke out in South Sudan in December 2013, leaving tens of thousands of people dead, driving millions from their homes, and sparking rampant food insecurity. The UN Mission in South Sudan (UNMISS) was immediately forced to shift its focus from post-independence state-building to civilian protection. In an unprecedented move, UNMISS opened the gates of its bases in the capital, Juba, to those fleeing from violence. As fighting spread to other parts of the country, several other UNMISS bases did the same. Currently, UNMISS is providing physical protection to more than 200,000 civilians at six sites around the country. This has saved the lives of many people who would have otherwise likely been directly targeted.

## CENTRAL AFRICAN REPUBLIC (CAR)

UN peacekeepers were dispatched to CAR in April 2014, following vicious political and sectarian strife that left thousands dead and sparked concerns of genocide. Tasked with a number of critical responsibilities, the mission (known as MINUSCA) has helped the country make some important strides. In 2016, for example, the government organized, with robust UN support, peaceful and credible presidential and legislative elections, replacing a previous administration that had been in office on an interim basis. While MINUSCA's work has helped to preserve calm in some key areas of the country, the security situation has deteriorated in other parts of CAR, with a complex patchwork of armed groups fighting each other for control of resources and targeting civilians. This has led to sharp increases in displacement and humanitarian needs, necessitating a continued robust peacekeeping presence.





# COUNTERING VIOLENT EXTREMISM

Terrorism and violent extremism pose a grave and persistent threat to international peace and security. As we've learned over the last two decades, terror networks operate in countries frequently beyond the reach of American access and influence, making a comprehensive, multilateral approach to this global problem absolutely necessary.

The UN is a critical partner in this challenge. The UN's global efforts to stamp out violent extremism and address the root causes of terrorism help amplify and broaden the reach of our nation's own counterterrorism initiatives.







## **BUILDING A STABLE POST-ISIS IRAQ**

The UN's vast humanitarian and development work has been essential in helping to rebuild and stabilize significant parts of Iraq that were devastated by ISIS over the last several years. During the 2016-2017 Battle of Mosul, the UN and its partners provided aid to 1.5 million Iraqis caught in harm's way and helped nearly 1 million civilians evacuate the city. The operation was one of the largest managed civilian evacuations in modern history and featured widescale coordination between a range of UN agencies, including the UN Refugee Agency (UNHCR), World Health Organization (WHO), and UN Population Fund (UNFPA). With ISIS's hold on Iraq relinquished, the UN has set about ensuring the investments made in pursuit of peace are not squandered. The UN Development Program (UNDP) in particular has been a major partner in pursuit of those efforts, funding projects to rebuild critical infrastructure and restore basic services in areas formerly under ISIS control. By mid-2018, UNDP reached a major milestone when it completed its thousandth local project in the country, helping address many of the underlying socio-economic factors that had allowed ISIS to gain such a prominent foothold in the first place.

## THE UN OFFICE OF COUNTER-TERRORISM

In February 2018, the UN Office of Counter-Terrorism (UNOCT) formalized a Global Counter-Terrorism Coordination Compact—an agreement between 36 UN entities, INTERPOL, and the World Customs Organization—to maximize each entity's comparative advantage by delivering as one to help Member States address the following issues:

- Enhancing border management and law enforcement related to counter-terrorism;
- Countering terrorism financing and foreign terrorist fighters;
- Preventing and responding to terrorist attacks involving weapons of mass destruction;
- Promoting and protecting human rights and the rule of law while countering terrorism;
- Protecting critical infrastructure (including the Internet), vulnerable targets, and tourism; and
- Supporting victims of terrorism.







## **MULTILATERAL SANCTIONS**

For more than 15 years, the UN Security Council has enforced robust, legally-binding sanctions, including asset freezes, travel bans, and arms embargoes, targeting individuals, groups, and entities associated with Al-Qaeda. UN sanctions imposed by the Security Council are considered the “gold standard” for coordinated international action. While the U.S. can impose unilateral sanctions, many countries will not adopt their own sanctions absent the important global legal imprimatur of a UN decision.



## **SECURITY COUNCIL RESOLUTIONS ON FOREIGN TERRORIST FIGHTERS AND INTELLIGENCE SHARING**

The rise of ISIS and other extremist groups in Iraq and Syria has pushed the issue of foreign fighters—and how to suppress the recruitment and travel of these individuals to conflict zones—to the forefront of global policy debates. In late 2014, the Security Council unanimously adopted a legally-binding resolution compelling all countries to put in place domestic laws to prosecute anyone who travels abroad to join a terrorist organization, including anyone who aids a potential terrorist by, for instance, helping raise funds for their trip. The Security Council followed up this action with a resolution in December 2017 urging Member States to strengthen their efforts to stem the threat of terrorism through enhanced border control and information sharing, including calling on Member States to employ evidence-based risk assessments, screening procedures, and the collection and analysis of travel data to identify individuals who pose a terrorist threat.

# ADVANCING NON-PROLIFERATION

The UN serves as a key international platform for countries to work together to stem the proliferation of nuclear, chemical, and biological weapons. The UN General Assembly, Security Council, and International Atomic Energy Agency (IAEA) all provide venues for countries to share resources and information, address breaches of international agreements, and build unified fronts against rogue states. In recent months, there have been significant developments with regards to Iran's nuclear program and Syria's chemical weapons. The involvement of the UN and UN agencies in these issues is detailed below.

## TREATY ON THE NON-PROLIFERATION OF NUCLEAR WEAPONS

July 2018 marked the 50th anniversary of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), a landmark international agreement aimed at preventing the spread of nuclear weapons. The Treaty, which has been joined by all but five UN Member States, includes three overarching commitments: (1) states without nuclear weapons shall not acquire them; (2) states with nuclear weapons (the NPT recognized the U.S., USSR, France, U.K., and China as nuclear weapons states) pledge to work towards eventual disarmament; and (3) all countries can access nuclear technology for peaceful purposes. Article III of the NPT requires non-nuclear weapons states to conclude safeguard agreements with the IAEA to prevent the diversion of nuclear materials and technologies for weapons use. IAEA inspection and monitoring activities carried out under the auspices of these safeguard agreements are critical to global nuclear non-proliferation efforts, providing early warning of the misuse of nuclear material and providing a basis for enforcement actions by the Security Council.

## VERIFYING IRAN IS STILL COMPLYING WITH THE JOINT COMPREHENSIVE PLAN OF ACTION

Despite the Trump Administration's decision to withdraw from the Joint Comprehensive Plan of Action (commonly known as the Iran nuclear agreement) and reimpose sanctions, IAEA continues to monitor and verify that Iran is abiding by its international commitments. In an August 2018 report, the agency said Iran has stayed within caps on uranium enrichment that were set out in the deal and that its inspectors were able to access all the sites and locations in Iran that it needed to inspect. However, earlier in 2018, IAEA issued a report rebuking Iran, saying the country's government could do more to cooperate with inspectors that undertake inspections allowed under the agency's Additional Protocol—inspections carried out on short notice.

## CONFRONTING THE USE OF CHEMICAL WEAPONS

In 1997, the Chemical Weapons Convention, a treaty that prohibits the development, production, and stockpiling of chemical weapons, came into force, effectively creating the Organization for the Prohibition of Chemical Weapons (OPCW) and charging it with ensuring their elimination. Under the terms of the Convention, OPCW inspectors have verified the destruction of more than 96 percent of the world's declared chemical weapons stockpiles.

OPCW is also empowered to investigate alleged instances of chemical weapons use. In this regard, the organization's fact-finding mission in Syria has been illustrative, confirming on multiple occasions the use of sarin, chlorine, and mustard gas during the Syrian civil war. While this investigative mechanism was previously only allowed to determine the facts regarding the use of chemical weapons, rather than call out guilty parties, in June 2018 OPCW Member States voted overwhelmingly to allow the organization to begin attributing responsibility for chemical attacks in the country. While Russia continues to use its veto on the Security Council to shield the Syrian government from punishment for its use of chemical weapons, such investigations nevertheless play an important role in isolating the Assad regime and its backers and potentially laying the groundwork for future accountability.





# UN POLITICAL MISSIONS

In addition to peacekeeping operations, the UN operates special political missions (SPMs) engaged in conflict prevention, mediation, and post-conflict peacebuilding around the world. Authorized by the Security Council, SPMs are tasked with an array of responsibilities, including: supporting political dialogue and reconciliation processes; facilitating free and fair elections; monitoring human rights violations; and encouraging the development of effective rule of law institutions. Funded by Member State dues, SPMs account for nearly one-fifth of the UN regular budget. SPMs are deployed to a number of countries, with the largest currently operating in Iraq and Afghanistan. The work of several SPMs is highlighted below.



## IRAQ

The UN Mission in Iraq (UNAMI) works to promote political dialogue, human rights, and the creation of stable and democratic governing institutions. UNAMI also helps coordinate humanitarian and development assistance to the Iraqi people. For instance, UN humanitarian agencies led the international response to the Battle of Mosul, providing food, shelter, and medical care to hundreds of thousands of civilians displaced by fighting. The UN Development Programme (UNDP) has financed more than 1,500 projects across five provinces to restore infrastructure and basic services destroyed during the fight against ISIS. These projects include: rebuilding hospitals in Ramadi and Fallujah that will serve more than 1 million people in Anbar Province; repairing a hospital in Hamdaniya which serves a community of 350,000, many of whom are religious minorities; rebuilding and removing explosive hazards from major bridges in Anbar; and building housing for civilians returning to western Mosul, much of which was levelled in the fighting.

## AFGHANISTAN

The UN Assistance Mission in Afghanistan (UNAMA) carries out a number of activities critical to the country's stability and development, a key U.S. priority. In 2014, when the second round of Afghanistan's presidential election was marred by accusations of fraud, UN election experts coordinated international supervision of a full audit of the results. This process and international mediation efforts helped bring about a power-sharing agreement allowing Ashraf Ghani to be sworn in as President. In 2018, UNAMA worked to support parliamentary elections in October and geared up to assist presidential elections scheduled for spring 2019.

The UN is also supporting efforts to build up and professionalize the Afghan National Police, address opium production, and provide humanitarian assistance to Afghans in need. UNDP administers a trust fund that helps provide salaries to more than 150,000 police personnel and finances efforts to improve the force's infrastructure and administrative systems, provide training to officers, and improve gender parity within the force. Given Afghanistan's role in the global opium trade, the UN Office on Drugs and Crime works to strengthen police capacity to enforce the rule of law, enhance border control management to prevent smuggling, increase institutional integrity of the justice system to combat impunity, and help Afghan government oversight bodies fight corruption. In 2018, UNAMA worked to coordinate UN humanitarian agencies that helped to provide food to hundreds of thousands of people affected by a severe drought, facilitate the reintegration of Afghan refugees returning from abroad, and assist in vaccinating millions of children against polio.

## SOMALIA

For more than two decades, Somalia has been in a protracted state of political and humanitarian crisis, a situation further complicated by the presence of Al-Shabaab, a terrorist group linked to Al-Qaeda. In order to help stabilize the country and facilitate the formation of an effective central government, the U.S. has supported the work of the UN Assistance Mission in Somalia (UNSOM) since 2013. UNSOM provides policy advice and technical assistance to Somali authorities on a number of critical state-building issues, including: aiding efforts to create a new federal constitution; building the government's capacity to carry out security sector reform and strengthen the criminal justice system; helping Somali authorities institute a nationwide disarmament, demobilization, and reintegration program for ex-combatants; and helping the country's nascent electoral commission prepare for national elections slated for 2020.

UNSOM coordinates its efforts closely with the African Union Mission in Somalia (AMISOM), a regional peacekeeping operation that by working alongside Somali forces has scored major territorial gains against Al-Shabaab in recent years. The UN Support Office for Somalia, which works with UNSOM, provides crucial equipment and logistical support to AMISOM as it seeks to weaken Al-Shabaab and extend the Somali government's authority throughout areas formerly controlled by the group.



The background of the entire page is a low-angle photograph of the United Nations Secretariat Building. The building's facade is a dense grid of windows, reflecting the sky and clouds. The sky is blue with scattered white clouds. In the foreground, at the bottom of the image, a row of flags from various UN member states is visible, including Spain, Romania, Argentina, Malaysia, and others, all flying on tall poles.

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# U.S.-UN PRIORITIES **FOR 2019**

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# U.S. FINANCIAL CONTRIBUTIONS TO THE UN

Since its inception in 1945, the U.S. has been the UN's largest financial contributor. As a permanent member of the Security Council and host of UN headquarters in New York City, the U.S. holds significant clout at the UN, and its leadership in providing financial support to the organization is a reflection of that influential role. Funding from Member States for the UN system comes from two main sources: assessed and voluntary contributions.

- **Assessed contributions** are payments that all UN Member States are required to make.<sup>1</sup> These assessments provide a reliable source of funding to core functions of the UN Secretariat (see page 56) via the UN regular and peacekeeping budgets. In addition, the UN's specialized agencies (see page 61) have their own assessed budgets.
- **Voluntary contributions** are not obligatory, but instead left to the discretion of individual Member States. These contributions are vital to the work of the UN's humanitarian and development agencies—including the UN Children's Fund (UNICEF), World Food Programme (WFP), UN Development Programme (UNDP), UN Refugee Agency (UNHCR), and UN Population Fund (UNFPA), among others—which do not have assessed budgets.

## ASSESSMENTS FOR THE UN REGULAR BUDGET AND SPECIALIZED AGENCIES

The UN regular budget covers the UN's core bodies and activities, including special political missions. The current assessment structure sets maximum (22 percent) and minimum (.001 percent) rates for Member States, with a country's rate based on its ability to pay. That is determined by a complex formula which takes into account a Member State's gross national income (GNI), GNI per capita, and several other economic indicators. Assessment rates are renegotiated and approved by the General Assembly every three years.

Given the U.S.'s high level of economic development and per capita income relative to other countries, it pays the maximum rate. Over time, the U.S. has negotiated several reductions in its share, most notably an agreement in 2000 to establish the current maximum and minimum assessment structure, essentially capping U.S. contributions at 22 percent. Prior to this agreement, the U.S. was assessed 25 percent of the regular budget.

The U.S. regular budget contribution is included under the State Department's "Contributions to International Organizations" (CIO) account. In addition to the regular budget, CIO covers U.S. assessments for more than 40 other international organizations, including NATO, the International Atomic Energy Agency (IAEA), and the World Health Organization (WHO).

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<sup>1</sup> Article 17, paragraph 2, of the UN Charter stipulates that: "The expenses of the Organization shall be borne by the Members as apportioned by the General Assembly."

# PUTTING THE UN'S BUDGET IN PERSPECTIVE:

**\$5.4b**

## TOTAL UN REGULAR BUDGET FOR TWO YEARS

Less than what Americans spend on greeting cards for two years (**\$7.5b**)

**\$600m**

## THE U.S. SHARE OF THE UN REGULAR BUDGET

Less than the city of Tulsa, Oklahoma's FY '19 budget (**\$859m**)

**\$2.0b**

## THE U.S. SHARE OF THE UN PEACEKEEPING BUDGET

Less than what Americans spent on Easter candy in 2017 (**\$2.6b**)

**\$7.1b**

## TOTAL UN PEACEKEEPING BUDGET

Less than the state of Rhode Island's FY '19 budget (**\$9.4b**)

## ASSESSMENTS FOR THE UN PEACEKEEPING BUDGET

Like the regular budget, peacekeeping assessments are based on a Member State's ability to pay, with one major difference: the five permanent members (P5) of the Security Council—the U.S., U.K., China, France, and Russia—shoulder a higher proportion of peacekeeping costs relative to what they pay for the regular budget. Since the P5 hold veto power over Security Council decisions, in effect no UN peacekeeping mission can be deployed without their support. The P5's higher financial responsibility is therefore meant to reflect its unique role in authorizing peacekeeping missions and crafting their mandates.

Similar to the regular budget, peacekeeping rates are revised every three years, and new assessment rates for 2019-2021 were approved in December 2018. Over the past two decades, the U.S. rate has decreased from a high of 31.7 percent in 1994 to the 27.9 percent rate in effect today. At the same time, other countries have seen their assessment rates increase. For example, over the last decade, China's has risen dramatically, from just 3.1 percent in 2008 to 15.2 percent in 2019, a testament to its growing economic clout.

U.S. contributions to the UN peacekeeping budget are included under the State Department's "Contributions for International Peacekeeping Activities" (CIPA) account. In addition, Congress includes U.S. assessments for the UN Support Office in Somalia (UNSOS)—an entity that provides logistical support and equipment to the African Union led peacekeeping force in Somalia—under the Peacekeeping Operations (PKO) account.

Since the mid-1990s, federal law has capped U.S. contributions to peacekeeping at 25 percent. As a result, Congress must revisit the issue every year during the appropriations process. While on numerous occasions Congress has decided to waive the cap, there have been several instances where the cap has remained in place, and the U.S. has accrued arrears. Most recently, Congress failed to lift the cap in Fiscal Years 2017-2019, causing the U.S. to take on an estimated \$750 million in peacekeeping debt. Building up arrears risks undermining missions that are squarely in our national interests; alienating countries that contribute troops to UN peacekeeping operations, including U.S. allies; and ceding our ability to shape UN peacekeeping activities to reflect our nation's priorities and values to adversaries like Russia and China. As such, Congress must address these underpayments by lifting the cap and appropriating sufficient funds to pay our back dues.

## RECENT FUNDING HISTORY FOR SELECT UN-RELATED ACCOUNTS

ACCOUNT	CIPA	CIO	PKO
<b>FY'17 Omnibus</b>	\$1.907 billion	\$1.359 billion	\$659 million
<b>FY'18 Omnibus</b>	\$1.382 billion	\$1.467 billion	\$537.9 million
<b>FY'19 President's Request</b>	\$1.196 billion	\$1.095 million	\$291.4 million
<b>FY'19 House SFOPS</b>	\$1.589 billion	\$1.364 billion	\$490.4 million
<b>FY'19 Senate SFOPS</b>	\$1.683 billion	\$1.440 billion	\$477.4 million



# THE IMPORTANCE OF ASSESSED FUNDING FOR THE UN

U.S. financial contributions to the UN system makes up just over 0.2% of the federal budget. In any given year, the majority of these contributions are voluntary. For example, the State Department's report on U.S. contributions to international organizations in Fiscal Year 2017 shows a total of \$2.6 billion in dues payments to the UN regular budget, peacekeeping operations, and specialized agencies from the Contributions for International Peacekeeping Activities, Contributions to International Organizations, and Peacekeeping Operations accounts. This represents just 27 percent of all U.S. contributions to the UN that year, which totaled more than \$9.7 billion. By contrast, five UN humanitarian agencies—the World Food Programme (WFP), UN Refugee Agency (UNHCR), UN Children's Fund (UNICEF), the International Organizations for Migration (IOM), and the UN Relief and Works Agency for Palestine Refugees (UNRWA)—all of which are voluntarily funded, collectively received nearly \$5.2 billion from the U.S. in FY'17 (53 percent of the total).

Despite their relatively small slice of an already modest pie, however, assessed contributions have been criticized by some in Washington. Legislation has been repeatedly introduced in Congress (though never passed) conditioning future U.S. contributions on the UN adopting an almost entirely voluntary funding scheme. In addition, some officials in the current administration have spoken favorably about the U.S. adopting an a la carte approach to funding core UN programs. Such proposals are counter-productive: contrary to the claims of its proponents, an entirely voluntary funding structure for the UN is unlikely to save the U.S. money in the long-run and could lead to significant budgetary shortfalls for UN activities that are squarely in our national interest. More detail is provided below.

## **ASSESSED FUNDING STRUCTURES REQUIRE OTHER COUNTRIES TO SHARE THE FINANCIAL BURDEN**

A major advantage of assessed funding is that it ensures the financial burden for core UN activities is spread across the entire international community, rather being than the primary responsibility of a single country. As explained in the previous section (see page 47), because the U.S. is both an economic powerhouse and permanent member of the UN Security Council, we are assessed a sizable chunk of the UN's regular and peacekeeping budgets. Nevertheless, the UN's 192 other Member States shoulder the vast majority of these costs—78 percent of the regular budget and 72 percent of the peacekeeping budget. The fact that all Member States, even the least developed, are required to contribute to the organization at specified levels prevents the U.S. from being saddled with the burden of financing these activities alone. By contrast, the U.S. often pays more under voluntary funding arrangements—one reason why past U.S. administrations and Congress have rejected this idea.

## **U.S. LEADERS AND EXPERTS AGREE THAT VOLUNTARY FUNDING IS PROBLEMATIC**

Successive administrations and outside experts have recognized the limitations inherent in voluntary funding structures. The 2005 Congressionally-mandated Newt Gingrich-George Mitchell report on UN reform noted that such schemes are often slow and lead to U.S. priorities being underfunded. Later that year, the House passed The United Nations Reform Act of 2005, which proposed that the U.S. automatically withhold dues from the UN unless certain specific reforms were met, including switching to a system of voluntary financing. The Bush Administration issued a Statement of Administration Policy which said that it had "serious concerns" about the legislation because it "could detract from and undermine our efforts," requesting "that Congress reconsider this legislation."



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## VOLUNTARY FINANCING COULD LEAD TO SHORTFALLS FOR U.S. PRIORITIES

The UN's assessed budgets fund a number of the organization's most consequential activities that support U.S. national security and foreign policy objectives, including special political missions in strategically significant countries like Afghanistan, Iraq, Libya, and Somalia, as well as peacekeeping operations that seek to protect civilians and bring stability to hotspots on four continents. The reality is that any government or large organization needs stability and predictability in its budget. In particular, planning for large and logistically complex operations like peacekeeping efforts require significant lead time and preparation that can only happen with assured funding streams. In the U.S., assessments, in the form of taxes, fund our own military.

Adoption of voluntary funding arrangements for the UN's regular, peacekeeping, and specialized agencies budgets would almost certainly lead to underfunding. For example, the UN's voluntarily-financed humanitarian and global health activities, far less controversial than the UN's peacekeeping and human rights work, have suffered from a lack of sufficient financial contributions. In 2017, for example, WFP needed more than \$9.6 billion to deliver lifesaving food aid and nutritional support to tens of millions of people around the world, but received only \$6.8 billion from donors, of which the U.S. provided \$2.5 billion. A similar situation played out several years ago with funding for the World Health Organization (WHO), which has a relatively small assessed budget and relies on voluntary contributions for the majority of its work. In 2009, due in part to donor countries turning their interests elsewhere, WHO's epidemic and pandemic response department was dissolved. As a result, when several West African countries experienced an unprecedented Ebola outbreak in 2014, the problem was magnified because sufficient resources and infrastructure did not exist.

By creating a more level playing field and requiring all Member States to contribute, assessed funding structures help to prevent these types of gaping shortfalls, which would likely be even deeper for more politically fraught activities that are crucial to U.S. interests.

# UN STRENGTHENING & REFORM

In 2018, the UN General Assembly signed off on what UN Secretary-General António Guterres has described as the most significant structural change in the history of the UN. The changes are needed, the Secretary-General and others have argued, to better meet the challenges of the 21st century and ensure that Member State resources are used most effectively.

UN reform centers around three pillars: (1) repositioning the UN development system so that it is best able to make progress on the 2030 Sustainable Development Goals; (2) pursuing management reform that simplifies processes, works toward gender parity, streamlines human resources procedures and generally creates a more efficient organization; and (3) restructuring peace and security operations to better meet modern day challenges. Provided below are a selection of initiatives underway that are part of the broader reform agenda.

## REDUCING COSTS AND IMPROVING EFFICIENCY

In December 2017, the General Assembly approved the 2018-2019 UN regular budget, which covers the organization's core activities and expenses. Overall, the budget for this two-year cycle totals \$5.397 billion, a reduction of \$285 million (5 percent) from the final 2016-2017 appropriation. In addition, the General Assembly approved new management reforms, including a proposal to move the UN from a biennial to annual budget cycle on a trial basis, beginning in 2020. This shift, strongly advocated for by the Secretary-General, is meant to allow spending and resource requirements to be prepared closer to the point of implementation, so that budgets are based on more up-to-date information and better able to integrate lessons learned.



**The goal of reform is a 21st-century United Nations focused more on people and less on process, more on delivery and less on bureaucracy. The true test of reform will be measured in tangible results in the lives of the people we serve—and the trust of those who support our work.**

ANTÓNIO GUTERRES

*UN Secretary-General  
November 27, 2018*





The UN has also successfully worked to increase the cost-efficiency of its peacekeeping missions. For example, the UN implemented the Global Field Support Strategy (GFSS), a five-year project (2010-2015) aimed at improving the efficiency, cost-effectiveness, and speed of administrative and logistics support to UN field missions. As a result, the cost per peacekeeper declined by 18 percent between 2008 and 2015, and the number of support and security staff in peacekeeping missions declined by 4,000.

The 2018-2019 budget for UN peacekeeping operations approved by the General Assembly is \$7.1 billion, a steep reduction from prior years (during the 2014-2015 budget year, for example, the peacekeeping budget was \$8.5 billion). Despite its wide geographic scope (14 missions on 4 continents) and size (nearly 90,000 total uniformed personnel), the annual budget of UN peacekeeping is less than 0.5 percent of global military expenditures.

### **WORKING TOWARDS GENDER PARITY IN UN STAFFING**

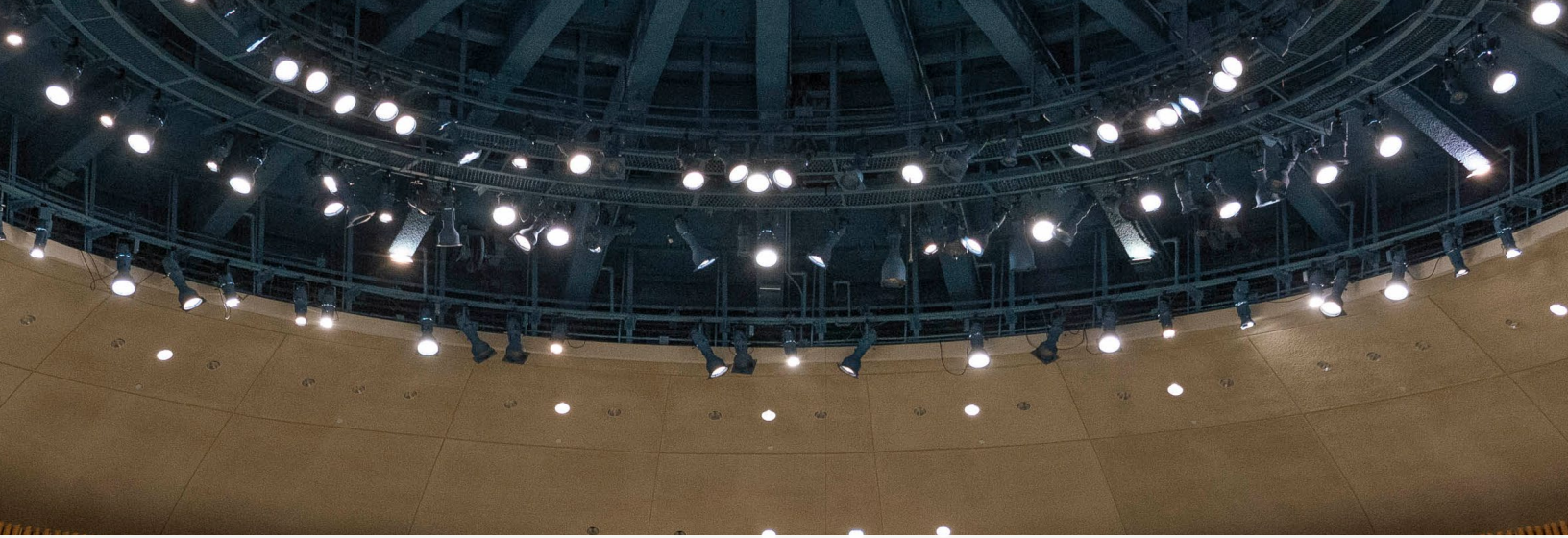
A key priority of Guterres' management reform agenda is the creation of a more diverse, inclusive, and gender-balanced UN workforce. In January 2018, the UN achieved a critical milestone: reaching full gender parity in the Secretary-General's senior leadership. Also in 2018: the organization achieved the highest number of women as of heads of missions and as deputy heads of missions in peace operations in its history.

### **ADDRESSING SEXUAL EXPLOITATION AND ABUSE BY PEACEKEEPERS**

In recent years, the UN has implemented a number of measures and policy changes to address the scourge of sexual exploitation and abuse (SEA), including:

- Appointing victims' rights advocates, both at UN Headquarters and in the field, who work across the UN system to make sure victims have access to urgent assistance, can file complaints safely and reliably, and get timely information on the progress of their case;
- Repatriating entire military or police units to their home countries when there is evidence of widespread or systematic violations by members of specific units;
- Expanding vetting mechanisms currently in place for civilian personnel to cover all troops and police serving on UN peacekeeping missions;
- Publishing country-specific data on credible allegations of SEA online, a critical element in holding countries that contribute troops and police to peacekeeping missions accountable for the actions of their personnel;
- Requiring UN investigative entities to conclude their investigations into SEA cases within a six-month timeframe, shortened to three months in cases suggesting "the need for greater urgency";
- Developing a mandatory online training program for all UN personnel on SEA prevention;
- Creating a trust fund to support critical services to victims of SEA, including psychological assistance, medical care, access to legal help and assistance in establishing paternity claims; and
- Withholding payments from Member States in cases of substantiated sexual exploitation and abuse implicating uniformed personnel, which are transferred to the victims' trust fund.





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# APPENDIX |

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# KEY UN INSTITUTIONS

The UN Charter—the treaty negotiated in San Francisco in 1945 that founded the United Nations—established six principle organs of the new international organization. While the Trusteeship Council, created to help colonies transition to self-governance or independence, is currently inactive, the other five bodies remain key pillars of the UN system. A description of the structure and functions of these entities is provided below.

## SECURITY COUNCIL

The Security Council is the UN's premier decision-making body, empowered to impose legally-binding obligations on Member States. Conferred by the UN Charter with “primary responsibility for the maintenance of international peace and security,” the Council has a number of tools at its disposal for conflict prevention and management. Chapter VI of the Charter authorizes the Council to make recommendations to resolve threats to international peace and security by various peaceful means. If this does not work, the Security Council may authorize enforcement measures under Chapter VII, including sanctions and military force.

The Security Council is composed of 15 Member States: five permanent members (also known as the P5), made up of the “Big Four” Allied Powers from World War II or their continuator states (the U.S., U.K., Russia, and China) plus France; and 10 rotating non-permanent members, elected to two-year terms by the UN General Assembly on the basis of equitable geographic distribution among regional groups. Votes on non-procedural matters require the concurrence of the P5, effectively giving them a veto over such decisions.

Since its establishment, the Council has served as a key forum for addressing security challenges. The Council has: authorized more than 70 peacekeeping missions in some of the world's most dangerous places; put in place international sanctions targeting the finances and access to weapons of rogue regimes like North Korea and terrorist groups like Al-Qaeda; and sought to deepen international cooperation on everything from terrorist financing to nuclear nonproliferation.

Nevertheless, the P5's veto power has, at times, prevented the Council from fully asserting its role as a guarantor of global order. This was especially true when U.S.-Soviet tensions were at their height during the Cold War. While the collapse of the Soviet Union in 1991 brought on a period of thawing relations and increased cooperation, recent disputes over crises in Syria, Ukraine, Israel/Palestine, and Yemen have exposed ongoing divisions among the P5 and limited the Council's effectiveness in some contexts.

## GENERAL ASSEMBLY

Unlike the Security Council, the General Assembly has universal membership—all 193 UN Member States have a seat—and no country possesses veto power. While Assembly decisions are generally non-binding, they still carry important political and moral clout, serving as a marker of the views of the international community. Over the years, the General Assembly has approved a number of noteworthy decisions, including:

- The Universal Declaration of Human Rights (UDHR): The UDHR, a landmark document outlining basic global standards for human rights, was adopted by the Assembly in 1948. Former U.S. First Lady Eleanor Roosevelt, who chaired the UN Commission on Human Rights at the time, played a central role in drafting and shepherding the UDHR to passage;
- Setting the Global Development Agenda: In 2000, the Assembly adopted the Millennium Development Goals (MDGs), a set of eight time-bound targets aimed at eradicating extreme poverty and hunger,



promoting gender equality and improving access to education, and combating the spread of diseases like HIV/AIDS and malaria. In 2015, the Assembly adopted the Sustainable Development Goals, a new set of development objectives to build on the important progress achieved by the MDGs by 2030; and

- Promoting Accountability for War Crimes in Syria: Since the outbreak of the Syrian civil war in 2011, Russia has repeatedly used its Security Council veto to block efforts to refer war crimes and crimes against humanity committed by the Assad regime to the International Criminal Court. In order to circumvent this deadlock, the General Assembly—with strong support from the U.S.—voted overwhelmingly in 2016 to establish the International, Impartial, and Independent Mechanism (IIIM) to collect, analyze, and preserve evidence of international crimes in Syria and assist efforts by judicial bodies to prosecute them. Since its creation, IIIM experts and investigators have collected more than one million documents related to international crimes committed during the war.

The General Assembly has a number of other important functions as well, including developing and approving the UN's regular and peacekeeping budgets and assessment rates for Member States; electing the non-permanent members of the Security Council and other UN bodies; and appointing the Secretary-General based on a recommendation from the Security Council.

## SECRETARIAT

The UN Secretariat is staffed by 38,000 personnel worldwide—less than the U.S. Department of Commerce—and carries out the day-to-day operations of the UN, implementing mandates adopted by the General Assembly, Security Council, Economic and Social Council, and other relevant UN bodies. Some of its main functions include:

- Planning and managing peacekeeping and political missions;
- Mediating international disputes;
- Assisting implementation of Security Council sanctions;
- Coordinating disaster relief across dozens of humanitarian agencies;
- Promoting social and economic development and publishing related statistics and research; and
- Facilitating discussion and meetings among the UN's Member States.

All of this is done with an annual budget of approximately \$2.7 billion, equal to less than one-third of the budget of the state of Rhode Island.

The Secretariat is led by the Secretary-General, who is selected every five years by the Security Council and approved by the General Assembly. Although there is no formal limit to the number of five-year terms a Secretary-General may serve, they typically serve no more than two. The current Secretary-General is former Portuguese Prime Minister António Guterres, who assumed office on January 1, 2017.

## **ECONOMIC AND SOCIAL COUNCIL (ECOSOC)**

ECOSOC is the central UN forum for discussing and formulating policy recommendations on international economic, social, cultural, educational, and health issues. According to the Charter, ECOSOC is tasked with:

- Promoting higher standards of living, full employment, and economic and social progress;
- Identifying solutions to international economic, social and health problems;
- Facilitating international cultural and educational cooperation; and
- Encouraging universal respect for human rights and fundamental freedoms.

As part of this work, ECOSOC helps to coordinate the work of the UN's numerous specialized agencies, funds, and programs (see page 59), and—by granting consultative status to non-governmental organizations—serves as a key venue through which civil society can participate in the work of the UN. ECOSOC is made up of 54 Member States who are elected to three-year terms by the General Assembly.

## **INTERNATIONAL COURT OF JUSTICE (ICJ)**

The ICJ is the UN's judicial organ, composed of 15 judges elected to nine-year terms by the General Assembly and Security Council. The purpose of the Court is to settle, in accordance with international law, legal disputes between states. This is a key element of the international security order envisioned by the UN Charter, which commits countries to undertake a number of methods to peacefully resolve disputes, including judicial settlement. The Court also gives advisory opinions on legal questions submitted to it by other UN organs or agencies.

The ICJ does not have the authority to weigh in on any international legal dispute it wishes; instead, the Court's ability to hear a case is derived from the consent of the Member States concerned. States involved in a dispute can accept ICJ jurisdiction in three ways:

- Two or more states can enter into a special agreement to submit their case to the Court; or
- A jurisdictional clause in a treaty may require countries that have ratified the treaty to submit disagreements over interpretation or application of the document to the Court (more than 300 treaties, both bilateral and multilateral, contain such clauses); or
- A state may submit a unilateral declaration accepting the Court's jurisdiction as compulsory in the event of a dispute with another state that has made a similar commitment.

Member States are bound to comply with Court decisions in any case to which they are a party. According to the Charter, if a state fails to perform its obligations under an ICJ judgment, the case can be referred to the Security Council, which can then apply enforcement measures. Over the years, the U.S. has been involved in a number of cases before the Court. In 1980, for example, the ICJ ordered Iran to pay reparations to the U.S. over the 1979 hostage crisis at the U.S. Embassy in Tehran.



A young child with dark skin and short hair, seen from the back, is wearing a bright yellow dress and carrying a large blue backpack. The backpack features the UNICEF logo and name in white. In the background, several adults are visible, some wearing blue suits, suggesting a formal or organized event. The scene is outdoors with natural lighting.

# APPENDIX II

unicef 



# UN FUNDS & PROGRAMS

The UN system is comprised of more than 30 affiliated organizations—programs, funds, and specialized agencies—with their own membership, leadership, and budget processes. These entities work with and through the UN Secretariat to promote peace and prosperity. UN funds and programs are financed through voluntary rather than assessed contributions, and include the following:

## **UN DEVELOPMENT PROGRAMME (UNDP)**

UNDP is the UN's global development network, focusing on the challenges of democratic governance, poverty reduction, crisis prevention and recovery, energy and environment, and HIV/AIDS. UNDP is one of the primary implementing bodies for UN electoral assistance, helping to facilitate elections in around 60 countries every year, including nations undergoing sensitive post-conflict political transitions. One example is UNDP's central role in stabilization efforts in Iraq, funding projects that restore critical infrastructure—such as water systems, electricity, schools, and health facilities—in areas of the country now liberated from ISIS rule.

## **UN CHILDREN'S FUND (UNICEF)**

UNICEF provides long-term humanitarian and development assistance to children and mothers. UNICEF is involved in a number of critical initiatives, working to help increase the number of girls enrolled in school worldwide and providing clean water, sanitation, educational support, and nutritional assistance to children in disaster zones and war-torn regions around the world, including Syria, Iraq, Yemen, the Central African Republic, and South Sudan. UNICEF is also responsible for procuring vaccines that reach 45 percent of the world's children, saving the lives of 2.5 million children each year.

## **WORLD FOOD PROGRAMME (WFP)**

WFP is the world's largest humanitarian agency dedicated to the goal of eradicating hunger and malnutrition. On average, the agency provides lifesaving food aid to more than 91 million people in 83 countries annually. WFP plays a central role in the response to the humanitarian crisis in Yemen, where it provided food assistance to more than seven million people each month in 2017.

## **THE UN REFUGEE AGENCY (UNHCR)**

UNHCR protects refugees worldwide and facilitates their resettlement or return home. UNHCR is currently working on the ground in 120 countries to help the more than 68.5 million people displaced by famine, armed conflict or persecution in Syria, Iraq, South Sudan, the Democratic Republic of the Congo, Colombia, Somalia, and Yemen. Over the last decade, UNHCR has helped millions of Afghan refugees return to their home country and provided assistance as they reintegrate into society.

## **UN RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES (UNRWA)**

UNRWA provides an array of vital services—including education, health care, economic opportunities, and emergency food assistance—to impoverished Palestinians in the West Bank, Gaza, Jordan, Lebanon, and Syria. The organization was founded by the UN General Assembly in 1949 to assist Palestinians who were forced from their homes by the 1948 Arab-Israeli War. More than half of UNRWA's annual budget goes to its schools alone, which provide a curriculum focused on tolerance, gender equality, human rights, and non-violence to nearly 525,000

children. While the U.S. has historically been UNRWA's largest donor, in 2018 the Trump Administration decided to end all U.S. funding, precipitating a budgetary crisis at the agency. These cuts are threatening to worsen an already severe humanitarian crisis in Gaza, raise tensions in the West Bank, and destabilize key U.S. ally Jordan, which hosts a significant number of Palestinian refugees.

#### **UN OFFICE ON DRUGS AND CRIME (UNODC)**

UNODC is a global leader in the fight against illicit drugs, organized crime, corruption, human trafficking, and terrorism. The organization helps Member States address these challenges by providing field-based technical support to enhance the capacity of criminal justice systems and adherence to the rule of law, assisting in the implementation of relevant international treaties, and serving as a source of research and information to help guide policy decisions on countering drugs and crime.

#### **UN POPULATION FUND (UNFPA)**

UNFPA is the largest international source of funding for population and reproductive health programs in the world. UNFPA helps women, men, and young people plan their families, including the number, timing, and spacing of their children, go through pregnancy and childbirth safely, and avoid sexually transmitted infections. UNFPA also combats violence against women and child marriage. UNFPA does not provide, support, or advocate for abortion, nor does it support, promote, or condone coercive abortion or involuntary sterilization. Nevertheless, in March 2017, the Administration made a negative Kemp-Kasten determination against UNFPA, halting all funding to the agency. The loss of U.S. funding to UNFPA threatens the delivery of services, including sexual and reproductive health assistance and gender-based violence counseling, to nine million people in humanitarian settings.

#### **UN ENVIRONMENT (UNEP)**

UNEP coordinates the UN's environmental activities, developing international environmental conventions, assessing global environmental trends, encouraging new civil sector partnerships, and strengthening institutions so they might better protect the planet. UNEP covers international environmental issues impacting the U.S. that no one nation working alone can adequately address, such as plastic pollution in our oceans, the transboundary movement of toxic chemicals, and combating illegal trade in wildlife.

#### **UN WOMEN**

UN Women coordinates the UN response to three issues globally, nationally, and locally: elimination of discrimination against women and girls; empowerment of women; and achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security.

# UN SPECIALIZED AGENCIES

In addition to the programs, offices, and funds described in the previous section, the UN system is also comprised of a number of affiliated specialized agencies that work with and through the UN to advance international cooperation and progress. Through this work, UN specialized agencies promote core U.S. foreign policy, national security, economic, public health, and humanitarian objectives. Provided below is a snapshot of these agencies and how they advance U.S. interests:

## **INTERNATIONAL ATOMIC ENERGY AGENCY (IAEA)**

IAEA works to prevent, detect, and respond to the illicit or non-peaceful use of nuclear material, conducting monitoring and inspection activities in 140 countries to verify compliance with international nuclear safeguard agreements. Despite the Trump Administration's decision to withdraw from the Iran nuclear deal in May 2018, IAEA continues to play a central role in efforts to monitor Iran's nuclear activities. In addition to nonproliferation and nuclear security, the IAEA's work covers a range of issues related to promoting peaceful uses of nuclear technology that support U.S. interests. In April 2018, for example, the IAEA and the Food and Agriculture Organization (FAO) successfully tested a nuclear technique to suppress mosquitoes carrying diseases. The Sterile Insect Technique uses radiation to sterilize male mosquitoes, which are then released into the wild, causing mosquito populations to decline over time.

## **WORLD HEALTH ORGANIZATION (WHO)**

WHO serves as a coordinating authority on international public health. It is responsible for orchestrating international collaboration and developing solutions to confront global health emergencies, monitoring outbreaks of infectious diseases, spearheading global vaccination efforts, and leading campaigns to combat life threatening diseases like polio, malaria, and HIV/AIDS. In recent years, WHO played a leading role in efforts to combat the Ebola outbreak in West Africa and Zika virus in the western hemisphere. Diseases don't recognize borders, so WHO's work remains essential to protecting the health of Americans at home and abroad.

## **UN EDUCATIONAL, SCIENTIFIC, AND CULTURAL ORGANIZATION (UNESCO)**

UNESCO administers an array of programs in five broad areas: education; natural sciences; social and human sciences; culture; and communication and information. UNESCO's work includes promoting freedom of the press, access to primary education for all children, and international Holocaust education. In October 2011, UNESCO's General Conference voted to admit Palestine as a Member State, triggering two U.S. laws from the 1990s requiring our country to cut off funding to any UN agency that takes such action. In October 2017, the Trump Administration announced that the U.S. would withdraw from UNESCO altogether, effective January 2019.

## **INTERNATIONAL LABOR ORGANIZATION (ILO)**

ILO is responsible for formulating and overseeing implementation of international labor standards. The agency works to promote workers' rights and improved working conditions around the world, seeks to abolish forced and child labor, and supports the creation of greater opportunities for employment. The achievement of these objectives can help improve U.S. economic competitiveness by requiring other countries to operate by a common set of labor-related rules. ILO's membership structure is unique in that it is the UN's only tripartite agency, bringing together not only Member States, but employers and workers as well to collectively shape multilateral labor policies.



#### **FOOD AND AGRICULTURE ORGANIZATION (FAO)**

FAO fights hunger worldwide by promoting sustainable agricultural development and supporting efforts to rebuild agricultural livelihoods in the wake of natural disasters. In addition, FAO works to develop global standards for food safety and plant and animal health, which in turn help protect American farmers and consumers and facilitate international trade.

#### **INTERNATIONAL MARITIME ORGANIZATION (IMO)**

IMO sets international safety standards for ships, ports, and maritime facilities, develops ship design and operating requirements, and leads global efforts to prevent maritime pollution. Standards promulgated by IMO are central to the health of the U.S. economy, as more than 90 percent of all international trade is carried out on ships. IMO also works with Member States to address security threats to the international shipping industry, including piracy and terrorism.

#### **INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)**

ICAO enables safe air travel everywhere by setting global standards for navigation, communication, and airline safety. These standards map out airspace jurisdiction and establish "free range" airspace over oceans and seas. The agency also sets international standards for limiting environmental degradation and works to strengthen aviation security by conducting regular audits of aviation security oversight in ICAO Member States.

#### **WORLD INTELLECTUAL PROPERTY ORGANIZATION (WIPO)**

WIPO encourages innovation and economic growth through registration and protection of patents, copyrights, and other forms of intellectual property, as well as through adjudication of cross-border disputes on intellectual property. Dozens of major U.S. companies have sought out WIPO's dispute resolution services as an alternative to costly court proceedings, including the American Automobile Association (AAA), Apple Inc., The North Face, Costco Wholesale Corporation, and Facebook, Inc. According to the U.S. Chamber of Commerce, nearly 45 million Americans are employed in IP-intensive industries, and therefore depend on WIPO-administered protections.

#### **INTERNATIONAL TELECOMMUNICATION UNION (ITU)**

ITU facilitates the connectivity and interoperability of the world's telecommunications networks, which is of critical importance to the U.S. telecommunications industry and American defense and intelligence communications capabilities. By allocating radio spectrum and satellite orbits, as well as developing technical standards to ensure that networks interconnect seamlessly, ITU's work helps make communicating possible even in some of the world's most remote locations.

#### **WORLD METEOROLOGICAL ORGANIZATION (WMO)**

WMO facilitates the unrestricted international exchange of meteorological data, forecasts and warnings, and works to further their use in the aviation, shipping, agriculture, energy, and defense sectors. Weather knows no boundaries, and through these activities, WMO helps the U.S. predict and prepare for natural disasters resulting from severe weather events, including hurricanes.

#### **UNIVERSAL POSTAL UNION (UPU)**

UPU facilitates postal service across the globe, helping Americans conduct business everywhere, from Beijing to London to São Paulo. By setting standards for the worldwide postal system and promoting affordable basic postal services in all territories, UPU enables U.S. businesses to utilize the postal system to conduct business at low costs.

#### **WORLD BANK**

The World Bank focuses on poverty reduction and the improvement of living standards worldwide by providing low-interest loans, interest-free credit, and grants to developing countries for education, health, infrastructure, and communications.

#### **INTERNATIONAL MONETARY FUND (IMF)**

The IMF is an organization of 188 countries that fosters global monetary cooperation, facilitates international trade, promotes high employment and sustainable economic growth, and reduces poverty. It offers financial and technical assistance to its members, making it an international lender of last resort.



# IMPACT OF THE **UNITED NATIONS** IN 2019

Each year, the UN:



Provides food aid to 91 million people in 83 countries



Supplies vaccines to 45 percent of the world's children



Assists over 68.5 million refugees and people fleeing war, famine, or persecution



Works with 195 countries to combat climate change and make development sustainable



Keeps the peace with 91,000 peacekeepers in 14 operations on 4 continents



Fights extreme poverty, helping improve the lives of more than 1.1 billion people



Supports maternal health, helping over 1 million women a month overcome pregnancy risks

And through all of the good that the UN does,  
it is a resoundingly good bargain for the U.S.:

## 0.2%

Funding for the UN amounts to 0.2 percent  
of the total FY '18 federal budget

## 1,740,000,000

U.S. companies were awarded more than one  
billion dollars in contracts with the UN in 2017

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1750 Pennsylvania Avenue, NW Suite 300, Washington, D.C. 20006

Phone: (202) 462-4900 Fax: (202) 462-2686

