

# A World "In Larger Freedom"

Kofi Annan's Plan for the United Nations

As the United Nations celebrates its 60th anniversary, there is widespread consensus that the institution requires reform if it is to meet the challenges of the 21st Century. As Secretary of State Condoleezza Rice remarked in an interview on April 15, 2005, "There's no doubt that this is an organization that needs updating and reforming in order to be effective. [The U.S. is] a founding member of the United Nations. We shouldn't abandon it. We should make it a stronger instrument."

Even before Dr. Rice took office, Secretary General Kofi Annan had made UN reform a key component of his administration. On March 21, 2005, Annan released a report entitled *In Larger Freedom*, in which he proposed groundbreaking recommendations as part of a comprehensive strategy to restructure and improve the United Nations. With a UN summit in New York City scheduled for this upcoming September, Annan's report is an obvious starting point for world leaders to engage in a new dialogue about what security means in the 21st Century, how global issues such as terrorism, poverty and disease must be dealt with, and the ways in which the UN can play an effective role in an era of global interdependence. Below are a few of the key components – and likely topics for September's summit – from Annan's *In Larger Freedom*.

## Millennium Development Goals

In 2000, the international community agreed to confront global poverty, hunger, disease and other development concerns by laying out

key pragmatic targets for 2015 known as the **Millennium Development Goals (MDGs)**. In his report, the Secretary General addressed MDGs and emphasized that "humanity will not enjoy development without security, or security without development." One of the key proposals put forth by *In Larger Freedom* is for Member States to reach, by 2015, the 0.7 percent of gross national income they committed to help people lift themselves out of poverty.

## Warning System for Disasters

Annan also called for the establishment of a **worldwide warning system for all natural hazards**, building on existing national and regional capacity. As Ambassador Howard Baker, who led the U.S. delegation to the UN World Conference on Disaster Reduction, said in January 2005, "...never again should lives be lost because a global tsunami warning system doesn't exist... [The United States is] committed to do whatever it takes, in partnership with others, to expand and enhance the existing Pacific Ocean tsunami warning system into a global system including the Indian Ocean, the Atlantic Ocean and Caribbean Sea to protect coasts and coastal areas from tsunami threats."

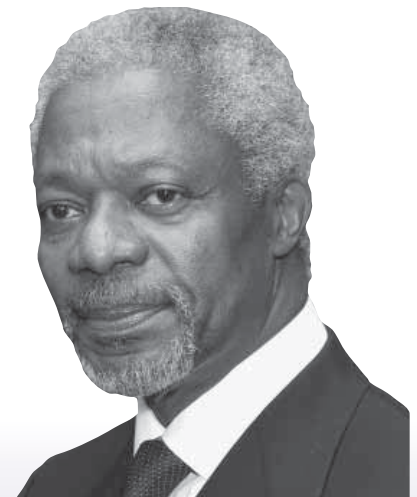
## Terrorism

In his report, the Secretary General pushes Member States to agree on a clear **definition of terrorism** as any intentional attack on civilians and noncombatants by non-state actors for political purposes. This would be a major step for the UN, defying the notion of some Member States that "one man's

terrorist is another man's freedom fighter." The U.S. played a prominent role in creating the Counter-Terrorism Committee at the UN. The committee has since become a leading promoter of collective action against international terrorism.

## Peacebuilding Commission

Another key proposal of *In Larger Freedom* is the establishment of a **Peacebuilding Commission** and a **Peacebuilding Support Office** in the Secretariat. Currently, half the countries that emerge from conflict revert back to instability within five years. To combat this pattern, Annan proposes a permanent office that would identify states on the verge of collapse, provide assistance to prevent such collapses, and sustain the efforts of the international community in post-conflict peacebuilding operations. Annan states, "If we are going to prevent conflict we must ensure that peace agreements are implemented and sustained in a sustainable manner."



## KOFI ANNAN'S IN LARGER FREEDOM

### Freedom from Want

- The international community should dramatically accelerate action to meet the Millennium Development Goals (MDGs) by 2015.
- The Doha trade negotiations should fulfill its development promise no later than 2006, with Member States providing duty and quota-free market access for exports from the least developed countries.

- Debt relief should be provided to poor countries so that they can achieve MDGs on time.
- Countries should develop an inclusive international framework beyond the Kyoto Protocol to address climate change and other global environmental threats.

### Freedom from Fear

- Member States should agree on a clear definition of terrorism and commit to a comprehensive anti-terrorism strategy.
- Member States should establish a Peacebuilding Commission and a Peacebuilding Support Office to assist war-torn countries in their post-conflict transition.

- The international community should strengthen disarmament and non-proliferation of nuclear, chemical and biological weapons.
- The Security Council should adopt a resolution setting guidelines for decisions regarding the use of force.

World of interconnected threats and challenges, it is in each country's self-interest that all of them are addressed effectively. The cause of larger freedom can only be advanced by broad, deep and sustained global cooperation among States."

—UN Secretary General Kofi Annan, *In Larger Freedom*

## INTERNATIONAL INSTITUTIONS PROGRAM



### Democracy Fund

In his report, Kofi Annan acknowledged the importance of promoting democracy and urged the international community to “welcome the creation of a **Democracy Fund** at the United Nations, to provide funding and technical assistance to countries seeking to establish or strengthen their democracy.” The fund, which was proposed by President Bush at the UN General Assembly on December 21, 2004, would allow a board of donors and democracies to support NGOs and other entities with their assistance to countries in transitional democracy.

### Human Rights Council

It is no secret that the current Commission on Human Rights is broken, allowing countries such as Libya and Sudan to cover up their own porous human rights records rather than promote better practices. Kofi Annan has proposed replacing this Commission with a smaller **Human Rights Council**. Membership in the new Council would require a two-thirds majority vote from the UN General Assembly and would be limited to states with credible human rights records.

### Security Council Expansion

The report also puts forth two recommendations on how to make the **Security Council more representative** of the international community. Model A calls for six new permanent seats – with no additional veto power – and three new, two-year non-permanent seats divided among major regional areas. Model B calls for no new permanent seats, but for a new category

## MANAGEMENT REFORMS IN PROGRESS

- A **Management Performance Board** has been established to monitor senior managers and brief the Secretary General on matters that require his attention.
- The Secretary General has urged Member States to endorse reforms to **improve accountability, transparency and efficiency** within the Secretariat.
- The UN is consolidating a comprehensive **anti-fraud and corruption policy** based on existing practices and a recent model developed by the World Bank.
- The United Nations has taken **action on sexual exploitation** by peacekeeping officials in the Democratic Republic of Congo. In the last 16 months, 147 peacekeepers have been investigated, 77 have been expelled from the mission, and five UN civilian staffers have been fired.
- In May 2005, **Christopher Bancroft Burnham**, the top U.S. State Department finance expert, was appointed the UN's new management chief. His role will be to strengthen accountability, ethical conduct and management performance.
- The Secretary General established two **executive-level decision making committees** – to deal with policy matters and management issues – in order to speed up top-level decision making.
- The Secretary General introduced a tough **whistleblower policy** to enable staff to come forward with concerns without fearing retribution. The policy will be reviewed by staff before implementation.

of eight, four-year renewable seats and one, two-year non-permanent (and non-renewable) seat divided among major regional areas. It is important that world leaders not allow debate on this issue to stop them from tackling other reforms.

### Synopsis

With a consensus that the United Nations needs reform, Secretary General Annan has laid out a broad new vision, and clear recommendations, to make the international body a more accountable and effective 21st Century institution. The

Bush Administration must treat *In Larger Freedom* as such, and not as an *à la carte* menu. Rather than cherry picking specific proposals, the U.S. would be better served to use Annan's report as a strategic starting point for the UN reform agenda. By acknowledging the utility of a global deal that takes into account “the needs of others,” the U.S. will be better able to advance its objectives while reasserting the world community's common interests. ♻

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### Freedom to Live in Dignity

■ The international community should embrace the “responsibility to protect” as a basis for collective action against genocide, ethnic cleansing and crimes against humanity.

- The Office of the High Commissioner of Human Rights should be strengthened with greater resources and more staff, and should play a more active role in deliberations.
- A Democracy Fund should be created at the UN to assist countries seeking to establish or strengthen democracy.

### Strengthening the United Nations

- The Security Council should be restructured to represent today's world.
- The Commission on Human Rights should be replaced with a more credible Human Rights Council.

- Member States should give authority to the Secretary General to restructure the Secretariat.
- The Economic and Social Council should be reformed to effectively assess the UN's development agenda .