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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Safety and security of United Nations and associated personnel

Report of the Secretary-General

Summary

The General Assembly, in its resolution 64/77, requested the Secretary-General to submit to it at its sixty-fifth session a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel, and on the implementation of the resolution. The present report provides updates on the safety and security of United Nations and associated personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations of the Assembly contained in resolution 64/77 that fall under its responsibility.

In addition, the present report describes the security environment in which United Nations and associated personnel work and provides the latest information on the measures taken to implement a new strategic vision for the Department of Safety and Security and strengthen the unified security structure by means of sound, well-designed and valuable security programmes and policies throughout a decentralized security management system so as to enable the United Nations system to deliver on its mandates, programmes and activities.

* A/65/150.



I. Introduction

1. In its resolution 64/77, the General Assembly requested the Secretary-General to submit to it at its sixty-fifth session a report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of that resolution. The present report provides updates on the safety and security of United Nations and associated personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations of the Assembly contained in resolution 64/77 that fall under its responsibility.

2. To fulfil the requirement that security analysis and decision-making be based on better information, the report introduces a detailed analysis of security incidents that have affected United Nations civilian personnel.¹ To do this effectively, the report aligns security incident analysis to the calendar year. To gain a better perspective, the report also compares security incidents from the first half of 2010 with incidents from the first half of 2009. Such analysis provides a clearer picture of the threats and dangers that the United Nations system faces as it delivers its mandate and programmes.

3. The report also describes the new strategic approach that the United Nations security management system and the Department of Safety and Security have taken to address the threats and dangers that the United Nations system faces in fulfilling programmes, mandates and activities. This strategic approach is exemplified in the new United Nations philosophy of “how to stay” and deliver on mandates and programmes in increasingly dangerous environments.

4. The title of the report reflects the responsibility of the United Nations security management system for over 150,000 civilian personnel of the organizations of the United Nations system in more than 170 countries. Some 30,000 civilian personnel serve at headquarters locations² and more than 120,000 civilian personnel serve in other non-headquarters duty stations, including field offices.

II. Security challenges and threats against United Nations and associated personnel

A. Personnel affected by security incidents in 2009

5. The analysis in the present report derives from better data collection and analysis that emanated from enhanced information management capabilities within the United Nations security management system, especially within the Department of Safety and Security. Accurate data analysis is essential to draw the correct conclusions about the security challenges faced by the United Nations.

¹ For the purpose of this report, the term “civilian personnel” refers to all United Nations system civilian personnel, including civilian personnel of peacekeeping missions, those appointed for short-term periods and persons employed under special contractual arrangements, such as electoral observers.

² For the purpose of this report, “headquarters locations” are defined as headquarters of the organizations of the United Nations system that are members of the United Nations security management system.

6. Some of the main facts and conclusions drawn from the analysis of significant security incidents³ in 2009 include:

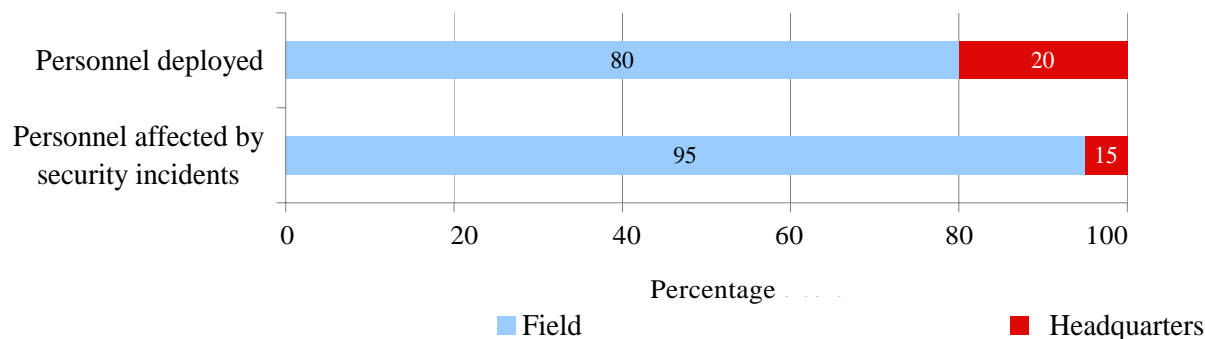
- (a) A total of 45 United Nations civilian personnel lost their lives owing to security incidents, 31 from violence and 14 from safety-related incidents;
- (b) A total of 190 civilian personnel were injured in security incidents, 110 from violence and 80 from safety-related incidents;
- (c) Terrorism was the primary cause of death from violence of United Nations civilian personnel;
- (d) Of all United Nations civilian personnel affected by security incidents, 95 per cent were based in the field;
- (e) United Nations civilian personnel based in areas designated as Security Phase 3 or above were twice as exposed to security incidents than those based in lower security phase locations;
- (f) Internationally recruited personnel were disproportionately more affected by security incidents than nationally recruited personnel;
- (g) Rates of death of United Nations civilian personnel from violence far exceed the annual homicide rates of most countries;
- (h) Female personnel are disproportionately more affected by robbery and crimes at residences than their male counterparts.

1. Significant security incidents affecting United Nations civilian personnel

7. In 2009, approximately 1,500 civilian personnel, 1 per cent of the total civilian staff, were affected by significant security incidents. This percentage is within the margins of incident statistics in most countries. Of those affected, 95 per cent were in the field and 5 per cent at headquarters locations (see figure I).

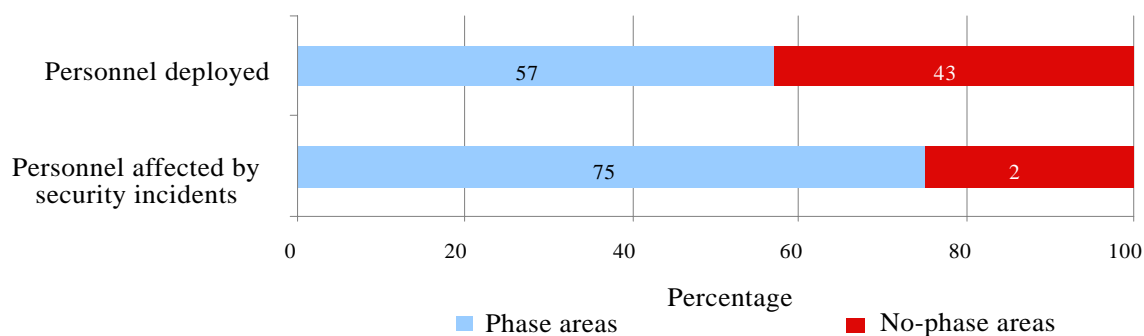
³ In this report, "significant security incidents" refers to reported incidents that adversely affect the United Nations operating environment in a significant way, including robberies, aggravated assaults, acts of intimidation and harassment and crimes against residences, as well as arrests and detentions. Minor security events affecting civilian personnel on a daily basis, involving, for example, lost and stolen identification documents, acts of misdemeanour or petty larceny, are not included. See annex I for details on all incidents.

Figure I
Personnel deployed versus personnel affected by security incidents, worldwide (2009)



8. Moreover, 57 per cent of all United Nations civilian personnel were deployed to locations with security phases in effect, and they suffered 75 per cent of the significant security incidents. This indicates that personnel operating in areas with a security phase in effect are disproportionately more exposed to significant security incidents (see figure II).

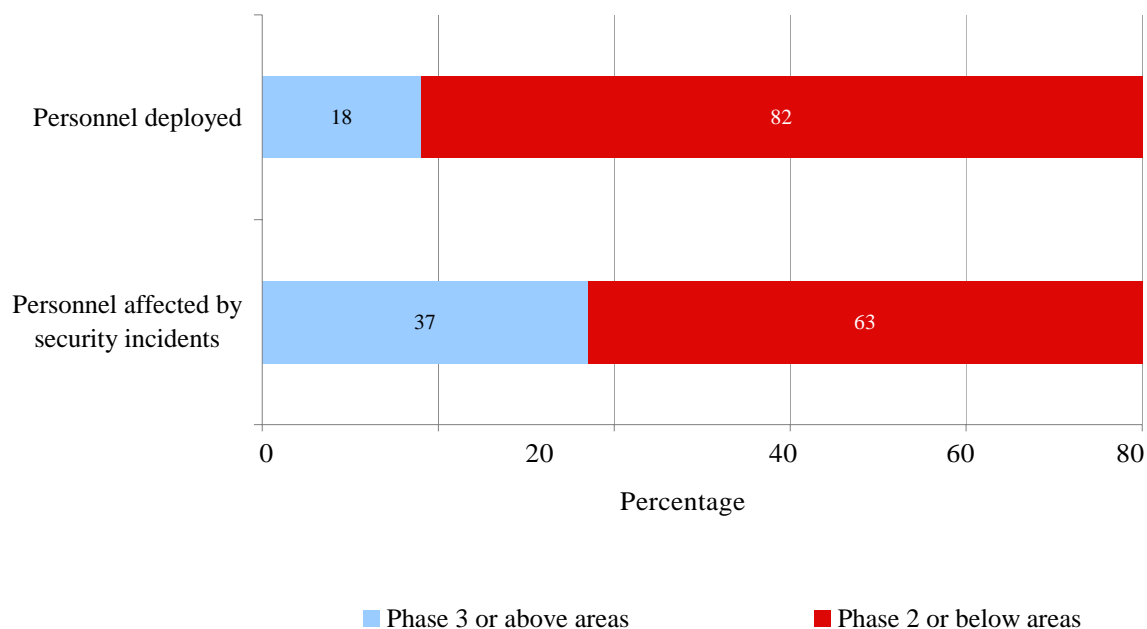
Figure II
Personnel deployed versus personnel affected by security incidents, phase areas (2009)



9. Further, 18 per cent of United Nations civilian personnel were deployed to duty stations in Security Phase 3 or above, and they suffered 37 per cent of the security incidents. This indicates that personnel operating in Phase 3 or above duty stations were twice as exposed to significant security incidents (see figure III).

Figure III

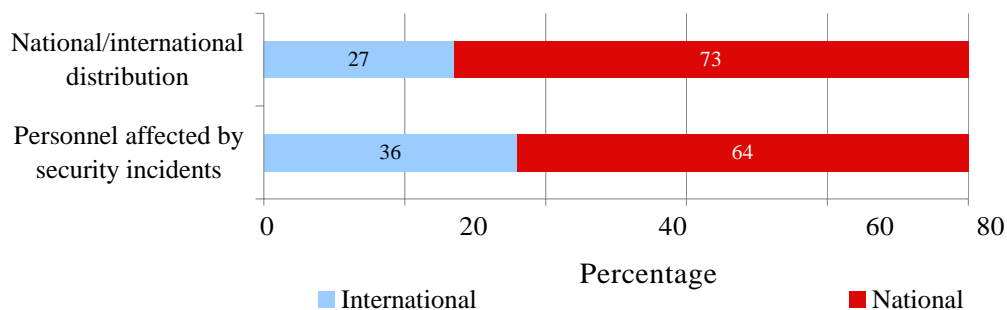
Personnel deployed versus personnel affected by security incidents, Security Phase 3 or above areas (2009)



10. Out of the 150,000 United Nations civilian personnel, approximately 27 per cent are internationally recruited, and they suffered 36 per cent of the significant security incidents. Approximately 73 per cent of civilian personnel are nationally recruited, and they suffered 64 per cent of significant security incidents. The figures indicate that, in 2009, international personnel were disproportionately more exposed to security incidents (see figure IV).

Figure IV

National and international personnel affected by security incidents (2009)

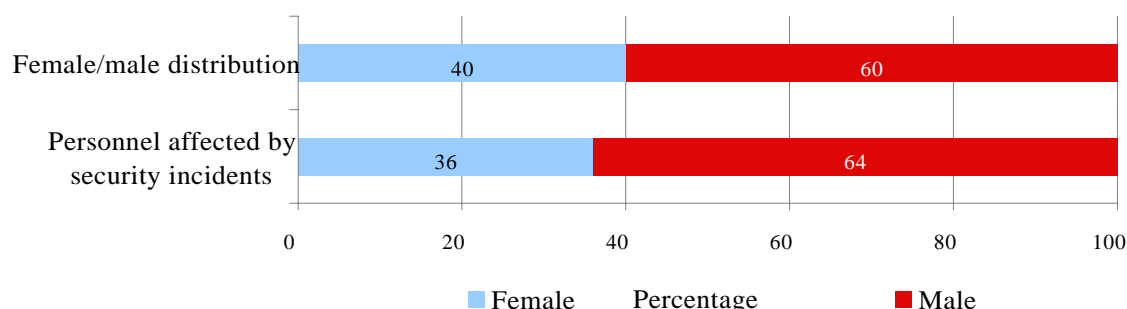


11. Female personnel comprise 40 per cent of all United Nations civilian personnel and represent 36 per cent of those affected by significant security incidents. Therefore, female personnel were not disproportionately more exposed to significant security incidents in general (see figure V). Nevertheless, female

personnel were disproportionately more affected by some types of incidents (see para. 17 and figure VII below).

Figure V

Female and male personnel affected by security incidents (2009)



12. About 45 per cent of civilian personnel affected by security incidents were engaged in activities directly related to their official functions with the United Nations when the incidents occurred. The remainder (55 per cent) were affected when they were off duty (at residences or while they were outside designated areas of operation or on leave).

2. Critical security incidents caused by violence

13. Of the 1,500 civilian personnel involved in significant security incidents in 2009, 17 per cent (257) were affected by critical incidents (resulting in deaths, injuries or abductions). Of those 257 personnel, 31 were killed and 110 injured by violence associated with terrorism, crime and armed conflict, compared with 11 killed in 2005, 12 in 2006, 34 in 2007 and 16 in 2008. These numbers clearly demonstrate the danger from violence to personnel operating in high-threat environments.

14. Of the 31 civilian personnel who died from violence in 2009, 52 per cent (16) were killed by acts of terrorism, 29 per cent (9) were killed as a result of armed conflict and 19 per cent (6) as a result of violent crime. These numbers confirm an emerging trend: from 2005 to 2008, 45 per cent of all United Nations civilian personnel killed by violence were victims of terrorist attacks. It is evident that terrorism is a major cause of death of United Nations civilian personnel and remains a primary threat.

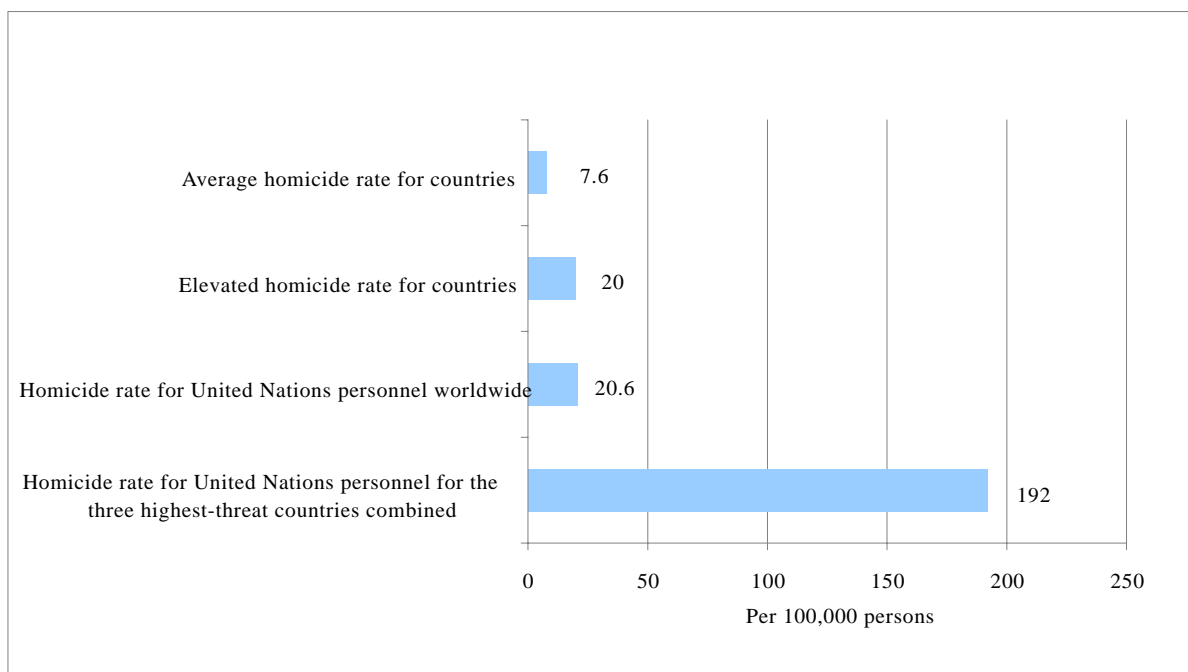
3. Comparing homicide rates

15. To illustrate further the challenging security environment that the United Nations faces, United Nations civilian casualties from violence may be compared with violent crime statistics of Member States. To compare these statistics accurately, they must be presented as the number of persons killed per 100,000 of the total "population". In 2009, the death rate from violence (the homicide rate) in

most countries was between 1 and 10 per 100,000 inhabitants.⁴ In countries experiencing elevated levels of violent crime, the homicide rate can be as high as 20 or 30 per 100,000 inhabitants. With 31 United Nations civilian personnel out of 150,000 killed by violence in 2009, the overall homicide rate for the United Nations is 20.6 per 100,000 personnel, a rate that is normally associated with countries with elevated violent crime.

16. A clearer picture of the threat of violence to United Nations civilian personnel may be made by comparing the number of personnel killed with the total number of personnel deployed to the areas where the violence occurred. Of the 31 civilian personnel killed by violence in 2009, 65 per cent (20) were killed in just three high-threat countries. Analysis of the data shows that, in 2009, the homicide rate for the United Nations for these three countries combined was 192 per 100,000 personnel (see figure VI). There was also confirmed evidence that United Nations civilian personnel were intentionally targeted in those countries owing to their employment with the United Nations. The above numbers illustrate that United Nations civilian personnel in areas of conflict, post-conflict and social unrest face similar levels of threat as the civilian populations they seek to assist.

Figure VI
Comparison of homicide rates (2009)



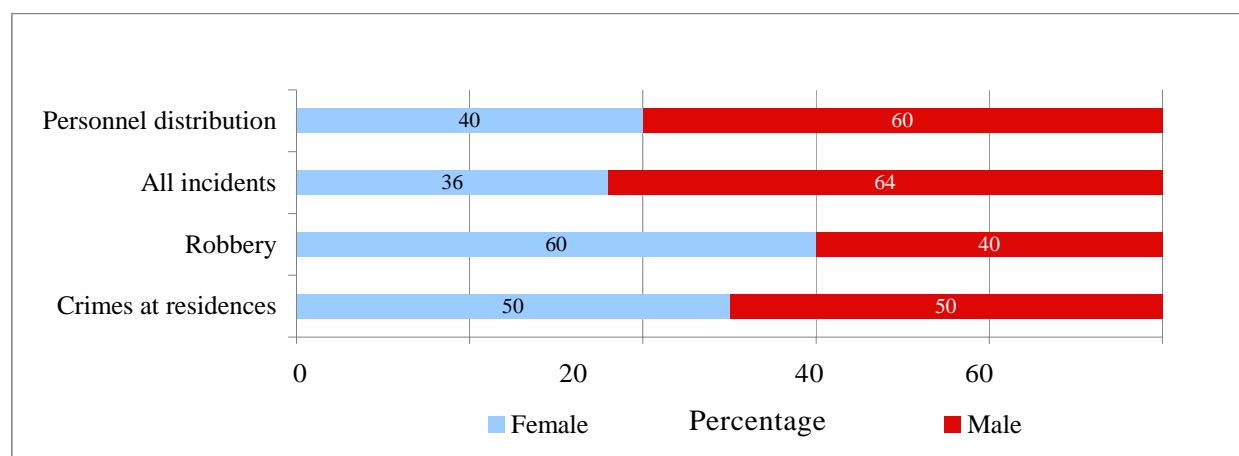
4. Other incidents of violence

17. United Nations civilian personnel were also affected by violent crime that did not result in death or injury. In 2009, 254 civilian personnel were affected by

⁴ The *Global Burden of Armed Violence* report (Geneva, Geneva Declaration Secretariat, 2008), p. 5, gives the global average homicide rate as 7.6 per 100,000, available from www.genevadeclaration.org.

robberies, 26 were affected by break-ins to their residences and 72 were subjected to aggravated assault. Although 36 per cent of civilian personnel affected by security incidents were female overall, 60 per cent of the total affected by robberies and 50 per cent of the total affected by crime against residences were females. Considering that women comprise 40 per cent of all civilian personnel, they were significantly more exposed to the above forms of violent crime than male personnel (see figure VII).

Figure VII
Gender and specific types of incident (2009)



18. In 2009, 278 United Nations civilian personnel were subjected to acts of intimidation and harassment. Of these, 34 per cent were internationally recruited personnel and 66 per cent were nationally recruited personnel. Harassment and intimidation had a greater impact on nationally recruited personnel owing to their social and family ties with local communities. Paragraph 21 and figure IX below give further information on the impact of security incidents on nationally recruited personnel.

5. Abductions

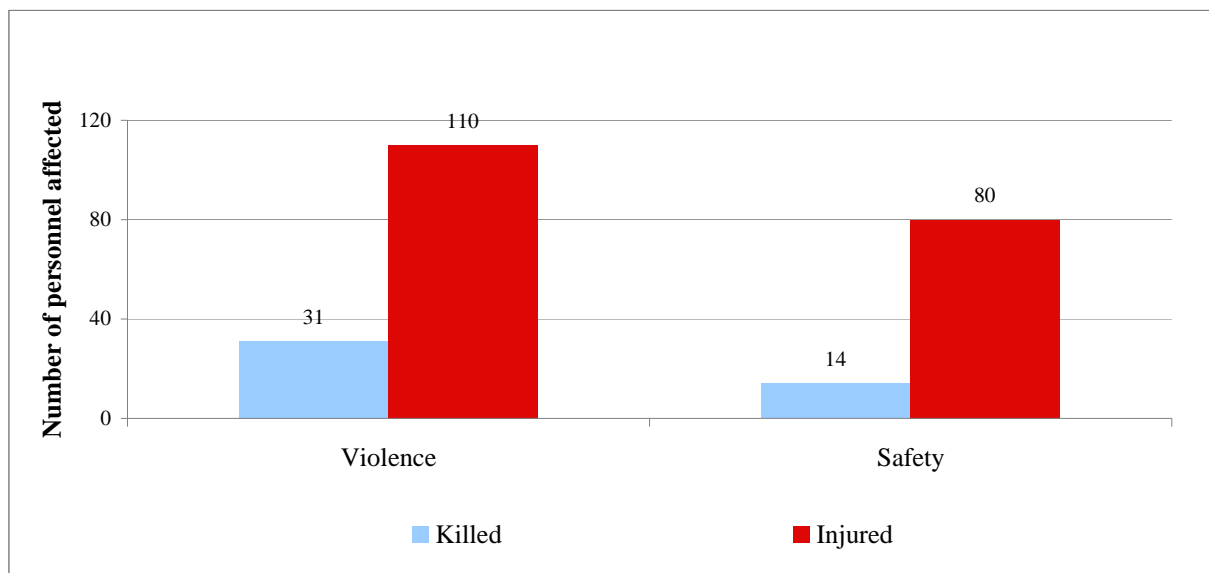
19. Abductions of United Nations civilian personnel continued, with 22 civilian personnel abducted in 2009. Abductions occurred in 11 countries, all but one with a security phase in effect. The number of personnel abducted was divided equally between internationally and nationally recruited personnel. Abductions included cases of criminally motivated kidnapping and economically and politically driven acts of hostage-taking. Two protracted hostage situations involving three United Nations civilian personnel were politically motivated. All abducted United Nations civilian personnel were released, although in some cases their captivity lasted for several months.

6. Safety-related incidents

20. Fewer United Nations civilian personnel were affected by safety-related incidents than by violence. In 2009, 14 civilian personnel lost their lives and 80 were injured in safety incidents. Of these safety-related incidents, road traffic

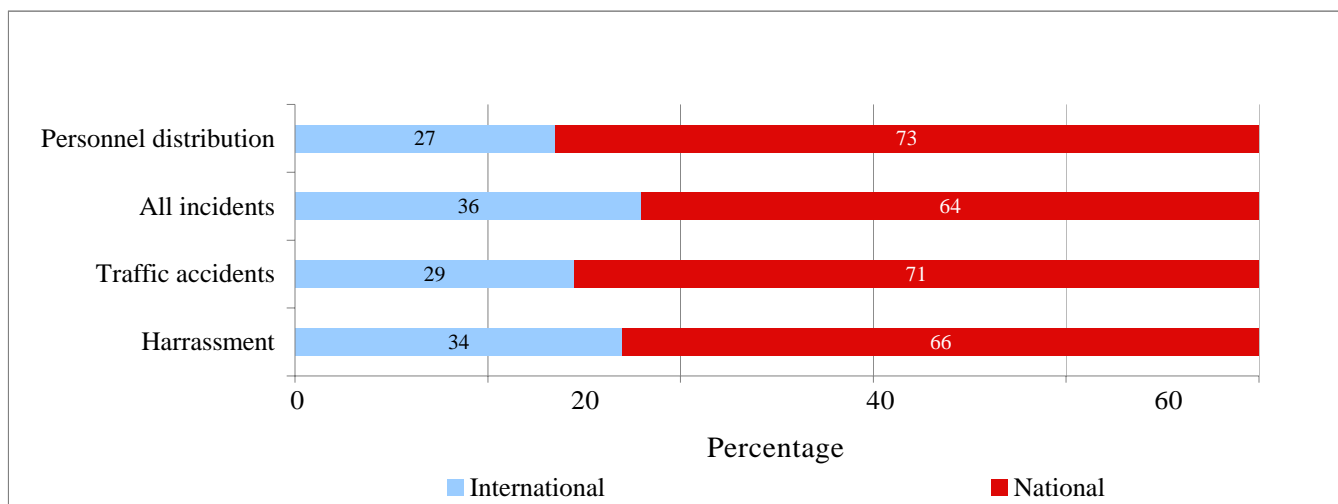
accidents caused 93 per cent (13) of the deaths and 80 per cent (64) of the injuries. Road hazards continue to be the second major cause of death and injury of United Nations civilian personnel after terrorism. The death and injury rate associated with road hazards was significantly elevated at some duty stations, particularly in conflict or post-conflict areas. Figure VIII compares the number of United Nations civilian personnel killed and injured by violence and safety incidents.

Figure VIII
Violence versus safety (2009)



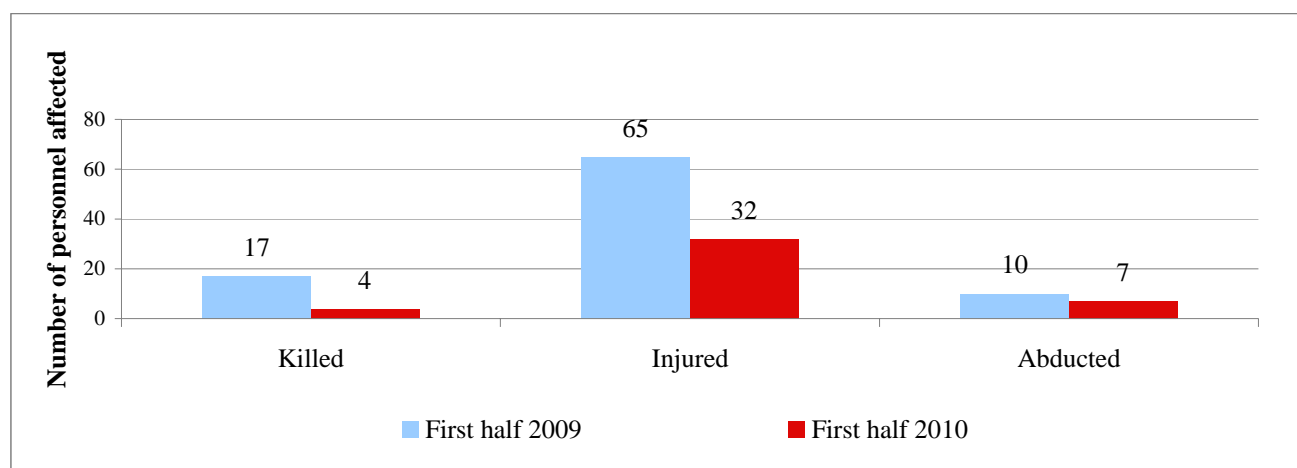
21. About 55 per cent of all casualties were associated with the use of official United Nations vehicles and the remaining 45 per cent were related to the use of private vehicles and public transportation. Internationally recruited personnel constituted 29 per cent and national personnel 71 per cent of personnel affected by road traffic accidents. Figure IX summarizes the analysis in this report regarding national and international personnel.

Figure IX

National and international personnel by specific type of incident (2009)**B. Security dynamics in 2010**

22. The above trends regarding United Nations civilian personnel affected by security incidents continued in 2010. In the first six months of 2010, 4 United Nations civilian personnel were killed (2 by acts of terrorism) and 32 civilian personnel were injured (from armed conflict and criminal violence). This compares with 17 civilian personnel killed and 65 injured during the same period in 2009. The number of civilian personnel killed or injured by violence, therefore, was significantly lower in the first half of 2010. During the first six months of 2010, 7 United Nations civilian personnel were abducted, which is marginally less than the 10 United Nations personnel abducted during the same period in 2009 (see figure X).

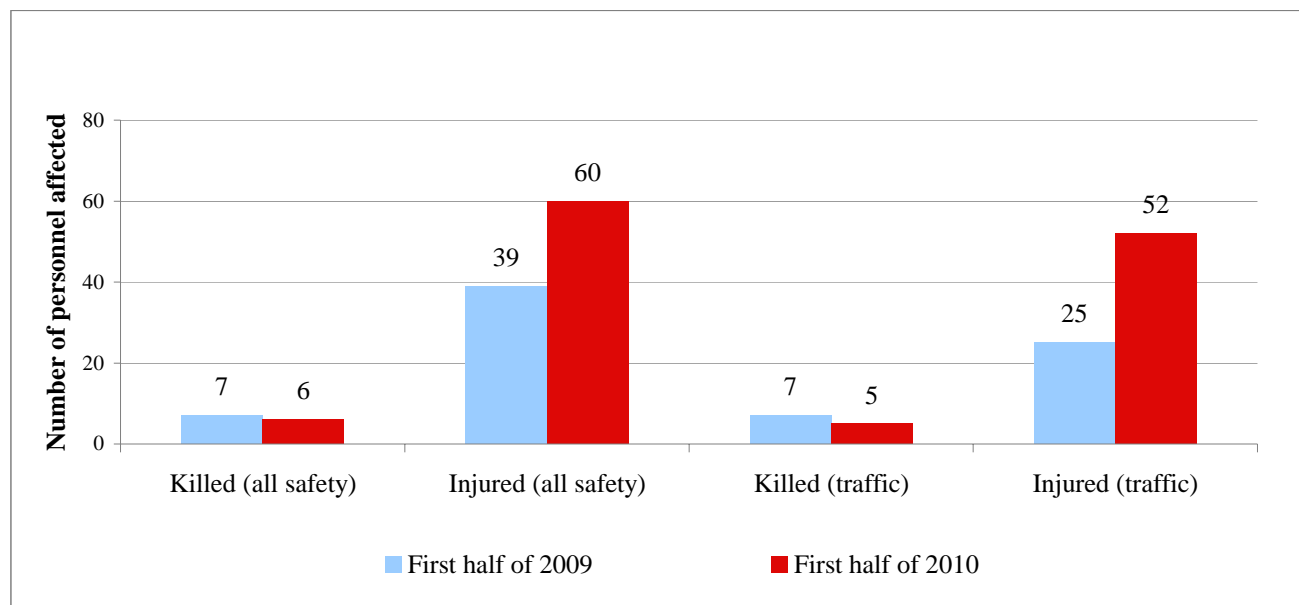
Figure X

Staff affected by violence in the first six months of 2009 and the first six months of 2010

23. During the first six months of 2010, 6 United Nations civilian personnel lost their lives and 60 were injured in safety incidents. During the same period in 2009, safety incidents killed 7 civilian personnel and injured 39, mainly through road traffic accidents. In the first six months of 2010, road traffic accidents killed 5 civilian personnel and injured 52. This compares with 7 civilian personnel killed and 25 injured from road traffic accidents during the same period in 2009 (see figure XI). Annex II to the present report contains a detailed comparison of the number of civilian personnel affected by security incidents during the first six months of 2009 and 2010.

Figure XI

Safety incidents in the first six months of 2009 and the first six months of 2010



24. Finally, 2010 saw the United Nations facing new catastrophic challenges from natural disasters. The earthquake in Haiti killed 58 United Nations civilian personnel and 43 members of the police and military contingents of the United Nations Stabilization Mission in Haiti. This tragic event, as well as others such as the earthquake in Chile, dramatically highlighted the importance of having a systematic approach to assessing the vulnerability of United Nations premises worldwide.

C. Continuing United Nations operations in high-threat environments

25. Despite many positive efforts by host Governments, the United Nations system still found itself facing significant security challenges in 2009.

26. United Nations civilian personnel were most affected by security incidents in Afghanistan, Pakistan and Somalia in 2009. In these countries, United Nations civilian personnel were affected by acts of terrorism, abductions, hostage-taking, armed conflicts, intimidation, harassment and safety incidents. These locations present extraordinary security challenges to the United Nations and remain a serious

concern, especially considering that these environments also experience complex emergencies affecting the local population. Despite increasingly direct and lethal threats, United Nations personnel continued a wide range of humanitarian and development activities in such areas as governance, infrastructure rehabilitation, protection, human rights, health, nutrition, education, shelter, water and sanitation.

27. In Chad, the Democratic Republic of the Congo and the Sudan, United Nations personnel were also affected by abductions, hostage-taking, banditry, armed conflicts, intimidation, harassment and safety incidents. In these locations, United Nations personnel were similarly involved in a wide array of critical programmes, including large humanitarian operations in highly volatile areas that were difficult to access.

28. In more than 50 countries, United Nations personnel were victims of violent crime such as robbery, aggravated assault and crime at residences. In some of these countries, United Nations personnel were also victims of kidnapping.

29. The data and analysis above demonstrate that the United Nations system is facing significant security challenges in many areas of the world where it must stay and deliver programmes. The United Nations is aware that implementing critical programmes in dangerous locations requires a modern security management system supported by adequate, predictable and sustainable resources. Without resources, and an adequate mechanism to provide emergency funding, the United Nations will be challenged to implement the new philosophy of “how to stay”. Indeed, the United Nations system has acknowledged that there should be “no programme without security” and “no security without resources”.⁵ At its most recent regular session, in June 2010, the Inter-Agency Security Management Network endorsed the principle that it costs more to operate in high-threat environments and, as such, requested that mechanisms capable of supporting the scaling up of security operations at any time should be reviewed.

III. Respect for the human rights, privileges and immunities of United Nations and other personnel

30. The United Nations security management system is based on the fundamental principle that the primary responsibility for the security and protection of United Nations personnel and their dependants and property and the Organization’s property rests with the host Government. The General Assembly, in paragraph 14 of its resolution 64/77, requested the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandates of United Nations operations, and also requested the Secretary-General to seek the inclusion, in the negotiation of headquarters and other mission agreements concerning United Nations and associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations, the Convention on the Privileges and Immunities of the Specialized Agencies and the Convention on the Safety of United Nations and Associated Personnel. Having entered into force on 19 August 2010, the Optional Protocol to the Convention on the Safety of United Nations Personnel will also be included in this regard.

⁵ See CEB/2009/1.

31. The United Nations continues the long-established practice of including provisions of the Convention on Privileges and Immunities and other clauses on the obligation of the host Government to provide safety and security to the United Nations and its personnel in host country agreements. Recently concluded status-of-forces agreements and those under negotiation by the United Nations include references to the Convention on Privileges and Immunities and the Convention on the Safety of United Nations Personnel.

32. In addition, United Nations senior officials continued to discuss with Member States issues relating to human rights, privileges and immunities and the safety and security of United Nations personnel, and to seek their support in improving the operational environment.

33. The Secretary-General hopes that Governments will, in accordance with paragraph 15 of General Assembly resolution 64/77, cooperate with the United Nations in the timely conclusion of host country agreements, including status-of-forces agreements, to ensure the inclusion of adequate provisions on the safety and security of the United Nations and its personnel, including key provisions of, inter alia, the Convention on Privileges and Immunities and the Convention on the Safety of United Nations Personnel and its Optional Protocol.

IV. Arrest and detention

34. In 2009, 163 civilian personnel were detained or arrested, 88 per cent of whom were nationally recruited personnel. Of these, 24 per cent (39 cases) of detentions were considered job related, in that personnel were detained in the course of, or in connection with, the implementation of their official duties. Most cases were resolved and the detained personnel were released within hours, days or weeks. In only two cases was the United Nations denied access to a detainee and was given no reasons for the arrests.

35. The remaining 76 per cent (124) of the cases of arrest and detention were not job related. In those cases, civilian personnel were detained on administrative or criminal charges.

V. Strengthening the United Nations security management system

A. Enhancing security collaboration between the United Nations and host Governments

36. In its resolution 64/77, the General Assembly welcomed the ongoing efforts of the Secretary-General to further enhance the United Nations security management system and invited the United Nations and, as appropriate, other humanitarian organizations to work closely with host Governments to further strengthen the analysis of threats to the safety and security of their personnel.

37. The Under-Secretary-General for Safety and Security increased contact with the authorities of Member States, at both the country level and headquarters locations, to reaffirm the fundamental principle of host Government primacy for the

responsibility for the safety and security of United Nations personnel and premises and to examine ways to facilitate cooperation between host Governments and the United Nations on security issues, including increased information-sharing. These meetings included advocating for strengthened security measures and adequate funding for security. Member States were thus informed about the strategic direction of the United Nations security management system, which includes a strong emphasis on enabling programme delivery through security risk management and building modern, transparent and information-based security systems in support of security management.

B. Significant new developments in the United Nations security management system

38. Many activities related to the United Nations security management system are guided by policies, procedures and programmes developed within the framework of the Inter-Agency Security Management Network, which brings together the security focal points of the agencies, funds, programmes and organizations that are part of the security management system. It is through this inter-agency cooperation that many new developments and innovations in United Nations security management are made possible.

39. There have been several significant developments that have transformed the United Nations security management system since the last reporting period. Common to these developments is an emphasis on a security management system that enables programme delivery by finding ways to keep required personnel where they need to be and as safe as possible. These changes emanate from the fundamental shift in mindset from “when to leave” to “how to stay”. These developments are in line with the recommendations of the report of the Independent Panel on the Safety and Security of United Nations Personnel and Premises Worldwide and the 2009 vision statement by the United Nations System Chief Executives Board for Coordination, which confirmed the important and vital role that the United Nations security management system plays in enabling the United Nations system to effectively deliver its mandates, programmes and activities.

1. The new security level system

40. The first significant development is the new security level system, which replaces the current security phase system. Although the security phase system has served as a security-management tool since 1980, it no longer fits the needs of the United Nations. It has been criticized as being too subjective, too easily affected by political and other pressures and too globally prescriptive with regard to security and administrative measures. The report of the Independent Panel recommended the replacement of the security phase system with a system in which country and area-based security measures are determined on the basis of a security risk assessment.⁶

41. In response to this need for change, the Chief Executives Board requested the Department of Safety and Security to lead a project group to develop and test a new system that could more objectively evaluate the threats in an operating environment.

⁶ Report of the Independent Panel on the Safety and Security of United Nations Personnel and Premises Worldwide, para. 197.

The project group started its work in May 2009 with representatives from the agencies, funds, programmes and organizations and various departments of the Secretariat. The project group also consulted a wide range of stakeholders at headquarters and in the field and conducted a successful pilot of the new security level system in five field locations. Subsequently, the security level system was endorsed by the Inter-Agency Security Management Network, the High-level Committee on Management and the Chief Executives Board.

42. The security level system is a significant departure from the security phase system. Under the security level system, a security level is established by conducting a structured threat assessment, using the same analytical process in all such assessments. The structured threat assessment has standardized categories of threats that are assessed using standardized variables in a uniform way. Because the security level system is transparent, repeatable and rigorous, senior managers can compare, in a meaningful way, the results of any two assessments for any two areas in the world where the United Nations system operates. In addition to establishing a security level, the structured threat assessment also gives security managers a clearer understanding of the threats they face and where the threats are most acute.

43. There are no specific security management or administrative actions (for example, security-related entitlements) linked to the security level system. Decisions about required security measures are considered later in the security risk management process, after conducting a security risk assessment. As such, security measures may be specifically designed to solve local security problems based on local security risk assessments and will not be triggered automatically based on designated levels. On 1 January 2011, the security level system will be implemented and the security phase system will be abolished.

2. Guidelines for acceptable risk

44. One of the tenets of the vision statement of the Chief Executives Board is that, in order for the United Nations to continue to carry out its mandated programmes and activities, there should be “no programme without security”. For the United Nations security management system to determine how best to fulfil the “how to stay” paradigm, guidelines for acceptable risk were developed; this represents the second significant development in the United Nations security management system, during the reporting period.

45. The guidelines for acceptable risk encompass the concept that the United Nations may accept higher levels of risk in order to implement more important programmes, so long as efforts are made to lower the risks before they are accepted. This concept means that the risks the United Nations takes are balanced with the importance of the programme (called “programme criticality”⁷). Another fundamental principle of the Guidelines is that, if the United Nations needs to take more risk to implement a critical programme, decision-making at higher levels is required.

⁷ The United Nations system is in the process of developing a clear, agreed-upon framework for decisions on programme criticality. Because programme issues are beyond the expertise and remit of the United Nations security management system, the High-level Committee on Management has established a programme working group to define the levels of programme criticality and to develop a framework for determining programme criticality.

3. Revisions of the Framework of Accountability

46. A third significant development was the revision of the Framework of Accountability for the United Nations Security Management System. The Chief Executives Board endorsed the revised Framework, which will be submitted to the sixty-fifth session of the General Assembly. Thereafter, it will be disseminated widely at headquarters and field locations, and agencies, funds, programmes and organizations will update their own internal accountability frameworks accordingly.

47. As the United Nations seeks to establish and maintain operations in insecure and unstable environments, managers responsible for security can use the Framework of Accountability to support the difficult risk management decisions they must make. The revised Framework of Accountability describes responsibilities and accountabilities in circumstances where mitigation measures must go beyond those that the host Government can reasonably be expected to provide. The Framework also clearly states that in accepting responsibility and accountability for security management, it is recognized that fatalities and/or casualties may occur, even though appropriate efforts are being made and measures implemented to reduce to an acceptable level the risks to United Nations personnel, premises and assets. The Framework of Accountability is necessary to keep the United Nations relevant and to avoid it becoming a risk-averse organization.

C. Other United Nations security management system developments

48. There were other developments and activities in the reporting period that demonstrated the strengthening of the United Nations security management system, namely related to the Executive Group on Security, security for nationally recruited personnel and finalizing the implementation of the recommendations of the report of the Independent Panel.

1. Executive Group on Security

49. The Executive Group on Security is chaired by the Under-Secretary-General for Safety and Security and comprises the most senior officials of the United Nations system.⁸ It is meant to facilitate rapid decision-making in regard to security in the event of an impasse or situations that could lead to death or serious injury. The Executive Group on Security considers both the security actions required in the light of increased security threats in many locations and which United Nations programmes and mandates should continue to function in these increasingly dangerous environments. The Under-Secretary-General for Safety and Security convened the Executive Group on Security on several occasions during the reporting period, including in response to the targeted attacks on the United Nations in Afghanistan and Pakistan.

⁸ In addition to the Under-Secretary-General for Safety and Security, the Executive Group on Security comprises the Chair of the High-level Committee on Management, the Executive Heads of the United Nations Development Programme, the United Nations Children's Fund and the World Food Programme, the Under-Secretaries-General of the Office for the Coordination of Humanitarian Affairs, the Department of Peacekeeping Operations and the Department of Field Support, as well as up to two executive heads of United Nations organizations, ideally from those with the largest operational presence in the country, under discussion.

2. Security for nationally recruited personnel

50. The security and safety of nationally recruited personnel remains an important issue for the United Nations security management system. There were a few key developments in the reporting period to address the security of nationally recruited personnel. Specific hands-on training for personnel in high-threat environments, called “Secure and safe approaches to field environments” training, was extended to include nationally recruited personnel. In addition, the increased use of more flexible minimum operating security standards based on local security risk assessments has allowed for security measures to be tailored to the specific needs under various conditions, including those of nationally recruited personnel. Further, the High-level Committee on Management has considered the issue of security for nationally recruited personnel, and a comprehensive report with recommendations on the issue will be submitted to the Committee at its fall 2010 session. In addition, the Chief Executives Board secretariat developed three brochures to inform and clarify the existing United Nations security management system and security-related entitlements for all categories of staff, including nationally recruited personnel. Organizations of the United Nations system were requested to adapt these brochures to their specific organization and include any changes in the United Nations security management system that are applicable.

3. Recommendations of the Independent Panel

51. At its most recent regular session, in June 2010, the Inter-Agency Security Management Network concluded its final examination of all the recommendations of the report of the Independent Panel, identifying the progress made so far, where progress remains to be achieved and which recommendations require no further action. The Network concluded that action had been taken on all the recommendations that fell within the remit of the United Nations security management system, and the recommendations have either been completed or are in the process of being completed. Further, it was agreed within the Network that there was a need to move forward, in the aftermath of the recommendations of the Independent Panel, to examine innovative ways to further develop the United Nations security management system that will serve the United Nations system efficiently and effectively in the future.

VI. Achievements of the Department of Safety and Security

52. The Department of Safety and Security provides leadership, operational support and oversight for the United Nations security management system, and continues to promote a United Nations system-wide culture of accountability for staff security. It continues to advance its strategic vision of a modern, professional security department that supports designated officials and security management teams, who are the principal security managers in the field. In its lead role, the Department achieved significant progress in the areas of management review, information analysis and management policy, compliance, stress counselling, training and field support.

53. In line with one key recommendation of the report of the Independent Panel, the Department of Safety and Security conducted a management review in 2009 with the purpose of better defining roles and responsibilities, with clear lines of

accountability, and identifying working methods and organizational structures that privilege the field. The management review also considered recommendations from the Chief Executives Board, the High-level Committee on Management, the Office of Internal Oversight Services and the requirements of the Secretary-General for a unified security structure. Discussions with agencies, funds, programmes and organizations also informed the review process. The review embraced a new strategic vision for the Department, one that reconciled new threat paradigms while enabling the delivery of essential United Nations programmes. Subsequently, additional resources were provided to allow the Department to implement the required changes.

54. The Department continued to move forward on improving its capacity for information analysis. One key area in this regard is the expansion of its Security Information Operation Centres in designated field locations where the security challenges facing the United Nations are most acute. The proper staffing of these Centres provides security professionals and senior security managers with the vital information they need to make decisions on how to manage security risks and how to achieve programme goals.

55. In addition to progress in information analysis, the Department has also increased its capacity in the management of information. The Department now has a Web portal that contains all necessary security policies and other security-related information for security professionals, managers and staff. There are twice the number of users from two years ago, and the number of security clearance requests processed through the Web portal has also increased by 38 per cent over the previous reporting period. The Web portal also supports a number of new security information management systems, including the new security level system, the compliance information management system and the premises vulnerability questionnaire.

56. The premises vulnerability questionnaire is an innovation designed to achieve a precise picture of the number of United Nations premises globally and to systematically assess their vulnerability. Until this initiative, there was no accurate way of establishing the number of facilities the United Nations was occupying. The premises vulnerability questionnaire process collected information on 4,800 locations and established a vulnerability index for well over 3,700 locations through a simple multiple-choice questionnaire. The Department is using this data to identify at which locations the United Nations is most vulnerable.

57. Security policies must conform to the risk management philosophy that is the foundation of the United Nations security management system. In this regard, the Department has started to replace the current *Field Security Handbook*, which was disseminated in 2006 as the system-wide policy document for the United Nations security management system, with a new Security Policy Manual. The new Security Policy Manual is posted on the United Nations security managers information network website to allow for incremental changes and revisions of policies and to permit easy access for security officials, managers and professionals to all security policies, directives, procedures and guidance in one location.

58. In addition to developing policy, the Department also tracks compliance with it. During the reporting period, the Department continued to provide the United Nations security management system with a compliance evaluation capacity, as well as identifying strategies for strengthening the compliance and monitoring process.

In addition to regular compliance missions, the Department started conducting compliance readiness review missions. The idea behind the new readiness reviews is to send compliance officers to the field on short notice to obtain a clear and accurate snapshot of how the local security management system works on a day-to-day basis. The purpose of the readiness reviews is to give local security managers factual advice on what is needed without the pressure of a full compliance mission.

59. Another area of important work in the Department is the development, implementation and evaluation of security training for United Nations security officials, security professionals and staff. Key to the United Nations achieving its goals is the proper training of designated officials and security management teams, and this programme continued to be an important focus in 2009. Of higher priority, however, was special training to prepare for the launch of the new security level system. The Department trained 1,002 personnel from 136 duty stations on the security level system, with a special focus on countries with the most difficult security challenges (such as Afghanistan, Iraq, Pakistan and the Sudan). On a pilot basis, the Department created a training cell in Nairobi to provide specialized and timely security training for the United Nations in Africa, the Middle East and Asia.

60. During this reporting period, the Department also focused its training activities on two areas of vulnerability (see sect. II above): security for women and hostage incident management. In regard to enhancing security for women, the Inter-Agency Security Management Network endorsed a security training package for women for use system-wide. With regard to hostage incident management training, the Department implemented a new programme in which agencies, funds, programmes and organizations now host hostage incident management courses to which they may send a large number of their security advisers for training.

61. In addition to hostage incident management training, during the reporting period the Department responded to all hostage and kidnapping incidents that affected United Nations personnel, some simultaneously. In each case, Department crisis management procedures were enacted, including the designation of a hostage incident manager and the redeployment of security coordination officers from their regular duties to serve as supporting operations officers. In addition, hostage incident management teams, including trained security officers and stress counsellors from within the United Nations security management system, were deployed to assist designated officials and security personnel with the incidents. All incidents were resolved satisfactorily.

62. Although the statistics on security incidents provide a picture of the number of personnel directly affected by violence and accidents globally, many more personnel are indirectly affected by these often traumatic events. As the United Nations delivers programmes in some of the most dangerous places in the world, the mental well-being of the personnel operating in these environments must be considered. The Department provides preliminary support for personnel affected by traumatic events. During this reporting period, the Department's counsellors conducted stress-management training sessions and counselled personnel in 31 countries.

63. During the Haiti earthquake, nine counsellors deployed to support the Staff Counselling Unit of the United Nations Stabilization Mission in Haiti to provide emergency psychosocial services, including emotional first aid, to 3,214 personnel. The agencies, funds, programmes and organizations also deployed counsellors to provide emergency psychosocial support to their respective personnel. In addition, a

large number of personnel were assisted during the terrorist attacks against the United Nations system in Afghanistan and Pakistan and the hostage incidents in Darfur. Despite their limited number, and the huge demand for crisis and emergency interventions throughout the year, the Department's counsellors promoted inter-agency collaboration through a significant number of preventative activities, including preparedness-building, training and managerial consultation.

64. Another aspect of the Department's role in helping the United Nations to manage security risks is the management of the Security and Safety Services at 11 duty stations around the world, including at United Nations Headquarters, offices away from Headquarters, the regional commissions and the International Tribunals,⁹ for which the Department provided overall policy standardization and direction, operational guidance and technical support. The Department provided advice and guidance concerning safety and security at large United Nations conferences throughout the world, and established system-wide close protection standards and procedures and a close protection security training programme to standardize the minimum competencies for United Nations security officers assigned to close protection duties throughout the United Nations system.

65. For the United Nations common system, the Department worked closely with other inter-agency bodies, including the Human Resources Network and the High-level Committee on Management, to foster a better understanding of the United Nations security management system. It also worked with the International Civil Service Commission with respect to hazard pay and the security component of duty station classification for the purpose of hardship allowance.

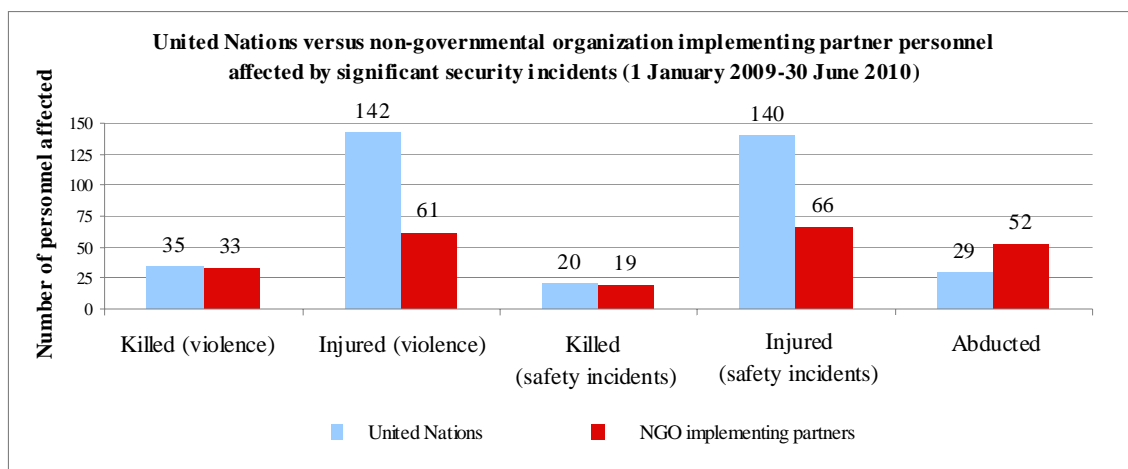
VII. Security collaboration between the United Nations and non-governmental organizations

66. Information received by the Department shows that non-governmental organization (NGO) personnel faced similar security challenges to those faced by United Nations personnel, underscoring the importance of collaboration on security matters between the United Nations and NGOs. Although reporting on incidents affecting NGOs in general is not standardized, the information received from United Nations NGO implementing partners¹⁰ shows that, from 1 January 2009 to 30 June 2010, 33 personnel from implementing partners were killed by violence, compared with 35 United Nations personnel killed by violence during the same period. Further, 19 implementing partner personnel were killed and 66 injured in safety incidents, and 61 implementing partner personnel were injured by violence. During the same period, 52 implementing partner personnel were abducted, compared with 29 United Nations personnel abducted during the same period (see figure XII). Annex III provides details about personnel of implementing partners affected by significant security incidents.

⁹ United Nations Headquarters in New York, United Nations Office at Geneva, United Nations Office at Vienna, United Nations Office at Nairobi, Economic Commission for Africa, Economic and Social Commission for Western Asia, Economic and Social Commission for Asia and the Pacific, Economic Commission for Latin America and the Caribbean, International Tribunal for the Former Yugoslavia, International Criminal Tribunal for Rwanda and United Nations Assistance to the Khmer Rouge Trials.

¹⁰ Implementing partner is defined as an NGO that has entered into an agreement with a United Nations system organization to implement a particular project or programme.

Figure XII



67. There were significant achievements during the reporting period regarding security collaboration in the humanitarian community. Foremost among these achievements were the continued efforts to promote the “Saving Lives Together” framework for United Nations and NGO security collaboration. In addition, the Department of Safety and Security collected and disseminated essential security information in collaboration with over 80 international NGOs on a daily basis. This liaison served as an effective link on security matters between the United Nations and other crisis responders. As testimony to their appreciation for these efforts, the Department of Safety and Security, on behalf of the United Nations, was the recipient of an NGO consortium’s annual security advisory group distinguished service award in 2010.

68. The Department collaborated with the Inter-Agency Standing Committee Steering Group on Security to convene the first Saving Lives Together conference in October 2009. Participants included representatives from the United Nations humanitarian agencies, the International Committee of the Red Cross and NGOs. The conference resulted in a commitment by all parties towards working together to create a conducive environment for delivering humanitarian action and a number of recommendations to enhance the implementation of the Saving Lives Together concept and strategy. The conference produced a road map for the revision and implementation of the Saving Lives Together framework with a strong commitment by all parties.

69. To undertake a revision of the Saving Lives Together framework, the Inter-Agency Standing Committee Steering Group on Security established a joint United Nations/NGO task force, chaired by the Department of Safety and Security. The aim of the task force is to simplify the revision process and provide a staged approach to the implementation of Saving Lives Together. The revised Saving Lives Together framework streamlines security collaboration in the field and provides far greater guidance on implementation. It will be launched in September 2010.

70. Saving Lives Together has demonstrated its utility for both the United Nations and NGOs without compromising their respective mandates or the neutrality of humanitarian efforts. While it was widely assumed that the United Nations had a mandate to collaborate on security with NGOs, it was not until Saving Lives

Together was formalized that a framework for collaboration, coordination and cooperation between the United Nations and NGOs was officially recognized by the General Assembly. It should be noted that the activities of the Department of Safety and Security in support of Saving Lives Together are funded by extrabudgetary contributions, in accordance with the guidance of the Inter-Agency Security Management Network. Donor support to ensure the sustainability of these efforts, however, remains elusive.

VIII. Observations and recommendations

71. I remain concerned by the number of United Nations and associated personnel affected by security incidents, and I am deeply disturbed by the trend of politically and criminally motivated targeting of humanitarian relief workers.

72. United Nations and associated personnel are frequently confronted with threats from terrorism, armed conflict, crime, abduction, harassment and intimidation, and they are asked to work under extremely difficult circumstances. I continue to be gravely concerned about the long-term trend in deliberate targeting of United Nations and associated personnel.

73. I am greatly distressed by the death of 31 United Nations civilian personnel from acts of violence and 14 from safety-related incidents in 2009. I am also deeply distressed by the 190 United Nations civilian personnel injured by security incidents in the same year. I am further distressed by the death and injury of other humanitarian relief personnel.

74. I wish to highlight the benefit to the United Nations security management system of having a refined approach to information collection and analysis in regard to security threats and risk in general, and security incidents in particular. I encourage more objective and fact-based security risk management decisions within the United Nations system.

75. I am encouraged by the steps taken to strengthen the United Nations security management system, and I am very optimistic that the development of the new security level system, the guidelines for acceptable risk and the revised Framework of Accountability further enhances the United Nations security management system. It is clear that the United Nations must balance the risks it must take with the critical programmes it must deliver.

76. I am grateful for the support in addressing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide. I am satisfied that those recommendations falling within the remit of the United Nations security management system have now been addressed, including the management review of the Department of Safety and Security. I also recognize the efforts made by the Inter-Agency Security Management Network to continue to move forward and focus the United Nations security management system on future ways to enable programmes and mandates.

77. I call on Member States to continue observing the internationally agreed principles on the protection of United Nations and associated personnel. I wish to emphasize that to conduct critical humanitarian activities, and to operate in

often high-threat environments, including conflict situations, United Nations and associated personnel will be exposed to higher risks. I am obliged to stress that managing these risks in key locations in the world will require security investments commensurate with programme needs.

78. I call upon Member States to support the concept that the United Nations security management system must be focused on enabling critical programme activities by managing the risks to personnel.

79. I am encouraged by the latest developments in the refinement and implementation of the Saving Lives Together framework and other steps to improve security collaboration between the United Nations and NGOs. I reiterate my call to Member States, as both hosts and donors, to provide full support to this important security initiative.

80. I request all Member States that have not already done so to ratify or accede to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel.

81. I hope Member States will continue to facilitate administrative, visa and customs issues for United Nations personnel and programmes, particularly for humanitarian emergencies and high-threat environments.

82. On behalf of all United Nations personnel, I wish to express my deep appreciation to the Member States for their ongoing support to the Department of Safety and Security, and I am optimistic that the system-wide steps taken to strengthen a pragmatic approach to safety and security issues will continue.

83. On behalf of the United Nations, I wish to express my deep condolences to the families of all United Nations and associated personnel, and all humanitarian personnel, who lost their lives in the line of duty, and I highly commend those who continue to work under challenging and dangerous conditions.

84. I wish to recommend that the General Assembly remain seized of this issue and continue its support to the United Nations security management system.

United Nations civilian personnel affected by security incidents, 1 January to 31 December 2009

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Internationally recruited personnel</i>	<i>Nationally recruited personnel</i>	<i>Male personnel</i>	<i>Female personnel</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Personnel who lost their lives as a result of acts of violence	31	8	23	27	4	9	Terrorism (16), crime (6), armed conflict (9)
Personnel who lost their lives as a result of safety-related incidents	14	5	9	13	1	11	Traffic accident (13), other accident (1)
Personnel injured as a result of acts of violence	110	28	82	82	28	31	Terrorism (21), crime (65), armed conflict (24)
Personnel injured as a result of safety-related incidents	80	22	58	57	23	27	Traffic accident (64), other accident (16)
Abduction ^a of personnel	22	11	11	18	4	11	No security phase (1), security phase (21), of which Security Phase 3 or above (11)
Robbery ^b of personnel	254	108	146	110	144	70	No security phase (96), security phase (158), of which Security Phase 3 or above (39)
Residence break-in ^c	26	7	19	13	13	17	No security phase (6), security phase (20), of which Security Phase 3 or above (9)
Aggravated assault ^d of personnel	72	29	43	43	29	31	No security phase (10), security phase (62), of which Security Phase 3 or above (33)
Burglary ^e of residence	436	209	227	257	179	82	No security phase (160), security phase (276), of which Security Phase 3 or above (118)
Intimidation ^f of personnel	249	82	167	150	99	50	No security phase (40), security phase (209), of which Security Phase 3 or above (120)
Harassment ^g of personnel	29	12	17	19	10	19	No security phase (10), security phase (19), of which Security Phase 3 or above (10)
Arrest ^h and detention of personnel	163	20	143	154	9	31	No security phase (7), security phase (156), of which Security Phase 3 or above (102)
Total	1 486	541	945	943	543		

(Footnotes on following page)

(Footnotes to Annex I)

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- ^a Act of restraint through the use or threat of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.
 - ^b Act or instance of unlawfully taking property by the use of violence or threat of violence.
 - ^c Unauthorized and forceful entry with intent to commit a felony or crime aggravated by use of force and/or physical assault.
 - ^d Unlawful act which places personnel in fear of immediate bodily harm or battery.
 - ^e Unauthorized and forceful entry with intent to commit a felony or crime.
 - ^f Act of making timid or fearful or of deterring by threats.
 - ^g Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose causing substantial emotional distress.
 - ^h Acts executed by State actors.

Annex II

Comparison of security incidents that affected United Nations civilian personnel, first six months of 2009 and 2010

<i>Category of security incident</i>	<i>First six months of 2009</i>	<i>First six months of 2010</i>
Personnel who lost their lives as a result of acts of violence	17	4
Personnel who lost their lives as a result of safety-related incidents	7	6
Personnel who lost their lives as a result of natural disasters	—	58
Personnel injured as a result of acts of violence	65	32
Personnel injured as a result of safety-related incidents	39	60
Abduction of personnel	10	7
Robbery of personnel	117	161
Residence break-in	17	13
Aggravated assault of personnel	27	47
Burglary of residence of personnel	212	240
Intimidation of personnel	141	170
Harassment of personnel	12	7
Arrest and detention of personnel	88	112
Total	752	917

Annex III

Critical and severe security incidents affecting personnel of United Nations non-governmental organization implementing partners, 1 January 2009 to 30 June 2010^a

<i>Category of security incident affecting non-governmental organization implementing partners</i>	<i>Number of personnel affected</i>
Personnel who lost their lives as a result of acts of violence	33
Personnel who lost their lives as a result of safety-related incidents	19
Personnel injured as a result of acts of violence	61
Personnel injured as a result of safety-related incidents	66
Abduction of personnel	52
Missing personnel	4
Total	235

^a As reported to the Department of Safety and Security.