



## General Assembly

Distr.  
GENERAL

A/RES/52/167  
18 February 1998

---

Fifty-second session  
Agenda item 20

### RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

[*without reference to a Main Committee (A/52/L.45/Rev.1 and Rev.1/Add.1)*]

#### **52/167. Safety and security of humanitarian personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Deeply concerned* by the growing number of complex humanitarian emergencies, in particular armed conflicts and post-conflict situations, in the last few years, which have dramatically increased the loss of human lives, suffering of victims, flows of refugees and internally displaced persons, as well as material destruction, which disrupt the development efforts of countries affected, particularly those of developing countries,

*Conscious* of the need for the international community to assist and protect the affected civilian population, including refugees and internally displaced persons, in complex humanitarian emergencies, in particular armed conflicts and post-conflict situations,

*Conscious also* of the great importance of humanitarian and other recovery and rehabilitation assistance in post-conflict situations, the voluntary return and reintegration of refugees and internally displaced persons, the return to civilian life of former combatants and the re-establishment of respect for human rights, the need to ensure a smooth transition from relief to rehabilitation and the promotion of economic and social development,

*Taking note* of the statement by the President of the Security Council of 19 June 1997,<sup>1</sup> and the views expressed during the open debate at the 3778th meeting of the Security Council on 21 May 1997, on protection for humanitarian assistance to refugees and others in conflict situations,

---

<sup>1</sup> S/PRST/1997/34; see *Resolutions and Decisions of the Security Council, 1997*.

*Noting* the role that a permanent international criminal court could play in bringing to justice those responsible for serious violations of international humanitarian law, and commending in this respect resolution 51/207 of 17 December 1996 on the establishment of a permanent international criminal court,

*Aware* that humanitarian operations are generally implemented through close cooperation among Governments and the United Nations, its agencies, other international organizations and non-governmental organizations,

*Commending* the courage of those who take part in humanitarian operations, often at great personal risk,

*Deploring* the rising toll of casualties among humanitarian personnel in complex humanitarian emergencies, in particular armed conflicts and post-conflict situations, as well as the physical violence and harassment to which those participating in humanitarian operations are too frequently exposed,

1. *Strongly stresses* the urgent need to ensure respect for and promotion of principles and norms of international humanitarian law, including those related to the safety and security of humanitarian personnel, both international and local;

2. *Strongly condemns* any act or failure to act which obstructs or prevents humanitarian personnel from discharging their humanitarian functions, or which entails their being subjected to threats, the use of force or physical attack frequently resulting in injury or death;

3. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular armed conflicts and post-conflict situations, in countries where humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

4. *Calls upon* all Governments and parties in countries where humanitarian personnel are operating to take all possible measures to ensure that the lives and well-being of humanitarian personnel are respected and protected;

5. *Reaffirms* the necessity for all humanitarian personnel to respect the national laws of the countries in which they are operating;

6. *Urges* all States to ensure that any threat or act of violence committed against humanitarian personnel on their territory is fully investigated and to take all appropriate measures, in accordance with international law and national legislation, to ensure that the perpetrators of such acts are prosecuted;

7. *Welcomes* the opportunity to discuss the respect for and security of humanitarian personnel at the First Periodical Meeting on International Humanitarian Law, to be held at Geneva in January 1998, and invites all States parties to the Geneva Conventions of 12 August 1949<sup>2</sup> to take an active part in that meeting;

8. *Encourages* all States to become parties to and to fully respect the provisions of the relevant international instruments, including the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994,<sup>3</sup>

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970 to 973.

<sup>3</sup> Resolution 49/59, annex.

9. *Requests* the Secretary-General to present a report to the General Assembly at its fifty-third session on the safety and security situation of all humanitarian personnel and measures to be taken to improve it, taking into account the views of Governments, the Inter-Agency Standing Committee, other relevant humanitarian actors, as well as the United Nations Security Coordinator.

*73rd plenary meeting  
16 December 1997*



## General Assembly

Distr.  
GENERAL

A/RES/53/87  
27 January 1999

---

Fifty-third session  
Agenda item 20

### RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

[without reference to a Main Committee (A/53/L.62 and Add.1)]

#### **53/87. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* its resolutions 52/167 of 16 December 1997 on the safety and security of humanitarian personnel and 52/126 of 12 December 1997 on the protection of United Nations personnel, and taking note of Commission on Human Rights resolution 1998/37 of 17 April 1998,<sup>1</sup>

*Welcoming* agreed conclusions 1998/1 adopted by the Economic and Social Council at the humanitarian affairs segment of its substantive session of 1998,<sup>2</sup>

*Concerned* by the increasingly difficult context in which humanitarian assistance takes place in some areas, in particular the continuous erosion, in many cases, of respect for the principles and rules of international humanitarian law,

---

<sup>1</sup> See *Official Records of the Economic and Social Council, 1998, Supplement No. 3 (E/1998/23)*, chap. II, sect. A.

<sup>2</sup> *Official Records of the General Assembly, Fifty-third Session, Supplement No. 3 (A/53/3)*, chap. VII.

*Welcoming* the upcoming fiftieth anniversary of the Geneva Conventions of 12 August 1949<sup>3</sup> as an opportunity to raise awareness for humanitarian issues, in particular the need to promote, respect and ensure respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the growing number of complex humanitarian emergencies, in particular armed conflicts and post-conflict situations, in the last few years, which have dramatically increased the loss of human lives, suffering of victims, flows of refugees and internally displaced persons, as well as material destruction, which disrupt the development efforts of countries affected, in particular those of developing countries,

*Taking note* of the statements by the President of the Security Council of 19 June 1997<sup>4</sup> and 29 September 1998,<sup>5</sup> the report of the Secretary-General on protection for humanitarian assistance to refugees and others in conflict situations,<sup>6</sup> and the views expressed during the open debate in the Security Council on 29 September 1998 on protection for humanitarian assistance to refugees and others in conflict situations,<sup>7</sup>

*Welcoming* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter of the United Nations as a war crime in the Rome Statute of the International Criminal Court, adopted on 17 July 1998<sup>8</sup> by the Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court, held at Rome from 15 June to 17 July 1998, and noting the role that the Court could play in bringing to justice those responsible for serious violations of international humanitarian law,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk,

*Strongly deploring* the rising toll of casualties among humanitarian personnel and United Nations personnel in complex humanitarian emergencies, in particular armed conflicts and post-conflict situations, and strongly condemning the acts of physical violence and harassment to which those participating in humanitarian operations are too frequently exposed,

*Aware* that humanitarian operations are generally implemented through close cooperation among Governments and the United Nations, its agencies and other international organizations, and Governments and non-governmental organizations,

---

<sup>3</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>4</sup> S/PRST/1997/34; see *Resolutions and Decisions of the Security Council, 1997*.

<sup>5</sup> S/PRST/1998/30; see *Resolutions and Decisions of the Security Council, 1998*.

<sup>6</sup> *Official Records of the Security Council, Fifty-third Year, Supplement for July, August and September 1998*, document S/1998/883.

<sup>7</sup> See S/PV.3932. For the final text, see *Official Records of the Security Council, Fifty-third Year, 3932nd meeting*.

<sup>8</sup> A/CONF.183/9.

*Guided* by the relevant provisions on protection contained in the Convention on the Privileges and Immunities of the United Nations,<sup>9</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>10</sup> and the Convention on the Safety of United Nations and Associated Personnel,<sup>11</sup>

1. *Takes note* of the report of the Secretary-General entitled “Respect for the privileges and immunities of officials of the United Nations and the specialized agencies and related organizations: safety and security of humanitarian personnel and protection of United Nations personnel”;<sup>12</sup>

2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international humanitarian law, including those related to the safety and security of humanitarian personnel and United Nations personnel;

3. *Also urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations personnel, to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations, and to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity, in accordance with the relevant conventions referred to in the present resolution and applicable international humanitarian law;

4. *Encourages* all States to become parties to and to respect fully the provisions of the relevant international instruments, including the Convention on the Safety of United Nations and Associated Personnel;<sup>11</sup>

5. *Calls upon* all States to provide adequate and prompt information concerning the arrest or detention of humanitarian personnel and United Nations personnel, to allow independent medical teams to investigate the health of those detained and to afford them the necessary medical assistance;

6. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, to consider ways and means to strengthen the protection of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, notably by seeking the inclusion, in negotiations 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,<sup>9</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>10</sup> and the Convention on the Safety of United Nations and Associated Personnel;

7. *Also requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to ensure that security matters are an integrated part of the planning for an operation and

---

<sup>9</sup> Resolution 22 A (I).

<sup>10</sup> Resolution 179 (II).

<sup>11</sup> Resolution 49/59, annex.

<sup>12</sup> A/53/501.

that such precautions extend to all United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation;

8. *Further requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed and suitably trained so as to enhance their security and effectiveness in accomplishing their functions;

9. *Calls upon* all States to consider signing and ratifying the Rome Statute of the International Criminal Court;<sup>8</sup>

10. *Strongly condemns* any act or failure to act which obstructs or prevents humanitarian personnel and United Nations personnel from discharging their humanitarian functions, or which entails their being subjected to threats, the use of force or physical attack frequently resulting in injury or death;

11. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular armed conflicts and post-conflict situations, in countries where humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

12. *Reaffirms* the necessity for humanitarian personnel and United Nations personnel to be properly informed, *inter alia*, by their sponsoring organizations of the scope of their activities and the standards that they are required to meet, including those contained in relevant domestic and international law, and suitably trained so as to enhance their security and effectiveness in accomplishing their functions;

13. *Also reaffirms* the necessity for all humanitarian personnel to respect the national laws of the countries in which they are operating;

14. *Urges* all States to ensure that any threat or act of violence committed against humanitarian personnel on their territory is fully investigated and to take all appropriate measures, in accordance with international law and national legislation, to ensure that the perpetrators of such acts are prosecuted;

15. *Welcomes* the establishment by the Secretary-General of the Trust Fund for Security of personnel of the United Nations system in the field and encourages all States to contribute to the Trust Fund;

16. *Notes* the discussions on the respect for and security of humanitarian personnel at the first periodical meeting on international humanitarian law, held at Geneva in January 1998, and of the report of the President of that meeting;

17. *Requests* the Secretary-General to present a report to the General Assembly at its fifty-fourth session on the safety and security situation of humanitarian personnel and protection of United Nations personnel and measures to be taken to improve it, taking into account the views of Governments, the Inter-Agency Standing Committee, other relevant humanitarian actors and the United Nations Security Coordinator.

*81st plenary meeting  
7 December 1998*



## General Assembly

Distr.  
GENERAL

A/RES/54/192  
21 February 2000

---

Fifty-fourth session  
Agenda item 20

### RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

*[without reference to a Main Committee (A/54/L.70)]*

#### **54/192. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* its resolutions 53/87 of 7 December 1998 on safety and security of humanitarian personnel and protection of United Nations personnel, 52/167 of 16 December 1997 on safety and security of humanitarian personnel and 52/126 of 12 December 1997 on protection of United Nations personnel,

*Welcoming* agreed conclusions 1999/1 adopted by the Economic and Social Council at the humanitarian affairs segment of its substantive session of 1999,<sup>1</sup>

*Taking note* of the report of the Secretary-General on protection of civilians in armed conflicts,<sup>2</sup> Security Council resolution 1265 (1999) of 17 September 1999 and the recommendations made therein, the

---

<sup>1</sup> A/54/3, chap. VI, para. 5. For the final text, see *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 3 (A/54/3/Rev.1)*.

<sup>2</sup> A/54/619 and S/1999/957; see *Official Records of the Security Council, Fifty-fourth Year, Supplement for July, August and September 1999*, document S/1999/957.

statement of the President of the Security Council of 12 February 1999<sup>3</sup> and the range of views expressed during the open debates of the Security Council on 12 February 1999<sup>4</sup> and 16 and 17 September 1999,<sup>5</sup> on protection of civilians in armed conflicts, and bearing in mind the statements made by the President of the Council on 19 June 1997<sup>6</sup> and 29 September 1998,<sup>7</sup> on protection for humanitarian assistance to refugees and others in conflict situations, as well as the statement made by the President of the Council on 8 July 1999<sup>8</sup> on maintenance of peace and security and post-conflict peace-building,

*Recalling* the fiftieth anniversary on 12 August 1999 of the Geneva Conventions of 12 August 1949,<sup>9</sup> which reaffirmed the need to promote and ensure respect for the principles and rules of international humanitarian law,

*Noting with satisfaction* the entry into force on 15 January 1999 of the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994,<sup>10</sup>

*Deeply concerned* by the growing number of complex humanitarian emergencies in the last few years, in particular in armed conflicts and in post-conflict situations, which have dramatically increased the loss of human lives, in particular of civilians, the suffering of victims, flows of refugees and internally displaced persons, as well as material destruction, which disrupt the development efforts of countries affected, in particular those of developing countries,

*Concerned* by the increasingly difficult context in which humanitarian assistance takes place in some areas, in particular the continuous erosion, in many cases, of respect for the principles and rules of international humanitarian law,

*Strongly deploring* the rising toll of casualties among national and international humanitarian personnel and United Nations and its associated personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, and strongly condemning the acts of murder and other forms of physical violence, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as acts of destruction and looting of their property,

---

<sup>3</sup> S/PRST/1999/6; see *Resolutions and Decisions of the Security Council, 1999*.

<sup>4</sup> See S/PV.4046, S/PV.4046 (Resumption 1), S/PV.4046 (Resumption 1) and Corr.2 and S/PV.4046 (Resumption 2). For the final text, see *Official Records of the Security Council, Fifty-fourth Year, 4046<sup>th</sup> meeting*.

<sup>5</sup> See S/PV.3977 and S/PV.3978. For the final text, see *Official Records of the Security Council, Fifty-fourth Year, 3977<sup>th</sup> and 3978<sup>th</sup> meetings*.

<sup>6</sup> S/PRST/1997/34; see *Resolutions and Decisions of the Security Council, 1997*.

<sup>7</sup> S/PRST/1998/30; see *Resolutions and Decisions of the Security Council, 1998*.

<sup>8</sup> S/PRST/1999/21; see *Resolutions and Decisions of the Security Council, 1999*.

<sup>9</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>10</sup> Resolution 49/59, annex.

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and its associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Urging* all other parties involved in armed conflicts, in compliance with their obligations under the 1949 Geneva Conventions and the Additional Protocols thereto,<sup>11</sup> to ensure the security and protection of all humanitarian personnel and United Nations and its associated personnel,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and its associated personnel is a factor that increasingly restricts the ability of the Organization to provide assistance and protection to civilians in fulfilment of its mandate and Charter,

*Recognizing* the fundamental requirement that consideration be given to incorporating into all new and ongoing United Nations field operations appropriate modalities for the safety and security of humanitarian personnel and United Nations and its associated personnel,

*Emphasizing* the need to give further consideration to the safety and security of locally recruited humanitarian personnel and United Nations and its associated personnel, who count for the majority of casualties,

*Welcoming* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter of the United Nations as a war crime in the Rome Statute of the International Criminal Court, adopted on 17 July 1998,<sup>12</sup> and noting the role that the Court could play in bringing to justice those responsible for serious violations of international humanitarian law,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk,

*Guided* by the relevant provisions on protection contained in the Convention on the Privileges and Immunities of the United Nations,<sup>13</sup> the Convention on the Privileges and Immunities of the Specialized Agencies,<sup>14</sup> the Convention on the Safety of United Nations and Associated Personnel, the Fourth Geneva Convention of 12 August 1949<sup>15</sup> and Additional Protocols of 8 June 1977<sup>11</sup> and Protocol II to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980,<sup>16</sup>

---

<sup>11</sup> United Nations, *Treaty Series*, vol. 1125, Nos. 17512 and 17513.

<sup>12</sup> A/CONF.183/9.

<sup>13</sup> Resolution 22 A (I).

<sup>14</sup> Resolution 179 (II).

<sup>15</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>16</sup> See *The United Nations Disarmament Yearbook*, vol. 5: 1980 (United Nations publication, Sales No. E.81.IX.4), appendix VII.

1. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international humanitarian law, as well as relevant provisions of human rights law related to the safety and security of humanitarian personnel and United Nations personnel;
2. *Also urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and its associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
3. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries where humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
4. *Strongly condemns* any act or failure to act which obstructs or prevents humanitarian personnel and United Nations personnel from discharging their humanitarian functions, or which entails their being subjected to threats, the use of force or physical attack frequently resulting in injury or death, and affirms the need to hold accountable those who commit such acts;
5. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation and to continue to consider ways and means to strengthen the protection of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, notably by seeking the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and its associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations,<sup>13</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>14</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>10</sup>
6. *Urges* all States to ensure that any threat or act of violence committed against humanitarian personnel on their territory is fully investigated and to take all appropriate measures, in accordance with international law and national legislation, to ensure that the perpetrators of such acts are prosecuted;
7. *Also urges* all States to provide adequate and prompt information in the event of arrest or detention of humanitarian personnel or United Nations personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and further urges all States to take the necessary measures to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity, in accordance with the relevant conventions referred to in the present resolution and applicable international humanitarian law;
8. *Calls upon* all States to consider signing and ratifying the Rome Statute of the International Criminal Court;<sup>12</sup>

9. *Reaffirms* the obligation of all humanitarian personnel and United Nations and its associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

10. *Requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to ensure that security matters are an integral part of the planning for existing and newly mandated United Nations operations and that such precautions extend to all United Nations and its associated personnel;

11. *Also requests* the Secretary-General, in consultation with United Nations agencies and other relevant international organizations, to compile examples of best practices, obstacles encountered and lessons learned with regard to the safety and security of humanitarian personnel and United Nations personnel, to ensure that this information is widely disseminated in the field and to include in his comprehensive report to it at its fifty-fifth session on the subject of the present resolution detailed information in this regard;

12. *Further requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about the conditions under which they are called to operate, including relevant customs and traditions in the host country, and the standards that they are required to meet, including those contained in relevant domestic and international law, and that adequate training in security, human rights and humanitarian law, as well as stress counselling, are provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

13. *Encourages* all States to contribute to the Trust Fund for Security of personnel of the United Nations system, and welcomes the inclusion of security components in the consolidated appeals to advance the cause of inter-agency security coordination;

14. *Recognizes* the need to strengthen the Office of United Nations Security Coordinator and the need for a full time Security Coordinator to enable the Office to enhance its capacity in the discharge of its duties, in consultation with the Office for the Coordination of Humanitarian Affairs of the Secretariat and appropriate agencies within the Inter-Agency Standing Committee;

15. *Encourages* all States to become parties to and respect fully their obligations under the relevant international instruments, including the Convention on the Safety of United Nations and Associated Personnel;

16. *Welcomes* the addendum on the safety and security of United Nations and humanitarian personnel to the Secretary-General's report on strengthening of the coordination of emergency humanitarian assistance of the United Nations,<sup>17</sup> and requests the Secretary-General to submit to it at its fifty-fifth session a comprehensive report on the safety and security situation of humanitarian personnel and protection of United Nations personnel, including an account of the measures taken by Governments and the United Nations in prevention of and in response to all individual security incidents involving the arrest, hostage-taking or death of United Nations and its associated personnel;

---

<sup>17</sup> A/54/154/Add.1–E/1999/94/Add.1.

17. *Recognizes* the urgency to consult further to address the recommendations contained in the above-mentioned addendum, to that end requests the Secretary-General to submit by May 2000, for its consideration during its fifty-fourth session, a report containing a detailed analysis and recommendations addressing the scope of legal protection under the 1994 Convention on the Safety of United Nations and Associated Personnel, and in this regard takes note of the report of the Secretary-General on protection of civilians in armed conflicts<sup>2</sup> and the range of views expressed during the open debates of the Security Council on 12 February 1999<sup>4</sup> and 16 and 17 September 1999,<sup>5</sup> on protection of civilians in armed conflicts.

*84th plenary meeting  
17 December 1999*



# General Assembly

Distr.: General  
7 March 2001

**Fifty-fifth session**  
Agenda item 20

## Resolution adopted by the General Assembly

[without reference to a Main Committee (A/55/L.64 and Add.1)]

### **55/175. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* its resolutions 53/87 of 7 December 1998 and 54/192 of 17 December 1999 on safety and security of humanitarian personnel and protection of United Nations personnel, as well as resolutions 52/167 of 16 December 1997 on safety and security of humanitarian personnel and 52/126 of 12 December 1997 on protection of United Nations personnel,

*Taking note* of the report of the Secretary-General on protection of civilians in armed conflicts,<sup>1</sup> and of Security Council resolutions 1265 (1999) of 17 September 1999 and 1296 (2000) of 19 April 2000 and the recommendations made therein, as well as the statements by the President of the Security Council of 30 November 1999 on the role of the Security Council in the prevention of armed conflicts,<sup>2</sup> of 13 January 2000 on humanitarian assistance to refugees in Africa,<sup>3</sup> of 9 February 2000 on protection of United Nations personnel, associated personnel and humanitarian personnel in conflict zones,<sup>4</sup> and of 9 March 2000 on humanitarian aspects of issues before the Security Council,<sup>5</sup> and in this context also noting the range of views expressed during all open debates of the Security Council on these issues,

*Taking note also* of the report of the Panel on United Nations Peace Operations<sup>6</sup> and the report of the Secretary-General on the implementation of that report,<sup>7</sup>

<sup>1</sup> A/54/619 and S/1999/957.

<sup>2</sup> S/PRST/1999/34; see *Resolutions and Decisions of the Security Council, 1999*.

<sup>3</sup> S/PRST/2000/1; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>4</sup> S/PRST/2000/4; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>5</sup> S/PRST/2000/7; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>6</sup> See A/55/305-S/2000/809.

<sup>7</sup> A/55/502.

*Reaffirming* the need to promote and ensure respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the growing number of complex humanitarian emergencies in the past few years, in particular in armed conflicts and in post-conflict situations, which have dramatically increased the loss of human lives, in particular of civilians, the suffering of victims, flows of refugees and internally displaced persons, as well as material destruction, which disrupt the development efforts of the countries affected, in particular those of developing countries,

*Concerned* by the increasingly difficult context in which humanitarian assistance takes place in some areas, in particular the continuous erosion, in many cases, of respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and its associated personnel at the field level, and mindful of the need to improve the current security management system in order to improve their safety and security,

*Strongly deploring* the rising toll of casualties among national and international humanitarian personnel and United Nations and its associated personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* the acts of murder and other forms of violence, rape and sexual assault, intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of their property,

*Strongly condemning also* all recent incidents in many parts of the world in which humanitarian personnel have been deliberately targeted, and expressing profound regret at the deaths of all United Nations and other personnel involved in the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and its associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Urging* all other parties involved in armed conflicts, in compliance with their obligations under the 1949 Geneva Conventions<sup>8</sup> and the Additional Protocols thereto, of 8 June 1977,<sup>9</sup> to ensure the security and protection of all humanitarian and United Nations and its associated personnel,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and its associated personnel is a factor that increasingly restricts the ability of the Organization to provide assistance and protection to civilians in fulfilment of its mandate and Charter,

*Welcoming* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with

---

<sup>8</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>9</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

the Charter as a war crime in the Rome Statute of the International Criminal Court, adopted on 17 July 1998,<sup>10</sup> and noting the role that the Court could play in bringing to justice those responsible for serious violations of international humanitarian law,

*Noting* that the Convention on the Safety of United Nations and Associated Personnel, which entered into force on 15 January 1999,<sup>11</sup> has been ratified by 46 Member States as at the present date,

*Reaffirming* the fundamental requirement that appropriate modalities for the safety and security of humanitarian and United Nations and its associated personnel be incorporated into all new and ongoing United Nations field operations,

*Emphasizing* the need to give further consideration to the safety and security of locally recruited humanitarian personnel, who account for the majority of casualties, and United Nations and its associated personnel,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk,

*Guided* by the relevant provisions on protection contained in the Convention on the Privileges and Immunities of the United Nations of 13 February 1946,<sup>12</sup> the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947,<sup>13</sup> the Convention on the Safety of United Nations and Associated Personnel, the Fourth Geneva Convention of 12 August 1949<sup>14</sup> and the Additional Protocols,<sup>9</sup> and Amended Protocol II<sup>15</sup> to the Convention on Prohibitions and Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980,<sup>16</sup>

1. *Takes note* of the report of the Secretary General on safety and security of United Nations personnel;<sup>17</sup>

2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international humanitarian law, as well as relevant provisions of human rights law related to the safety and security of humanitarian personnel and United Nations personnel;

3. *Also urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and its associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure

<sup>10</sup> A/CONF.183/9.

<sup>11</sup> Resolution 49/59, annex.

<sup>12</sup> Resolution 22 A (I).

<sup>13</sup> Resolution 179 (II).

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>15</sup> CCW/CONF.I/16 (Part I), annex B.

<sup>16</sup> See *The United Nations Disarmament Yearbook*, vol. 5: 1980 (United Nations publication, Sales No. E.81.IX.4), appendix VII.

<sup>17</sup> A/55/494.

the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Strongly condemns* any act or failure to act which obstructs or prevents humanitarian personnel and United Nations personnel from discharging their humanitarian functions, or which entails being subjected to threats, the use of force or physical attack frequently resulting in injury or death, and affirms the need to hold accountable those who commit such acts and, for that purpose, the need to enact national legislation, as appropriate;

6. *Urges* all States to ensure that any threat or act of violence committed against humanitarian personnel on their territory is fully investigated and to take all appropriate measures, in accordance with international law and national legislation, to ensure that the perpetrators of such acts are prosecuted;

7. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation and to continue to consider ways and means in which to strengthen the protection of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, notably by seeking the inclusion, in negotiations of headquarter and other mission agreements concerning United Nations and its associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations,<sup>12</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>13</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>11</sup>

8. *Calls upon* all States to provide adequate and prompt information in the event of arrest or detention of humanitarian personnel or United Nations personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity, in accordance with the relevant conventions referred to in the present resolution and applicable international humanitarian law;

9. *Calls upon* all other parties involved in armed conflicts, in compliance with their obligations under the 1949 Geneva Conventions<sup>8</sup> and the Additional Protocols thereto,<sup>9</sup> to ensure the safety and protection of humanitarian personnel and United Nations and its associated personnel, to refrain from abducting or detaining them in violation of their immunity under relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm, any abductee or detainee;

10. *Calls upon* all States to consider signing and ratifying the Rome Statute of the International Criminal Court;<sup>10</sup>

11. *Reaffirms* the obligation of all humanitarian personnel and United Nations and its associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

12. *Calls upon* all States to promote a climate of respect for the security of United Nations and humanitarian personnel;

13. *Requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to ensure that security matters are an integral part of the planning for existing and newly mandated United Nations operations and that such precautions extend to all United Nations and its associated personnel;

14. *Also requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about the conditions under which they are called to operate, including relevant customs and traditions in the host country, and the standards that they are required to meet, including those contained in relevant domestic and international law, and that adequate training in security, human rights and humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

15. *Stresses* the need to ensure that all United Nations staff members receive adequate security training prior to their deployment to the field, the need to attach a high priority to the improvement of stress counselling services available to United Nations staff members, including through the implementation of a comprehensive security and stress management training programme for United Nations staff throughout the system, and the need to make available to the Secretary-General the means for this purpose;

16. *Encourages* all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System;

17. *Reaffirms* the need to strengthen the Office of the United Nations Security Coordinator, and in this regard expresses its appreciation for the recommendation of the Secretary-General to appoint a full-time Security Coordinator so as to enable the Office to enhance its capacity in the discharge of its duties, in consultation with the Office for the Coordination of Humanitarian Affairs of the Secretariat and appropriate agencies within the Inter-Agency Standing Committee, and calls for expeditious consideration of the recommendation;

18. *Recognizes* the need for a strengthened and comprehensive security management system for the United Nations system, both at headquarter and field level, and requests the United Nations system, as well as Member States, to take all appropriate measures needed to that end;

19. *Encourages* all States to become parties to and respect fully their obligations under the relevant international instruments, including the Convention on the Safety of United Nations and Associated Personnel;

20. *Takes note* of the report of the Secretary-General on the scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel,<sup>18</sup> and decides that the Sixth Committee shall consider the report at the fifty-sixth session of the General Assembly, under an item entitled "Scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel";

---

<sup>18</sup> A/55/637.

21. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the Convention on the Privileges and Immunities of the United Nations and the Convention on the Privileges and Immunities of the Specialized Agencies, which have been ratified so far by 140 States and 106 States, respectively;

22. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and its associated personnel, calls upon States to consider signing and ratifying the 1998 Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations,<sup>19</sup> and encourages them, pending the entry into force of the Convention, to facilitate, consistent with their national laws and regulations, the use of communications equipment in such operations;

23. *Requests* the Secretary-General to submit to it at its fifty-sixth session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the present resolution, including an account of the measures taken by Governments and the United Nations to prevent and respond to all individual security incidents that involve United Nations and its associated personnel.

*86th plenary meeting  
19 December 2000*

---

<sup>19</sup> United Nations Treaty registration No. 27688.



# General Assembly

Distr.: General  
19 February 2002

**Fifty-sixth session**  
Agenda item 20

## Resolution adopted by the General Assembly

[without reference to a Main Committee (A/56/L.64 and Add.1)]

### **56/217. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* its resolutions 53/87 of 7 December 1998, 54/192 of 17 December 1999 and 55/175 of 19 December 2000 on safety and security of humanitarian personnel and protection of United Nations personnel, as well as resolutions 52/167 of 16 December 1997 on safety and security of humanitarian personnel and 52/126 of 12 December 1997 on protection of United Nations personnel,

*Taking note* of the report of the Secretary-General on the protection of civilians in armed conflict<sup>1</sup> and of Security Council resolutions 1265 (1999) of 17 September 1999 and 1296 (2000) of 19 April 2000 and the recommendations made therein, as well as the statements by the President of 30 November 1999, on the role of the Security Council in the prevention of armed conflicts,<sup>2</sup> 13 January 2000, on humanitarian assistance to refugees in Africa,<sup>3</sup> 9 February 2000, on protection of United Nations personnel, associated personnel and humanitarian personnel in conflict zones,<sup>4</sup> and 9 March 2000, on humanitarian aspects of issues before the Security Council,<sup>5</sup> and in this context also noting the range of views expressed during all open debates of the Security Council on these issues,

*Taking note also* of the report of the Special Committee on Peacekeeping Operations,<sup>6</sup> as well as the report of the Special Committee<sup>7</sup> on the report of the

<sup>1</sup> S/2001/331.

<sup>2</sup> S/PRST/1999/34; see *Resolutions and Decisions of the Security Council, 1999*.

<sup>3</sup> S/PRST/2000/1; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>4</sup> S/PRST/2000/4; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>5</sup> S/PRST/2000/7; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>6</sup> A/55/1024 and Corr.1.

<sup>7</sup> A/C.4/55/6.

Panel on United Nations Peace Operations<sup>8</sup> and the report of the Secretary-General on the implementation of the report of the Panel,<sup>9</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the growing number of complex humanitarian emergencies in the past few years, in particular in armed conflicts and in post-conflict situations, which have dramatically increased the loss of human lives, in particular of civilians, the suffering of victims, flows of refugees and internally displaced persons, as well as material destruction, which disrupt the development efforts of the countries affected, in particular those of developing countries,

*Concerned* by the increasingly difficult context in which humanitarian assistance takes place in some areas, in particular the continuous erosion, in many cases, of respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, and mindful of the need to improve the current security management system in order to improve their safety and security,

*Strongly deploring* the rising toll of casualties among national and international humanitarian personnel and United Nations and associated personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* the acts of murder and other forms of violence, rape and sexual assault, intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of their property,

*Strongly condemning also* all incidents in many parts of the world in which humanitarian personnel have been deliberately targeted, and expressing profound regret at the deaths of all United Nations and other personnel involved in the provision of humanitarian assistance,

*Reaffirming* that ensuring the safety and security of United Nations personnel constitutes an underlying duty of the Organization, which must be based on a necessary cost-sharing arrangement with the relevant agencies, funds and programmes within the United Nations system,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Urging* all other parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>10</sup> and the obligations applicable to them under the

---

<sup>8</sup> See A/55/305-S/2000/809.

<sup>9</sup> A/55/502.

<sup>10</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

Additional Protocols thereto, of 8 June 1977,<sup>11</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the ability of the Organization to provide assistance and protection to civilians in fulfilment of its mandate and Charter,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court, adopted on 17 July 1998,<sup>12</sup> and noting the role that the Court could play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Noting* that the Convention on the Safety of United Nations and Associated Personnel, which entered into force on 15 January 1999,<sup>13</sup> has been ratified by fifty-five Member States as at the present date,

*Mindful* of the need to promote universality of the Convention on the Safety of United Nations and Associated Personnel,

*Reaffirming* the fundamental requirement that appropriate modalities for the safety and security of humanitarian personnel and United Nations and associated personnel be incorporated into all new and ongoing United Nations field operations,

*Increasingly concerned* at the need to ensure adequate levels of safety and security for United Nations personnel and humanitarian personnel and a culture of accountability at all levels, from the highest to the lowest, throughout the United Nations system, and in this regard commending the recent efforts by the United Nations agencies, funds and programmes aimed at the improvement of security management and training of their personnel,

*Commending* the courage and commitment of those who take part, often at great personal risk, in humanitarian operations, especially of locally recruited staff,

*Guided* by the relevant provisions on protection contained in the Convention on the Privileges and Immunities of the United Nations of 13 February 1946,<sup>14</sup> the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947,<sup>15</sup> the Convention on the Safety of United Nations and Associated Personnel, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949<sup>16</sup> and the Additional Protocols to the Geneva Conventions, and Amended Protocol II of 3 May 1996<sup>17</sup> to the Convention on Prohibitions and Restrictions on the Use of Certain Conventional Weapons

---

<sup>11</sup> Ibid., vol. 1125, Nos. 17512 and 17513.

<sup>12</sup> A/CONF.183/9.

<sup>13</sup> Resolution 49/59, annex.

<sup>14</sup> Resolution 22 A (I).

<sup>15</sup> Resolution 179 (II).

<sup>16</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>17</sup> CCW/CONF.I/16 (Part I), annex B.

Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980,<sup>18</sup>

1. *Takes note with appreciation* of the report of the Secretary-General on the safety and security of humanitarian personnel and protection of United Nations personnel;<sup>19</sup>

2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, as well as the relevant provisions of human rights and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;

3. *Also urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Strongly condemns* any act or failure to act, contrary to international law, which obstructs or prevents humanitarian personnel and United Nations personnel from discharging their humanitarian functions, or which entails being subjected to threats, the use of force or physical attack, frequently resulting in injury or death, and affirms the need to hold accountable those who commit such acts and, for that purpose, the need to enact national legislation, as appropriate;

6. *Urges* all States to ensure that any threat or act of violence committed against humanitarian personnel on their territory is fully investigated and to take all appropriate measures, in accordance with international law and national law, to ensure that the perpetrators of such acts are duly prosecuted;

7. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation and to continue to consider ways and means in which to strengthen the protection of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, notably by seeking the inclusion, in negotiations of headquarter 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,<sup>14</sup> the Convention on the Privileges and Immunities of the Specialized

---

<sup>18</sup> See *The United Nations Disarmament Yearbook*, vol. 5, 1980 (United Nations publication, Sales No. E.81.IX.4), appendix VII.

<sup>19</sup> A/56/384 and Corr.1.

Agencies<sup>15</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>13</sup>

8. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and associated personnel engaged in United Nations peacekeeping and peace-building operations;

9. *Recommends* that the Secretary-General continue to seek the inclusion of relevant provisions of the Convention on the Safety of United Nations and Associated Personnel in the status-of-forces or status-of-mission agreements concluded by the United Nations;

10. *Calls upon* all States to provide adequate and prompt information in the event of arrest or detention of humanitarian personnel or United Nations personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity, in accordance with the relevant conventions referred to in the present resolution and applicable international humanitarian law;

11. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel;

12. *Calls upon* all other parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the 1949 Geneva Conventions<sup>10</sup> and the obligations applicable to them under the Additional Protocols thereto,<sup>11</sup> to ensure the safety and protection of humanitarian personnel and United Nations and associated personnel, to refrain from abducting or detaining them in violation of their immunity under relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm, any abductee or detainee;

13. *Encourages* all States to become parties to and respect fully their obligations under the relevant international instruments, including the Convention on the Safety of United Nations and Associated Personnel;

14. *Calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>12</sup>

15. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

16. *Calls upon* all States to promote a climate of respect for the security of United Nations and humanitarian personnel;

17. *Requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to ensure that security matters are an integral part of the planning for existing and newly mandated United Nations operations and that such precautions extend to all United Nations and associated personnel;

18. *Also requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about the conditions under which they are called upon to operate, including relevant customs

and traditions in the host country, and the standards that they are required to meet, including those contained in relevant domestic and international law, and that adequate training in security, human rights and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

19. *Emphasizes* the need to give further consideration to the safety and security of locally recruited humanitarian personnel, who account for the majority of casualties, and United Nations and associated personnel;

20. *Requests* the Office of the United Nations Security Coordinator to continue to play a central role in promoting increased cooperation and collaboration among agencies, funds and programmes in the planning and implementation of measures aimed at improving staff security training and awareness;

21. *Stresses* the need to ensure that all United Nations staff members receive adequate security training, including physical and psychological training, prior to their deployment to the field, the need to attach a high priority to the improvement of stress and trauma counselling services available to United Nations staff members, including through the implementation of a comprehensive security and stress and trauma management training, support and assistance programme for United Nations staff throughout the system, before, during and after missions, and the need to make available to the Secretary-General the means for this purpose;

22. *Encourages* all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System;

23. *Reaffirms* the need to strengthen the Office of the United Nations Security Coordinator, and in this regard reiterates the need for the appointment of a full-time Security Coordinator, at the appropriate level, so as to enable the Office to enhance its capacity in the discharge of its duties, in consultation with the Office for the Coordination of Humanitarian Affairs of the Secretariat and appropriate agencies within the Inter-Agency Standing Committee, and calls for expeditious consideration of this recommendation;

24. *Recognizes* the need for a strengthened and comprehensive security management system for the United Nations system, both at the headquarters and the field level, and requests the United Nations system, as well as Member States, to take all appropriate measures needed to that end;

25. *Also recognizes* the need for enhanced coordination and cooperation, both at the headquarters and the field level, between the United Nations security management system and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field;

26. *Welcomes* the establishment, in accordance with resolution 56/89 of 12 December 2001, of an Ad Hoc Committee open to all Member States or members of the specialized agencies or of the International Atomic Energy Agency, to consider the recommendations made by the Secretary-General in his report on measures to strengthen and enhance the protective legal regime for United Nations and associated personnel;<sup>20</sup>

---

<sup>20</sup> See A/55/637.

27. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the Convention on the Privileges and Immunities of the United Nations and the Convention on the Privileges and Immunities of the Specialized Agencies, which have been ratified so far by one hundred and forty-five States and one hundred and seven States, respectively;

28. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider signing and ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>21</sup> and encourages them, pending the entry into force of the Convention, to facilitate, consistent with their national laws and regulations, the use of communications equipment in such operations;

29. *Requests* the Secretary-General to submit to it at its fifty-seventh session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the present resolution, including the progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents that involve United Nations and associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

*91st plenary meeting  
21 December 2001*

---

<sup>21</sup> United Nations, *Treaty Series*, vol. 1586, No. 27688.



# General Assembly

Distr.: General  
3 March 2003

**Fifty-seventh session**  
Agenda item 21

## Resolution adopted by the General Assembly

[without reference to a Main Committee (A/57/L.66 and Add.1)]

### **57/155. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* its resolutions 53/87 of 7 December 1998, 54/192 of 17 December 1999, 55/175 of 19 December 2000 and 56/217 of 21 December 2001 on safety and security of humanitarian personnel and protection of United Nations personnel, as well as resolutions 52/167 of 16 December 1997 on safety and security of humanitarian personnel and 52/126 of 12 December 1997 on protection of United Nations personnel, and Economic and Social Council resolution 2002/32 of 26 July 2002,

*Taking note* of the reports of the Secretary-General on the protection of civilians in armed conflict<sup>1</sup> and of Security Council resolutions 1265 (1999) of 17 September 1999 and 1296 (2000) of 19 April 2000 and the recommendations made therein, as well as the statements by the President of the Council of 30 November 1999, on the role of the Council in the prevention of armed conflicts,<sup>2</sup> 13 January 2000, on humanitarian assistance to refugees in Africa,<sup>3</sup> 9 February 2000, on protection of United Nations personnel, its associated personnel and humanitarian personnel in conflict zones,<sup>4</sup> 9 March 2000, on humanitarian aspects of issues before the Council,<sup>5</sup> and 15 March 2002, on the aide memoire for the consideration of issues pertaining to the protection of civilians in armed conflict,<sup>6</sup> and noting in that context the range of views expressed during all open debates of the Council on these issues,

<sup>1</sup> S/2001/331 and S/2002/1300.

<sup>2</sup> S/PRST/1999/34.

<sup>3</sup> S/PRST/2000/1.

<sup>4</sup> S/PRST/2000/4.

<sup>5</sup> S/PRST/2000/7.

<sup>6</sup> S/PRST/2002/6.

*Taking note also* of the report of the Special Committee on Peacekeeping Operations,<sup>7</sup> as well as the report of the Special Committee<sup>8</sup> on the report of the Panel on United Nations Peace Operations<sup>9</sup> and the report of the Secretary-General on the implementation of the report of the Panel,<sup>10</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the growing number of complex humanitarian emergencies in the past few years, in particular in armed conflicts and in post-conflict situations, which have dramatically increased the loss of human lives, in particular of civilians, the suffering of victims, flows of refugees and internally displaced persons, as well as material destruction, which disrupt the development efforts of the countries affected, in particular those of developing countries,

*Concerned* by the increasingly difficult context in which humanitarian assistance takes place in some areas, in particular the continuous erosion, in many cases, of respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and its associated personnel at the field level, and mindful of the need to improve the current security management system in order to improve their safety and security,

*Expressing profound regret* at the deaths of all international and national humanitarian personnel and United Nations and its associated personnel who were involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault, intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of their property,

*Strongly condemning also* all incidents in many parts of the world in which humanitarian personnel have been deliberately targeted,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and its associated personnel is a factor that increasingly restricts the ability of the Organization to provide assistance and protection to civilians in fulfilment of its mandate under the Charter of the United Nations,

*Reaffirming* that ensuring the safety and security of United Nations personnel constitutes an underlying duty of the Organization, which must be based on a necessary cost-sharing arrangement with the relevant agencies, funds and programmes within the United Nations system,

---

<sup>7</sup> A/55/1024 and Corr.1.

<sup>8</sup> A/C.4/55/6.

<sup>9</sup> See A/55/305-S/2000/809.

<sup>10</sup> A/55/502.

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and its associated personnel lies with the Government hosting a United Nations operation conducted under the Charter or its agreements with relevant organizations,

*Urging* all other parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>11</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>12</sup> to ensure the security and protection of all humanitarian personnel and United Nations and its associated personnel,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court, which was adopted on 17 July 1998 and entered into force on 1 July 2002,<sup>13</sup> and noting the role that the Court could play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Welcoming* the fact that the Convention on the Safety of United Nations and Associated Personnel, which entered into force on 15 January 1999,<sup>14</sup> has been ratified or acceded to by sixty-three States as at the present date,

*Mindful* of the need to promote universality of the Convention on the Safety of United Nations and Associated Personnel,

*Reaffirming* the fundamental requirement that appropriate modalities for the safety and security of humanitarian personnel and United Nations and its associated personnel be incorporated into all new and ongoing United Nations field operations, and welcoming in that regard the development of minimum operating security standards,

*Welcoming* the efforts of the United Nations system to develop higher aviation safety and security standards in humanitarian and peacekeeping missions,

*Increasingly concerned* at the need to ensure adequate levels of safety and security for United Nations personnel and humanitarian personnel and a culture of accountability at all levels, from the highest to the lowest, throughout the United Nations system,

*Welcoming* the report of the Secretary-General on a framework for accountability for the United Nations field security management system,<sup>15</sup> in which a new mechanism to ensure accountability and responsibility in the area of field security is introduced,

*Commending* the recent efforts by the United Nations agencies, funds and programmes aimed at the improvement of security management and training of their personnel,

---

<sup>11</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>12</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>13</sup> See *Official Records of the United Nations Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court, Rome, 15 June–17 July 1998*, vol. I: *Final documents* (United Nations publication, Sales No. E.02.I.5), sect. A.

<sup>14</sup> Resolution 49/59, annex.

<sup>15</sup> A/57/365.

*Commending also* the courage and commitment of those who take part, often at great personal risk, in humanitarian operations, especially of locally recruited staff,

*Guided* by the relevant provisions on protection contained in the Convention on the Privileges and Immunities of the United Nations of 13 February 1946,<sup>16</sup> the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947,<sup>17</sup> the Convention on the Safety of United Nations and Associated Personnel, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949<sup>18</sup> and the Additional Protocols to the Geneva Conventions, and Amended Protocol II of 3 May 1996<sup>19</sup> to the Convention on Prohibitions and Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980,<sup>20</sup>

1. *Welcomes* the report of the Secretary-General;<sup>21</sup>
2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, as well as the relevant provisions of human rights and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Also urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and its associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all other parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the 1949 Geneva Conventions<sup>11</sup> and the obligations applicable to them under the Additional Protocols thereto,<sup>12</sup> to ensure the safety and protection of humanitarian personnel and United Nations and its associated personnel, to refrain from abducting or detaining them in violation of their immunity under relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm, any abductee or detainee;
5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

---

<sup>16</sup> Resolution 22 A (I).

<sup>17</sup> Resolution 179 (II).

<sup>18</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>19</sup> CCW/CONF.I/16(Part I), annex B.

<sup>20</sup> See *The United Nations Disarmament Yearbook*, vol. 5, 1980 (United Nations publication, Sales No. E.81.IX.4), appendix VII.

<sup>21</sup> A/57/300.

6. *Strongly condemns* any act or failure to act, contrary to international law, which obstructs or prevents humanitarian personnel and United Nations personnel from discharging their humanitarian functions, or which entails being subjected to threats, the use of force or physical attack, frequently resulting in injury or death, and affirms the need to hold accountable those who commit such acts and, for that purpose, the need to enact national legislation, as appropriate;

7. *Expresses deep concern* that over the past decade, threats against the safety and security of humanitarian personnel and United Nations and its associated personnel have escalated at an unprecedented rate and that perpetrators of acts of violence seemingly operate with impunity;

8. *Urges* all States to take stronger actions to ensure that any threat or act of violence committed against humanitarian personnel and United Nations and its associated personnel on their territory is investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with international law and national law;

9. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation and to continue to consider ways and means in which to strengthen the protection of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, notably by seeking the inclusion, in negotiations of headquarter and other mission agreements concerning United Nations and its associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations,<sup>16</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>17</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>14</sup>

10. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and its associated personnel engaged in United Nations peacekeeping and peace-building operations;

11. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission and host country agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements;

12. *Calls upon* all States to provide adequate and prompt information in the event of arrest or detention of humanitarian personnel or United Nations and its associated personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity, in accordance with the relevant conventions referred to in the present resolution and applicable international humanitarian law;

13. *Encourages* all States to become parties to and respect fully their obligations under the relevant international instruments, including the Convention on the Safety of United Nations and Associated Personnel;

14. *Calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>13</sup>

15. *Reaffirms* the obligation of all humanitarian personnel and United Nations and its associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

16. *Requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about the conditions under which they are called upon to operate, including relevant customs and traditions in the host country, and the standards that they are required to meet, including those contained in relevant domestic and international law, and that adequate training in security, human rights and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

17. *Also requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations humanitarian assistance operation are properly informed about and operate in conformity with relevant codes of conduct, including the core principles of conduct defined by the Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises set up within the Inter-Agency Standing Committee;

18. *Further requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to ensure that security matters are an integral part of the planning for existing and newly mandated United Nations operations and that such precautions extend to all United Nations and its associated personnel;

19. *Requests* the Office of the United Nations Security Coordinator to continue to play a central role in promoting increased cooperation and collaboration among agencies, funds and programmes in the planning and implementation of measures aimed at improving staff security training and awareness;

20. *Emphasizes* the need to give further consideration to the safety and security of locally recruited humanitarian personnel, who account for the majority of casualties;

21. *Stresses* the need to ensure that all United Nations staff members receive adequate security training, including physical and psychological training, prior to their deployment to the field, the need to attach a high priority to the improvement of stress and trauma counselling services available to United Nations staff members, including through the implementation of a comprehensive security and stress and trauma management training, support and assistance programme for United Nations staff throughout the system, before, during and after missions, and the need to make available to the Secretary-General the means for that purpose;

22. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, including through the Consolidated

Appeals Process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System;

23. *Welcomes* the appointment of a full-time United Nations Security Coordinator at the level of Assistant Secretary-General, and reaffirms the need to further strengthen security coordination and management and to sustain the initiatives aimed at increasing the efficacy of the security management system;

24. *Also welcomes* the establishment of an Inter-Agency Security Management Network, and encourages all relevant United Nations agencies, funds and programmes to continue to participate at an appropriate level;

25. *Recognizes* the need for a strengthened and unified security management system for the United Nations, both at the headquarters and the field levels, and requests the United Nations system, as well as Member States, to take all appropriate measures to that end;

26. *Also recognizes* the need for enhanced coordination and cooperation, both at the headquarters and the field levels, between the United Nations security management system and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and its associated personnel, with a view to addressing mutual security concerns in the field;

27. *Takes note with appreciation* of the work being done by the Ad Hoc Committee, established in accordance with resolution 56/89 of 12 December 2001 and open to all Member States or members of the specialized agencies or of the International Atomic Energy Agency, to consider the recommendations made by the Secretary-General in his report on measures to strengthen and enhance the protective legal regime for United Nations and its associated personnel;<sup>22</sup>

28. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the Convention on the Privileges and Immunities of the United Nations and the Convention on the Privileges and Immunities of the Specialized Agencies, which have been ratified so far by one hundred and forty-six States and one hundred and seven States, respectively;

29. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and its associated personnel, calls upon States to consider signing and ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, and encourages them, pending the entry into force of the Convention, to facilitate and expedite, consistent with their national laws and regulations, the use of communications equipment in such operations, and emphasizes the importance of States facilitating communications, inter alia, through limiting and, whenever possible, lifting the restrictions placed on the use of communications equipment by United Nations and its associated personnel;

30. *Requests* the Secretary-General to submit to it at its fifty-eighth session a comprehensive and updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the present resolution, including the progress made by the Secretary-General in pursuing accountability and assessing responsibility for all

---

<sup>22</sup> See A/55/637.

individual security incidents that involve United Nations and its associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents, also taking into account the information requested from the Secretary-General in resolution 57/28 of 19 November 2002.

*75th plenary meeting  
16 December 2002*



# General Assembly

Distr.: General  
12 February 2004

**Fifty-eighth session**  
Agenda item 40

## Resolution adopted by the General Assembly on 17 December 2003

[without reference to a Main Committee (A/58/L.47 and Add.1)]

### **58/122. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* its resolutions 53/87 of 7 December 1998, 54/192 of 17 December 1999, 55/175 of 19 December 2000, 56/217 of 21 December 2001 and 57/155 of 16 December 2002 on safety and security of humanitarian personnel and protection of United Nations personnel, as well as resolutions 52/167 of 16 December 1997 on safety and security of humanitarian personnel and 52/126 of 12 December 1997 on protection of United Nations personnel, and Economic and Social Council resolution 2003/5 of 15 July 2003,

*Welcoming* the adoption by the Security Council of resolution 1502 (2003) of 26 August 2003 on the safety and security of humanitarian personnel and United Nations and its associated personnel,

*Taking note* of the reports of the Secretary-General on the protection of civilians in armed conflict<sup>1</sup> and of Security Council resolutions 1265 (1999) of 17 September 1999 and 1296 (2000) of 19 April 2000 and the recommendations made therein, as well as the statements by the President of the Council of 30 November 1999, on the role of the Council in the prevention of armed conflicts,<sup>2</sup> 13 January 2000, on humanitarian assistance to refugees in Africa,<sup>3</sup> 9 February 2000, on protection of United Nations personnel, its associated personnel and humanitarian personnel in conflict zones,<sup>4</sup> 9 March 2000, on humanitarian aspects of issues before the Council,<sup>5</sup> and 15 March 2002, on the aide-memoire for the consideration of issues pertaining to the protection of civilians in armed conflict,<sup>6</sup>

<sup>1</sup> S/2001/331 and S/2002/1300.

<sup>2</sup> S/PRST/1999/34; see *Resolutions and Decisions of the Security Council, 1999*.

<sup>3</sup> S/PRST/2000/1; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>4</sup> S/PRST/2000/4; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>5</sup> S/PRST/2000/7; see *Resolutions and Decisions of the Security Council, 2000*.

<sup>6</sup> S/PRST/2002/6; see *Resolutions and Decisions of the Security Council, 1 January 2001–31 July 2002*.

and noting in that context the range of views expressed during all open debates of the Council on these issues,

*Reaffirming* the need to promote and ensure respect for the principles and rules of international humanitarian law,

*Concerned* by the increasingly difficult context in which humanitarian assistance takes place in some areas, in particular the continuous erosion, in many cases, of respect for the principles and rules of international humanitarian law,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and its associated personnel at the field level, and mindful of the need to improve the current security management system in order to improve their safety and security,

*Gravely concerned* at the acts of violence in many parts of the world against humanitarian personnel and United Nations and its associated personnel, in particular deliberate attacks, which are in violation of international humanitarian law as well as other international law that may be applicable,

*Expressing profound regret* at the deaths of all international and national humanitarian personnel and United Nations and its associated personnel who were involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Commending* the courage and commitment of those who take part, often at great personal risk, in humanitarian operations, especially of locally recruited staff,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault, intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of their property,

*Emphasizing* that there are existing prohibitions under international law against attacks knowingly and intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission undertaken in accordance with the Charter of the United Nations, which in situations of armed conflicts constitute war crimes,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>7</sup> which entered into force on 1 July 2002, and noting the role that the Court could play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and its associated personnel is a factor that increasingly restricts the ability of the Organization to provide assistance and protection to civilians in fulfilment of its mandate under the Charter,

---

<sup>7</sup> See *Official Records of the United Nations Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court, Rome, 15 June–17 July 1998*, vol. I: *Final documents* (United Nations publication, Sales No. E.02.I.5), sect. A.

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and its associated personnel lies with the Government hosting a United Nations operation conducted under the Charter or its agreements with relevant organizations,

*Urging* all other parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>8</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>9</sup> to ensure the security and protection of all humanitarian personnel and United Nations and its associated personnel,

*Bearing in mind* that reaching the vulnerable is essential for providing adequate protection and assistance in the context of natural disasters and complex emergencies as well as for strengthening local capacity to cope with humanitarian needs in such contexts,

*Welcoming* the fact that the Convention on the Safety of United Nations and Associated Personnel,<sup>10</sup> which entered into force on 15 January 1999, has been ratified or acceded to by sixty-nine States as at the present date, and mindful of the need to promote universality of the Convention,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and humanitarian personnel and a culture of accountability at all levels,

*Reaffirming also* that ensuring the safety and security of United Nations personnel constitutes an underlying duty of the Organization, which must be based on a necessary cost-sharing arrangement with the relevant agencies, funds and programmes within the United Nations system,

*Guided* by the relevant provisions on protection contained in the Convention on the Privileges and Immunities of the United Nations of 13 February 1946,<sup>11</sup> the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947,<sup>12</sup> the Convention on the Safety of United Nations and Associated Personnel, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949<sup>13</sup> and the Additional Protocols to the Geneva Conventions, and Amended Protocol II of 3 May 1996<sup>14</sup> to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980,<sup>15</sup>

1. *Welcomes* the report of the Secretary-General,<sup>16</sup> while noting that it does not cover developments after 30 June 2003;

<sup>8</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>9</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>10</sup> Resolution 49/59, annex.

<sup>11</sup> Resolution 22 A (I).

<sup>12</sup> Resolution 179 (II).

<sup>13</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>14</sup> CCW/CONF.I/16 (Part I), annex B.

<sup>15</sup> See *The United Nations Disarmament Yearbook*, vol. 5: 1980 (United Nations publication, Sales No. E.81.IX.4), appendix VII.

<sup>16</sup> A/58/344.

2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, as well as the relevant provisions of human rights and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;

3. *Also urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and its associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all other parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the 1949 Geneva Conventions<sup>8</sup> and the obligations applicable to them under the Additional Protocols thereto,<sup>9</sup> to ensure the safety and protection of humanitarian personnel and United Nations and its associated personnel, to refrain from abducting or detaining them in violation of their immunity under relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm, any abductee or detainee;

5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Strongly condemns* any act or failure to act, contrary to international law, which obstructs or prevents humanitarian personnel and United Nations personnel from discharging their humanitarian functions, or which entails being subjected to threats, the use of force or physical attack, frequently resulting in injury or death, and affirms the need to hold accountable those who commit such acts and, for that purpose, the need to enact national legislation, as appropriate;

7. *Expresses deep concern* that, over the past decade, threats against the safety and security of humanitarian personnel and United Nations and its associated personnel have escalated at an unprecedented rate and that perpetrators of acts of violence seemingly operate with impunity;

8. *Strongly urges* all States to take stronger actions to ensure that any threat or act of violence committed against humanitarian personnel and United Nations and its associated personnel on their territory is investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with international law and national law, and notes the need for States to end impunity for such acts;

9. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments, in particular the Convention on the Safety of United Nations and Associated Personnel;<sup>10</sup>

10. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>7</sup>

11. *Further calls upon* all States to consider becoming parties to and to respect fully their obligations under the Convention on the Privileges and

Immunities of the United Nations<sup>11</sup> and the Convention on the Privileges and Immunities of the Specialized Agencies,<sup>12</sup> which have been ratified so far by one hundred and forty-eight States and one hundred and eight States, respectively;

12. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and its associated personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity, in accordance with the relevant conventions referred to in the present resolution and applicable international humanitarian law;

13. *Reaffirms* the obligation of all humanitarian personnel and United Nations and its associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

14. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and to continue to consider ways and means to strengthen the protection of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, notably by seeking the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and its 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;

15. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission and host country agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements;

16. *Takes note with appreciation* of the work being done by the Ad Hoc Committee established in accordance with resolution 56/89 of 12 December 2001, which will be reconvened in accordance with resolution 58/82 of 9 December 2003, with a mandate to expand the scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel, including by means of a legal instrument;

17. *Welcomes* the ongoing initiatives undertaken by the Secretary-General following the publication of the report of the Independent Panel on the Safety and Security of United Nations Personnel in Iraq headed by Martti Ahtisaari, and requests the Secretary-General to continue his efforts in this regard as a matter of the highest priority, and to inform the General Assembly accordingly;

18. *Requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about the conditions

under which they are called upon to operate, including relevant customs and traditions in the host country, and the standards that they are required to meet, including those contained in relevant domestic and international law, and that adequate training in security, human rights and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

19. *Also requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations humanitarian assistance operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct;

20. *Further requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to promote and enhance the security consciousness within the organizational culture of the Secretariat and the United Nations agencies, funds and programmes, including by disseminating and enhancing the security procedures and regulations, to create awareness and consciousness by the United Nations personnel of those procedures and regulations and the need to follow them, and to ensure that security matters are an integral part of the planning for existing and newly mandated United Nations operations and that such precautions extend to all United Nations and its associated personnel;

21. *Welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and other humanitarian organizations to strengthen the analysis of threats to their safety and security in order to minimize security risks and to facilitate informed decisions on the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate;

22. *Emphasizes* the need to give further consideration to the safety and security of locally recruited humanitarian personnel, who account for the majority of casualties;

23. *Also emphasizes* the importance of paying special attention to the safety and security of United Nations and its associated personnel engaged in United Nations peacekeeping and peace-building operations;

24. *Stresses* the need to ensure that all United Nations staff members receive adequate security training, including physical and psychological training, prior to their deployment to the field, the need to attach a high priority to the improvement of stress and trauma counselling services available to United Nations staff members, including through the implementation of a comprehensive security and stress and trauma management training, support and assistance programme for United Nations staff throughout the system, before, during and after missions, and the need to make available to the Secretary-General the means for that purpose;

25. *Recognizes* the need for a strengthened and unified security management system for the United Nations, both at the headquarters and the field levels, and requests the United Nations system, as well as Member States, to take all appropriate measures to that end;

26. *Requests* the Office of the United Nations Security Coordinator to continue to play a central role in promoting increased cooperation and collaboration among agencies, funds and programmes in the planning and implementation of measures aimed at improving staff security training and awareness and in

strengthening the Inter-Agency Security Management Network, and calls upon all relevant United Nations agencies, funds and programmes to support these efforts;

27. *Recognizes* the need for enhanced coordination and cooperation, both at the headquarters and the field levels, between the United Nations security management system and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and its associated personnel, with a view to addressing mutual security concerns in the field;

28. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, including through the Consolidated Appeals Process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System;

29. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and its associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, and encourages them to facilitate and expedite, consistent with their national laws and regulations, the use of communications equipment in such operations, and emphasizes the importance of States facilitating communications, inter alia, through limiting and, whenever possible, lifting the restrictions placed on the use of communications equipment by United Nations and its associated personnel;

30. *Requests* the Secretary-General to submit to the General Assembly at its fifty-ninth session a comprehensive and updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the present resolution, including the progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents that involve United Nations and its associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

*75th plenary meeting  
17 December 2003*



# General Assembly

Distr.: General  
28 February 2005

**Fifty-ninth session**  
Agenda item 39

## Resolution adopted by the General Assembly on 20 December 2004

[without reference to a Main Committee (A/59/L.51 and Add.1)]

### **59/211. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 58/122 of 17 December 2003, Economic and Social Council resolution 2004/50 of 23 July 2004 and Security Council resolution 1502 (2003) of 26 August 2003,

*Taking note* of all resolutions and presidential statements of the Security Council and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and its associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva

<sup>1</sup> They include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.

Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and its associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached seventy-seven, and mindful of the need to promote universality of the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and its associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Expressing profound regret* at the deaths of international and national humanitarian personnel and United Nations and its associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially of locally recruited staff,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and its associated personnel is a factor that increasingly restricts the ability of the Organization to provide assistance and protection to civilians in fulfilment of its mandate under the Charter,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>5</sup> and noting the role that the Court could play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and its associated humanitarian personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance the security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> See *Official Records of the United Nations Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court, Rome, 15 June–17 July 1998*, vol. I: *Final documents* (United Nations publication, Sales No. E.02.I.5), sect. A.

*Emphasizing* the urgent need to take concrete measures to strengthen the effectiveness of the security management system for the United Nations, and in this regard mindful of the report of the Secretary-General on a strengthened and unified security management system for the United Nations,<sup>6</sup>

1. *Welcomes* the report of the Secretary-General on the safety and security of humanitarian personnel and protection of United Nations personnel;<sup>7</sup>

2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;

3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and its associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments, in particular the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

6. *Also calls upon* all States to consider becoming parties to and to respect fully their obligations under the Convention on the Privileges and Immunities of the United Nations<sup>8</sup> and the Convention on the Privileges and Immunities of the Specialized Agencies,<sup>9</sup> which have been ratified so far by one hundred and forty-eight States and one hundred and eight States, respectively;

7. *Further calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>5</sup>

8. *Takes note with appreciation* of the important progress made by the working group and the Ad Hoc Committee on the Scope of Legal Protection under the Convention on the Safety of United Nations and Associated Personnel, and notes that the Ad Hoc Committee will reconvene from 11 to 15 April 2005 with a mandate to expand the scope of legal protection under the said Convention, including by means of a legal instrument;<sup>10</sup>

9. *Expresses deep concern* that, over the past decade, threats against the safety and security of humanitarian personnel and United Nations and its associated

<sup>6</sup> A/59/365 and Corr.1 and Add.1 and Corr.1.

<sup>7</sup> A/59/332.

<sup>8</sup> Resolution 22 A (I).

<sup>9</sup> Resolution 179 (II).

<sup>10</sup> In accordance with resolution 59/47 of 2 December 2004.

personnel have escalated dramatically and that perpetrators of acts of violence seemingly operate with impunity;

10. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and its associated personnel, affirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger actions to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with international law and national law, and notes the need for States to end impunity for such acts;

11. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and its associated personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

12. *Calls upon* all other parties involved in armed conflicts to refrain from abducting humanitarian personnel or United Nations and its associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

13. *Reaffirms* the obligation of all humanitarian personnel and United Nations and its associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

14. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and its 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;

15. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission and host country agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements;

16. *Requests* the Secretary-General to take the necessary measures, falling within his responsibilities, to promote and enhance the security consciousness and measures within the organizational culture of the United Nations system, agencies, funds and programmes, including by disseminating and ensuring the implementation of the security procedures and regulations and by ensuring accountability at all levels;

17. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and its associated personnel engaged in United Nations peacekeeping and peacebuilding operations;

18. *Also emphasizes* the need to give further consideration to the safety and security of locally recruited humanitarian personnel, who account for the majority of casualties;

19. *Requests* the Secretary-General to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

20. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel remain sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

21. *Also stresses* the need to ensure that all United Nations staff members receive adequate security training, including physical and psychological training, prior to their deployment to the field, the need to attach a high priority to the improvement of stress and trauma counselling services available to United Nations staff members, including through the implementation of a comprehensive security and stress and trauma management training, support and assistance programme for United Nations staff throughout the system, before, during and after missions, and the need to make available to the Secretary-General the means for that purpose;

22. *Recognizes* the need for a strengthened and unified security management system for the United Nations, both at the headquarters and the field levels, and requests the United Nations system, as well as Member States, to take all appropriate measures to that end;

23. *Takes note* of the report of the Secretary-General on a strengthened and unified security management system for the United Nations;<sup>6</sup>

24. *Welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and other humanitarian organizations to strengthen the analysis of threats to their safety and security in order to minimize security risks and to facilitate informed decisions on the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate;

25. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to promote increased cooperation and collaboration among United Nations agencies, funds and programmes, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations agencies, funds and programmes to support these efforts;

26. *Recognizes* the need for enhanced coordination and cooperation, both at the headquarters and the field levels, between the United Nations security management system and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and its associated personnel, with a view to addressing mutual security concerns in the field;

27. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System and to meet requirements in the consolidated appeals, without prejudice to the outcome of the ongoing discussions in the General Assembly regarding the funding for safety and security;

28. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and its associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, and encourages them to facilitate and expedite, consistent with their national laws and regulations, the use of communications equipment in such operations, inter alia, through limiting and, whenever possible, lifting the restrictions placed on the use of communications equipment by United Nations and its associated personnel;

29. *Requests* the Secretary-General to submit to the General Assembly at its sixtieth 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 present resolution.

*74th plenary meeting  
20 December 2004*



# General Assembly

Distr.: General  
24 March 2006

Sixtieth session  
Agenda item 73

## Resolution adopted by the General Assembly on 15 December 2005

[without reference to a Main Committee (A/60/L.37 and Add.1)]

### **60/123. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 59/211 of 20 December 2004, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva

<sup>1</sup> They include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.

Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached seventy-nine, and mindful of the need to promote universality of the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Expressing profound regret* at the deaths of international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>5</sup> and noting the role that the Court could play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance the security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> See *Official Records of the United Nations Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court, Rome, 15 June–17 July 1998*, vol. I: *Final documents* (United Nations publication, Sales No. E.02.I.5), sect. A.

1. *Welcomes* the report of the Secretary-General;<sup>6</sup>
2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;
6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>5</sup>
7. *Takes note with appreciation* of the adoption of the Optional Protocol<sup>7</sup> to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which expands the scope of legal protection under the Convention, and calls upon all States to consider signing and ratifying the Optional Protocol as soon as possible so as to ensure its rapid entry into force, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;
8. *Expresses deep concern* that, over the past decade, threats and attacks against the safety and security of humanitarian personnel and United Nations and associated personnel have escalated dramatically and that perpetrators of acts of violence seemingly operate with impunity;
9. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, affirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger actions to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with international law and national law, and urges States to end impunity for such acts;
10. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained,

---

<sup>6</sup> A/60/223 and Corr.1.

<sup>7</sup> Resolution 60/42, annex.

and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

11. *Calls upon* all other parties involved in armed conflicts to refrain from abducting humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

12. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

13. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel remain sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

14. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>8</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>9</sup> and the Convention on the Safety of United Nations and Associated Personnel;

15. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country agreements and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

16. *Welcomes* ongoing efforts to promote and enhance the security consciousness within the organizational culture of the United Nations system, and requests the Secretary-General to continue to take the necessary measures in this regard, including by further developing and implementing a unified security management system, as well as by disseminating and ensuring the implementation of the security procedures and regulations and by ensuring accountability at all levels, and also welcomes the creation of the Department of Safety and Security of the Secretariat;

17. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and associated personnel engaged in United Nations peacekeeping and peacebuilding operations;

---

<sup>8</sup> Resolution 22 A (I).

<sup>9</sup> Resolution 179 (II).

18. *Also emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties;

19. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

20. *Stresses* the need to ensure that all United Nations staff members receive adequate security training, including physical and psychological training, as well as training to enhance cultural awareness, prior to their deployment to the field, as well as the need to attach a high priority to stress management training and related counselling services for United Nations staff throughout the system;

21. *Takes note* of the report of the Secretary-General on a strengthened and unified security management system for the United Nations;<sup>10</sup>

22. *Welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and other humanitarian organizations to strengthen the analysis of threats to their safety and security in order to minimize security risks and to facilitate informed decisions on the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate;

23. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment;

24. *Recognizes* the need to continue efforts to achieve a strengthened and unified security management system for the United Nations, both at the headquarters and the field levels, and requests the United Nations system, as well as Member States, to take all appropriate measures to that end;

25. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue to promote increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support these efforts;

26. *Recognizes* the need for continued efforts to enhance coordination and cooperation, both at the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters

---

<sup>10</sup> A/60/424.

relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field;

27. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System;

28. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, which entered into force on 8 January 2005,<sup>11</sup> and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, through limiting and, whenever possible, lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

29. *Requests* the Secretary-General to submit to the General Assembly at its sixty-first 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 present resolution.

*63rd plenary meeting  
15 December 2005*

---

<sup>11</sup> United Nations, *Treaty Series*, vol 2296, No. 40906.



# General Assembly

Distr.: General  
1 March 2007

Sixty-first session  
Agenda item 69

## Resolution adopted by the General Assembly on 14 December 2006

[without reference to a Main Committee (A/61/L.45 and Add.1)]

### **61/133. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 60/123 of 15 December 2005, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva

<sup>1</sup> They include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.

Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached eighty-one, and mindful of the need to promote universality of the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice as provided for by national law and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>5</sup> and noting the role that the Court could play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2187, No. 38544.

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance the security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels,

1. *Welcomes* the report of the Secretary-General;<sup>6</sup>
2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;
6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>5</sup>
7. *Takes note with appreciation* of the adoption of the Optional Protocol<sup>7</sup> to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which expands the scope of legal protection under the Convention, and calls upon all States to consider signing and ratifying the Optional Protocol as soon as possible so as to ensure its rapid entry into force, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;
8. *Expresses deep concern* that, over the past decade, threats and attacks against the safety and security of humanitarian personnel and United Nations and associated personnel have escalated dramatically and that perpetrators of acts of violence seemingly operate with impunity;
9. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance

---

<sup>6</sup> A/61/463.

<sup>7</sup> Resolution 60/42, annex.

with international law and national law, and urges States to end impunity for such acts;

10. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

11. *Calls upon* all other parties involved in armed conflicts to refrain from abducting humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

12. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>8</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>9</sup> and the Convention on the Safety of United Nations and Associated Personnel;

13. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country agreements and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

14. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to observe and respect the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

15. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel remain sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

16. *Welcomes* ongoing efforts to promote and enhance the security consciousness within the organizational culture of the United Nations system, and requests the Secretary-General to continue to take the necessary measures in this regard, including by further developing and implementing a unified security management system, as well as by disseminating and ensuring the implementation

---

<sup>8</sup> Resolution 22 A (I).

<sup>9</sup> Resolution 179 (II).

of the security procedures and regulations and by ensuring accountability at all levels, and also welcomes the creation and the work of the Department of Safety and Security of the Secretariat;

17. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and associated personnel engaged in United Nations peacekeeping and peacebuilding operations;

18. *Also emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties, and calls upon humanitarian organizations to ensure that their staff are adequately informed about and trained in their respective organization's relevant security measures, plans and initiatives, which should be in line with applicable national law and international law;

19. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

20. *Welcomes* the ongoing efforts of the Secretary-General and stresses the need to ensure that all United Nations staff members receive adequate security training, including training to enhance cultural awareness, prior to their deployment to the field, as well as the need to attach a high priority to stress management training and related counselling services for United Nations staff throughout the system;

21. *Takes note* of the report of the Secretary-General on a strengthened and unified security management system for the United Nations;<sup>10</sup>

22. *Emphasizes* the importance of information on the range and scope of security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, to clarify their operating environment;

23. *Welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and, as appropriate, other humanitarian organizations, working closely with host States, to further strengthen the analysis of threats to their safety and security in order to manage security risks by facilitating informed decisions on the maintenance of an effective presence in the field, *inter alia*, to fulfil their humanitarian mandate;

24. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination,

---

<sup>10</sup> A/61/531.

communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

25. *Recognizes* the need to continue efforts to achieve a strengthened and unified security management system for the United Nations, both at the headquarters and the field levels, and requests the United Nations system, as well as Member States, to take all appropriate measures to that end;

26. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue to promote increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

27. *Recognizes* the steps taken by the Secretary-General thus far, as well as the need for continued efforts to enhance coordination and cooperation, both at the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, and encourages collaborative initiatives to address security training needs;

28. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the United Nations Department of Safety and Security for the safety and security of personnel working in emergency and humanitarian operations;

29. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, which entered into force on 8 January 2005,<sup>11</sup> and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, through limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

30. *Requests* the Secretary-General to submit to the General Assembly at its sixty-second 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 present resolution.

*79th plenary meeting  
14 December 2006*

---

<sup>11</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
29 January 2008

Sixty-second session  
Agenda item 71

## Resolution adopted by the General Assembly on 17 December 2007

[without reference to a Main Committee (A/62/L.38 and Add.1)]

### **62/95. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 61/133 of 14 December 2006, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

<sup>1</sup> They include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005 (not yet in force), the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached eighty-two, and mindful of the need to promote universality of the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>5</sup>

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2187, No. 38544.

and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance the security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels,

*Noting* the importance of maintaining close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to security of United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General;<sup>6</sup>
2. *Urges* all States to take the necessary measures to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;
6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>5</sup>
7. *Recalls with appreciation* the adoption of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>7</sup> which expands the scope of legal protection under the Convention,<sup>4</sup> and calls upon all States to consider signing and ratifying the Optional Protocol as soon as possible so as to ensure its rapid entry into force, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;
8. *Expresses deep concern* that, over the past decade, threats and attacks against the safety and security of humanitarian personnel and United Nations and

---

<sup>6</sup> A/62/324 and Corr.1.

<sup>7</sup> Resolution 60/42, annex.

associated personnel have escalated dramatically and that perpetrators of acts of violence seemingly operate with impunity;

9. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national law and obligations under international law, and urges States to end impunity for such acts;

10. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

11. *Calls upon* all other parties involved in armed conflicts to refrain from abducting humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

12. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>8</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>9</sup> and the Convention on the Safety of United Nations and Associated Personnel;

13. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country agreements and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

14. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

15. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel remain sensitive to national and local

---

<sup>8</sup> Resolution 22 A (I).

<sup>9</sup> Resolution 179 (II).

customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

16. *Welcomes* ongoing efforts to promote and enhance the security consciousness within the organizational culture of the United Nations system, and requests the Secretary-General to continue to take the necessary measures in this regard, including by further developing and implementing a unified security management system, as well as by disseminating and ensuring the implementation of the security procedures and regulations and by ensuring accountability at all levels, and in this regard recognizes the important work of the Department of Safety and Security of the Secretariat;

17. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and associated personnel engaged in United Nations peacekeeping and peacebuilding operations;

18. *Also emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties, requests the Secretary-General to keep under review the relevant internal United Nations policy, operational and administrative arrangements that can contribute to providing locally recruited personnel with adequate safety and security, and calls upon humanitarian organizations to ensure that their staff are adequately informed about and trained in their respective organization's relevant security measures, plans and initiatives, which should be in line with applicable national law and international law;

19. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

20. *Welcomes* the ongoing efforts of the Secretary-General and stresses the need to ensure that all United Nations staff members receive adequate security training, including training to enhance cultural awareness, prior to their deployment to the field, as well as the need to attach a high priority to stress management training and related counselling services for United Nations staff throughout the system, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

21. *Emphasizes* the importance of information on the range and scope of security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, to clarify their operating environment;

22. *Welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and, as appropriate, other humanitarian organizations, working closely with host States, to further strengthen the analysis of threats to their safety and security in order to manage security risks by facilitating informed decisions on

the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate;

23. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

24. *Recognizes* the need to continue efforts to achieve a strengthened and unified security management system for the United Nations, both at the headquarters and the field levels, and requests the United Nations system, as well as Member States, to take all appropriate measures to that end;

25. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue to promote increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

26. *Recognizes* the steps taken by the Secretary-General thus far, as well as the need for continued efforts to enhance coordination and cooperation, both at the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, taking into account relevant national and local initiatives in this regard, encourages collaborative initiatives to address security training needs, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

27. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security for the safety and security of personnel working in emergency and humanitarian operations;

28. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, which entered into force on 8 January 2005,<sup>10</sup> and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, through limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

---

<sup>10</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.

29. *Requests* the Secretary-General to submit to the General Assembly at its sixty-third 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 present resolution.

*74th plenary meeting  
17 December 2007*



# General Assembly

Distr.: General  
5 March 2009

Sixty-third session  
Agenda item 65

## Resolution adopted by the General Assembly on 11 December 2008

[without reference to a Main Committee (A/63/L.48 and Add.1)]

### **63/138. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 62/95 of 17 December 2007, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Reaffirming also* the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted

---

<sup>1</sup> They include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005 (not yet in force), the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.

under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian and United Nations personnel, while expressing concern over the lack of respect for these principles in some areas,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto, of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached eighty-six, mindful of the need to promote universality of the Convention, and recalling with appreciation the adoption of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Stressing* the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Noting* the establishment by the Secretary-General of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, and looking forward to the report of the Secretary-General on all its aspects and recommendations, including on accountability, to be submitted for the consideration of the General Assembly at its sixty-third session,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>6</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance the security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Noting* the importance of reinforcing the close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General;<sup>7</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with

---

<sup>6</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>7</sup> A/63/305 and Corr.1.

the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>6</sup>

7. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel<sup>5</sup> as soon as possible so as to ensure its rapid entry into force, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

8. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance;

9. *Expresses deep concern* that, over the past decade, threats and attacks against the safety and security of humanitarian personnel and United Nations and associated personnel have escalated dramatically and that perpetrators of acts of violence seemingly operate with impunity;

10. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national laws and obligations under international law, and urges States to end impunity for such acts;

11. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 12 August 1949,<sup>8</sup> in order to respect and protect all humanitarian personnel in territories subject to their jurisdiction;

12. *Also calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

13. *Calls upon* all other parties involved in armed conflicts to refrain from abducting humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

---

<sup>8</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

14. *Requests* the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>9</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>10</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

15. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

16. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

17. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel remain sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

18. *Welcomes* ongoing efforts to promote and enhance security consciousness within the organizational culture of the United Nations system, and urges the Secretary-General to continue to intensify such efforts at all levels of leadership and staff, including by reviewing and further improving, in accordance with established procedures, the unified security management system, as well as by disseminating and ensuring the implementation of security procedures and regulations and ensuring accountability at all levels, and in this regard recognizes the important work of the Department of Safety and Security of the Secretariat;

19. *Takes note* of the report entitled “Towards a Culture of Security and Accountability” of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide,<sup>11</sup> and looks forward to the report of the Secretary-General on measures to follow up on the Panel’s recommendations and on the independent process on the issue of accountability, to be submitted for the consideration of the relevant Main Committee of the General Assembly during the sixty-third session;

20. *Emphasizes* the importance of paying special attention to the safety and security of United Nations and associated personnel engaged in United Nations peacekeeping and peacebuilding operations;

---

<sup>9</sup> Resolution 22 A (I).

<sup>10</sup> Resolution 179 (II).

<sup>11</sup> Available from [www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf](http://www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf).

21. *Also emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties and cases of harassment and unlawful detention, requests the Secretary-General to keep under review the relevant internal United Nations policy, operational and administrative arrangements that can contribute to providing locally recruited personnel with adequate safety and security, and calls upon humanitarian organizations to ensure that their staff are adequately informed about and trained in their respective organization's relevant security measures, plans and initiatives, which should be in line with applicable national laws and international law;

22. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

23. *Welcomes* the ongoing efforts of the Secretary-General and stresses the need to ensure that all United Nations staff members receive adequate security training, including training to enhance cultural awareness, prior to their deployment to the field, as well as the need to attach a high priority to stress management training and related counselling services for United Nations staff throughout the system, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

24. *Emphasizes* the importance of information on the range and scope of security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, to clarify their operating environment;

25. *Welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and, as appropriate, other humanitarian organizations, working closely with host States, to further strengthen the analysis of threats to their safety and security in order to manage security risks by facilitating informed decisions on the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate;

26. *Also welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments for the purpose of contributing to staff safety and security, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities;

27. *Calls upon* all relevant actors to make every effort in their public statements to support a favourable environment for the safety and security of humanitarian personnel;

28. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits

thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

29. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue to promote increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

30. *Recognizes* the steps taken by the Secretary-General thus far, as well as the need for continued efforts to enhance coordination and cooperation, both at the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, taking into account relevant national and local initiatives in this regard, inter alia, those derived from the “Saving Lives Together” framework, encourages collaborative initiatives to address security training needs, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

31. *Underlines* the need to allocate adequate and predictable resources to the safety and security of United Nations personnel, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security for the safety and security of personnel working in emergency and humanitarian operations;

32. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

33. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998, which entered into force on 8 January 2005,<sup>12</sup> and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.

34. *Requests* the Secretary-General to submit to the General Assembly at its sixty-fourth 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 present resolution.

*68th plenary meeting  
11 December 2008*



# General Assembly

Distr.: General  
8 February 2010

Sixty-fourth session  
Agenda item 70 (a)

## Resolution adopted by the General Assembly on 7 December 2009

[without reference to a Main Committee (A/64/L.33 and Add.1)]

### **64/77. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 63/138 of 11 December 2008, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Reaffirming also* the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted

<sup>1</sup> They include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005 (not yet in force), the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.



under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian and United Nations personnel, while expressing concern over the lack of respect for these principles in some areas,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached eighty-eight, mindful of the need to promote the universality of the Convention, and recalling with appreciation the adoption of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Stressing* the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Expressing deep concern* at the deep and long-lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Recalling* the report entitled “Towards a Culture of Security and Accountability” of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide<sup>6</sup> and its recommendations, including on accountability,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice, as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>7</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Noting* the importance of reinforcing the close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General;<sup>8</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment, in

---

<sup>6</sup> Available from [www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf](http://www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf).

<sup>7</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>8</sup> A/64/336.

order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>7</sup>

7. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel<sup>5</sup> as soon as possible so as to ensure its rapid entry into force, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

8. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance;

9. *Expresses deep concern* over the recent dramatic escalation of threats and deliberate targeting of, and the disturbing trend of politically or criminally motivated attacks against, the safety and security of humanitarian personnel and United Nations and associated personnel;

10. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national laws and obligations under international law, and urges States to end impunity for such acts;

11. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>9</sup> in order to respect and protect all humanitarian personnel in territories subject to their jurisdiction;

12. *Also calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

13. *Calls upon* all other parties involved in armed conflict to refrain from abducting humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

14. *Requests* the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United

---

<sup>9</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>10</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>11</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

15. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

16. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

17. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel remain sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

18. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

19. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards;

20. *Welcomes* the ongoing efforts of the Secretary-General, stresses the need to ensure that all United Nations staff members receive adequate security training, including training to enhance cultural awareness, prior to their deployment to the field, as well as the need to attach a high priority to stress management training and related counselling services for United Nations staff throughout the system, and

---

<sup>10</sup> Resolution 22 A (I).

<sup>11</sup> Resolution 179 (II).

reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

21. *Also welcomes* the ongoing efforts of the Secretary-General to further enhance the security management system of the United Nations, and in this regard invites the United Nations and, as appropriate, other humanitarian organizations, working closely with host States, to further strengthen the analysis of threats to their safety and security in order to manage security risks by facilitating informed decisions on the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate;

22. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue to promote increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

23. *Calls upon* all relevant actors to make every effort in their public statements to support a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

24. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy, operational and administrative arrangements related to locally recruited personnel, and calls upon humanitarian organizations to ensure that their staff are adequately informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

25. *Takes note* of the ongoing efforts by the Secretary-General in addressing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, including on accountability,<sup>6</sup> and looks forward to a progress report on measures to follow up on the recommendations of the Independent Panel and on the independent process on the issue of accountability, to be included in the report of the Secretary-General on safety and security to be submitted to the General Assembly at its sixty-fifth session;

26. *Requests* the Department of Safety and Security of the Secretariat to continue to improve and implement an effective, modern and flexible information management capacity in support of analytical and operational requirements, including information on the range and scope of security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, in order to reduce the risks arising in the context of United Nations-related operations;

27. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

28. *Stresses* that the effective functioning of security operations at the country level requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

29. *Recognizes* the steps taken by the Secretary-General thus far, as well as the need for continued efforts to enhance coordination and cooperation, both at the headquarters and at the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, taking into account relevant national and local initiatives in this regard, inter alia, those derived from the “Saving Lives Together” framework, encourages collaborative initiatives to address security training needs, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

30. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities;

31. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

32. *Recalls* the essential role of telecommunication resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>12</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

33. *Requests* the Secretary-General to submit to the General Assembly 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 present resolution.

*60th plenary meeting  
7 December 2009*

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
1 March 2011

Sixty-fifth session  
Agenda item 69

## Resolution adopted by the General Assembly on 15 December 2010

[without reference to a Main Committee (A/65/L.31 and Add.1)]

### 65/132. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 64/77 of 7 December 2009, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Reaffirming also* the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.



under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian and United Nations personnel, while expressing concern over the lack of respect for these principles in some areas,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached eighty-nine, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Stressing* the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the rising toll of casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Expressing deep concern* at the deep and long lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

humanitarian operations are increasingly exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Recalling* the report entitled “Towards a Culture of Security and Accountability” of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide,<sup>6</sup> and its recommendations, including on accountability,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice, as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>7</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the high number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road safety in ensuring the continuity of United Nations humanitarian operations and preventing casualties among civilians and United Nations and associated personnel,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General;<sup>8</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;

---

<sup>6</sup> Available from [www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf](http://www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf).

<sup>7</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>8</sup> A/65/344 and Corr.1.

3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>7</sup>

7. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

8. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance;

9. *Expresses deep concern* over the continuing and dramatic escalation of threats and deliberate targeting of, and the disturbing trend of politically or criminally motivated attacks against, the safety and security of humanitarian personnel and United Nations and associated personnel;

10. *Welcomes* the contribution of female United Nations and associated personnel in United Nations humanitarian operations, expresses concern that in some cases these personnel are relatively more exposed to certain forms of crime and acts of intimidation and harassment, and strongly urges the United Nations system and Member States to take appropriate action for their safety and security;

11. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national laws and obligations under international law, and urges States to end impunity for such acts;

12. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>9</sup> in

---

<sup>9</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

order to respect and protect civilians, including humanitarian personnel, in territories subject to their jurisdiction;

13. *Also calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

14. *Calls upon* all other parties involved in armed conflict to refrain from abducting humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

15. *Requests* 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 mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>10</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>11</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

16. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

17. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

18. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware of and sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

19. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under

---

<sup>10</sup> Resolution 22 A (I).

<sup>11</sup> Resolution 179 (II).

which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

20. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards;

21. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

22. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system;

23. *Requests* the Secretary-General and the United Nations system to continue taking necessary measures to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards, and also requests the Secretary-General to report on the steps taken to strengthen data collection on and analysis of road incidents, including civilian casualties resulting from road accidents;

24. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, and supports the approach taken by the Secretary-General to focus the security management system on enabling the United Nations system to deliver its mandates, programmes and activities by effectively managing the risks to which personnel are exposed;

25. *Requests* the Secretary-General, inter alia through the Inter-Agency Security Management Network, to continue to promote increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

26. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

27. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy,

operational and administrative arrangements related to locally recruited personnel, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

28. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, including on accountability,<sup>6</sup> notes that action has been taken on the recommendations that fall within the remit of the United Nations security management system and that the recommendations have either been implemented or are in the process of being implemented, looks forward to a further progress report to be included in the report of the Secretary-General on safety and security to be submitted to the General Assembly at its sixty-sixth session, and notes that the Secretariat will examine innovative ways to further develop the security management system;

29. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the analysis of threats and to continue to improve and implement an effective, modern and flexible information management capacity in support of analytical and operational requirements, including the ongoing system-wide analysis of best practices and information on the range and scope of safety and security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, in order to make objective and evidence-based decisions on how to reduce the risks arising in the context of United Nations related operations;

30. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

31. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

32. *Recognizes* the steps taken by the Secretary-General thus far, as well as the need for continued efforts to enhance coordination and cooperation, at both the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, taking into account relevant national and local initiatives in this regard, inter alia those derived from the "Saving Lives Together" framework, encourages collaborative initiatives to address security training needs, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

33. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the

Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

34. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

35. *Recalls* the essential role of telecommunications resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>12</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

36. *Requests* the Secretary-General to submit to the General Assembly at its sixty-sixth 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 present resolution.

*67th plenary meeting  
15 December 2010*

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
1 March 2012

Sixty-sixth session  
Agenda item 70

## Resolution adopted by the General Assembly on 15 December 2011

[without reference to a Main Committee (A/66/L.26 and Add.1)]

### 66/117. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 65/132 of 15 December 2010, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Reaffirming also* the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.



under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian and United Nations personnel, while expressing concern over the lack of respect for these principles in some areas,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached eighty-nine, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Deeply concerned* by the dangers and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Stressing* the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Noting* that about one per cent of United Nations system personnel have been affected by significant security incidents, and noting the substantial reduction in the number of United Nations personnel killed or injured by violence in 2010, while noting with concern the increase in the number of United Nations personnel killed or injured by violence in the first half of 2011,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Expressing deep concern* at the deep and long-lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice, as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>6</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the high number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road safety in ensuring the continuity of United Nations humanitarian operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General on safety and security of United Nations and associated personnel;<sup>7</sup>

2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;

---

<sup>6</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>7</sup> A/66/345.

3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>6</sup>

7. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

8. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance;

9. *Expresses deep concern* over the continuing threats and deliberate targeting of and the disturbing trend of politically or criminally motivated attacks against the safety and security of humanitarian personnel and United Nations and associated personnel;

10. *Welcomes* the contribution of female United Nations and associated personnel in United Nations humanitarian operations, expresses concern that in some cases these personnel are relatively more exposed to certain forms of crime and acts of intimidation and harassment, and strongly urges the United Nations system and Member States to take appropriate action for their safety and security;

11. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national laws and obligations under international law, and urges States to end impunity for such acts;

12. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>8</sup> in

---

<sup>8</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

order to respect and protect civilians, including humanitarian personnel, in territories subject to their jurisdiction;

13. *Also calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

14. *Calls upon* all other parties involved in armed conflict to refrain from abducting, taking hostage or kidnapping humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

15. *Requests* 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 mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>9</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>10</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

16. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

17. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

18. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware of and sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

19. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and

---

<sup>9</sup> Resolution 22 A (I).

<sup>10</sup> Resolution 179 (II).

relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

20. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards;

21. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

22. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

23. *Notes with appreciation* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

24. *Welcomes* the progress made towards further enhancing the security management system of the United Nations and supports the focus on enabling the United Nations system to deliver its mandates, programmes and activities by effectively managing the risks to which personnel are exposed, and encourages the United Nations and other relevant humanitarian actors to include as part of their risk-management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors;

25. *Encourages* the Secretary-General to continue developing enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel and that strengthen the ability of the United Nations to deploy its personnel;

26. *Requests* the Secretary-General, inter alia through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all

relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

27. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

28. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy, operational and administrative arrangements related to locally recruited personnel, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

29. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide,<sup>11</sup> including the revision of the accountability framework, requests the continued implementation of the recommendations, and looks forward to the report of the Secretary-General on safety and security, including on refinements and innovations, as appropriate, for the development of the security management system, to be submitted to the General Assembly at its sixty-seventh session;

30. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the analysis of threats and to continue to improve and implement an effective, modern and flexible information management capacity in support of analytical and operational requirements, including the ongoing system-wide analysis of best practices and information on the range and scope of safety and security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, in order to make objective and evidence-based decisions on how to reduce the risks arising in the context of United Nations related operations;

31. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

32. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

33. *Recognizes* the steps taken by the Secretary-General thus far, as well as the need for continued efforts to enhance coordination and cooperation, at both the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated

---

<sup>11</sup> Available from [www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf](http://www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf).

personnel, with a view to addressing mutual security concerns in the field, taking into account relevant national and local initiatives in this regard, inter alia, those derived from the “Saving Lives Together” framework, encourages collaborative initiatives to address security training needs, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

34. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

35. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

36. *Recalls* the essential role of telecommunications resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>12</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

37. *Requests* the Secretary-General to submit to the General Assembly at its sixty-seventh 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 present resolution.

*86th plenary meeting  
15 December 2011*

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
21 March 2013

Sixty-seventh session  
Agenda item 70

## Resolution adopted by the General Assembly on 13 December 2012

[without reference to a Main Committee (A/67/L.37 and Add.1)]

### 67/85. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 66/117 of 15 December 2011, as well as Security Council resolution 1502 (2003) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Recalling further* all relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup>

*Reaffirming* the need to promote and ensure respect for the principles and rules of international law, including international humanitarian law,

*Reaffirming also* the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980.



lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian and United Nations personnel, while expressing concern over the lack of respect for these principles in some areas,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached 90, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Deeply concerned* by the dangers and safety and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts, as well as the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Stressing* the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Noting* that, in 2011, 1,759 persons, representing 1.2 per cent of United Nations system personnel, were affected by significant security incidents,<sup>6</sup> and gravely concerned by the marked increase in the number of humanitarian personnel and United Nations and associated personnel affected by safety and security incidents, including an unprecedented increase in abductions in the first six months of 2012,

*Expressing concern* that aviation incidents were the primary cause of safety-related deaths of United Nations personnel in 2011,

*Expressing profound regret* at the deaths of and violent acts against international and national humanitarian personnel and United Nations and associated personnel involved in the provision of humanitarian assistance, and strongly deploring the casualties among such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

<sup>6</sup> A/67/492, para. 9.

*Expressing deep concern* at the deep and long-lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel do not operate with impunity, and that the perpetrators of such acts are brought to justice, as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter as a war crime in the Rome Statute of the International Criminal Court,<sup>7</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the high number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road safety in ensuring the continuity of United Nations humanitarian operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of United Nations and associated personnel by the host Governments, local authorities and populations contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General on safety and security of United Nations and associated personnel;<sup>8</sup>

---

<sup>7</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>8</sup> A/67/492.

2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel;

3. *Strongly urges* all States to take the necessary measures to ensure the safety and security of humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>7</sup>

7. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

8. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of neutrality, humanity, impartiality and independence for the provision of humanitarian assistance;

9. *Expresses deep concern* over the continued increase in threats to and deliberate targeting of and the disturbing trend of politically or criminally motivated attacks against the safety and security of humanitarian personnel and United Nations and associated personnel;

10. *Welcomes* the contribution of female United Nations and associated personnel in United Nations humanitarian operations, expresses concern that in some cases these personnel are relatively more exposed to certain forms of crime and acts of intimidation and harassment, and strongly urges the United Nations system and Member States to take appropriate and gender-sensitive action for their safety and security;

11. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national laws and obligations under international law, and urges States to end impunity for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security level system and related

tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>9</sup> in order to respect and protect civilians, including humanitarian personnel, in territories subject to their jurisdiction;

14. *Also calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and urges them to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

15. *Calls upon* all other parties involved in armed conflict to refrain from abducting, taking hostage or kidnapping humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

16. *Requests* 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 mandate of a United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>10</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>11</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

17. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

18. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

19. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware of and sensitive to national and

---

<sup>9</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>10</sup> Resolution 22 A (I).

<sup>11</sup> Resolution 179 (II).

local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations;

20. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

21. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards;

22. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

23. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

24. *Notes with appreciation* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

25. *Welcomes* the progress made towards further enhancing the security management system of the United Nations and supports the focus on enabling the United Nations system to deliver its mandates, programmes and activities by effectively managing the risks to which personnel are exposed, and encourages the United Nations and other relevant humanitarian actors to include as part of their risk-management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors;

26. *Encourages* the Secretary-General to continue developing enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

27. *Requests* the Secretary-General, inter alia through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

28. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

29. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy, operational and administrative arrangements related to locally recruited personnel, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

30. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide;

31. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the analysis of threats and to continue to improve and implement an effective, modern and flexible information management capacity in support of analytical and operational requirements, including the ongoing system-wide analysis of best practices and information on the range and scope of safety and security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, in order to make objective and evidence-based decisions on how to reduce the risks arising in the context of United Nations related operations;

32. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

33. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

34. *Recognizes* the steps taken by the Secretary-General thus far, encourages further efforts to enhance coordination and cooperation, at both the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, taking into account the "Saving Lives Together" framework as well as other relevant national and local initiatives in

this regard, and also encourages collaborative initiatives to address the security needs of its implementing partners, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

35. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

36. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

37. *Recalls* the essential role of telecommunications resources in facilitating the safety of humanitarian personnel and United Nations and associated personnel, calls upon States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>12</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in such operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

38. *Requests* the Secretary-General to submit to the General Assembly at its sixty-eighth 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 present resolution, including an assessment of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*55th plenary meeting  
13 December 2012*

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
18 February 2014

Sixty-eighth session  
Agenda item 70

## Resolution adopted by the General Assembly on 13 December 2013

[without reference to a Main Committee (A/68/L.24 and Add.1)]

### 68/101. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [67/85](#) of 13 December 2012, as well as Security Council resolution [1502 \(2003\)](#) of 26 August 2003 and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

*Deeply concerned* by the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian and United Nations personnel, while expressing concern over the lack of respect for these principles in some areas,

*Urging* all parties involved in armed conflicts, in compliance with international humanitarian law, in particular their obligations under the Geneva Conventions of 12 August 1949<sup>2</sup> and the obligations applicable to them under the Additional Protocols thereto of 8 June 1977,<sup>3</sup> to ensure the security and protection of all humanitarian personnel and United Nations and associated personnel,

*Welcoming* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has continued to rise, the number now having reached 91, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Deeply concerned* by the dangers and safety and security risks faced by humanitarian personnel and United Nations and associated personnel at the field level, as they operate in increasingly complex contexts,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations and the nature of humanitarian work should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially locally recruited staff,

*Noting* that in 2012, 1,793 persons, representing 1.2 per cent of the United Nations system personnel, were affected by significant security incidents,<sup>6</sup> and gravely concerned by the continued increase in the number of humanitarian personnel and United Nations and associated personnel affected by safety and security incidents, including the continued sharp increase in abductions in 2012 and the first six months of 2013,<sup>7</sup>

*Expressing profound regret* at the deaths of and violent acts against international and national United Nations and associated personnel involved in the provision of humanitarian assistance and against personnel of humanitarian organizations and medical personnel performing humanitarian tasks, and strongly

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

<sup>6</sup> A/68/489, para. 10.

<sup>7</sup> *Ibid.*, paras. 15 and 16.

deploring the deliberate targeting of, and casualties among, such personnel in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations,

*Expressing deep concern* at the deep and long-lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that increasingly restricts the provision of assistance and protection to populations in need, and commending the commitment of the United Nations and other humanitarian personnel to stay and deliver the most critical programmes, even in dangerous environments,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, and that the perpetrators of such acts are brought to justice, as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>8</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated humanitarian personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the high number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road safety and aviation safety in ensuring the continuity of United Nations humanitarian operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of United Nations and associated personnel by the host Governments, local authorities and populations contributes to their safety and security,

---

<sup>8</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

*Noting also* that the effective functioning of the United Nations security management system requires, among other elements, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General;<sup>9</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
4. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
5. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;
6. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>8</sup>
7. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;
8. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;
9. *Expresses deep concern* over the continued increase in threats to and deliberate targeting of and the disturbing trend of politically or criminally motivated

---

<sup>9</sup> A/68/489.

attacks against the safety and security of humanitarian personnel and United Nations and associated personnel;

10. *Welcomes* the contribution of female United Nations and associated personnel in United Nations humanitarian operations, expresses concern that in some cases these personnel are relatively more exposed to certain forms of crime and acts of intimidation and harassment, and strongly urges the United Nations system and Member States to take appropriate and gender-sensitive action for their safety and security;

11. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, reaffirms the need to hold accountable those responsible for such acts, strongly urges all States to take stronger action to ensure that any such acts committed on their territory are investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with national laws and obligations under international law, and urges States to end impunity for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security level system and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>10</sup> in order to respect and protect civilians, including humanitarian personnel, in territories subject to their jurisdiction;

14. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment and hospitals and other medical facilities, in all circumstances;

15. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance, to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

16. *Calls upon* all other parties involved in armed conflict to refrain from abducting, taking hostage or kidnapping humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

17. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a

---

<sup>10</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

United Nations operation, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>11</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>12</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

18. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

19. *Reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter of the United Nations;

20. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware of and sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security;

21. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

22. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards, and to continue the ongoing assessment of the United Nations premises and physical security worldwide;

23. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their

---

<sup>11</sup> Resolution 22 A (I).

<sup>12</sup> Resolution 179 (II).

deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

24. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

25. *Notes with appreciation* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from these incidents among United Nations and humanitarian personnel and among the civilian population of the host country, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

26. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, and supports the good practice known as “stay and deliver”, while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

27. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk-management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors;

28. *Encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

29. *Requests* the Secretary-General, inter alia through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

30. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

31. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian and United Nations personnel, who account for the large majority of casualties and who are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and

humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

32. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide;

33. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the analysis of threats and to continue to improve and implement an effective, modern and flexible information management capacity in support of analytical and operational requirements, including the ongoing system-wide analysis of best practices and information on the range and scope of safety and security incidents involving humanitarian personnel and United Nations and associated personnel, including attacks against them, in order to make objective and evidence-based decisions on how to reduce the risks arising in the context of United Nations-related operations;

34. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

35. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

36. *Welcomes* the steps taken by the Secretary-General thus far, and encourages further efforts to enhance coordination and cooperation, at both the headquarters and field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field on the basis of the "Saving Lives Together" framework as well as other relevant national and local initiatives in this regard, and in this respect requests the Secretary-General to encourage further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing and, where appropriate, training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on the steps taken in this regard;

37. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

38. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

39. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>13</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

40. *Requests* the Secretary-General to submit to the General Assembly at its sixty-ninth 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 present resolution, including an assessment of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*67th plenary meeting  
13 December 2014*

---

<sup>13</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
19 January 2015

Sixty-ninth session  
Agenda item 69

## Resolution adopted by the General Assembly on 12 December 2014

[without reference to a Main Committee (A/69/L.33 and Add.1)]

### 69/133. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 68/101 of 13 December 2013, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution 2175 (2014) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.



*Deeply concerned* by the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 91, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the threats and security risks faced by humanitarian personnel and United Nations and associated personnel, and the unprecedented increase in the scale and the increasingly complex nature of the threats faced by such personnel at the field level, as they operate in increasingly high-risk environments, and noting that the majority of such incidents continue to affect locally recruited personnel,

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of the United Nations and other humanitarian personnel to stay and deliver the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, often at great personal risk, especially national and locally recruited personnel,

---

<sup>4</sup> Ibid., vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>6</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* that, despite the decrease in the number of the United Nations system personnel affected by security incidents in 2013, 1,216 persons, representing 0.8 per cent of the United Nations system personnel, were still affected by significant security incidents, with 28 personnel killed, 226 injured and 17 abducted,<sup>7</sup>

*Strongly condemning* all attacks against humanitarian personnel, expressing profound regret at the deaths, injuries and abductions resulting from these attacks, and noting with concern that the number of attacks against humanitarian personnel in 2013 was the highest ever recorded, with at least 155 personnel killed, 171 injured and 134 abducted,

*Strongly condemning also* all attacks against medical personnel and humanitarian personnel engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and deploring the long-term consequences of such attacks for the population and health-care systems of the countries concerned,

*Expressing profound regret* at the deaths of humanitarian personnel and health-care personnel as a result of public health hazards such as the current outbreak of the Ebola virus disease, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, and that the perpetrators of such acts are brought to justice, as provided for by national laws and obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the

---

<sup>6</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Sixty-eighth Session, Supplement No. 19 (A/68/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>7</sup> See A/69/406, para. 12.

Rome Statute of the International Criminal Court,<sup>8</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations personnel and associated personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the high number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road safety and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel,

*Noting also* that the effective functioning of the United Nations security management system requires, among other elements, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Welcomes* the report of the Secretary-General;<sup>9</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the alarming increase in threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel and the unprecedented increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the necessary measures to ensure the safety and security of national and international humanitarian personnel and United

---

<sup>8</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>9</sup> A/69/406.

Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>8</sup>

8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that in some cases these personnel are relatively more exposed to certain forms of crime and acts of intimidation and harassment, and strongly urges the United Nations system and Member States to take appropriate and gender-sensitive action for their safety and security;

11. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission<sup>6</sup> in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, reaffirms the need to prosecute, penalize and punish those responsible for such acts, strongly urges all States to take stronger action to ensure that crimes against such personnel do not remain unpunished and are investigated fully, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided by national laws and obligations under international law;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security level system and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided by the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>10</sup> in

---

<sup>10</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

order to respect and protect civilians, including humanitarian personnel, in territories subject to their jurisdiction;

14. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, and urges States to develop effective measures to prevent and address violence against such personnel;

15. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and to ensure their right to legal counsel, and urges States to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

16. *Calls upon* all other parties involved in armed conflict to refrain from abducting, taking hostage or kidnapping humanitarian personnel or United Nations and associated personnel or detaining them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

17. *Requests* the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>11</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>12</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

18. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

19. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where

---

<sup>11</sup> Resolution 22 A (I).

<sup>12</sup> Resolution 179 (II).

required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

20. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

21. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk-management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors with a view to enhancing safety and security;

22. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

23. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards, and to continue the ongoing assessment of the United Nations premises and physical security worldwide;

24. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

25. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

26. *Notes with appreciation* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from these incidents among United Nations and associated personnel and among the civilian population in the host country, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

27. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, and supports the continued implementation of the good practice to stay and deliver while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

28. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel;

29. *Encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

30. *Requests* the Secretary-General, inter alia through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

31. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

32. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who account for the large majority of casualties and who are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

33. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide;

34. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools as well as their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with minimum operating security standards and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field,

and promoting an effective and preventive security management approach that is multidimensional;

35. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

36. *Stresses* that the effective functioning at the country level of security operations requires a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

37. *Welcomes* the steps taken by the Secretary-General thus far and encourages further efforts to enhance coordination and cooperation, at both the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the "Saving Lives Together" framework as well as other relevant national and local initiatives in this regard, and in this respect requests the Secretary-General to encourage further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing and, where appropriate, training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

38. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

39. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

40. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>13</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

41. *Requests* the Secretary-General to submit to the General Assembly at its seventieth session a comprehensive and updated report on the safety and security of

---

<sup>13</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.

humanitarian personnel and protection of United Nations personnel and on the implementation of the present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*70th plenary meeting  
12 December 2014*

---



# General Assembly

Distr.: General  
28 December 2015

Seventieth session  
Agenda item 73

## Resolution adopted by the General Assembly on 10 December 2015

[without reference to a Main Committee (A/70/L.25 and Add.1)]

### 70/104. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution 69/133 of 12 December 2014, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution 2175 (2014) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.



*Deeply concerned* by the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 91, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel, and the increase in the number of direct attacks against such personnel at the field level, as they operate in increasingly high-risk environments,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel and United Nations associated personnel to safety and security-related incidents, including road traffic accidents, arrest and detention, and abduction,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and

---

<sup>4</sup> Ibid., vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

including those serving with national and international non-governmental organizations in the field, often at great personal risk,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>6</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2014, 1,734 persons, representing 0.96 per cent of the United Nations system personnel, were affected by safety and security incidents, with 30 fatalities, of which 15 resulted from acts of violence, namely, crime, acts of terrorism and civil unrest, 166 injuries, of which 65 resulted from acts of violence, and 6 abductions,<sup>7</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 18 were killed, 52 injured and 5 abducted in 2014,<sup>8</sup>

*Strongly condemning* all attacks against humanitarian personnel, expressing profound regret at the deaths, injuries and abductions resulting from these attacks, and noting with concern that there were 329 recorded attacks against humanitarian personnel in 2014, resulting in at least 121 personnel killed, 88 injured and 120 abducted,

*Strongly condemning also* all attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and deploring the long-term consequences of such attacks for the population and health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards such as the outbreak of the Ebola virus disease in West Africa, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in

---

<sup>6</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Sixty-ninth Session, Supplement No. 19 (A/69/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>7</sup> See [A/70/383](#), annex I.

<sup>8</sup> *Ibid.*, annex V.

humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>9</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the large number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

---

<sup>9</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

1. *Welcomes* the report of the Secretary-General;<sup>10</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the alarming increase in threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel and the unprecedented increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the necessary measures to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;
7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>9</sup>
8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;
9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;
10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, crime, acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security and to

---

<sup>10</sup> [A/70/383](#).

ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security;

11. *Strongly condemns* all threats and acts of violence against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission<sup>6</sup> in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, reaffirms the need to prosecute, penalize and punish those responsible for such acts, strongly urges all States to take stronger action to ensure that crimes against such personnel do not remain unpunished and are investigated fully, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided by national laws and obligations under international law;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security level system and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>11</sup> in order to respect and protect civilians, including humanitarian personnel;

14. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, and urges States [and all parties to armed conflict] to develop effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities;

15. *Notes* the importance of giving due consideration to the question of the safety and security of United Nations and other humanitarian personnel at the World Humanitarian Summit, to be held in Istanbul, Turkey, on 23 and 24 May 2016 ;

16. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and to ensure their right to legal counsel, and urges States to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

17. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

---

<sup>11</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

18. *Requests* the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>12</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>13</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

19. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

20. *Encourages* the Secretary-General to continue the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

21. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

22. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

23. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk-management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors with a view to enhancing safety and security;

24. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian

---

<sup>12</sup> Resolution 22 A (I).

<sup>13</sup> Resolution 179 (II).

law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

25. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

26. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

27. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

28. *Notes with appreciation* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from these incidents among United Nations and associated personnel and among the civilian population in the host country, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

29. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including through the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

30. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel;

31. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

32. *Requests* the Secretary-General, inter alia through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their

headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

33. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

34. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who account for the large majority of casualties and who are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

35. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide;

36. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with minimum operating security standards and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

37. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

38. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

39. *Welcomes* the steps taken by the Secretary-General thus far, and encourages further efforts to enhance coordination and cooperation, at both the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated

personnel, with a view to addressing mutual security concerns in the field, based on the “Saving Lives Together” framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing and, where appropriate, training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

40. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

41. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

42. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>14</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

43. *Requests* the Secretary-General to submit to the General Assembly at its seventy-first 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*72nd plenary meeting  
10 December 2015*

---

<sup>14</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
26 January 2017

Seventy-first session  
Agenda item 69

## Resolution adopted by the General Assembly on 8 December 2016

[without reference to a Main Committee (A/71/L.34 and Add.1)]

### 71/129. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [70/104](#) of 10 December 2015, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.



*Deeply concerned* by the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 91, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel, and the threefold increase in the number of direct attacks against their premises and official vehicles and a 30 per cent increase in casualties of United Nations personnel, as they operate in increasingly high-risk environments,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel and United Nations and associated personnel to safety and security-related incidents, including road traffic accidents, arrest and detention, abduction and intimidation and harassment,

*Expressing deep concern* at the exposure of female humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against women,

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated

---

<sup>4</sup> Ibid., vol. 2051, No. 35457.

<sup>5</sup> Resolution 60/42, annex.

personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>6</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2015, 1,819 persons, representing 1.01 per cent of the United Nations system personnel, were affected by safety and security incidents, with 39 fatalities, of which 23 resulted from acts of violence, namely, crime, acts of terrorism and armed conflict, 229 injuries, of which 99 resulted from acts of violence, 21 abductions, 69 arrested and detained, and 405 reported cases of intimidation and harassment,<sup>7</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 21 were injured, 3 abducted and 30 arrested and detained, and 80 reported cases of intimidation and harassment in 2015,<sup>8</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries and abductions resulting from these attacks, noting with concern that there were 287 recorded attacks against humanitarian personnel in 2015, resulting in at least 109 personnel killed, 110 injured and 68 abducted,<sup>9</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>10</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical

---

<sup>6</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventieth Session, Supplement No. 19 (A/70/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>7</sup> See [A/71/395](#), annexes I and III.

<sup>8</sup> *Ibid.*, annex V.

<sup>9</sup> See Aid Worker Security Report 2016.

<sup>10</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/71/395](#), annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts for the population and health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>11</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the large number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and

---

<sup>11</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>12</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the alarming increase in threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the unprecedented increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the necessary measures to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently

---

<sup>12</sup> [A/71/395](#).

their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>11</sup>

8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence, crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence, crime, acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated and the alleged perpetrators brought to justice, in accordance with applicable laws;

11. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission<sup>6</sup> in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>13</sup> in order to respect and protect civilians, including humanitarian personnel;

14. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties,

---

<sup>13</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

15. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided by national laws and obligations under international law;

16. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel, so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained, and to ensure their right to legal counsel, and urges States to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

17. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

18. *Requests* the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>14</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>15</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

---

<sup>14</sup> Resolution 22 A (I).

<sup>15</sup> Resolution 179 (II).

19. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

20. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

21. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

22. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

23. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk-management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors with a view to enhancing safety and security;

24. *Requests* the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

25. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the necessary measures to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations minimum operating security standards and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

26. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their

deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

27. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

28. *Notes with appreciation* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through improved training and initiatives to promote road safety so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from these incidents among United Nations and associated personnel and among the civilian population in the host country, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

29. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the progress and the continuation of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

30. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel;

31. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

32. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

33. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

34. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including

in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

35. *Notes with appreciation* the progress reported in implementing the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide;

36. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

37. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities on staff safety and security;

38. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

39. *Welcomes* the steps taken by the Secretary-General thus far, and encourages further efforts to enhance coordination and cooperation, at both the headquarters and the field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the "Saving Lives Together" framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

40. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, inter alia, with a view to reinforcing

the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

41. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

42. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>16</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

43. *Requests* the Secretary-General to submit to the General Assembly at its seventy-second 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*57th plenary meeting  
8 December 2016*

---

<sup>16</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



---

**Seventy-second session**

Agenda item 73 (a)

**Resolution adopted by the General Assembly  
on 11 December 2017***[without reference to a Main Committee (A/72/L.22 and A/72/L.22/Add.1)]***72/131. Safety and security of humanitarian personnel and protection  
of United Nations personnel***The General Assembly,**Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [71/129](#) of 8 December 2016, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, which must not be unlawfully attacked, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 93, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly high-risk environments, and the increase in the number of direct attacks against their vehicles and United Nations premises,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel and United Nations and associated personnel to safety and security-related incidents, including assault, arrest and detention, acts of violence, road traffic accidents and abduction, and concerned that 90 per cent of United Nations personnel killed in 2016 were locally recruited,<sup>6</sup>

*Expressing deep concern* at the exposure of female humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

<sup>6</sup> [A/72/490](#), para. 27.

against women, and equally concerned at the steady rise in the number of reported sexual assaults against female United Nations personnel,

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2016, 1,381 persons were affected by safety and security incidents, with 21 fatalities, of which 10 resulted from acts of violence, namely, crime, acts of terrorism and armed conflict, 163 injuries, of which 70 resulted from acts of violence, 7 abductions, 102 arrests and detentions and 231 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 4 were killed, 10 were injured, 26 were arrested and detained and 77 reported cases of intimidation and harassment in 2016,<sup>9</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries and abductions resulting from these attacks, noting with concern that there were 158 recorded attacks against humanitarian personnel in 2016, resulting in at least 101

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-first Session, Supplement No. 19 (A/71/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>8</sup> See [A/72/490](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

personnel killed, 98 injured and 89 abducted,<sup>10</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>11</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts for the population and health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting* the decrease from previous years in United Nations casualties resulting from violent attacks or other safety-related incidents, which is a positive development despite a high rate of attacks and continued insecurity, and in this regard noting with appreciation all the measures taken to enhance the performance of the United Nations security management system,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>12</sup> and noting the role that the Court can

---

<sup>10</sup> See Aid Worker Security Report 2017.

<sup>11</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see A/72/490, annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

<sup>12</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited staff, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the large number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>13</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the alarming increase in threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the unprecedented increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

---

<sup>13</sup> A/72/490.

5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>12</sup>

8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence, crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence, crime, acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated and the alleged perpetrators brought to justice, in accordance with applicable laws;

11. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission<sup>7</sup> in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel is consistently and integrally considered in the planning for humanitarian action;

14. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva

Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>14</sup> in order to respect and protect civilians, including humanitarian personnel;

15. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

16. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

17. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

18. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

19. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>15</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>16</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

---

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

<sup>15</sup> Resolution 22 A (I).

<sup>16</sup> Resolution 179 (II).

20. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

21. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

22. *Welcomes* the initiative of the Secretary-General to develop and launch an internal registry of victims of violence, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

23. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

24. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

25. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors with a view to enhancing safety and security;

26. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

27. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

28. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the

need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

29. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

30. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

31. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the progress and the continuation of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

32. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

33. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

34. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, and calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts;

35. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel;

36. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for

the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

37. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

38. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on staff safety and security;

39. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

40. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information-sharing, at both the headquarters and field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

41. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

42. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of

international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

43. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>17</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

44. *Requests* the Secretary-General to submit to the General Assembly at its seventy-third 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*70th plenary meeting  
11 December 2017*

---

<sup>17</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



Seventy-third session  
Agenda item 75 (a)

## Resolution adopted by the General Assembly on 14 December 2018

[without reference to a Main Committee (A/73/L.51 and A/73/L.51/Add.1)]

### 73/137. Safety and security of humanitarian personnel and protection of United Nations personnel

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [72/131](#) of 11 December 2017, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, which must not be unlawfully attacked, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 94, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly high-risk environments,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel and United Nations and associated personnel to safety and security-related incidents, including assault, arrest and detention, acts of violence, road traffic accidents and abduction, and concerned that 67 per cent of United Nations personnel killed in 2017 were locally recruited,<sup>6</sup>

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

<sup>6</sup> [A/73/392](#), [A/73/392/Corr.1](#) and [A/73/392/Corr.2](#), para. 24.

women, and equally concerned at the significant rise in the number of reported sexual assaults against both male and female United Nations personnel,

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2017, 1,473 persons were affected by safety and security incidents, with 22 fatalities, of which 9 resulted from acts of violence, namely, crime, acts of terrorism and armed conflict, 181 injuries, of which 70 resulted from acts of violence, 8 abductions, 63 arrests and detentions and 316 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 8 were injured, 21 were arrested and detained and 109 reported cases of intimidation and harassment in 2017,<sup>9</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries and

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-first Session, Supplement No. 19 (A/71/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>8</sup> See [A/73/392](#), [A/73/392/Corr.1](#) and [A/73/392/Corr.2](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

abductions resulting from these attacks, noting with concern that there were 158 recorded attacks against humanitarian personnel in 2017, resulting in at least 139 personnel killed, 102 injured and 72 abducted,<sup>10</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>11</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recognizing* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian

---

<sup>10</sup> See Aid Worker Security Report 2018.

<sup>11</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/73/392](#), [A/73/392/Corr.1](#) and [A/73/392/Corr.2](#), annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>12</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the increased number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel,

*Noting further* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>13</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued

<sup>12</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>13</sup> [A/73/392](#), [A/73/392/Corr.1](#) and [A/73/392/Corr.2](#).

increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;

4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>12</sup>

8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence, crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence, crime, acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated and the alleged perpetrators brought to justice, in accordance with applicable laws;

11. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission<sup>7</sup> in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process

and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel is consistently and integrally considered in the planning for humanitarian action;

14. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>14</sup> in order to respect and protect civilians, including humanitarian personnel;

15. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

16. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

17. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

18. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

19. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and

---

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>15</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>16</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

20. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

21. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

22. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

23. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

24. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

25. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors with a view to enhancing safety and security, and encourages Member States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

26. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those

---

<sup>15</sup> Resolution 22 A (I).

<sup>16</sup> Resolution 179 (II).

contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

27. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

28. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

29. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

30. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

31. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

32. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

33. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

34. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration

among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency Security Management Network of a system-wide policy on the security of locally recruited personnel;

35. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

36. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

37. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

38. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

39. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

40. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information-sharing, at both the headquarters and field levels, between the United Nations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to

enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

41. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

42. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

43. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>17</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

44. *Requests* the Secretary-General to submit to the General Assembly at its seventy-fourth 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*54th plenary meeting  
14 December 2018*

---

<sup>17</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
20 January 2020

---

## Seventy-fourth session

Agenda item 71 (a)

### **Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Resolution adopted by the General Assembly on 16 December 2019**

[without reference to a Main Committee ([A/74/L.32](#) and [A/74/L.32/Add.1](#))]

### **74/116. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [73/137](#) of 14 December 2018, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, which must not be unlawfully attacked, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 95, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly high-risk environments, and the increase in the number of attacks directed against such personnel, including when they are on the roads, in public spaces, on United Nations premises and providing humanitarian assistance,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel and United Nations and associated personnel to safety and security-related incidents, including assault, arrest and detention, acts of violence, road traffic accidents and abduction, and concerned that 56 per cent of United Nations personnel killed in 2018 were locally recruited,<sup>6</sup>

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

<sup>6</sup> [A/74/464](#), para. 27.

women, and equally concerned at the significant number of reported sexual assaults against both male and female United Nations personnel,

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2018, 1,533 persons were affected by safety and security incidents, with 31 fatalities, of which 11 resulted from acts of violence, namely, crime and armed conflict, 181 injuries, of which 67 resulted from acts of violence, 11 abductions, 85 arrests and detentions and 391 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 3 were killed, 10 were injured, 3 were arrested and detained and 128 reported cases of intimidation and harassment in 2018,<sup>9</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries, including

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-third Session, Supplement No. 19 (A/73/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>8</sup> See [A/74/464](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

those resulting in disabilities, and abductions resulting from these attacks, noting with concern that there were 405 recorded attacks against humanitarian personnel in 2018, resulting in at least 131 personnel killed, 144 injured and 130 abducted,<sup>10</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>11</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recognizing* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome

---

<sup>10</sup> See Aid Worker Security Report 2019.

<sup>11</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/74/464](#), annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

Statute of the International Criminal Court,<sup>12</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the increased number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel, including, when feasible, national and locally recruited personnel,

*Noting further* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>13</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued

<sup>12</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>13</sup> [A/74/464](#).

increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;

4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;<sup>12</sup>

8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence, sexual exploitation and abuse, crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence, sexual exploitation and abuse, crime, acts of intimidation and harassment, to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated and the alleged perpetrators brought to justice, in accordance with applicable laws;

11. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission<sup>7</sup> in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel, including national and locally recruited personnel, is consistently and integrally considered in the planning for humanitarian action;

14. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>14</sup> in order to respect and protect civilians, including humanitarian personnel;

15. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

16. *Urges* States, while undertaking counter-terrorism activities, to respect their international obligations, including whenever international humanitarian law is applicable, in particular regarding the provision of humanitarian assistance to civilian populations, and recognizes the key role that humanitarian organizations play in the provision of principled humanitarian assistance, while also recognizing the importance of preventing and suppressing the financing of and other forms of support to terrorism;

17. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

18. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

19. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

20. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>15</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>16</sup> and the Convention on the Safety of United Nations and Associated Personnel;<sup>4</sup>

21. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

22. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

23. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

24. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

25. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

---

<sup>15</sup> Resolution 22 A (I).

<sup>16</sup> Resolution 179 (II).

26. *Urges* the United Nations and other relevant humanitarian actors to include, as part of their risk management strategy and training, the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors, with a view to enhancing safety and security and ensuring access to the affected populations, and encourages Member States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

27. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

28. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

29. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

30. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

31. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, encourages humanitarian organizations to promote similar approaches among their personnel, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

32. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on

effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

33. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

34. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

35. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency Security Management Network of a system-wide policy on the security of locally recruited personnel;

36. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

37. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

38. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

39. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

40. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

41. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information-sharing, at both the headquarters and field levels, between the United Nations, regional organizations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing, assistance in emergency situations, when feasible, and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

42. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

43. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

44. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>17</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

45. *Requests* the Secretary-General to submit to the General Assembly at its seventy-fifth session a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the

---

<sup>17</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.

implementation of the present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*49th plenary meeting  
16 December 2019*

---



# General Assembly

Distr.: General  
21 December 2020

---

## Seventy-fifth session

Agenda item 73 (a)

**Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Resolution adopted by the General Assembly on 11 December 2020**

[without reference to a Main Committee ([A/75/L.42](#) and [A/75/L.42/Add.1](#))]

### **75/125. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [74/116](#) of 16 December 2019, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, which must not be unlawfully attacked, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 95, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly high-risk environments, and the increase in the number of attacks directed against such personnel, including when they are on the roads, in public spaces, on United Nations premises and providing humanitarian assistance,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel and United Nations and associated personnel to safety and security-related incidents, including assault, arrest and detention, acts of violence, road traffic accidents and abduction, and concerned that 54 per cent of United Nations personnel killed in 2019 were locally recruited,<sup>6</sup>

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against women, and equally concerned at the significant number of reported sexual assaults against both male and female United Nations personnel,

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

<sup>6</sup> [A/75/246](#), para. 30.

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2019, 1,516 persons were affected by safety and security incidents, with 44 fatalities, of which 11 resulted from acts of violence, namely, crime and armed conflict, 192 injuries, of which 92 resulted from acts of violence, 6 abductions, 86 arrests and detentions and 327 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom none were killed, 1 was injured, 8 were arrested and detained and 74 reported cases of intimidation and harassment in 2019,<sup>9</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries, including those resulting in disabilities, and abductions resulting from these attacks, noting with concern that there were 483 recorded attacks against humanitarian personnel in 2019,

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-fourth Session, Supplement No. 19 (A/74/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>8</sup> See [A/75/246](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

resulting in at least 125 personnel killed, 234 injured and 134 abducted,<sup>10</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>11</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recognizing* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>12</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

---

<sup>10</sup> See Aid Worker Security Report 2020.

<sup>11</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/75/246](#), annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

<sup>12</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the increased number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel, including, when feasible, national and locally recruited personnel,

*Noting further* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>13</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United

---

<sup>13</sup> A/75/246.

Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

7. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;

8. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

9. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

10. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence, sexual exploitation and abuse, crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence, sexual exploitation and abuse, crime, acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated and the alleged perpetrators brought to justice, in accordance with applicable laws;

11. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

12. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

13. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel, including national and locally recruited personnel, is consistently and integrally considered in the planning for humanitarian action;

14. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>14</sup> in order to respect and protect civilians, including humanitarian personnel;

15. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

16. *Urges* States, while undertaking counter-terrorism activities, to respect their international obligations, including whenever international humanitarian law is applicable, in particular regarding the provision of humanitarian assistance to civilian populations, as well as recognizes the key role humanitarian organizations play in the provision of principled humanitarian assistance, while also recognizing the importance of preventing and suppressing the financing of and other forms of support to terrorism;

17. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

18. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

19. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

---

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

20. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>15</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>16</sup> and the Convention on the Safety of United Nations and Associated Personnel;

21. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

22. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

23. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

24. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

25. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

26. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy and training the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors, with a view to enhancing safety and security and ensuring access to the affected populations, and encourages Member States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

27. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate

---

<sup>15</sup> Resolution 22 A (I).

<sup>16</sup> Resolution 179 (II).

in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

28. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

29. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

30. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

31. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, encourages humanitarian organizations to promote similar approaches among their personnel, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

32. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

33. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

34. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to

strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

35. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency Security Management Network of a system-wide policy on the security of locally recruited personnel;

36. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

37. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

38. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

39. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

40. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

41. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and

information-sharing, at both the headquarters and field levels, between the United Nations, regional organizations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing, assistance in emergency situations, when feasible, and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

42. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

43. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

44. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>17</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

45. *Requests* the Secretary-General to submit to the General Assembly at its seventy-sixth 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*42nd plenary meeting  
11 December 2020*

---

<sup>17</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
17 December 2021

---

## Seventy-sixth session

Agenda item 75 (a)

**Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Resolution adopted by the General Assembly on 10 December 2021**

[without reference to a Main Committee ([A/76/L.26](#) and [A/76/L.26/Add.1](#))]

### **76/127. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [75/125](#) of 11 December 2020, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,



*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, which must not be unlawfully attacked, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 95, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

in increasingly high-risk environments, and the number of attacks directed against such personnel, including when they are on the roads, in public spaces, on United Nations premises and providing humanitarian assistance,

*Deeply concerned* about the particular vulnerability of locally recruited humanitarian personnel, who accounted for the majority of deaths, injuries and kidnappings of all humanitarian personnel in 2020, and United Nations and associated personnel to safety and security-related incidents, including aggravated and sexual assault, arrest and detention, acts of violence, road traffic accidents, robbery and abduction, and concerned that all United Nations personnel killed as a result of violent acts in 2020 were locally recruited,<sup>6</sup>

*Reaffirming its commitment* to the zero-tolerance policy on sexual exploitation and abuse throughout the United Nations system, including the agencies, funds and programmes, and further emphasizing that the United Nations and humanitarian organizations should maintain internal systems to prevent, mitigate and address sexual exploitation and abuse and sexual harassment against their own staff,

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against women, and equally concerned at the significant number of reported sexual assaults against both male and female United Nations personnel,

*Expressing deep concern also* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

---

<sup>6</sup> A/76/334, para. 23.

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

*Expressing deep appreciation* for the efforts of the United Nations system and for the essential work of medical and humanitarian personnel working on the front line of the humanitarian response in the face of the coronavirus disease (COVID-19) pandemic, and strongly condemning the high number of attacks, including against national and locally recruited medical and humanitarian personnel, as well as their means of transport and equipment, medical facilities and medical and relief supplies,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2020, 1,458 persons were affected by safety and security incidents, with 18 fatalities, of which 4 resulted from acts of violence, namely, crime and armed conflict, 189 injuries, of which 100 resulted from acts of violence, 17 abductions, 84 arrests and detentions and 307 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 1 was killed, 42 were injured, 11 were arrested and detained and 49 reported cases of intimidation and harassment in 2020,<sup>9</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries, including those resulting in disabilities, and abductions resulting from these attacks, noting with concern that there were 484 recorded attacks against humanitarian personnel in 2020, resulting in at least 117 personnel killed, 242 wounded and 125 kidnapped,<sup>10</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>11</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system,

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-fourth Session, Supplement No. 19 (A/74/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>8</sup> See [A/76/334](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

<sup>10</sup> See Aid Worker Security Report 2021, October 2021.

<sup>11</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/76/334](#), annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recognizing* the critical importance of continuing to strengthen existing monitoring systems for the safety and security of humanitarian and medical personnel in the light of the challenging security environment in which such personnel operate, and emphasizing that United Nations and humanitarian organizations, including local humanitarian actors, should have timely access to available information to strengthen risk assessment and effective security risk management, including through a gender perspective, and recognizing the importance of collaboration with States in this regard,

*Recognizing also* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>12</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel, including, when feasible, national and locally recruited personnel,

*Noting further* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>13</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the

<sup>13</sup> [A/76/334](#).

safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States and parties in complex humanitarian emergencies, in particular in armed conflict and in post-conflict situations, to ensure the safe and unhindered access of humanitarian and medical personnel, including those responding to the COVID-19 pandemic, as well as their means of transport, supplies and equipment, and to support, facilitate and enable transportation and logistical supply lines, in order to allow such personnel to efficiently and safely perform their task of assisting affected populations, and in this regard reaffirms the need to take the measures necessary to respect and protect such personnel, hospitals and other medical facilities, as well as their means of transport, supplies and equipment, and urges all parties to armed conflicts, consistent with international humanitarian law, to protect civilian infrastructure which is critical to the delivery of humanitarian assistance for the provision of essential service;

7. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

8. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;

9. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

10. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

11. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence, sexual exploitation and abuse, crime and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence, sexual exploitation and abuse, crime, acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated and the alleged perpetrators brought to justice, in accordance with applicable laws;

12. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

13. *Underscores* the critical importance of protecting all persons affected by humanitarian crises, in particular women and children, from any form of sexual exploitation and abuse and sexual harassment, including those perpetrated by United Nations and humanitarian personnel, welcomes the determination of the Secretary-

General to fully implement the United Nations policy of zero tolerance for sexual exploitation and abuse and stresses that victims and survivors should be at the core of such efforts, and in this regard requests the Secretary-General to continue to work in close consultation with Member States for the effective implementation of the policy, including prevention, reporting, enforcement and remedial actions;

14. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

15. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel, including national and locally recruited personnel, is consistently and integrally considered in the planning for humanitarian action;

16. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>14</sup> in order to respect and protect civilians, including humanitarian personnel;

17. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

18. *Urges* States, while undertaking counter-terrorism activities, to respect their international obligations, including whenever international humanitarian law is applicable, in particular regarding the provision of humanitarian assistance to civilian populations, as well as recognizes the key role humanitarian organizations play in the provision of principled humanitarian assistance, while also recognizing the importance of preventing and suppressing the financing of and other forms of support to terrorism;

19. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

---

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

20. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

21. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

22. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>15</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>16</sup> and the Convention on the Safety of United Nations and Associated Personnel;

23. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

24. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

25. *Calls upon* States to explore and scale up measures for more systematic monitoring, reporting and investigation of attacks against humanitarian and medical personnel;

26. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

27. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

---

<sup>15</sup> Resolution 22 A (I).

<sup>16</sup> Resolution 179 (II).

28. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

29. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy and training the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors, with a view to enhancing safety and security and ensuring access to the affected populations, and encourages Member States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

30. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

31. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

32. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

33. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

34. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, encourages humanitarian organizations to promote similar approaches among their personnel, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

35. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

36. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

37. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

38. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency Security Management Network of a system-wide policy on the security of locally recruited personnel;

39. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

40. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

41. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures,

developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

42. *Encourages* the Secretary-General, together with the United Nations security management system organizations, to continue to improve and effectively utilize the existing incident data system, to strengthen monitoring and management of security risks, including through a gender perspective, and timely data-sharing;

43. *Calls upon* Member States and relevant actors to enhance existing data-sharing mechanisms, as appropriate, and to facilitate field-driven support services to humanitarian actors, including training and orientation sessions and sharing comparative, predictive and thematic analyses that take into account disaggregated data;

44. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

45. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

46. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information-sharing, at both the headquarters and field levels, between the United Nations, regional organizations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing, assistance in emergency situations, when feasible, and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

47. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

48. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

49. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>17</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

50. *Requests* the Secretary-General to submit to the General Assembly at its seventy-seventh 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*51st plenary meeting  
10 December 2021*

---

<sup>17</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
8 December 2022

---

## Seventy-seventh session

Agenda item 69 (a)

### **Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Resolution adopted by the General Assembly on 6 December 2022**

[without reference to a Main Committee (A/77/L.35)]

### **77/31. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [76/127](#) of 10 December 2021, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, which must not be unlawfully attacked, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 95, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly high-risk environments, and the number of attacks directed against such personnel, including when they are on the roads, in public spaces, on United Nations premises and providing humanitarian assistance,

*Deeply concerned* about the particular vulnerability of national and locally recruited humanitarian personnel, who accounted for once again the majority of safety and security incidents of all humanitarian personnel in 2021, including road traffic crashes and other safety-related incidents, fatalities and injuries from acts of violence, abduction, robbery, residence break-ins and burglaries, aggravated assault, sexual assaults, intimidation and harassment, and arrest and detention, and concerned that six out of seven United Nations personnel killed as a result of violent acts in 2021 were locally recruited,<sup>6</sup>

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

<sup>6</sup> [A/77/362](#), paras. 32–33.

*Reaffirming its commitment* to the zero-tolerance policy on sexual exploitation and abuse throughout the United Nations system, including the agencies, funds and programmes, and further emphasizing that the United Nations and humanitarian organizations should maintain internal systems to prevent, mitigate and address sexual exploitation and abuse and sexual harassment against their own staff,

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against women, and equally concerned at the significant number of reported sexual assaults against both male and female United Nations personnel,

*Noting with concern* the increasing threat of disinformation campaigns that undermine trust in the United Nations and humanitarian organizations and put humanitarian personnel and United Nations and associated personnel at risk,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes, even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk and a negative impact on their health, including their mental health and psychosocial well-being, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-fourth Session, Supplement No. 19 (A/74/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

*Expressing deep appreciation* for the efforts of the United Nations system and for the essential work of medical and humanitarian personnel working on the front line of the humanitarian response in the face of the COVID-19 pandemic, and strongly condemning the high number of attacks, including against national and locally recruited medical and humanitarian personnel, as well as their means of transport and equipment, medical facilities and medical and relief supplies,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2021, 1,652 persons were affected by safety and security incidents, with 18 fatalities, of which 7 resulted from acts of violence, namely, crime and armed conflict, 180 injuries, of which 82 resulted from acts of violence, 9 abductions, 177 arrests and detentions and 386 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 37 were injured, 19 were arrested and detained and 87 reported cases of intimidation and harassment in 2021,<sup>9</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries, including those resulting in disabilities, and abductions resulting from these attacks, noting with concern that there were 461 recorded attacks against humanitarian personnel in 2021, resulting in at least 141 personnel killed, 203 wounded and 141 kidnapped,<sup>10</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>11</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children,

<sup>8</sup> See [A/77/362](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

<sup>10</sup> See Aid Worker Security Report, October 2022.

<sup>11</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/77/362](#), annex IV). The personnel of non-governmental organizations are not covered by the United Nations security management system.

and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recognizing* the critical importance of continuing to strengthen existing monitoring systems for the safety and security of humanitarian and medical personnel in light of the challenging security environment in which such personnel operate, and emphasizing that United Nations and humanitarian organizations, including local humanitarian actors, should have timely access to available and relevant information that can be used effectively and to adequate and predictable resources for emergency response to strengthen risk assessment and effective security risk management, including through a gender perspective, and recognizing the importance of collaboration with States in this regard,

*Recognizing* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>12</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities, populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

---

<sup>12</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

*Noting also* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel, including, when feasible, national and locally recruited personnel,

*Noting further* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>13</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;
6. *Calls upon* all States and parties in complex humanitarian emergencies, in particular in armed conflict and in post-conflict situations, to ensure the safe and unhindered access of humanitarian and medical personnel, including those responding to the COVID-19 pandemic and other health emergencies, as well as their means of transport, supplies and equipment, and to support, facilitate and enable transportation and logistical supply lines, in order to allow such personnel to efficiently and safely perform their task of assisting affected populations, and in this regard also reaffirms the need to take the measures necessary to respect and protect such personnel, hospitals and other medical facilities, as well as their means of

---

<sup>13</sup> [A/77/362](#).

transport, supplies and equipment, and urges all parties to armed conflicts, consistent with international humanitarian law, to protect civilian infrastructure which is critical to the delivery of humanitarian assistance for the provision of essential service;

7. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

8. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;

9. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

10. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

11. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence; sexual exploitation and abuse; crime; and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence; sexual exploitation and abuse; crime; acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated, and the alleged perpetrators brought to justice, in accordance with applicable laws;

12. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

13. *Underscores* the critical importance of protecting all persons affected by humanitarian crises, in particular women and children, from any form of sexual exploitation and abuse and sexual harassment, including those perpetrated by United Nations and humanitarian personnel, welcomes the determination of the Secretary-General to fully implement the United Nations policy of zero tolerance for sexual exploitation and abuse and stresses that victims and survivors should be at the core of such efforts, and in this regard requests the Secretary-General to continue to work in close consultation with Member States for the effective implementation of the policy, including prevention, reporting, enforcement and remedial actions;

14. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

15. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel, including national and locally recruited

personnel, is consistently and integrally considered in the planning for humanitarian action;

16. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>14</sup> in order to respect and protect civilians, including humanitarian personnel;

17. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

18. *Urges* States, while undertaking counter-terrorism activities, to respect their international obligations, including whenever international humanitarian law is applicable, in particular regarding the provision of humanitarian assistance to civilian populations, as well as recognizes the key role humanitarian organizations play in the provision of principled humanitarian assistance, while also recognizing the importance of preventing and suppressing the financing of and other forms of support to terrorism;

19. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

20. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

21. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present

---

<sup>14</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

22. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>15</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>16</sup> and the Convention on the Safety of United Nations and Associated Personnel;

23. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

24. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

25. *Calls upon* States to explore and scale up measures for more systematic monitoring, reporting and investigation of attacks against humanitarian and medical personnel;

26. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

27. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

28. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

29. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy and training the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors, with a view to enhancing safety and security and ensuring access to the affected populations, and encourages Member

---

<sup>15</sup> Resolution 22 A (I).

<sup>16</sup> Resolution 179 (II).

States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

30. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

31. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

32. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

33. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

34. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, encourages humanitarian organizations to promote similar approaches among their personnel, and requests the Secretary-General to continue the collection and analysis of data and to report on road incidents, including civilian casualties resulting from road accidents;

35. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

36. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

37. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

38. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency Security Management Network of a system-wide policy on the security of locally recruited personnel;

39. *Calls upon* all relevant actors to make every effort to support in their public statements a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

40. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

41. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness and analysis capacity, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, and promoting an effective and preventive security management approach that is multidimensional;

42. *Encourages* the Secretary-General, together with the United Nations security management system organizations, to continue to improve and effectively utilize the existing incident data system, strengthen monitoring and management of security risks, including through a gender perspective, and timely data sharing;

43. *Calls upon* Member States and relevant actors to enhance existing data-sharing mechanisms, as appropriate, and to facilitate field-driven support services to humanitarian actors, including training and orientation sessions and sharing comparative, predictive and thematic analyses that take into account disaggregated data;

44. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

45. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

46. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information-sharing, at both the headquarters and field levels, between the United Nations, regional organizations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing, assistance in emergency situations, when feasible, and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

47. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

48. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

49. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>17</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

50. *Requests* the Secretary-General to submit to the General Assembly at its seventy-eighth 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and

---

<sup>17</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.

outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*45th plenary meeting  
6 December 2022*

---



# General Assembly

Distr.: General  
13 December 2023

---

## Seventy-eighth session

Agenda item 72 (a)

### **Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Resolution adopted by the General Assembly on 8 December 2023**

[without reference to a Main Committee (A/78/L.17)]

### **78/118. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [77/31](#) of 6 December 2022, as well as Security Council resolutions on the protection of humanitarian personnel, including resolution [2175 \(2014\)](#) of 29 August 2014, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, has reached 95, mindful of the need to promote the universality of the Convention, and welcoming the entry into force on 19 August 2010 of the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which expands the scope of legal protection under the Convention,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly high-risk environments, and the number of attacks directed against such personnel, including when they are on the roads, in public spaces, on United Nations premises and providing humanitarian assistance, including through United Nations Humanitarian Air Service,

*Deeply concerned* about the particular vulnerability of national and locally recruited humanitarian personnel, who accounted for once again the majority of safety and security incidents of all humanitarian personnel in 2022, including road traffic crashes and other safety-related incidents, fatalities and injuries from acts of violence, abduction, robbery, residence break-ins and burglaries, aggravated assault, sexual assaults, intimidation and harassment, and arrest and detention, and concerned that 7 out of 11 United Nations personnel killed as a result of violent acts in 2022 were locally recruited,<sup>6</sup>

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

<sup>6</sup> [A/78/369](#), para. 42.

*Reaffirming its commitment* to the zero-tolerance policy on sexual exploitation and abuse throughout the United Nations system, including the agencies, funds and programmes, and further emphasizing that the United Nations and humanitarian organizations should maintain internal systems to prevent, mitigate and address sexual exploitation and abuse and sexual harassment against their own staff,

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against women, and equally concerned at the significant number of reported sexual assaults against both male and female United Nations personnel,

*Expressing deep concern also* at the increasing trend of safety and security incidents, including while carrying out duties, which affect humanitarian personnel and United Nations and associated personnel, as well as locally recruited personnel,

*Noting with concern* the increasing threat of disinformation campaigns and misinformation that undermine trust in United Nations and humanitarian organizations and put humanitarian personnel and United Nations and associated personnel at risk,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk and a negative impact on their health, including their mental health and psychosocial well-being, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-seventh Session, Supplement No. 19 (A/77/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

*Expressing deep appreciation* for the efforts of the United Nations system and for the essential work of medical and humanitarian personnel working on the front line of the humanitarian response in the face of the coronavirus disease (COVID-19) pandemic, and strongly condemning the high number of attacks, including against national and locally recruited medical and humanitarian personnel, as well as their means of transport and equipment, medical facilities and medical and relief supplies,

*Noting with concern* the evolving threats that United Nations personnel face when deployed and that, in 2022, 1,614 persons were affected by safety and security incidents, with 26 fatalities, of which 11 resulted from acts of violence, namely, crime, terrorism and armed conflict, 289 injuries, of which 124 resulted from acts of violence, 24 abductions, 16 sexual assaults, 107 arrests and detentions and 351 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA, of whom 29 were injured, 36 were arrested and detained and 96 reported cases of intimidation and harassment in 2022,<sup>9</sup> who have suffered unprecedented fatalities in 2023, which represents the highest number of United Nations fatalities ever recorded in a single conflict,<sup>10</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries, including those resulting in disabilities, and abductions resulting from these attacks, noting with concern that there were 444 recorded attacks against humanitarian personnel in 2022, resulting in at least 116 personnel killed, 143 wounded and 185 kidnapped,<sup>11</sup> and noting with concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>12</sup>

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the health-care systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and health-care personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

<sup>8</sup> See [A/78/369](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

<sup>10</sup> See Statement by Principals of the Inter-Agency Standing Committee on the situation in Israel and the Occupied Palestinian Territory, 5 November 2023.

<sup>11</sup> See Aid Worker Security Report, August 2023.

<sup>12</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/78/369](#), para.44). The personnel of non-governmental organizations are not covered by the United Nations security management system.

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated promptly and effectively and that the perpetrators of such acts are brought to justice, as provided for by national laws and in accordance with obligations under international law,

*Recognizing* the critical importance of continuing to strengthen existing monitoring systems for the safety and security of humanitarian and medical personnel in light of the challenging security environment in which such personnel operate, and emphasizing that United Nations and humanitarian organizations, including local humanitarian actors, should have timely access to available and relevant information that can be used effectively and to adequate and predictable resources for emergency response, including for the deployment of Emergency Response Teams, to strengthen risk assessment and effective security risk management, including through mainstreaming a gender and disaster risk-informed perspective, and recognizing the importance of collaboration with States in this regard,

*Recognizing also* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>13</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities,

---

<sup>13</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* the importance of safe evacuation planning and the strengthening of capacity of the United Nations in order to enhance the safety and security of humanitarian personnel and United Nations and associated personnel,

*Noting further* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel, including, when feasible, national and locally recruited personnel,

*Noting* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>14</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;
5. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and

---

<sup>14</sup> [A/78/369](#).

equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

6. *Calls upon* all States and parties in complex humanitarian emergencies, in particular in armed conflict and in post-conflict situations, to ensure the safe and unhindered access of humanitarian and medical personnel, including those responding to the COVID-19 pandemic and other health emergencies, as well as their means of transport, supplies and equipment, and to support, facilitate and enable transportation and logistical supply lines, in order to allow such personnel to efficiently and safely perform their task of assisting affected populations, and in this regard also reaffirms the need to take the measures necessary to respect and protect such personnel, hospitals and other medical facilities, as well as their means of transport, supplies and equipment, and urges all parties to armed conflicts, consistent with international humanitarian law, to protect civilian infrastructure which is critical to the delivery of humanitarian assistance for the provision of essential service;

7. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

8. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;

9. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

10. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

11. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence; sexual exploitation and abuse; crime; and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence; sexual exploitation and abuse; crime; acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated, and the alleged perpetrators brought to justice, in accordance with applicable laws;

12. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission in accordance with the Charter of the United Nations as long as they are entitled to protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

13. *Encourages* Member States and the United Nations system to take appropriate action to address the increasing threat of disinformation campaigns and misinformation that undermine trust in United Nations and humanitarian organizations and put humanitarian personnel and United Nations and associated personnel at risk;

14. *Underscores* the critical importance of protecting all persons affected by humanitarian crises, in particular women and children, from any form of sexual exploitation and abuse and sexual harassment, including those perpetrated by United Nations and humanitarian personnel, welcomes the determination of the Secretary-General to fully implement the United Nations policy of zero tolerance for sexual exploitation and abuse and stresses that victims and survivors should be at the core of such efforts, and in this regard requests the Secretary-General to continue to work in close consultation with Member States for the effective implementation of the policy, including prevention, reporting, enforcement and remedial actions;

15. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

16. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel, including national and locally recruited personnel, is consistently and integrally considered in the planning for humanitarian action;

17. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>15</sup> in order to respect and protect civilians, including humanitarian personnel;

18. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

19. *Urges* States, while undertaking counter-terrorism activities, to respect their international obligations, including whenever international humanitarian law is applicable, in particular regarding the provision of humanitarian assistance to civilian populations, as well as recognizes the key role humanitarian organizations play in the provision of principled humanitarian assistance, while also recognizing the importance of preventing and suppressing the financing of and other forms of support to terrorism;

20. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully and effectively, and affirms the need

<sup>15</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law;

21. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

22. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee;

23. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>16</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>17</sup> and the Convention on the Safety of United Nations and Associated Personnel;

24. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

25. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to bring perpetrators to justice;

26. *Calls upon* States to explore and scale up measures for more systematic monitoring, reporting and investigation of attacks against humanitarian and medical personnel;

27. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

---

<sup>16</sup> Resolution 22 A (I).

<sup>17</sup> Resolution 179 (II).

28. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

29. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

30. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy and training the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors, with a view to enhancing safety and security and ensuring access to the affected populations, and encourages Member States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

31. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

32. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

33. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

34. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available stress management, mental health and related services for United Nations personnel throughout the system, and encourages all humanitarian organizations to provide their personnel with similar support;

35. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the

host country, encourages humanitarian organizations to promote similar approaches among their personnel, and requests the Secretary-General to continue the collection and analysis of data to report on road incidents, including civilian casualties resulting from road accidents, and to encourage road safety preventive measures such as specialized trainings;

36. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

37. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

38. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

39. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency Security Management Network of a system-wide policy on the security of locally recruited personnel;

40. *Calls upon* all relevant actors to make every effort to support in their public statements and other forms of advocacy a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

41. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

42. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, increasing situational awareness, analysis and emergency response capacity, taking into account a disaster risk-informed perspective, including by enhancing strategic foresight and planning, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, increasing lessons learned, extending common security training capacities, and continuing to review safety and security policies, training and risk management processes, and promoting an effective and preventive security management approach that is multidimensional;

43. *Encourages* the Secretary-General, together with the United Nations security management system organizations, to continue to improve and effectively utilize the existing incident data system, including digital tools, strengthen monitoring and management of security risks, including through a gender perspective, and timely data-sharing;

44. *Calls upon* Member States and relevant actors to enhance existing data-sharing mechanisms as appropriate, and to facilitate field-driven support services to humanitarian actors, including training and orientation sessions and sharing comparative, predictive and thematic analyses that take into account disaggregated data;

45. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

46. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

47. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information-sharing, at both the headquarters and field levels, between the United Nations, regional organizations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information-sharing, assistance in emergency situations, when feasible, and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

48. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members

of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

49. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

50. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>18</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

51. *Requests* the Secretary-General to submit to the General Assembly at its seventy-ninth 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*47th plenary meeting  
8 December 2023*

---

<sup>18</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.



# General Assembly

Distr.: General  
12 December 2024

---

## Seventy-ninth session

Agenda item 72 (a)

### **Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Resolution adopted by the General Assembly on 9 December 2024**

[without reference to a Main Committee (A/79/L.32)]

### **79/138. Safety and security of humanitarian personnel and protection of United Nations personnel**

*The General Assembly,*

*Reaffirming* its resolution [46/182](#) of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance of the United Nations,

*Recalling* all relevant resolutions on the safety and security of humanitarian personnel and protection of United Nations personnel, including its resolution [78/118](#) of 8 December 2023, as well as Security Council resolutions on the protection of humanitarian personnel and United Nations and associated personnel, including resolution [2175 \(2014\)](#) of 29 August 2014 and resolution [2730 \(2024\)](#) of 24 May 2024, and relevant statements by the President of the Council,

*Recalling also* all Security Council resolutions and presidential statements and reports of the Secretary-General to the Council on the protection of civilians in armed conflict, including resolution [2286 \(2016\)](#) of 3 May 2016,

*Reaffirming* the principles, rules and relevant provisions of international law, including international humanitarian law and human rights law, as well as all relevant treaties,<sup>1</sup> and the need to further promote and ensure respect thereof,

---

<sup>1</sup> These include, notably, the Convention on the Privileges and Immunities of the United Nations of 13 February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, the Convention on the Safety of United Nations and Associated Personnel of 9 December 1994, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel of 8 December 2005, the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 and the Additional Protocols to the Geneva Conventions of 8 June 1977, and Amended Protocol II of 3 May 1996 to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 10 October 1980, as applicable.



*Recalling* the Geneva Conventions of 12 August 1949<sup>2</sup> and the Additional Protocols thereto of 8 June 1977,<sup>3</sup> and the obligation of parties to armed conflict to respect and ensure respect for international humanitarian law in all circumstances, and urging all such parties to comply with international humanitarian law and ensure respect for and protection of all humanitarian personnel and United Nations and associated personnel,

*Recalling also* the specific obligations, under international humanitarian law, to respect and protect, in situations of armed conflict, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, and hospitals and other medical facilities, and to ensure that the wounded and sick receive, to the fullest extent practicable and with the least possible delay, the medical care and attention required,

*Deeply concerned* by the continuous disregard, in many cases, for the principles and rules of international law, in particular international humanitarian law,

*Emphasizing* the responsibility of States to comply with their obligations to end impunity for serious violations of international humanitarian law, including those involving attacks against humanitarian and medical personnel, premises and assets,

*Recognizing* the importance of consistent engagement by humanitarian organizations with all parties to armed conflict for humanitarian purposes, including activities aimed at ensuring respect for international humanitarian law, and condemning the targeting, killing, intimidation and harassment, criminalization, assault and sexual assault, abduction, hostage-taking, arbitrary arrest and arbitrary detentions of humanitarian personnel for humanitarian activities,

*Reaffirming* the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance,

*Recalling* that the primary responsibility under international law for the security and protection of humanitarian personnel and United Nations and associated personnel, including national and locally recruited personnel, lies with the Government hosting a United Nations operation conducted under the Charter of the United Nations or its agreements with relevant organizations,

*Expressing its appreciation* to those Governments which respect the internationally agreed principles on the protection of humanitarian personnel and United Nations and associated personnel, while expressing concern over the lack of respect for these principles in some areas,

*Noting* the fact that the number of States parties to the Convention on the Safety of United Nations and Associated Personnel,<sup>4</sup> which entered into force on 15 January 1999, remains at 95, mindful of the need to promote the universality of the Convention, and noting the fact that the number of States parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel,<sup>5</sup> which entered into force on 19 August 2010 and which expands the scope of legal protection under the Convention, remains at 33,

*Expressing deep concern* at the complex and dynamic security environment, marked by the diverse and multifaceted threats and significant security risks faced by humanitarian personnel and United Nations and associated personnel as they operate in increasingly complex high-risk environments, and the growing number of attacks,

---

<sup>2</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

<sup>3</sup> *Ibid.*, vol. 1125, Nos. 17512 and 17513.

<sup>4</sup> *Ibid.*, vol. 2051, No. 35457.

<sup>5</sup> *Ibid.*, vol. 2689, No. 35457.

acts of violence and threats directed against such personnel, including when they are on the roads, in public spaces, on United Nations premises and providing humanitarian assistance, including through United Nations Humanitarian Air Service, and deeply alarmed that in 2023 the number of attacks on humanitarian personnel, including national and locally recruited personnel, and on United Nations premises reached its highest point in the past decade,

*Deeply concerned* about the particular vulnerability of national and locally recruited humanitarian personnel, who accounted for once again the majority of safety and security incidents of all humanitarian personnel in 2023, including road traffic crashes and other safety-related incidents, fatalities and injuries from acts of violence, abduction, robbery, residence break-ins and burglaries, aggravated assault, sexual assaults, intimidation and harassment, and arrest and detention, and concerned that 12 out of 13 United Nations personnel killed as a result of violent acts in 2023 were locally recruited and that locally recruited personnel accounted for 14 out of 19 personnel killed due to safety-related incidents,<sup>6</sup>

*Reaffirming its commitment* to the zero-tolerance policy on sexual exploitation, abuse and harassment throughout the United Nations system, including the agencies, funds and programmes, and further emphasizing that the United Nations and humanitarian organizations should maintain internal systems to prevent, mitigate and address sexual exploitation and abuse and sexual harassment against their own personnel,

*Expressing deep concern* at the exposure of humanitarian personnel and United Nations and associated personnel to certain forms of crime and acts of intimidation and harassment, including sexual violence and other forms of violence against women, and equally concerned at the significant number of reported sexual assaults against both male and female United Nations personnel,

*Expressing deep concern also* at the increasing trend of safety and security incidents, including while carrying out duties, which affect humanitarian personnel and United Nations and associated personnel, including national and locally recruited personnel, and, in particular, deeply alarmed that the number of fatalities resulting from violence in 2023 is the highest on record,

*Noting with concern* the increasing threat of disinformation campaigns, misinformation, incitement to violence, and hate speech targeting humanitarian personnel, that undermine trust in the United Nations and humanitarian organizations and put humanitarian personnel and United Nations and associated personnel, including national and locally recruited personnel, at risk,

*Expressing concern* about the increase in malicious information and communications technology activities, including data breaches and information operations, that target humanitarian organizations, disrupt their relief operations, threaten the safety and security of their personnel, premises and assets, and ultimately their access and ability to carry out humanitarian activities,

*Expressing deep concern* that the occurrence of attacks and threats against humanitarian personnel and United Nations and associated personnel is a factor that severely restricts the provision of assistance and protection to populations in need, and commending the commitment of United Nations and other humanitarian personnel to stay and deliver effectively the most critical programmes even in dangerous environments,

---

<sup>6</sup> A/79/149, para. 38.

*Stressing* the need to uphold the respect and protection which the flag of the United Nations, and the nature of humanitarian work, should command and ensure, and stressing the importance of fully respecting the obligations relating to the use of vehicles and premises of humanitarian personnel and United Nations and associated personnel as defined by relevant international instruments, as well as the obligations relating to distinctive emblems recognized in the Geneva Conventions,

*Noting* that medical personnel, and humanitarian personnel exclusively engaged in medical duties, in an armed conflict situation continue to be under a duty to provide competent medical service in full professional and moral independence, with compassion and respect for human dignity, and always to bear in mind human life and to act in the patient's best interest, stressing the need to uphold their respective professional codes of ethics, and further noting the applicable rules of international humanitarian law relating to the non-punishment of any person for carrying out medical activities compatible with medical ethics,

*Commending* the courage and commitment of those who take part in humanitarian operations, especially national and locally recruited personnel, and including those serving with national and international non-governmental organizations in the field, often at great personal risk and a negative impact on their health, including their mental health and psychosocial well-being, especially when working in situations of armed conflict and exposed to direct violence, injury and risk of illness with limited access to medical and emergency facilities,

*Commending also* the courage and commitment of those who take part in peace operations, including peacekeeping operations,<sup>7</sup> often at great personal risk, especially national and locally recruited personnel,

*Expressing deep appreciation* for the efforts of the United Nations system and for the essential work of medical and humanitarian personnel working on the front line of the humanitarian response in the face of pandemics and other health emergencies, and strongly condemning the high number of attacks, including against national and locally recruited medical and humanitarian personnel, as well as their means of transport and equipment, medical facilities and medical and relief supplies,

*Noting with deep concern* the evolving threats that United Nations personnel face when deployed and that, in 2023, 1,915 persons were affected by safety and security incidents, with 32 fatalities, of which 13 resulted from acts of violence, namely, crime, terrorism and armed conflict, 284 injuries, of which 107 resulted from acts of violence, 17 abductions, 9 sexual assaults, 103 arrests and detentions and 399 reported cases of intimidation and harassment,<sup>8</sup> and noting that these figures do not include United Nations personnel who are not part of the United Nations security management system, such as locally recruited area staff of UNRWA; of whom 141 were killed, 57 were injured, 39 were arrested and detained and 44 reported cases of intimidation and harassment in 2023,<sup>9</sup> who have suffered unprecedented fatalities in

---

<sup>7</sup> The safety and security of United Nations peacekeepers is specifically addressed in the annual report of the Special Committee on Peacekeeping Operations (*Official Records of the General Assembly, Seventy-seventh Session, Supplement No. 19 (A/77/19)*). Except where otherwise specified, the present resolution focuses only on the safety and security of civilian United Nations and associated personnel falling under the United Nations security management system under the responsibility of the Department of Safety and Security of the Secretariat.

<sup>8</sup> See [A/79/149](#), annexes I and III.

<sup>9</sup> *Ibid.*, annex V.

2023, which represents the highest number of United Nations fatalities ever recorded in a single conflict,<sup>10,11</sup>

*Strongly condemning* all acts of violence, attacks and threats against humanitarian personnel, expressing profound regret at the deaths, injuries, including those resulting in disabilities, and abductions resulting from these attacks, noting with grave concern that there were 595 recorded attacks against humanitarian personnel in 2023, resulting in at least 280 personnel killed, 224 wounded and 91 kidnapped,<sup>12</sup> and noting with deep concern that casualties continue to take a heavier toll on personnel of non-governmental organizations than on United Nations personnel,<sup>13</sup>

*Strongly condemning also* all attacks, threats and other acts of violence against civilian objects, in violation of applicable international humanitarian law, which undermine the ability of the United Nations to fulfil its mandate and jeopardize the safety of its personnel,

*Strongly condemning also* all acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, and the prevailing impunity for violations and abuses committed against such personnel, which in turn may contribute to the recurrence of those acts, and deploring the long-term consequences of such acts, which undermine relevant efforts to build up and strengthen health systems for the population and the healthcare systems of the countries concerned, and in this regard welcoming efforts by States, international and non-governmental organizations and other relevant stakeholders to strengthen compliance with international humanitarian law by raising awareness of and promoting preparedness to address the grave and serious humanitarian consequences arising from such violence,

*Noting with appreciation* all the measures taken to enhance the performance of the United Nations security management system, as well as efforts towards generating system-wide effectiveness, transparency, accountability and efficiencies,

*Expressing profound regret* at the deaths, illnesses and other adverse consequences affecting humanitarian personnel and healthcare personnel as a result of public health hazards, and stressing the need for a conducive environment, appropriate equipment and resilient public health systems, and the urgency of preparedness,

*Expressing deep concern* at the deep and long-lasting impacts of acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel,

*Strongly condemning* acts of murder and other forms of violence, rape and sexual assault and all forms of violence committed in particular against women and children, and intimidation, armed robbery, abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which those participating in humanitarian operations are exposed, as well as attacks on humanitarian convoys and acts of destruction and looting of property of humanitarian and United Nations and associated personnel,

---

<sup>10</sup> Ibid., para. 61.

<sup>11</sup> See relevant Secretary-General statements and notices.

<sup>12</sup> See Aid Worker Security Report, August 2024.

<sup>13</sup> These data are based entirely on voluntary reporting to the Department of Safety and Security of the Secretariat (see [A/79/149](#), para. 41). The personnel of non-governmental organizations are not covered by the United Nations security management system.

*Affirming* the need for States to ensure that perpetrators of attacks committed on their territory against humanitarian personnel and United Nations and associated personnel and against their premises or assets do not operate with impunity, that such attacks are investigated fully, promptly, impartially and effectively and that the perpetrators of such acts are prosecuted and brought to justice, as provided for by national laws and in accordance with obligations under international law, welcoming in this regard Member States' renewed efforts to end impunity and ensure accountability as reaffirmed in the Pact for the Future,<sup>14</sup>

*Recognizing* the critical importance of continuing to strengthen existing monitoring systems for the safety and security of humanitarian and medical personnel in the light of the challenging security environment in which such personnel operate, and emphasizing that United Nations and humanitarian organizations, including local humanitarian actors, should have timely access to available and relevant information that can be used effectively and to adequate and predictable resources for emergency response, including for the deployment of Emergency Response Teams, to strengthen risk assessment and effective security risk management, including through mainstreaming a gender and disaster risk-informed perspective, and recognizing the importance of collaboration with States in this regard,

*Recognizing also* the role of investigations in the prevention of incidents and the promotion of respect for international humanitarian law,

*Recalling* the inclusion of attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict, as a war crime in the Rome Statute of the International Criminal Court,<sup>15</sup> and noting the role that the Court can play in appropriate cases in bringing to justice those responsible for serious violations of international humanitarian law,

*Reaffirming* the need to ensure adequate levels of safety and security for United Nations and associated personnel, including locally recruited personnel, which constitutes an underlying duty of the Organization, and mindful of the need to promote and enhance security consciousness within the organizational culture of the United Nations and a culture of accountability at all levels, as well as to continue to promote awareness of and sensitivity to national and local cultures and laws,

*Gravely concerned* at the number of accidents and resulting casualties among United Nations and associated personnel, and conscious of the importance of road and aviation safety in ensuring the continuity of United Nations operations and preventing casualties among civilians and United Nations and associated personnel, and in this regard regretting the loss of civilian life as a result of such incidents,

*Noting* the efforts of Member States and the United Nations to improve road safety, including through legislation and infrastructure development, recalling its resolution [76/294](#) of 30 June 2022 on the political declaration of the high-level meeting on improving global road safety, and welcoming the adoption of its resolution [78/290](#) of 24 June 2024 on improving global road safety,<sup>16</sup> which acknowledges the importance of the Moscow, Brasilia and Stockholm Declarations, adopted at the Global Ministerial Conferences and High-Level Conference on Road Safety,

*Stressing* that acceptance of humanitarian personnel and United Nations and associated personnel by the host Governments, local authorities, local communities,

<sup>14</sup> Resolution [79/1](#).

<sup>15</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

<sup>16</sup> Resolution [78/290](#).

populations and other parties as appropriate crucially contributes to their safety and security,

*Noting* the importance of reinforcing close collaboration between the United Nations and the host country on contingency planning, information exchange and risk assessment in the context of good mutual cooperation on issues relating to the security of United Nations and associated personnel, as well as the importance of coordinating prevention and mitigation measures and managing security in crisis situations,

*Noting also* the importance of safe evacuation planning and the strengthening of capacity of the United Nations in order to enhance the safety and security of humanitarian personnel and United Nations and associated personnel,

*Noting further* the importance of further collaboration between the United Nations, its humanitarian agencies and other humanitarian organizations working in accordance with the principles of humanity, neutrality, impartiality and independence on information-sharing and risk assessment with regard to the safety and security of humanitarian personnel, including, when feasible, national and locally recruited personnel,

*Noting* that, in order to remain fit for purpose and to support the effective and principled delivery of humanitarian assistance, the United Nations security management system needs to evolve in response to the challenging global security environment, requiring, inter alia, an effective management structure, adequate and predictable resources and the timely deployment of security personnel with appropriate skills and field experience and of the equipment necessary for the performance of their duties, including vehicles and telecommunications equipment, which have an essential role in facilitating the safety of humanitarian personnel and United Nations and associated personnel,

1. *Takes note with appreciation* of the report of the Secretary-General;<sup>17</sup>
2. *Urges* all States to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law and human rights law, and refugee law as applicable, related to the safety and security of humanitarian personnel and United Nations personnel;
3. *Condemns in the strongest possible terms* the continued threats to and deliberate targeting of humanitarian personnel and United Nations and associated personnel, acts of terrorism and attacks on humanitarian convoys, and the continued increase in the scale and the increasingly complex nature of threats faced by such personnel, such as the disturbing trend of politically and criminally motivated attacks, including extremist attacks, against them;
4. *Acknowledges*, with immense regret, that 2023 was the worst year on record for deaths of humanitarian personnel, and furthermore condemns, in the strongest terms, the increasing attacks against humanitarian and United Nations and associated personnel, including national and locally recruited personnel;
5. *Strongly urges* all States to take the measures necessary to ensure the safety and security of national and international humanitarian personnel and United Nations and associated personnel and to respect and ensure respect for the inviolability of United Nations premises, which are essential to the continuation and successful implementation of United Nations operations;

---

<sup>17</sup> A/79/149.

6. *Calls upon* all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and the delivery of supplies and equipment, in order to allow those personnel to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

7. *Calls upon* all States and parties in complex humanitarian emergencies, in particular in armed conflict and in post-conflict situations, to ensure the safe and unhindered access of humanitarian and medical personnel, including those responding to pandemics and other health emergencies, as well as their means of transport, supplies and equipment, and to support, facilitate and enable transportation and logistical supply lines, in order to allow such personnel to efficiently and safely perform their task of assisting affected populations, and in this regard also reaffirms the need to take the measures necessary to respect and protect such personnel, hospitals and other medical facilities, as well as their means of transport, supplies and equipment, and urges all parties to armed conflicts, consistent with international humanitarian law, to protect civilian infrastructure which is critical to the delivery of humanitarian assistance for the provision of essential service;

8. *Calls upon* all States to consider becoming parties to and to respect fully their obligations under the relevant international instruments;

9. *Also calls upon* all States to consider becoming parties to the Rome Statute of the International Criminal Court;

10. *Further calls upon* all States to consider becoming parties to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel, and urges States parties to put in place appropriate national legislation, as necessary, to enable its effective implementation;

11. *Calls upon* all States, all parties involved in armed conflict and all humanitarian actors to respect the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance;

12. *Welcomes* the contribution of female humanitarian personnel and United Nations and associated personnel, including national and locally recruited personnel, in humanitarian and United Nations operations, expresses concern that these personnel may be more exposed to certain forms of violence, including sexual violence; sexual exploitation and abuse; crime; and acts of intimidation and harassment, strongly urges the United Nations system and Member States to analyse the different forms of violence, including sexual violence; sexual exploitation and abuse; crime; acts of intimidation and harassment to which women and men are differently exposed, and also strongly urges the United Nations system and Member States to choose appropriate and gender-sensitive approaches for their safety and security while allowing them to fulfil their duties, and to ensure that female humanitarian personnel and United Nations and associated personnel are meaningfully included in decisions related to their safety and security, and that all reports of sexual violence against humanitarian workers are thoroughly investigated, and the alleged perpetrators brought to justice, in accordance with applicable laws;

13. *Strongly condemns* all acts of violence, attacks and threats against humanitarian personnel and United Nations and associated personnel, also condemns attacks intentionally directed against personnel involved in a peacekeeping mission in accordance with the Charter of the United Nations as long as they are entitled to

protection from attack under international humanitarian law, and reaffirms the need to prosecute, penalize and punish those responsible for such acts;

14. *Encourages* Member States and the United Nations system to take appropriate action to address the increasing threat of disinformation campaigns, misinformation, incitement to violence, and hate speech targeting humanitarian personnel, as well as to address the increase in malicious information and communications technology activities, including data breaches and information operations, that target humanitarian organizations, disrupt their relief operations, undermine trust in United Nations and humanitarian organizations, threaten the safety and security of their personnel, premises and assets, and ultimately their access and ability to carry out humanitarian activities;

15. *Underscores* the critical importance of protecting all persons affected by humanitarian crises, in particular women and children, from any form of sexual exploitation and abuse and sexual harassment, including those perpetrated by United Nations and humanitarian personnel, welcomes the determination of the Secretary-General to fully implement the United Nations policy of zero tolerance for sexual exploitation and abuse and stresses that victims and survivors should be at the core of such efforts, and in this regard requests the Secretary-General to continue to work in close consultation with Member States for the effective implementation of the policy, including prevention, reporting, enforcement and remedial actions;

16. *Stresses* the importance of continued close coordination and consultation with host Governments on the functioning of the security risk management process and related tools, and in this regard encourages the Secretary-General to continue to consult with the host Governments;

17. *Also stresses* the importance of ensuring that the security and safety of humanitarian and United Nations personnel, including national and locally recruited personnel, is consistently and integrally considered in the planning for humanitarian action;

18. *Calls upon* all States to comply fully with their obligations under international humanitarian law, including as provided for under the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949,<sup>18</sup> in order to respect and protect civilians, including humanitarian personnel;

19. *Stresses* the obligation, in accordance with international humanitarian law and national laws and regulations, as applicable, to respect and protect medical personnel, as well as humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities, in all circumstances, in this regard notes the role of domestic legal frameworks and other appropriate measures in promoting the safety and protection of such personnel, urges States and all parties to armed conflict to develop and integrate effective measures to prevent and address violence against such personnel, their means of transport and equipment, as well as hospitals and other medical facilities, and strongly urges States to conduct full, prompt, impartial and effective investigations within their jurisdiction of violations of international humanitarian law related to the protection of the wounded and sick, medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities in armed conflict, and, where appropriate, to take action against those responsible in accordance with domestic and international law, with a view to reinforcing preventive measures, ensuring accountability and addressing the grievances of victims;

---

<sup>18</sup> United Nations, *Treaty Series*, vol. 75, No. 973.

20. *Urges* States, while undertaking counter-terrorism activities, to respect their international obligations, including whenever international humanitarian law is applicable, in particular regarding the provision of humanitarian assistance to civilian populations, as well as recognizes the key role humanitarian organizations play in the provision of principled humanitarian assistance, while also recognizing the importance of preventing and suppressing the financing of and other forms of support to terrorism;

21. *Strongly urges* all States to take stronger action to ensure that crimes against humanitarian personnel and United Nations and associated personnel, including national and locally recruited personnel, as well as against their premises and assets, and personnel involved in a peacekeeping mission in accordance with the Charter as long as they are entitled to protection from attack under international humanitarian law, do not remain unpunished and are investigated fully, promptly, impartially and effectively, and affirms the need for States to ensure that perpetrators of any such acts committed on their territory do not operate with impunity, as provided for by national laws and obligations under international law, with a view to reinforcing preventive and remedial measures, ensuring accountability and addressing the grievances of victims, and further urges that perpetrators of serious violations of international humanitarian law are prosecuted, and to strengthen international cooperation in this regard;

22. *Calls upon* all States to provide adequate and prompt information in the event of the arrest or detention of humanitarian personnel or United Nations and associated personnel so as to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained and to ensure their right to legal counsel, and urges States to take the measures necessary to ensure the speedy release of those who have been arrested or detained in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law;

23. *Calls upon* all parties involved in armed conflict not to abduct, take hostage or kidnap humanitarian personnel or United Nations and associated personnel, including national and locally recruited personnel, or to detain them in violation of the relevant conventions referred to in the present resolution and applicable international humanitarian law, and immediately to release, without harm or requirement of concession, any abductee or detainee;

24. *Requests* the Secretary-General to take the measures necessary to promote full respect for the human rights, privileges and immunities of United Nations and associated personnel, and also requests the Secretary-General to seek the inclusion, in negotiations 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,<sup>19</sup> the Convention on the Privileges and Immunities of the Specialized Agencies<sup>20</sup> and the Convention on the Safety of United Nations and Associated Personnel;

25. *Recommends* that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders, in future as well as, if necessary, in existing status-of-forces, status-of-mission, host country and other related agreements negotiated between the United Nations and

<sup>19</sup> Resolution 22 A (I).

<sup>20</sup> Resolution 179 (II).

those countries, mindful of the importance of the timely conclusion of such agreements, and encourages further efforts in this regard;

26. *Encourages* the Secretary-General to strengthen the ongoing efforts of the United Nations to develop a more systematic follow-up process with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations system personnel, in order to ensure accountability and bring perpetrators to justice;

27. *Calls upon* States to explore and scale up measures for more systematic monitoring, reporting and investigation of attacks against humanitarian and medical personnel and their premises and assets;

28. *Notes with appreciation* the adoption by the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, of standard operating procedures on the victims of violence registry for fatalities in service, designed to provide follow-up with relevant host Governments on cases of serious crimes and acts of violence resulting in the death or serious injury of United Nations personnel;

29. *Calls attention to and reaffirms* the obligation of all humanitarian personnel and United Nations and associated personnel to respect and, where required, observe the national laws of the country in which they are operating, in accordance with international law and the Charter;

30. *Stresses* the importance of ensuring that humanitarian personnel and United Nations and associated personnel are aware and respectful of national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations in order to enhance their acceptance, thereby contributing to their safety and security, and in this regard ensure that humanitarian action is guided by humanitarian principles;

31. *Urges* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy and training the building of good relations and trust with national and local governments and the promotion of acceptance by local communities and all relevant actors, with a view to enhancing safety and security and ensuring safe and unhindered access to the affected populations, and encourages Member States to support efforts by the United Nations and other relevant humanitarian actors to provide training to humanitarian personnel in this regard;

32. *Requests* the Secretary-General to continue to take the measures necessary to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with mandatory security risk management measures and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national laws and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

33. *Also requests* the Secretary-General to continue, in coordination with Member States, to take the measures necessary to ensure that all United Nations premises and assets, including staff residences, are compliant with the United Nations mandatory security risk management measures and other relevant United Nations security standards, and to continue the ongoing assessment of United Nations premises and physical security worldwide;

34. *Welcomes* the ongoing efforts of the Secretary-General to ensure that all United Nations personnel receive adequate safety and security training, stresses the need to continue to improve training so as to enhance cultural awareness and knowledge of relevant law, including international humanitarian law, prior to their deployment to the field, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support;

35. *Also welcomes* the efforts of the Secretary-General to provide counselling and support services to United Nations personnel affected by safety and security incidents, and emphasizes the importance of making available mental health and psychosocial support services, including stress management for United Nations personnel throughout the system, and encourages the United Nations and humanitarian organizations to scale up mental health and psychosocial support services, including stress management capacities, accordingly;

36. *Further welcomes* the ongoing measures taken by the Secretary-General and the United Nations system to enhance road safety, including through the United Nations system road safety strategy, so as to reduce incidents caused by road hazards and, in particular, to reduce casualties or injuries resulting from such incidents among United Nations and associated personnel and among the civilian population in the host country, encourages humanitarian organizations to promote similar approaches among their personnel, and requests the Secretary-General to continue the collection and analysis of data to report on road incidents, including civilian casualties resulting from road accidents, and to encourage road safety preventive measures such as specialized trainings;

37. *Welcomes* the progress made towards further enhancing the security management system of the United Nations, including the major progress in the completion of the integration of all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, and supports the continued implementation of the stay-and-deliver strategy while focusing on effectively managing the risks to which personnel are exposed in order to enable the United Nations system to deliver the most critical programmes, even in high-risk environments;

38. *Encourages* the Secretary-General to continue consistent implementation of the programme criticality framework as an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and welcomes the revised programme criticality framework;

39. *Also encourages* the Secretary-General to continue to develop enabling procedures that facilitate the deployment of suitably qualified United Nations security personnel with the appropriate knowledge, skills and experience, with the aim of improving the safety and security measures of the United Nations, in order to strengthen the ability of the United Nations to deliver on its programmes, mandates and activities, including humanitarian programmes;

40. *Requests* the Secretary-General, inter alia, through the Inter-Agency Security Management Network, to continue the increased cooperation and collaboration among United Nations departments, organizations, funds and programmes and affiliated international organizations, including between their headquarters and field offices, in the planning and implementation of measures aimed at improving staff security, training and awareness, including field crisis management and gender inclusion in security management, calls upon all relevant United Nations departments, organizations, funds and programmes and affiliated international organizations to support those efforts, and notes the approval by the Inter-Agency

Security Management Network of a system-wide policy on the security of locally recruited personnel;

41. *Calls upon* all relevant actors to make every effort to support in their public statements and other forms of advocacy a favourable environment for the safety and security of humanitarian personnel and United Nations and associated personnel, including locally recruited personnel;

42. *Emphasizes* the need to pay particular attention to the safety and security of locally recruited humanitarian personnel and United Nations and associated personnel, who play an important role, are often at great personal risk, account for the large majority of casualties and are particularly vulnerable to attacks, including in cases of kidnapping, hostage-taking, harassment, banditry and intimidation, requests the Secretary-General to keep under review the relevant United Nations safety and security policy and to enhance the safety and security of locally recruited personnel, while maintaining operational effectiveness, and calls upon the United Nations and humanitarian organizations to ensure that their personnel are adequately consulted on, informed about and trained in the relevant security measures, plans and initiatives of their respective organizations, which should be in line with applicable national laws and international law;

43. *Requests* the Department of Safety and Security of the Secretariat to further strengthen the security management of the United Nations, focusing on strengthening security risk management policy and tools and their application, enhancing the use of technologies, including digital technologies, increasing situational awareness, analysis and emergency response capacity, taking into account a disaster risk-informed perspective, including by enhancing strategic foresight and planning, strengthening policy development and promoting best practices, increasing compliance with risk management measures and improving monitoring and evaluation, enhancing surge capacity for emergency response, devising effective physical security measures, developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field, increasing lessons learned, extending common security training capacities, and continuing to review safety and security policies, training and risk management processes, and promoting an effective and preventive security management approach that is multidimensional;

44. *Encourages* the Secretary-General, together with the United Nations security management system organizations, to continue to improve and effectively utilize the existing incident data system, including digital tools, and strengthen monitoring and management of security risks, including through a gender perspective;

45. *Calls upon* Member States and relevant actors to enhance existing data-sharing mechanisms as appropriate, and to facilitate field-driven support services to humanitarian actors, including training and orientation sessions and sharing comparative, predictive and thematic analyses that take into account disaggregated data;

46. *Welcomes* the work of the Secretary-General in enhancing security collaboration with host Governments, including efforts to support United Nations designated officials with regard to collaboration with host government authorities on the safety and security of personnel;

47. *Stresses* that the effective functioning at the country level of security operations requires a unified and robust capacity for policy, standards, coordination, communication, compliance and threat and risk assessment and operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment, and notes the benefits thereof to United

Nations and associated personnel, including those achieved by the Department of Safety and Security since its establishment;

48. *Welcomes* the steps taken by the Secretary-General thus far to strengthen partnerships, and encourages further efforts to enhance coordination, cooperation and information- and data-sharing, as appropriate, at both the headquarters and field levels, between the United Nations, regional organizations and other humanitarian and non-governmental organizations on matters relating to the safety and security of humanitarian personnel and United Nations and associated personnel, with a view to addressing mutual security concerns in the field, based on the Saving Lives Together framework as well as other relevant national and local initiatives in this regard, and requests the Secretary-General in this respect to enhance further collaborative initiatives to address the security needs of implementing partners, including through enhanced information- and data-sharing, as appropriate, assistance in emergency situations, when feasible, and, where appropriate, security training, invites Member States to consider increasing support to those initiatives, and requests the Secretary-General to report on steps taken in this regard;

49. *Underlines* the urgent need to allocate adequate and predictable resources to the safety and security of United Nations and associated personnel, through regular and extrabudgetary resources, including through the consolidated appeals process, and encourages all States to contribute to the trust fund for security of staff members of the United Nations system, inter alia, with a view to reinforcing the efforts of the Department of Safety and Security to meet its mandate and responsibilities to enable the safe delivery of programmes;

50. *Also underlines* the need for better coordination between the United Nations and host Governments, in accordance with the relevant provisions of international law and national laws, on the use and deployment of essential equipment required to provide for the safety and security of United Nations personnel and associated personnel working in the delivery of humanitarian assistance by United Nations organizations;

51. *Calls upon* States to consider acceding to or ratifying the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 18 June 1998,<sup>21</sup> which entered into force on 8 January 2005, and urges them to facilitate and expedite, consistent with their national laws and international obligations applicable to them, the use of communications equipment in those and other relief operations, inter alia, by limiting and, whenever possible, expeditiously lifting the restrictions placed on the use of communications equipment by United Nations and associated personnel;

52. *Requests* the Secretary-General to submit to the General Assembly at its eightieth 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 present resolution, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

*50th plenary meeting  
9 December 2024*

---

<sup>21</sup> United Nations, *Treaty Series*, vol. 2296, No. 40906.

**General Assembly**Distr.: General  
21 October 1998

Original: English

**Fifty-third session**

Agenda items 20, 110 (b) and 119

**Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance****Human rights questions: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms****Human resources management****Respect for the privileges and immunities of officials of the United Nations and the specialized agencies and related organizations: safety and security of humanitarian personnel and protection of United Nations personnel****Report of the Secretary-General****Contents**

	<i>Paragraphs</i>	<i>Page</i>
I. Introduction .....	1–4	3
II. Security and safety of officials .....	5–19	4
III. Measures already taken or to be taken to improve the security situation of staff ...	20–66	6
A. Current security arrangements .....	22–26	7
B. Peacekeeping missions .....	27–39	7
C. Measures taken in respect of civilian staff .....	40–66	10
IV. Arrest and detention of officials .....	67–71	13
V. Taxation of officials .....	72	14
VI. Restriction on official and private travel of officials of the United Nations, the specialized agencies and related organizations .....	73–74	14
VII. Observations .....	75–84	14

Annexes

I.	Decision of the Administrative Committee on Coordination entitled "Staff security" .....	16
II.	Consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection .....	18
III.	List of staff members who have lost their lives since 1 July 1997 .....	21
IV.	Information submitted by individual organizations and United Nations subsidiary organs and offices for joint subsidiary organs for inclusion in the present report .....	23
V.	List of United Nations programmes, funds, offices and missions, specialized agencies and related organizations that were requested to provide information for the present report .....	31

## I. Introduction

1. In its resolution 51/227 of 3 April 1997, the General Assembly took note of the report of the Secretary-General on the respect for the privileges and immunities of officials of the United Nations and the specialized agencies and related organizations, as well as their security and safety (A/C.5/51/3); expressed its deep appreciation to United Nations personnel, including those engaged in peacekeeping and humanitarian operations and locally recruited staff, for their efforts to contribute to achieving peace and security and to alleviating the suffering of the people living in areas of conflict; deplored the risks confronting United Nations personnel, including those engaged in peacekeeping and humanitarian operations and locally recruited staff; requested the Secretary-General to submit a report on this issue to the General Assembly at its fifty-second session; and also requested the Secretary-General to pay special attention to Member States' restrictions, which might impede the ability of officials to carry out their functions. At its fifty-second session, the General Assembly deferred consideration of that report (A/C.5/52/2) until the fifty-third session.

2. In its resolution 52/167 of 16 December 1997, the General Assembly deplored the rising toll of casualties among humanitarian personnel in complex humanitarian emergencies, and strongly stressed the urgent need to ensure respect for and promotion of principles and norms of humanitarian law, including those related to the safety and security of all humanitarian personnel; strongly condemned any act or failure to act that obstructed or prevented humanitarian personnel from discharging their humanitarian functions or entailed their being subjected to threats, the use of force or physical attack resulting in injury or death; called on all Governments and parties in complex humanitarian emergencies to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform their tasks efficiently; and urged all States to ensure that any threat or act of violence committed against humanitarian personnel on their territory is fully investigated and the perpetrators prosecuted. The Assembly also requested the Secretary-General to submit to it at its fifty-third session a report on the safety and security situation of all humanitarian personnel and measures to be taken to improve it, taking into account the views of Governments, the Inter-Agency Standing Committee and other relevant humanitarian actors, as well as the United Nations Security Coordinator.

3. In its resolution 52/126 of 12 December 1997, the General Assembly urged all States to respect and ensure respect for the human rights of United Nations and other personnel carrying out activities in fulfilment of the mandate

of a United Nations operation, and to take the necessary measures to ensure the safety and security of those personnel, as well as the inviolability of United Nations premises; also urged all States to ensure the speedy release of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who have been arrested or detained in violation of their immunity; called on all States, *inter alia*, to consider becoming parties to the Convention on the Safety of United Nations and Associated Personnel; to provide adequate and prompt information concerning the arrest or detention of United Nations and other personnel; to grant the representative of the competent international organization immediate and unconditioned access to such personnel; to allow independent medical teams to investigate the health of detained United Nations and other personnel carrying out activities in fulfilment of the mandates of United Nations operations, and to afford them the necessary medical assistance; to allow these representatives to attend hearings involving United Nations and other personnel, provided that such attendance is consistent with domestic law; requested the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel, and when those human rights, privileges and immunities are violated, to ensure that such personnel are restored to their organization and, where appropriate, to seek redress and compensation for the damage caused to them; also requested the Secretary-General, *inter alia*, to consider ways and means, until the Convention has entered into force, to strengthen the protection of United Nations and other personnel, notably by seeking the inclusion, in negotiations 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; to take the necessary measures to ensure that security matters are an integrated part of the planning for an operation; and to take the necessary measures to ensure that United Nations and other personnel are properly informed about the scope of the mandate and the standards that they are required to meet. The Secretary-General was requested to submit to the General Assembly, at its fifty-third session, a report on the situation of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation who are imprisoned, missing or held in a country against their will, on cases that have been successfully settled and on the implementation of the measures referred to in the resolution.

4. The present report contains updated information on the security and safety of officials and measures already taken or to be taken to improve the security of staff and respect for the privileges and immunities of officials, as requested in Assembly resolution 51/227, as well as the information requested in Assembly resolutions 52/126 and 52/167, and is submitted in response to those resolutions. It is presented on behalf of and with the approval of the members of the Administrative Committee on Coordination, and is based upon the information provided by United Nations programmes, funds, offices and missions, as well as the specialized agencies and related organizations. In addition, the views of the members of the Inter-Agency Standing Committee have been sought. A list of the organs and organizations that were requested to provide information is contained in annex V to the present report. The report covers the period from 1 July 1997 to 30 June 1998. However, as has been the practice in the past, all cases involving the death of staff members at the time of finalization of the present report are also included.

## II. Security and safety of officials

5. The security and safety of personnel of the United Nations system is a matter of paramount importance and concern to the Secretary-General and the executive heads of United Nations agencies, programmes and funds. Over the past decade, conditions in which United Nations personnel have been expected to operate and the level of risk they face have deteriorated considerably, and there has been an unprecedented increase in the number of security incidents involving personnel of the United Nations system. During the period 1 July 1997 through 30 June 1998, 15 staff members belonging to the organizations of the United Nations system paid the ultimate price by sacrificing their lives; in the period 1 July to 10 September 1998, eight more staff members lost their lives (for details on each case, see annex III). Countless other United Nations personnel have been victims of attack, robbery, harassment, injury or rape. A similar pattern of casualties has been experienced throughout the humanitarian community.

6. The abduction/hostage-taking of United Nations personnel continues to be a major security risk. During the reporting period, 33 United Nations personnel were abducted and held hostage in eight separate incidents. Of these incidents (seven of which were successfully resolved), three took place in Somalia; two in Georgia; one in Guatemala; and one in Zimbabwe. One case, however remains unresolved (see also annex IV): Mr. Vincent Cochetel, representative of

the Office of the United Nations High Commissioner for Refugees (UNHCR) at Vladikavkaz, North Ossetia (Russian Federation), who was abducted on 29 January 1998, remains missing and his whereabouts are unknown.

7. A comprehensive listing of all the security incidents to which United Nations personnel were subjected would be too lengthy for the present report; details of some incidents may be found in the information provided by various organizations in annex IV. However, paragraphs 8 to 19 below are representative of the security situations that many United Nations personnel have faced in the past 12 months.

8. In Afghanistan, in August 1998 a military adviser serving with the United Nations Special Mission to Afghanistan (UNSM) was shot and killed while driving a clearly marked United Nations vehicle. Personnel of the United Nations system have been repeatedly harassed and threatened by the Taliban Authorities. Locally recruited staff members have been publicly beaten for alleged infractions of Taliban rules. One senior official was publicly slapped by a Taliban official at Kandahar. In areas which were under the control of the Northern Alliance, United Nations property was repeatedly violated and office and warehouse premises systematically looted of their contents, amounting to millions of dollars of losses. In September 1997, the situation in the town of Mazar-e-Sharif became so unstable and hazardous that it became necessary to evacuate international staff members under harrowing conditions.

9. In Angola, the United Nations Observer Mission in Angola (MONUA) and the United Nations agencies, programmes and funds operate against a background of a steadily deteriorating military and security conditions, with a resumption of full-scale hostilities imminent. MONUA team sites, observers and other personnel have been attacked several times. MONUA has also been faced with increasing restrictions put in place by the União Nacional para a Independência Total de Angola (UNITA) and an uncooperative attitude by both parties during investigations. In addition, there is a threat of banditry in the central provinces. As a precautionary measure, in June and July 1998 MONUA relocated 19 of its 44 team sites to safer areas and modified its concept of operation, placing more emphasis on the provision of security. As a result of this severe insecurity, the downsizing of MONUA's military component has been temporarily suspended. Despite all such precautions, MONUA continues to suffer from harassment, in particular by UNITA. The United Nations team site at Luau (Moxico Province) had to redeploy into the Democratic Republic of the Congo when the town came under UNITA attack. In addition, United Nations-leased helicopters have been shot at on two occasions.

10. In the Democratic Republic of the Congo, conditions under which staff members were expected to operate, especially in the area of North Kivu, were tenuous at best as personnel were repeatedly harassed and detained, United Nations offices repeatedly violated by representatives of the government and military authorities, and United Nations vehicles and communications equipment seized; one staff member was raped during a robbery. As a result of the critical security situation, it became necessary to evacuate all internationally recruited staff from Kivu.

11. In Eritrea, as a result of the hostilities between Ethiopia and Eritrea, in May 1998 it became necessary to evacuate United Nations dependents and non-essential staff from Asmara. This case, as well as the situation outlined in paragraphs 13 to 14 below, illustrates how conditions at a duty station where security was not a concern can change rapidly, necessitating urgent action on the part of the organization to safeguard the lives of its personnel.

12. In Georgia, several groups have engaged in hostage-taking to further their political agenda as well as in acts of terrorism against the authorities, the Commonwealth of Independent States Peacekeeping Force (CIS/PKF) and the United Nations. In February 1998, four military observers of the United Nations Observer Mission in Georgia (UNOMIG) were abducted and held until the political demands of the hostage-takers were met. CIS/PKF has also suffered incidents of hostage-taking and deadly attacks on their personnel. Also, there is a large area on both sides of the ceasefire line between the parties in which criminal elements can operate with little or no restraint. Law and order problems are compounded by ineffective or absent law enforcement agencies, poor economic conditions and the availability of weapons. UNOMIG and other United Nations personnel have been the victims of serious criminal acts, including murder, burglary, armed robbery and hostage-taking for ransom. In addition, there is also a serious problem posed by mines, especially in the Gali sector, which places serious limitations on the ability of United Nations personnel to function in the area.

13. In Guinea-Bissau, as a result of internal civil disorders it became necessary to evacuate dependents and staff members of the United Nations system in May 1998. The evacuation was particularly difficult because of the inability of the United Nations to find a means to evacuate staff until long after the hostilities had placed staff at risk. The inaccessibility of the airport made air evacuation impossible. Meanwhile, civilian ships refused to enter a zone of active conflict. Finally, as staff were running out of food and water, it was possible to arrange the evacuation with the assistance

of a Member State whose military was evacuating its own nationals.

14. In Indonesia in May 1998, as a result of internal unrest which had a potential for further deterioration, it became necessary to temporarily relocate dependents and non-essential staff until the situation had stabilized.

15. In the Sudan, two locally recruited staff members of the World Food Programme, as well as a staff member of the Sudanese Red Cross and Red Crescent Society, were murdered in an ambush at Kadugli in June 1998. An investigation revealed that the WFP vehicle in which the staff members were riding had been deliberately targeted. During the course of the attack, the assailants tore the United Nations flag from the vehicle and shredded it. The Government of Sudan has not yet identified or apprehended the assailants. In addition, notwithstanding repeated promises to the contrary, the Government of Sudan has yet to authorize the United Nations system to freely operate its own radio communications system, which is critical to the safety and security of staff. The operation of a radio communications system is a fundamental, basic component of the United Nations Security Management System.

16. In Tajikistan, the United Nations Mission of Observers in Tajikistan (UNMOT) is operating in a volatile environment, and is assisting a peace process that is moving forward only very slowly. There have been several incidents of hostage-taking of international personnel. In the last such incident in November 1997, a humanitarian worker was killed when the Tajik authorities took the building where she and her companion were held by force. UNMOT has been operating under stringent precautions, constantly analysing the situation and limiting itself to areas considered reasonably safe, including Garm, the Karategin Valley and the Tavildara sector. However, the ambush and murder on 20 July 1998 of four members of UNMOT's team based at Garm shows how unpredictable events in this country can be. After the murder, UNMOT immediately suspended its activities in the field and withdrew all teams back to base at Dushanbe. The activities of all United Nations agencies, programmes and funds in Tavildara and in the Karategin valley have also been suspended.

17. In Lebanon as has been the case in Angola, on at least two occasions United Nations-leased helicopters have been shot at. The area of deployment of the United Nations Interim Force in Lebanon (UNIFIL) is the scene of active hostilities between the Israel Defence Forces (IDF) and the South Lebanon Army (SLA) and armed Lebanese groups which oppose the Israeli occupation. In carrying out its functions, UNIFIL at times encounters hostile reactions on both sides.

Such reactions include threats, harassment and the firing of weapons (mainly small arms) near or over UNIFIL positions or personnel. At times, UNIFIL returned warning shots.

18. In July 1996, UNIFIL obtained a commitment from IDF that it would not fire into safety zones around UNIFIL positions, and received assurances from the Islamic resistance (the Lebanese groups responsible for the majority of attacks against IDF) that they would not operate in the vicinity of UNIFIL positions. Both sides, by and large, have shown restraint in this regard. However, on a number of occasions armed elements did operate in the vicinity of United Nations positions. Also, incidents have continued of firing at or close to United Nations positions and personnel by both sides, at times close enough to cause damage or injury. UNIFIL protests all these and other incidents to the authorities concerned.

19. Tragically, four accidents involving United Nations-leased helicopters and aircraft have resulted in the untimely deaths of 31 individuals, including 10 staff members. The first was a helicopter crash on 6 August 1997 in southern Lebanon, in which five UNIFIL personnel lost their lives; the second was a helicopter crash on 17 September 1997 in Bosnia, in which 11 individuals connected with the Office of the High Representative and United Nations International Police Force (UNIPTF) lost their lives; the third was a helicopter crash on 17 March 1998 in Guatemala, in which five staff members of the United Nations Mission for the Verification of Human Rights and of Compliance with the Commitments of the Comprehensive Agreement on Human Rights in Guatemala (MINUGUA) and one military observer lost their lives; fourth was the plane crash on 29 June 1998 in Côte d'Ivoire, in which five staff members of MONUA, including the Special Representative of the Secretary-General, civilian police and two pilots lost their lives.

### **III. Measures already taken or to be taken to improve the security situation of staff**

20. It must be emphasized from the outset that the primary responsibility for the security and protection of staff members, their spouse and dependants and property, and of the organizations' property, rests with the host Government. This responsibility flows from every Government's normal and inherent function of maintaining order and protecting persons and property within its jurisdiction. In the case of international organizations and their officials and property, the Government is considered to have a special responsibility

under the Charter of the United Nations or its agreements with individual organizations. Under Article 105 of the Charter of the United Nations, the United Nations is entitled to enjoy such privilege and immunities as are necessary for the fulfilment of its purposes. The other organizations of the United Nations family and their staff enjoy similar privileges and immunities under their respective constitutional instruments. Officials of the organizations are entitled under the same provisions to enjoy such privileges and immunities as are necessary for the independent exercise of their functions. Further, within the territory of any country that has acceded to the Convention on the Privileges and Immunities of the United Nations and the Convention on the Privileges and Immunities of the Specialized Agencies, staff members of the organizations should be given, together with their spouses and relatives dependent on them, the same repatriation facilities in time of international crisis as diplomatic envoys. With regard to peacekeeping operations, status-of-forces agreements provide for the necessary privileges and immunities, rights and facilities of United Nations operations and their civilian and military personnel. Under such agreements, the Government of the country hosting a peacekeeping operation undertakes to respect the exclusively international nature of that operation and to ensure the prosecution of persons subject to its criminal jurisdiction who are accused of acts in relation to United Nations peacekeeping operations and their personnel, which, if committed in relation to the forces of the Government, would have rendered such acts liable for prosecution. This applies *mutatis mutandis* to factions in a civil war which have agreed to the role and presence of the United Nations and have de facto control over territory where United Nations peacekeepers are deployed.

21. Experience has shown, however, that Governments are often unable or unwilling to assume their responsibilities in this regard. This is particularly true during emergency situations, such as abrupt changes in Government, civil disorder and the absence of de facto authorities. In order to enhance security and safety of personnel of the organizations of the United Nations system in such situations and to prepare for any eventuality, since 1980 a set of arrangements have been in place to ensure coordinated action in all matters relating to security.

#### **A. Current security arrangements**

22. Under these arrangements, the responsibility for the coordination of all security matters rests with the Secretary-General, who has appointed the United Nations Security

Coordinator to act on his behalf. Each organization of the United Nations system has appointed an official responsible for liaison with the Security Coordinator. In the field, a senior United Nations official is appointed in each country to serve as designated official for security. This person has overall and special responsibility for ensuring the security and safety of personnel of the organizations of the United Nations system. In that regard, he/she is directly accountable to the Secretary-General through the United Nations Security Coordinator. In many countries, the United Nations resident coordinator is given this responsibility. Where there are other larger United Nations offices, such as regional commissions or peacekeeping operations, the officer-in-charge of the office or operation is usually appointed designated official.

23. The designated official is advised by a security management team, and usually appoints area coordinators to deal with security matters away from the capital city. A Professional-level field security officer (or chief security officer at peacekeeping missions) may be assigned to assist the designated official. In addition, wardens are appointed at the local level to ensure implementation of security measures.

24. The primary management tool for security preparedness at any duty station is the country-specific security plan. Written in conformity with established procedures and subject to the approval of the Office of the United Nations Security Coordinator (UNSECOORD), it defines the responsibilities of each person at the duty station, the actions to be taken and the sequence to be followed. The plan is updated, as necessary, to reflect changing conditions, and may contain several options for various contingencies.

25. These arrangements are kept under continuous review by the Secretary-General, the executive heads of United Nations agencies, programmes and funds, and the United Nations Security Coordinator. Based on a comprehensive review of security arrangements undertaken in the context of the Ad Hoc Inter-Agency Meeting on Security, which reports to the Administrative Committee on Coordination (ACC), held at Montreal from 17 to 19 March 1998, it was agreed that, as a framework, while the existing arrangements are generally sound, some fine-tuning is required even though inter-agency security coordination is working at most duty stations where personnel of the United Nations system are assigned. However, there are many duty stations that must be considered to be high risk, where conventional security arrangements presently available to the United Nations system are inadequate to meet the threats. In addition, the resources required to provide even minimal protection to personnel of the United Nations system are simply unavailable because, *inter alia*, of budgetary constraints imposed on all organizations by Member States.

26. A review of conditions at these duty stations revealed that this growing insecurity is attributable, *inter alia*, to the increased exposure of United Nations staff, who together with their colleagues working for intergovernmental and non-governmental organizations are often the only outsiders present in many high-risk areas; the general disregard for international law, including humanitarian law; and a perceived loss of impartiality and neutrality, especially of humanitarian action, as perceived by the parties to the conflict who may try to manipulate the United Nations for their own purposes. To these should be added the changing nature of conflict, which has led to a blurring of the lines of distinction between victims and aggressors. Civilians are no longer caught up in a conflict between warring parties; they become the targeted enemy, as are all those who work to assist and bring relief to them and who might become the unwitting witnesses to atrocities committed against civilian populations. As a result, in fulfilment of the responsibilities entrusted to them by Member States, the personnel of the organizations of the United Nations system have increasingly been required to perform their functions in extremely hazardous conditions where decisions regarding their safety assume an immediacy not encountered in the past. This is particularly true in areas where government authority is not adequately exercised or is lacking altogether. Whereas in the past personnel were assured protection by virtue of their association with the work of the United Nations, this is no longer the case. On the contrary, personnel are more and more often at risk because of such association. In addition, actions by the United Nations or a Member State in one part of the globe can generate threats to United Nations personnel in another.

## B. Peacekeeping missions

27. In the particular case of peacekeeping missions, security risks are inherent to their deployment and tasks. They are and have been deployed in areas where there is either an active armed confrontation or a precarious peace process under way between armed groups. In the first case, peacekeepers may find themselves in an exchange of fire between the parties. In the latter case, the United Nations role in support of such a process makes it an obvious and soft target for groups that are opposed to the process. In addition, there are often high levels of violent crime in countries where peacekeepers are deployed, especially where civil conflict has shattered the fabric of society. United Nations personnel have become the victim of such violent crime in quite a few cases. The solution to such problems generally lies in the successful conclusion of the peace process that the United Nations has been mandated to assist and the establishment of law and order.

28. The security of United Nations personnel is directly linked to the strength of political support for the peace process, primarily by the parties but also by the international community. Any perceived weakness in this regard increases the likelihood of attacks on United Nations and other international staff.

29. Another threat to peacekeepers' security, inherent to their deployment to war-stricken areas, lies in the presence of mines and other unexploded ordnance. This is addressed through mine-awareness programmes, marking of minefields and demining activities.

30. Experience indicates that the security of peacekeepers is also linked to their relations with the local population, both in their official functions as well as in their private contacts. It is important, therefore, that peacekeepers conduct themselves according to the highest standards of professional and personal behaviour.

31. United Nations forces and other operations authorized by the Security Council are normally deployed only with the consent of the host Government and, where appropriate, with undertakings of cooperation by other parties. As is the case for the wider United Nations system, the primary responsibility for the security and protection of personnel of United Nations peacekeeping operations rests with the host Government. The Government's and/or parties' responsibilities are not in any way diminished by the presence of armed United Nations personnel. The inclusion of armed peacekeepers in a peacekeeping operation may have several functions, such as maintaining a ceasefire and/or an area of operation between the armed forces of belligerent parties, the establishment of a more secure environment for the implementation of peace agreements, and enhancing the protection of unarmed military observers and civilian members of an operation and United Nations agencies in the delivery of their programme. Enhancement of protection is especially relevant in areas where an armed confrontation is ongoing, whether associated with any of the parties or independent, which are not under control by the Government or the parties and may be opposed to the peace process that the United Nations is assisting.

32. United Nations troops have means of protection and are authorized to use their weapons in self-defence. They have been compelled from time to time to exercise that right and have inflicted casualties doing so. However, since their effective functioning is based on cooperation and consent, their rules of engagement require that they show the greatest restraint in order to avoid being drawn into a cycle of violence with any one party. In some operations with an armed component, the Security Council has acted in the past under

Chapter VII of the Charter of the United Nations to enable the mission to protect itself and maintain its freedom of movement, as in the United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES). Such authorization has served to develop more robust rules of engagement and provide a more credible deterrent. In more recent missions, such as the United Nations Mission in the Central African Republic, the Council (without reference to Chapter VII) has affirmed that the mission may be required to take action to assure its security and freedom of movement.

33. In other cases, where mines are present or where frequent exchanges of fire take place in the area of operation and the situation can deteriorate very quickly, heavy emphasis is placed on protective shelters at all positions and on protective armour for road movement. In addition, vehicle movement is monitored by radio, and depending on the situation, movement may be limited to convoys, with armed escort if necessary. Such means of protection are not normally available to operations without an armed military presence.

34. There are instances when it will not be possible to deploy a United Nations self-protection unit or rely entirely on a government or de facto authority for security. In such cases, arrangements may be necessary with other entities for security assistance. This may include armed escorts, evacuation assistance, and "over the horizon" back-up. Such arrangements may help to provide a credible deterrent and lend additional political and military weight to the mission.

35. In the past, peacekeepers were able to rely for their safety on respect for their international status and for their objective and impartial role. Unarmed military observers have been deployed in conflicts where the opposing forces are well disciplined, maintain order in the area and respond to a political authority, which agreed to (or requested) a United Nations role and can be held responsible for any threats to peacekeepers in the international arena. In many of today's civil conflicts, however, such conditions are not present, and consequently, military observers and civilian staff in the field have been harassed, attacked or held hostage for either political or criminal reasons.

36. In Georgia, UNOMIG has taken several steps to deal with the threat posed by criminal and related groups in the region. It has revised its modus operandi and made arrangements with the CIS peacekeeping force under which the force is called whenever there is a threat against the Mission's patrols or living quarters. Furthermore, military observers' quarters at Gali and Zugdidi have been concentrated into clusters of designated houses, tested for safety, thus providing for better security and ease of

patrolling. Forces of the Georgian Ministry of the Interior now guard the Zugdidi sector headquarters on a 24-hour basis, and locally contracted guards are deployed at each of the Mission's facilities at Gali, Sukhumi and Pitsunda. The Mission has also been equipped with hard-skinned as well as mine-protected vehicles.

37. In the report of the Secretary-General to the Security Council of 2 May 1998 (S/1998/375), it was proposed that the Mission be provided with a 294-strong United Nations self-protection unit, along with the necessary civilian support personnel, whose task would be to guard each of the Mission's facilities, except Tbilisi. This unit would, in principle, not undertake any patrolling. Military observers would thus continue to patrol unescorted in hard-skinned or mine-protected vehicles. Within the Mission's operational capability, the unit would also provide protection to other United Nations agencies, when so requested. It has been made clear that the deployment of such a protection unit would not relieve the parties of their responsibility to provide the Mission with adequate security, nor would the assistance currently provided by the CIS peacekeeping force cease to be required. However, such a self-protection unit could only operate with the consent of the parties. Since one of the parties objected to this solution, it was necessary to revert to other options, presented to the Security Council, none of which were truly satisfactory: (a) to reduce UNOMIG to a minimal presence, pending a significant improvement in the security situation; (b) to redeploy UNOMIG at its authorized strength and resume previous operations using mine- and ballistic-protected vehicles; and (c) to strengthen security arrangements with the CIS peacekeeping force. In the course of the consultations conducted with them, neither of the parties supported the option that UNOMIG be reduced to a minimal presence but both reaffirmed their support for the continuation of its presence. The possibility of strengthening security arrangements with the CIS peacekeeping force was not considered by either side. Hence, it was recommended that UNOMIG be redeployed in a limited manner, and that it resume operations using more mine- and ballistic-protected vehicles. This is probably as far as UNOMIG can go, with the means at its disposal, to improve the security of its personnel and contribute, by its presence, to the maintenance of peaceful conditions on the ground. Of course, the threat posed by mines, armed groups and criminal elements will remain serious and real as long as the efforts to move the peace process forward do not bear fruit. For that, both sides bear responsibilities.

38. To date it has proven difficult to find suitable and effective protection of United Nations personnel in Tajikistan.

It was originally envisaged that CIS/PKF could assume the task of securing in the assembly areas. This was not acceptable to the United Tajik Opposition (UTO). Subsequently, UNMOT held detailed discussions with CIS/PKF about escort and other security duties for UNMOT. However, CIS/PKF has indicated that it cannot perform such functions without UTO's consent, which has not been forthcoming. Therefore, it cannot operate freely in UTO-controlled areas east of Dushanbe. The second option was a United Nations infantry battalion. It was not pursued since the Government of Tajikistan opposed it and others concerned also expressed reservations. Since neither of the above options was available, the United Nations proposed the forming of a special detachment for security, using Government and UTO personnel already stationed at Dushanbe. This was also seen as a confidence-building measure and a first step towards the reintegration of UTO fighters into the national army. The special detachment has been formed after a delay of many months, and has undergone training by officers brought in by the United Nations. The unit is not currently capable of ensuring suitable protection of United Nations personnel, mainly as a result of the lack of essential equipment and weaknesses of cohesion and of command and control.

39. In these circumstances, it has become necessary to limit UNMOT activities, in particular its movement. It is envisaged that the Mission will be provided with additional hard-skinned vehicles and better communications equipment in order to give its personnel at least passive protection. The CIS/PKF command has assured UNMOT that it will assist it in emergencies. As in other theatres, the only lasting solution to the problem of security lies in the successful conclusion of the peace process.

### **C. Measures taken in respect of civilian staff**

40. Cognizant of the importance attached by Member States to the safety and security of staff of the United Nations common system, which is paramount to the implementation of mandated activities, in particular the delivery of humanitarian and development assistance, the issue of staff security and safety has been discussed extensively in various forums of the United Nations system. In an effort to make further improvements in staff security and security management in the field, the United Nations Security Coordinator convened an ad hoc inter-agency meeting on security at Montreal from 17 to 19 March 1998. In addition, the issue of security of staff was discussed at a high-level meeting of the Consultative Committee on Administrative

Questions (CCAQ), which met at Geneva on 7 February 1998. The recommendations of those two meetings were endorsed by ACC at its meeting of 26 March 1998 (see annex I).

41. The decision adopted by the ACC focused on a number of measures that the organizations of the United Nations system will take to improve the security of staff. As a first step, ACC addressed the need for financial resources to ensure that funds were available within each organization for security. The ACC requested all organizations to develop and institute separate lines in their respective budgets for security. The implementation of this recommendation would have a threefold advantage: first, it would facilitate and ensure that the necessary funds required to cover the measures intended to enhance the safety and security of staff are met and are available; second, it would streamline and ensure a realistic, precise and transparent budgeting process; and third, it would provide an appropriate financial reporting mechanism to Member States that would facilitate the required fund-raising for such a vital programmatic need. Organizations are in the process of determining how best to implement the ACC decision, taking into account their operational requirements.

42. In connection with fund-raising, at the request of ACC the Secretary-General has established the Trust Fund for Security of United Nations system staff in the field, which is being administered by the United Nations Security Coordinator. The Fund will supplement and not replace existing funding mechanisms. The purpose of the Fund is to provide resources, to be solicited from Member States, to enhance the safety and security of personnel of the United Nations system, including security and stress management training, provision of stress counselling, provision of short-term security personnel in crisis areas and the development of computer software to enhance security management. As of mid-September 1998, only the Government of Norway had responded to a request for assistance, contributing \$100,000 to the Trust Fund.

43. ACC also recommended a number of measures to strengthen the security management system in the field, including the provision of mandatory initial security training for designated officials prior to arrival at the duty station and regular follow-up training with their respective security management teams; regular evaluations of the designated official, security management team, area coordinators and wardens at each duty station; and strengthening of the coordination and management of field security officers.

44. The question of security training for all staff members and dependants serving in the field was discussed extensively and is a matter of utmost priority. This type of training would

increase the effectiveness of the security management team, create greater overall awareness of staff, improve cooperation amongst organizations at the local level and promote the development of specific competencies in technical areas. An important component in this training will be stress management. ACC decided that UNSECOORD, using training modules which it had already developed, in coordination with UNHCR, would undertake security training as soon as funding was available, initially in the most high-risk duty stations and subsequently at all duty stations. These training modules include a section for officials responsible for security which focus, *inter alia*, on security and crisis management; security planning; threat assessment; office and residential security; transportation planning; communications; and hostage incident management. The training modules related to personal security awareness focus, *inter alia*, on travel and vehicle security; mine awareness; surviving as a hostage; and security guidelines for women.

45. With the assistance of a Member State, UNSECOORD has also organized specialized training for security professionals regarding hostage incident crisis management. Staff members who completed this training have been at the forefront of efforts to secure the release of hostages referred to in paragraph 6 above.

46. As a corollary to security training, UNSECOORD has prepared an information booklet entitled "Security in the field"; the booklet has been translated into the six official languages of the organization and is being distributed to all staff members in the field. In addition to outlining the United Nations Security Management system and the individual responsibilities of staff members, the booklet provides information about personal security issues.

47. The issue of stress management has also been discussed extensively without significant results. Each year, more and more staff members are traumatized. They have been threatened, robbed, beaten, held hostage, stabbed, shot, raped or murdered. In addition, they have witnessed such scenes, either involving their colleagues or the population they are trying to assist. Few staff members remain emotionally untouched by living through these many situations. A number of countries providing troops to United Nations peacekeeping operations have found that participating in these missions have exposed personnel to new and often traumatic situations, and have put in place substantial assets to combat the effects of stress on their troops. On the other hand, similar assistance is not available to staff members of the United Nations common system, who are often asked to take more risks than the military and without the supporting infrastructure.

48. The consequences of untreated cumulative and critical incident stress inevitably have an impact on a staff member's performance. Workers who are experiencing this type of stress are generally not fully productive. A failure to properly manage this type of stress can lead to illness; significant resources are required to care for the individual, while at the same time rendering the person unable to continue to work. All of this has an impact on the individual, as well as on the organizations concerned. In 1997, ACC endorsed a recommendation of the May 1997 Ad Hoc Meeting on Security that two stress counsellors be hired on an inter-agency basis under the authority of UNSECOORD to assist staff members who had experienced traumatic situations. But in view of the lack of resources, it has not been possible to implement this recommendation. The United Nations Children's Fund (UNICEF) has hired an English-speaking stress counsellor who is based at Nairobi. During the period under review, this individual has been called upon to assist staff members (and their dependants), *inter alia*, in Sierra Leone, Guinea-Bissau, the Democratic Republic of Congo, Rwanda and the Central African Republic. Stress counsellors have also been provided to staff in MINUGUA and MONUA following the tragic helicopter and aircraft accidents.

49. The issue of security for locally recruited staff was discussed extensively at the CCAQ high-level meeting, the recommendations of which on this matter were endorsed by ACC. ACC confirmed the existing policy that locally recruited staff members would not be evacuated from a duty station; however, a number of security measures have been instituted that will contribute significantly to their security, including their full integration into the security management system, provision of security training, establishment of warden systems and concentration points for locally recruited staff, and the identification of relocation options within the country and means of reaching them. ACC also decided that the provisions of the Malicious Acts Insurance Policy, which heretofore had only applied to locally recruited staff for service-incurred events, be extended to them on a 24-hour basis.

50. To facilitate access by humanitarian organizations to victims, the United Nations normally enters into agreements with non-governmental organizations as implementing partners, who provide resources (i.e., personnel, equipment, distribution networks) enhancing the effectiveness of relief programmes. The non-governmental organizations may be international in character or may be locally based. These implementing partners are an integral part of the Organization's capacity to implement its programmes, and require protection. UNSECOORD and the Office of Legal Affairs developed a memorandum of understanding that

would govern the inclusion of implementing partner non-governmental organizations under the United Nations security umbrella. Few non-governmental organizations so far have signed the memorandum of understanding because they have difficulty with the provisions regarding their obligations with regard to security regulations and to their contribution to the financing of security measures in the field.

51. The United Nations has developed close cooperation with organizations active in the field, and has concluded with such organizations arrangements that bring these organizations under the United Nations security umbrella on a cost-sharing basis. On 20 March 1998, the United Nations Security Coordinator and the Director-General of the International Organization for Migration (IOM) signed a memorandum of understanding making IOM a full partner in United Nations security arrangements.

52. With the proliferation of multidimensional operations involving humanitarian assistance, electoral assistance, human rights monitoring, development projects and – in a limited number of instances – military operations, it is sometimes difficult to achieve a coherent approach to the security of these operations. At the request of ACC, guidelines have been developed to facilitate cooperation in the field between peacekeeping operations and United Nations organizations operating at the same duty station.

53. In the case of humanitarian assistance, the Office for the Coordination of Humanitarian Affairs (OCHA), under the leadership of the Emergency Relief Coordinator, has been faced with the problem of ensuring the provision of humanitarian assistance in areas of operation where the rule of law no longer exists and where humanitarian agencies and their staff are being continuously threatened and harassed in their day-to-day operations.

54. The Emergency Relief Coordinator, in his capacity as Chairman of the Inter-Agency Standing Committee (IASC), has engaged IASC members in collaborative efforts to deal with the issue of the security of humanitarian workers.

55. In its advocacy role, OCHA has strived to gain acceptance for humanitarian principles and encourage Governments to ensure that victims of conflict and natural disaster are given immediate access to assistance. In the last year, OCHA has played a crucial role in advocating for humanitarian space in countries in crisis. In such countries as the Sudan, Afghanistan and Sierra Leone, OCHA has played a leading role in opening, negotiating and maintaining access for intervention by operational agencies and non-governmental organizations.

56. The issue of protection for relief workers must be linked to the protection for the recipients of that relief. The targeting of neutral and impartial humanitarian activities further endangers lives and livelihood, and emphasizes the impossibility of delinking the security of personnel from that of the victims. Accordingly, OCHA urges Governments to take all possible measures to ensure the protection of civilian populations and aid workers, consistent with respect for international humanitarian law, human rights law, refugee law and the Convention on the Rights of the Child.

57. In an effort to establish a code of conduct for humanitarian operations in crisis, OCHA, in consultation with different United Nations entities, is developing principles and rules of engagement. The project sets out to foster coherence and consistency to the purpose and actions of the United Nations through the identification of general principles and country-specific ground rules for United Nations action in countries in crisis.

58. Coordination of all matters relating to security is of the utmost importance. The efforts undertaken by the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Steering Committee for Humanitarian Response to improve cooperation amongst humanitarian organizations in drawing up a Code of Conduct for the ICRC and non-governmental organizations involved in disaster relief is to be commended. The "People-in-aid code of best practice", an initiative of the United Kingdom's leading international aid organizations, which established professional standards in the management of field staff in response to the increasing vulnerability of aid workers and in recognition of the critical importance of aid personnel, is also welcomed.

59. For the preparation of the consolidated report of the Secretary-General on safety and security of humanitarian personnel, OCHA was responsible for gathering the inputs from non-United Nations members of IASC and to convey their views in the final report.

60. ICRC and IFRC raised the following concerns. ICRC and IFRC are alarmed by the ever more frequent threats to the safety and security of Red Cross and Red Crescent personnel and of the staff of other humanitarian organizations, in particular through intentional and often fatal violent attacks, as well as by hostage-taking. Over the past eight years, the number of incidents presenting a physical threat to ICRC staff has grown from about 20 per year to more than 100. For IFRC, 58 security incidents were reported in 1996; the figure rose to 131 in 1997.

61. ICRC and IFRC are aware that the targeting of acts of violence against neutral and impartial humanitarian activities is likely to put threatened populations in jeopardy through lack of protection and assistance. Accordingly, they urge States to take all necessary steps, both nationally and internationally, to ensure unimpeded access to vulnerable people.

62. ICRC and IFRC expressed concern at the failure to respect the Red Cross and Red Crescent emblems in conflict and the consequent deterioration of security. They reaffirm the obligation of the States Parties to the Geneva Conventions of 12 August 1949 to adopt national legislation protecting the Red Cross and Red Crescent emblems, and the need to broaden awareness of the protective significance of these emblems by the States and by the components of the International Red Cross and Red Crescent Movement.

63. ICRC and IFRC emphasize that humanitarian law also extends protection to the relief work of impartial and humanitarian organizations carried out in favour of the civilian population. They urge States to take all necessary steps, both nationally and internationally, to maximize the security and the safety of humanitarian workers and reaffirm the obligation, under international humanitarian law, of parties to armed conflicts to respect and protect relief work, in particular personnel engaged in relief operations.

64. ICRC and IFRC fully support the adoption of the Rome Statute of the International Criminal Court, in the hope that this Statute will allow the Court to fight efficiently against criminals who mock the international community and whose impunity is an invitation to crime. Signing and ratifying this treaty by a very large number of States is therefore essential, as is providing the Court with adequate funding and staff of a high quality. ICRC and IFRC at the same time encourage States to comply with their existing obligations under international humanitarian law to repress violations of this law and of the convention relating to the crime of genocide.

65. ICRC and IFRC are committed to equipping their staff and volunteers with the skills and resources needed to carry out their work. Accordingly, they recommend that all components of the Movement further develop recruitment and training policies and activities, as well as improve their communication and information networks on these issues.

66. Even with the improvements which are expected to result from implementation of the above-cited recommendations, under certain security conditions the presence of United Nations staff may no longer be justified. Discussions have been ongoing regarding the need to develop minimum operational security standards and criteria that could lead to the temporary suspension of United Nations

operations because of security constraints. Any decision to either fully or partially suspend United Nations activities and withdraw staff from a duty station for security reasons must be based on several perhaps incompatible considerations. Although it is fully realized that any such decisions must be based on the evaluation of a number of complex considerations within the context of the prevailing situation at any particular time and involve both political and operational considerations, there are certain technical security questions, the answers to which could be decisive in determining whether United Nations staff can safely operate at a particular location. These questions, *inter alia*, include: Have United Nations staff become direct targets of violence? Are they targets because of who they are or where they are? Has the de facto authority (Government or other) demonstrated a consistent pattern of hostility to the United Nations and/or disregard of United Nations privileges and immunities? Has the de facto authority impeded the Organization from utilizing communications equipment? Is the security situation such that organizations cannot effectively implement and monitor their programmes?

#### IV. Arrest and detention of officials

67. The purpose of the present report is, *inter alia*, to provide information regarding ongoing cases of arrest and detention, and to document situations in which staff members, although perhaps released, have been held for a prolonged period of time. It also reports cases of staff members who are missing or whose whereabouts remain unknown, some for almost 20 years. The arrest or detention of staff members continued to be a major issue through the reporting period. A consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection is set out in annex II.

68. Of particular concern, following the recent hostilities between Ethiopia and Eritrea, was the action of the Ethiopian Government to declare *personae non gratae* Ethiopian staff members of the United Nations common system working in Ethiopia who were of Eritrean origin. The United Nations has vigorously protested the actions of the Ethiopian Government, and has pointed out that staff members of the Organization are not diplomats and cannot be declared *persona non grata* and expelled from the country without giving the Organization an opportunity to look into the charges against individual staff members and to decide whether the privileges and immunities of the organization had been involved. At the time of

finalizing the present report, the Ethiopian Government had persisted in this course of action, and approximately 30 United Nations staff had been ordered to leave the country.

69. With regard to detainees in Rwanda, the designated official for security has continued to raise their cases with the highest officials in the Ministry of Justice. The Rwandan lawyer who had been hired to study these cases is reported to have completed all case files and to have submitted them to the relevant prosecutors. They are now pending prior to being called for trial. The detainees have been visited by United Nations staff and appear to be in good health. However, since there are still thousands of cases not related to United Nations staff members waiting to be considered by the Judiciary, it is unlikely that these cases will be solved rapidly.

70. Detailed information regarding the detention of staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), as provided by the Agency, as well as information provided by other organizations, is included in annex IV.

71. ACC has considered the legal aspects of security and referred the matter to the senior legal advisers of the United Nations common system, who met at Washington, D.C., in January 1998. The meeting recommended that ACC remind Member States of their obligations under international law vis-à-vis officials of the organizations of the United Nations family as well as technical assistance experts of those organizations. The meeting also concluded that in order to enhance security and safety of staff, individual organizations might wish to consider pursuing expansion of immunities of their own staff either by exploring bilateral solutions or by amending existing international instruments, as appropriate. ACC endorsed the conclusions of this meeting, and requested the legal advisers to continue addressing the linkage between the physical safety of staff and the legal protection afforded by the various instruments dealing with privileges and immunities.

#### V. Taxation of officials

72. The issue of taxation of officials is included in the submission provided by the International Labour Organization (ILO) (see annex IV).

## **VI. Restriction on official and private travel of officials of the United Nations, the specialized agencies and related organizations**

73. Restrictions imposed by the United States authorities on the private travel of staff members and their dependants who are nationals of particular countries remained in force.

74. Information concerning travel restrictions on UNRWA personnel is provided in annex IV.

## **VII. Observations**

75. The last 12 months have seen a dramatic escalation of attacks on United Nations personnel, both civilian and military. The casualty list speaks for itself. Never before have so many colleagues lost their lives in the service of the Organization. Never before has the number of United Nations civilian casualties exceeded the number of United Nations military casualties. Never before has the Organization recorded so many deliberate, wanton incidents in which personnel have been directly targeted by warring factions or criminals who make a mockery of the principles on which the United Nations was built.

76. The Secretary-General expects all United Nations staff to serve the Organization with honour and dignity. Tribute must be paid to their courage and to the sacrifices they endure in pursuit of the noblest of causes – humanity.

77. The responsibility of the Organization is to provide protection and assistance and relief to the world's neediest people, and to this end it is obliged to engage with official and de facto authorities on the ground. The Secretary-General expects these authorities to abide by the precept of international law, but when it becomes necessary to send messages of condolence, more and more often, to the next of kin of staff members who have been the target of direct, deliberate and unconscionable violations of their basic human rights, the Secretary-General, as the Chief Administrative Officer, is compelled to ask whether the continued exposure of the Organization's most valuable resource to such risk can continue. In the absence of vigorous action by Member States, the balance between the twin imperatives of providing assistance and providing security becomes increasingly difficult to find. When conditions become excessively dangerous, when no action is taken to punish perpetrators of violence against staff, when humanitarian or human rights

actions become pawns of war, the Secretary-General may have no option but to withdraw United Nations staff. United Nations personnel can no longer be expected to fill vacuums created by political inaction on the part of Member States.

78. It is time for Member States to recognize that humanitarian/human rights/development activities do not substitute for political action. The Secretary-General notes that of the 162 incidents reported since 1 January 1992, in only one case have the perpetrators been caught and brought to justice. The perpetrators of deliberate attacks on United Nations personnel must be held accountable for their acts in which staff members have lost their lives. The Secretary-General calls on Member States to ensure that any assault or physical violence committed against United Nations personnel is properly investigated, and that measures are taken against those found guilty. Furthermore, international legal machinery should be developed to find and seize the assets of the transgressors.

79. The Secretary-General welcomes the adoption of the Rome Statute of the International Criminal Court, article 8, paragraphs b(iii) and e(iii), which give the Court jurisdiction over such acts as intentionally directed attacks against personnel, installations, materials, units or vehicles involved in a humanitarian or peacekeeping mission in accordance with the Charter of the United Nations, as long as they are entitled to the protection given to civilians or civilian objects under the international law of armed conflict.

80. The Secretary-General firmly believes that the Convention on the Privileges and Immunities of the United Nations and the Convention on the Privileges and Immunities of the Specialized Agencies constitute a critical element in the protection of staff members and their dependants from arrest and detention. Therefore, the Secretary-General invites States that have not become a party to the Conventions to give consideration to ratifying or acceding to them. The Secretary-General also invites Member States that have not done so to become a party to the Convention of the Safety of United Nations and Associated Personnel. The Secretary-General is of the view that a decision by the General Assembly to examine the reports on privileges and immunities on a biennial basis is inadequate, and may even be considered detrimental to the fate for staff members who are so detained. Accordingly, it is recommended that the General Assembly continue to consider these reports on an annual basis.

81. In addition to legal protection, it is time for Member States to recognize that the cost of providing security is the price of implementing successfully the mandated activities of the Organization.

82. One of the priorities is the funding of security. Implementation of the decisions taken by ACC outlined above, as well as the provision of basic security to United Nations staff members, entail additional expenditures that cannot be met from existing resources. They are, however, essential and even critical for the proper discharge of the responsibility for the safety and security of personnel. The establishment of the Security Trust Fund outlined in paragraph 42 above will provide urgently needed resources to enable the Secretary-General to implement many of the required security measures. The Secretary-General appeals to all Member States to contribute to and strongly support this critical activity of the organization. However, what is also required is an in-depth discussion and a decision to place funding of security on a firm footing so that the Secretary-General does not need to rely on the Trust Fund.

83. It is no longer acceptable that staff members carrying out mandates of United Nations organizations be expected to serve at high-risk duty stations without being trained and briefed regarding basic security. The Secretary-General appeals to all Member States for their support of the training and stress management initiatives undertaken by UNSECOORD.

84. The Secretary-General is committed to improving the security of all United Nations personnel. Providing effective security for United Nations personnel is a serious challenge that requires a partnership between Member States and the organizations of the United Nations system to ensure that all possible measures are taken for the protection of staff. With the unstinting help of the international community at every level, significant improvements can be made without which United Nations personnel will continue to be at risk.

## **Annex I**

### **Decision of the Administrative Committee on Coordination**

#### **Staff Security**

The Administrative Committee on Coordination, endorsing the report of the high-level meeting of the Consultative Committee on Administrative Questions (CCAQ) held at Geneva on 9 February 1998, and also endorsing the report of the Ad Hoc Inter-Agency Meeting on Security held at Montreal from 17 to 19 March 1998:

#### *Part I*

(a) Strongly reiterates the importance that it attaches to the issue of staff safety and security, and reaffirms once again its commitment to spare no efforts to improve the security of staff members of the United Nations system;

(b) Recommends the implementation, within each organization, of the creation of a single budget chapter/line to fund security expenditures of a foreseen nature and to ensure that funds exist for unforeseen security-related expenditures;

(c) Endorses the proposal for the provision of security training on a mandatory basis to all staff members at high-risk duty stations, and agrees to the immediate implementation of this training by the Office of the United Nations Security Coordinator (UNSECOORD), to be funded on a cost-shared basis amongst organizations, based on ACC personnel statistics for staff at duty stations;

(d) Instructs the Consultative Committee on Administrative Questions (Financial and Budgetary Questions) (CCAQ (FB)) to take the necessary financial measures to implement these decisions as expeditiously as possible and no later than 1 June 1998;

(e) Approves the establishment of a security fund by the United Nations Security Coordinator to supplement existing security funding mechanisms, and undertakes to bring the existence and the terms of reference of this trust fund to the attention of Member States and to solicit contributions;

(f) Endorses the recommendations regarding the strengthening of the security management system in the field, as outlined by the high-level meeting of CCAQ and the Ad Hoc Inter-Agency Meeting on Security;

(g) Endorses the recommendation that a working group be established under the auspices of UNSECOORD to review the operational capabilities of field security officers;

(h) Confirms the existing policy outlined in the field security handbook regarding the security of local staff, and reiterates the need for its consistent application and implementation by all organizations;

(i) Confirms the institution of security measures recommended by the high-level CCAQ with regard to ensuring the security of locally recruited staff;

(j) Endorses the recommendation that those organizations participating in the Malicious Acts Insurance policy extend coverage of this policy to locally recruited staff on a 24-hour basis;

(k) Endorses, in principle, the criteria recommended by the Ad Hoc Inter-Agency Meeting on Security for the establishment of minimum operational security standards beyond which United Nations operations would have to be temporarily suspended;

(l) Decides that all matters regarding staff security should continue to be addressed directly to ACC through the Organizational Committee, and that only matters of direct concern to CCAQ (FB) and the Consultative Committee on Administrative Questions (Personnel Questions) (CCAQ (PER)) should be referred to those bodies.

#### *Part II*

(m) Deplores the continued threats on the safety and the security of United Nations staff in all parts of the world, including hostage-taking;

(n) Reminds Member States of the United Nations of their obligations under international law to ensure the safety of United Nations staff and to safeguard their privileges and immunities.

## Annex II

**Consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection<sup>a</sup>**

<i>Name</i>	<i>Agency</i>	<i>Place and date of incident</i>
Abdala Daker Hayatli	UNRWA	Missing in the Syrian Arab Republic since 20 April 1980
Issedine Hussein Abu Khreish	UNRWA	Detained in the Syrian Arab Republic since 11 September 1980
Mahmoud Hussein Ahmad	UNRWA	Missing in Lebanon since 22 March 1983; reportedly detained by militias or unknown elements
Mohammad Ali Sabbah	UNRWA	Missing in Lebanon since 22 March 1983; reportedly detained by militias or unknown elements
Alec Collett	UNRWA	Detained in Lebanon by militias or unknown elements since 25 March 1985
Mohammad Mustafa El-Hajj Ali	UNRWA	Missing in Lebanon since 28 November 1986; reportedly detained by militias or unknown elements
Andualem Zeleke	ECA	Detained in Ethiopia since 25 June 1993
Alfredo Afonso	WFP	Detained in Angola since July 1994
Alfred Rusigariye	UNAMIR	Detained at Kigali since 22 September 1994
Elizier Cyimanizanye	UNICEF	Detained at Kigali since 28 October 1994
Benoit Ndejeje	UNDP	Detained at Kigali since 11 November 1994
Jean-Marc Ulimubenshi	UNHCR	Detained at Butare, Rwanda, since 15 November 1994
Jean Bosco Rwagaju	UNHCR	Detained at Gitarama, Rwanda, since January 1995
Jean Christostome Muvunyi	UNHCR	Detained at Gikongoro, Rwanda, since 9 January 1995
Charles Ngendahimana	UNHCR	Detained at Butare, Rwanda, since 10 January 1995
Alfred Nsinga	UNAMIR	Detained at Kigali, Rwanda, since 8 February 1995
Mathieu Nsengiyaremye	UNHCR	Detained at Cyangugu, Rwanda, since 12 February 1995
Luc Birushya	UNDP	Detained at Kigali, Rwanda, since 13 March 1995
Athanase Ngendahimana	UNDP	Detained at Kigali, Rwanda, since 25 March 1995
François Semanzi	UNHCR	Detained at Butare, Rwanda, since April 1995
Aloys Byugura	UNICEF	Detained at Kigali, Rwanda, since 4 April 1995
Prosper Gahamanyi	UNDP	Detained at Kigali, Rwanda, since 12 April 1995
Clotilde Ndagijimana	UNICEF	Detained at Butare, Rwanda, since 14 April 1995
Augustin Rukeribuga	UNHCR	Detained at Butare, Rwanda, since 23 April 1995
Dismas Gahamanyi	WFP	Detained at Kigali since 2 June 1995
Theodore Niyitegeka	WFP	Detained at Kigali since 2 June 1995
Fulgence Rukindo	HRFOR	Detained at Kibuye, Rwanda, since 17 June 1995
Boniface Rutagungira	UNICEF	Detained at Kigali since 20 June 1995
Manasse Mugabo	UNAMIR	Missing in Rwanda since 19 August 1995
Joseph Munyambonera	UNHCR	Detained at Kigali since 19 October 1995
Andre Uwizeyimana	UNHCR	Detained at Butare, Rwanda, since 29 December 1995
Mahmoud Saqer El Zatma	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 3 February 1996
Boaz Imanivuganamwisi	UNAMIR	Detained at Kigali, Rwanda, since 19 February 1996

<i>Name</i>	<i>Agency</i>	<i>Place and date of incident</i>
Maher Mohamed Salem	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 14 March 1996
Tareq Soboh Abu El Hussain	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 16 March 1996
Bernard Nshinyumukiza	UNAMIR	Detained at Kigali since 19 March 1996
Raed Subhi El Zaqzouq	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 29 March 1996
David Bukeyenzeza	UNICEF	Detained at Kigali since 4 April 1996
Emmanuel Twagirayezu	UNICEF	Detained at Kigali since 28 April 1996
François Nsabimana	UNHCR	Detained in Rwanda since May 1996
Benoit Twagirumukiza	WFP	Detained at Gitarama, Rwanda, since 6 June 1996
Israel Nkulikiyimana	UNICEF	Detained at Kigali, Rwanda, since 7 August 1996
Jean Marie Bagaragaza	UNHCR	Detained in Rwanda since October 1996
Victor Niyomubyeyi	UNHCR	Detained in Rwanda since October 1996
J. Baptiste Sibomana	HRFOR	Detained in Rwanda since March 1997
Adnan Omar Mansi	UNRWA	Detained in Jordan since 28 May 1997
Mahmoud Allan	UNRWA	Detained in the West Bank by the Palestinian Authority since 7 June 1997
Wael Ibrahim Iswed	UNRWA	Detained in Jordan since 12 June 1997
Berhanu Gebremedhin	UNHCR	Detained in Ethiopia since 24 June 1997
Basem Abu-Junied	UNRWA	Detained in the West Bank by the Palestinian Authority since 9 September 1997
Jean Bosco Nazarubara	UNHCR	Detained in Butare, Rwanda, since 12 October 1997
Mustafa Uthman Nakhleh	UNRWA	Detained in the West Bank since 4 December 1997
Marwan Mohd Rayyan	UNRWA	Detained in the West Bank since 13 January 1998
Bernard Nsabimana	UNICEF	Detained in Goma, Democratic Republic of the Congo, since 4 March 1998
Majdi Ibrahim Abbad	UNRWA	Detained in the West Bank since 24 March 1998
Mohammed-Kheir Ahmed Said	UNRWA	Detained in the Syrian Arab Republic since 18 April 1998
Fawwaz Moh'd Shuraiqi	UNRWA	Detained in Jordan since 2 May 1998
Saleh Mousa Askari	UNRWA	Detained in the Syrian Arab Republic since 5 May 1998
Saleh Salem Badawi	UNRWA	Detained in Jordan since 7 May 1998
Maher A/Hamed el-Bayoumi	UNRWA	Detained in the Gaza Strip since 19 June 1998

<sup>a</sup> The consolidated list contains in chronological order the names of staff members who remained under detention or missing as of 30 June 1998; the list, however, is not compiled to provide information on all cases of staff members who have been arrested, detained or missing in the past, nor does it cover staff members who have lost their lives in the performance of official duties.

## Annex III

### List of staff members who have lost their lives since 1 July 1997

<i>Name</i>	<i>Nationality</i>	<i>Agency</i>	<i>Place/date of incident</i>	<i>Cause of death</i>
Sayeeff Uddin Mahmud	Bangladesh	WHO	Siddhirganj, Bangladesh 17 July 1997	Gunshot wounds
Simon Taban Subek	Sudan	UNICEF	Juba, the Sudan 9 September 1997	Gunshot wounds
Amasias Abraham Michael	Ethiopia	WFP	Ogaden, Ethiopia 19 September 1997	Gunshot wounds
Kidane Tekle Giorgis	Ethiopia	WFP	Ogaden, Ethiopia 19 September 1997	Gunshot wounds
Pablo Gorga	Uruguay	United Nations, MINUGUA	Guatemala 17 March 1998	Helicopter accident
Celso Martinez	Guatemala	United Nations, MINUGUA	Guatemala 17 March 1998	Helicopter accident
Pedro Ruz	Chile	United Nations, MINUGUA	Guatemala 17 March 1998	Helicopter accident
Omar Aguirre	Bolivia	UNV, MINUGUA	Guatemala 17 March 1998	Helicopter accident
Lisa Malone	Australia	UNV, MINUGUA	Guatemala 17 March 1998	Helicopter accident
Samson Somaian Ohiri	Sudan	WFP	Kadugli, the Sudan 9 June 1998	Gunshot wounds
El Haj Ali Hammad	Sudan	WFP	Kadugli, the Sudan 9 June 1998	Gunshot wounds
Alioune Beye	Mali	United Nations, MONUA	Abidjan 26 June 1998	Aircraft accident
Koffi Adjoyi	Togo	United Nations, MONUA	Abidjan 26 June 1998	Aircraft accident
Beadengar Dessande	Chad	United Nations, MONUA	Abidjan 26 June 1998	Aircraft accident
Amadou Moctar Gueye	Senegal	United Nations, MONUA	Abidjan 26 June 1998	Aircraft accident
Ibikunle Williams	Nigeria	United Nations, MONUA	Abidjan 26 June 1998	Aircraft accident
William Asiiku	Uganda	WFP	Arua District, Uganda 8 July 1998	Gunshot wounds
Maria Magdalena Wewiorska	Poland	UNOV, UNOMIG	Tbilisi 14 July 1998	Gunshot wounds
Yutaka Akino	Japan	UNMOT	Garm, Tajikistan 20 July 1998	Gunshot wounds
Juragon Mahramov	Tajikistan	UNMIT	Garm, Tajikistan 20 July 1998	Gunshot wounds
Renato Ricciardi	Italy	WFP	Bujumbura 23 July 1998	Gunshot wounds

---

<i>Name</i>	<i>Nationality</i>	<i>Agency</i>	<i>Place/date of incident</i>	<i>Cause of death</i>
Jure De Marco	United States of America	UNHQ	Dushanbe 18 August 1998	Gunshot wounds
Ludwig Baeumer	Germany	WIPO	Halifax, Nova Scotia 2 September 1998	Aircraft accident
Joachim Bilger	Germany	WIPO	Halifax, Nova Scotia 2 September 1998	Aircraft accident
Kathryn Calvet-Mazy	France	UNHCR	Halifax, Nova Scotia 2 September 1998	Aircraft accident
Pierce Gerety	United States of America	UNHCR	Halifax, Nova Scotia 2 September 1998	Aircraft accident
Yves de Roussan	Canada	UNICEF	Halifax, Nova Scotia 2 September 1998	Aircraft accident

---

## Annex IV

### Information submitted by individual organizations and United Nations subsidiary organs and offices or joint subsidiary organs for inclusion in the present report

#### A. Office of the United Nations High Commissioner for Refugees

1. The safety and security of UNHCR staff continues to have the highest priority on the High Commissioner's agenda and within the Office as a whole. The killings, arrests, illegal detentions and, of late, kidnapping of staff, continue to be the cause of grave concern. In the past year, the High Commissioner has been in the forefront of efforts to address the issue of the security and safety of staff. These initiatives have resulted in action by the high-level meeting of the Consultative Committee on Administrative Questions (CCAQ) held on 9 February 1998, the Ad Hoc Inter-Agency Meeting on Security held from 17 to 19 March 1998, and the Administrative Committee on Coordination (ACC), which met also in March 1998.

2. ACC, in endorsing the reports of the high-level meeting of CCAQ and the Ad Hoc Inter-Agency Meeting on Security, reiterated the importance that it attaches to the issue of staff safety and security, and reaffirmed once again its commitment to improving the security of staff members of the United Nations system.

3. The measures recommended by ACC are broad in scope and their implementation will much improve the security and safety of staff in the field. It will also demonstrate that the Organization is fully committed to ensuring that staff operate in the safest possible conditions.

4. In its resolutions 51/227, 52/126 and 52/167, the General Assembly addressed the need to respect the privileges and immunities of officials of the United Nations and the specialized agencies and related organizations, the protection of United Nations personnel and the safety and security of humanitarian personnel.

5. In adopting resolutions 52/126 and 52/167 without a vote, the General Assembly clearly demonstrated its deep concern for the security and safety of humanitarian personnel. In so doing, it called on all Governments and parties in countries where humanitarian personnel are operating to take all possible measures to ensure that the lives and well-being of humanitarian personnel are respected and protected.

6. The kidnapping of the UNHCR representative at Vladikavkaz, Vincent Cochetel, on 29 January 1998, marked

a further serious deterioration in the security and safety conditions under which field staff often work. The abduction demonstrated yet again the risks under which humanitarian personnel continue to try to fulfil their mandate, even in the most difficult of conditions. As of 1 September 1998, Mr. Cochetel was still held captive despite interventions at the highest levels of Government. Diverse efforts to effect his release continue but have not been successful to date.

7. There are a number of legal instruments under which the security and safety of officials of the United Nations system is guaranteed, including the Charter of the United Nations; the Convention on Privileges and Immunities of the United Nations; the Convention of Privileges and Immunities of the Specialized Agencies; the United Nations Development Programme Standard Basic Assistance Agreements; and the Convention on the Safety of United Nations and Associated Personnel. Nonetheless, the security and safety of staff is still perilous in many areas of UNHCR operations.

8. In reviewing those countries where staff are seen to be most at risk and in trying to analyse the reasons for this insecurity, one may ask whether or not the local authorities are aware of the range of legal protections under which United Nations staff work. In some countries, an accessibly packaged awareness programme on legal protections would clearly be useful. Certainly, seminars for top government, senior police and military personnel, at both the national and local levels, could be conducted, re-emphasizing the importance that UNHCR attaches to the safety and security of its staff.

9. Conditions in a number of UNHCR areas of operations are such that the rule of law either does not apply or is applied in such a way that it increases the risks under which humanitarian personnel have to operate. In these circumstances, staff are subjected to stressful conditions on a continuous basis, and the risk of cumulative stress disorders is very high.

10. The system-wide arrangements for the security and safety of staff in the field, as developed by the Office of the United Nations Security Coordinator (UNSECOORD) and detailed in the Field Security Handbook, are very comprehensive. In particular, the concept of the designated official and the security management team, working together to further the security staff, has been shown to be very

effective, not only in times of crisis but also in the day-to-day management of the country security plan. Ideally, they will have participated in the preparation of such plans.

11. Included in the system-wide arrangements and also detailed in the field security handbook is the concept of the field security officer/field security adviser. The field security officer (FSO) is responsible for all physical measures related to crisis readiness and prevention at the duty station, and is directly accountable to the designated official. Further, the FSO is required to establish and develop excellent liaison relations, not only with national military and law enforcement agencies but also with senior elements of local civilian authorities. Experience has shown that at those duty stations where good liaison relations exist, the security and safety of staff are significantly improved.

12. Field security advisers are also available in the United Nations system. At those locations where there is no full-time security officer and in order to provide the designated official and others concerned with on-the-spot advice, professional field security advisers may be designated by the United Nations Security Coordinator. The field security advisers will also visit the field officer either on missions initiated by the United Nations Security Coordinator or at the request of the designated official, to assess security requirements or to provide support, when necessary.

13. The security and safety of local staff is an issue of ever greater concern. In areas of operations where the nature of the emergency has made it necessary to provide assistance over an extended period, local staff of United Nations offices may well be the most regular wage earners. As such, they and their families are more likely to be the victims of criminal activity. However, for those in high profile or sensitive posts, there is the additional risk of being targeted by more official elements in the local community, to provide intelligence information, among other things. Thus, protection and rehabilitation staff, as well as administrative, finance and personnel staff, may find themselves being approached to provide either information or jobs. Recent experience has shown that it is not only those in high-profile or sensitive posts who may be at risk. Drivers, because of the fact that they are sometimes witness to events that may embarrass local officials, are also likely to become the focus of unwanted attention. The risks to local staff who have been arrested is considerable, and no effort should be spared in trying to establish access to them as soon as possible. This will sometimes require action at the local and national levels, and even from the entire common system of the United Nations.

14. UNHCR has unilaterally implemented two training vehicles targeted at improving the security of staff members.

The first of these was a one-week train the trainers course, attended by all UNHCR field staff safety advisers (FSSAs), training them to teach the United Nations system security awareness training package. It is felt that giving the FSSAs these skills will significantly increase the number of training opportunities for humanitarian staff in the highest risk duty stations, notably those where UNHCR has posted FSSAs (the Great Lakes region of Africa, former Yugoslavia and Eastern Europe).

15. In addition, the High Commissioner has directed that prior to the end of 1998, all current and prospective representatives and other senior officials will receive training on how to manage security for staff outside of capital cities. This two-day training programme, which covers the essentials of security management, is directed at senior managers who have staff in isolated areas. Three sessions of this course have already been conducted in Mexico and at Dubai and Bangkok.

16. In addition to the two new training programmes mentioned above, UNHCR continues to provide a half-day security training session for all new staff at UNHCR, and is expanding security training for members of the emergency response team (ERT). The ERT training now consists of lectures and discussions and a half-day field simulation exercise. In addition, and when possible, ERT members assigned to a mission are given a country-specific security briefing immediately prior to deployment.

17. Effective 1 January 1998, UNHCR extended Malicious Acts Insurance coverage on a 24-hour basis to locally recruited staff. This extended coverage was adopted by the United Nations common system on 1 April 1998, following the recommendation of ACC at its meeting on 25 March 1998 at Geneva.

18. For the United Nations system in its entirety, ACC has recommended a number of enhancements for staff security that are currently being studied and/or implemented by UNHCR. These are outlined briefly below.

19. *Implementation within each organization of a single budget line/chapter to fund security expenditures.* Human resources management, security and finance staff members are in the process of researching the most effective way to implement this recommendation.

20. *Security training, on a mandatory basis, for all staff members at high-risk duty stations.* UNHCR feels that the two UNHCR-specific training programmes mentioned above are complementary to this recommendation for security training, which will be administered by UNSECOORD. The latter is in the process of establishing training teams that will be deployed to all high-risk duty stations. Funding will be on

a cost-shared basis amongst organizations and calculated on ACC personnel statistics for staff at these duty stations.

21. *Establishment of a working group to review the operational capabilities of field security officers.* This working group met in New York in late May 1998 under the chairmanship of UNSECOORD. UNHCR, with its wide-ranging experience in the area of field staff security, has been a substantial contributor to this working group.

22. *Establishment of minimum operational security standards (MOSS).* This recommendation by ACC is one that must be urgently addressed, particularly by the front-line agencies – UNICEF, WFP and UNHCR – in close consultation with UNSECOORD. Experience in the field has shown that there is a great diversity of opinion on how the minimum operational security standards might best be defined, bearing in mind the need to be responsive to caseloads that in many cases have been abandoned by all but the humanitarian agencies. Achieving a balance between the need for responsiveness and the need to minimize the risks involved, particularly in those areas where law and order has broken down, and having this balance accepted by all the players on the humanitarian stage will require great understanding on the part of all concerned.

23. *Institution of security measures with regard to ensuring the security of locally recruited staff.* UNHCR fully supports the existing policy outlined in the field security handbook, which deals with matters relative to the security of locally recruited staff. It is continuing measures started several years ago to integrate national staff into warden systems, to develop security planning activities, and to identify concentration points and relocation points. Steps have also been taken to ensure that those measures relative to financial assistance for locally recruited staff can be quickly and fully implemented in the event of the sudden onset of problems requiring the temporary suspension of programmes and/or the evacuation or relocation of staff.

24. *Establishment of a security trust fund by UNSECOORD.* Despite the goodwill and understanding of all concerned, the implementation of urgently needed staff security measures continues to suffer from a chronic shortage of readily available funds. The approval of ACC of the establishment of a security trust fund to supplement existing security funding mechanisms is timely. UNHCR will play its part in ensuring that Member States are advised of the existence of this fund and the need to make contributions to it.

25. *Arrest and detention of officials.* In a number of areas of operations, the arrest and detention of staff continues. In some cases, access to them has been denied for various

periods of time. In one still outstanding case, it has not been possible to visit a staff member despite the fact that he has been under arrest since 18 April 1998 and no charges have been brought against him. In fact, on 25 April 1998, advice was received that the staff member had been cleared from any allegation and would be released soon. However, despite repeated assurances about imminent release and interventions at the highest levels, the staff member remains incarcerated.

26. In reviewing the security and safety conditions in UNHCR areas of operation, particularly in high-risk areas, there seems to be very little reason for hope that these country situations on the ground will improve quickly.

27. The staff of humanitarian agencies in many locations are working in circumstances and conditions where military or police commanders would be reluctant to deploy their personnel. The ongoing courage of humanitarian staff is well documented. They seldom, if ever, leave their charges until conditions on the ground become totally untenable. If the security of these brave people is to be guaranteed to the fullest extent possible, there is an urgent need to maximize the use of all possible assets, including funding, legal instruments, training, provision of all necessary equipment, advocacy at all levels, stress reduction techniques, increased staffing levels and enhanced inter-agency cooperation.

28. The Office of the United Nations Security Coordinator has continuously demonstrated the level of leadership and professionalism necessary to deal with the many crises that have erupted in the past. It should be acknowledged that their record of success is outstanding. UNHCR regards strengthening the role of UNSECOORD as critical to the process of ensuring the security and safety of United Nations staff in the future. With UNSECOORD's expertise and coordination capability, the maximum use of the assets mentioned above and the development of a set of minimum operational security standards to which all agencies agree, the risks inherent in providing humanitarian assistance can be managed effectively.

## **B. United Nations Children's Fund**

29. During the period of the present report, there was a continuation of the trend which began to emerge in 1996 for Governments/de facto authorities to routinely violate UNICEF privileges and immunities.

30. Some of the worst abuses occurred in North Kivu province of the Democratic Republic of the Congo, where staff members were harassed and detained, office premises violated by representatives of the Government, vehicles and

other equipment were seized, and UNICEF was verbally attacked in April 1998 by the President, with false allegations of assisting rebels against the Government. One national staff member of the Goma office, Mr. Bernard Nsabimana, was arrested on 4 March 1998 and remains in detention, uncharged so far as UNICEF is aware, at an unknown location. Repeated UNICEF protests were ignored and sometimes mocked.

31. In an effort to ameliorate the situation, UNICEF Executive Director Carol Bellamy undertook a visit to Kinshasa in April 1998. Despite repeated assurances from his staff of an audience, the President declined to see Ms. Bellamy. In view of the campaign of vilification of United Nations humanitarian and international non-governmental organizations that is under way at Kisangani, UNICEF has been forced to conclude that it is no longer possible to work in North Kivu.

32. In Afghanistan, UNICEF staff members, both national and international, have been harassed and threatened by the Taliban authorities who control much of the country. Individual national staff members have been publicly beaten at Jalalabad in November 1997 for alleged infractions of Taliban rules concerning length of beard and hair, while the international officer-in-charge of UNICEF at Jalalabad was intimidated because of her gender. At Kandahar in September 1997, an international staff member was expelled from the country by the Taliban for objecting to gross discrimination against several female colleagues, one of whom was a UNICEF consultant. In northern Afghanistan, the so-called Northern Alliance repeatedly violated United Nations, including UNICEF, office and warehouse premises, looting valuable property as well as putting the lives of staff members in danger. It is hoped that an agreement reached between the Taliban authorities and a United Nations negotiating team will see an improvement in the former's behaviour towards United Nations staff. Similar negotiations are needed with the Northern Alliance.

33. In Rwanda, a number of national staff, as well as former staff members, remain in prison awaiting trial for alleged involvement in the genocide of 1994. The conditions under which they are held are deplorable, and there is no certainty as to when they will be tried and how fair the process will be.

34. In the Sudan, the Government has restricted access by Operation Lifeline Sudan (OLS) to hundreds of thousands of southern Sudanese, has verbally attacked the Coordinator of OLS southern sector for protesting the arbitrary denial of access to beneficiaries, and has violated the immunities of UNICEF itself and that of certain national and international staff by searching the United Nations pouch and UNICEF

staff at Juba Airport in March 1998. When the UNICEF security focal point took issue with these violations, he was advised that Sudanese national security interests were more important than United Nations claims of privileges and immunities. It must also be noted that the Sudan People's Liberation Army has also sometimes denied the OLS staff access to some southern Sudanese internally displaced people during the reporting period, although their behaviour was much less egregious than that of the Government of Sudan.

35. In Ethiopia on 12 May 1998, a UNICEF consultant (and former UNICEF national officer) was arrested by the internal security police for alleged genocide; he was subsequently charged with that offense on 26 May 1998. UNICEF, while not denying the right of the Government of Ethiopia to arrest and try those individuals whom they believe to be guilty of some crime, is disturbed that no effort has been made to advise UNICEF of the individual's arrest. He has been denied legal representation to date.

36. Finally, UNICEF notes that there were various violations of immunities and restrictions on the organization's ability to provide humanitarian relief to populations at risk in Sierra Leone and the Congo during the months following the outbreak of civil war in each of those countries. It is not possible to assign blame since there were many parties to these conflicts, but it is nonetheless a major problem that UNICEF is likely to experience in other countries in the future.

### **C. United Nations Relief and Works Agency for Palestine Refugees in the Near East**

#### **Arrest and detention of staff**

37. The number of UNRWA staff members arrested and detained throughout the area of operations increased from 44 in the previous reporting period to 61 in the current reporting period. Although most staff members were released without charge or trial after relatively short periods of detention, the number of staff members who remained in detention at the close of the reporting period increased from four on 30 June 1997 to nine on 30 June 1998. In the Gaza Strip, at total of 15 staff members were arrested and detained by the Palestinian Authority, compared with 18 in the preceding reporting period; all were detained for relatively short periods. Two staff members were arrested by the Israeli authorities at Rafah terminal, of whom one remained in detention in Israel at the close of the reporting period. In the West Bank, the number of staff members arrested and detained by the Palestinian Authority decreased from nine in

the preceding reporting period to five in the current reporting period, of whom one remained in detention at 30 June 1998. The number of staff members arrested and detained by the Israeli authorities in the West Bank increased from five in the preceding reporting period to 14 in the current reporting period, of whom three remained in detention at 30 June 1998. There was a significant increase in the number of staff members arrested and detained in the Syrian Arab Republic; 12 staff members were detained and nine subsequently released, up from two detained and released in the previous reporting period. Thirteen staff members were arrested and detained in Jordan, compared to six in the preceding reporting period; one remained in detention on 30 June 1998. No staff members were arrested and detained in Lebanon, compared to one in the preceding reporting period. A summary of the number of staff members who remain under arrest or detained at 30 June 1998 is contained in annex II.

38. Regarding UNRWA's right to functional protection of its staff members who are arrested and detained, the Agency was not always provided with adequate and timely information by the relevant authorities as to the reasons for the arrest and detention of its staff members. In the absence of sufficient information, it was not always possible to ascertain whether the staff members' official functions were involved, bearing in mind the rights and duties flowing from the Charter of the United Nations, the 1946 Convention on the Privileges and Immunities of the United Nations and the relevant staff regulations and rules of UNRWA. Consequently, the Agency was unable to fully exercise its right to functional protection of staff members arrested and detained.

39. UNRWA was for the first time able to obtain access to all Palestinian Authority detention centres in the Gaza Strip to visit detained staff members. However, it was only possible to visit staff detained in the Gaza Strip after long delays, sometimes over a year, particularly at facilities other than Gaza Central Prison. The Palestinian Authority failed to provide information regarding the place of and reasons for detention of staff members in the West Bank. However, in some cases the Agency was able to ascertain the place of detention through informal channels, and was able to visit those detained staff members. In the West Bank, the Agency experienced no significant difficulty in obtaining details about the place of and reasons for detention of staff by the Israeli authorities. However, the Israeli authorities denied the Agency access to detained staff members held in the West Bank until February 1998, when after representations by the Agency, it became possible to resume visits to all but one of the detained staff members. In the Syrian Arab Republic, the Agency remained unable to visit detained staff members

despite continued requests, although information was provided on the whereabouts of most detainees. No visits were made to detained staff members in Jordan.

#### **Security and safety of UNRWA staff**

40. The treatment and state of health of staff members in detention continued to be of concern to the Agency. The lack of access to detained staff members referred to in the preceding paragraph remained an obstacle to obtaining information on the health of detainees. One staff member detained in the Gaza Strip complained of mistreatment by the Palestinian Authority during detention. The state of health of another staff member detained by the Palestinian Authority and who suffered from kidney problems remained a matter of concern. Overall, there was a decrease in the number of detained staff members who complained of mistreatment by the Palestinian Authority. In the West Bank, two staff members complained of mistreatment during their detention by the Israeli authorities. In Jordan, there were no complaints by staff members in detention of mistreatment by government authorities. In the Syrian Arab Republic, there was one complaint of mistreatment by a detained staff member.

#### **Travel restrictions**

41. The procedures imposed by the Israeli authorities on security grounds to regulate entry to and exit from the West Bank and Gaza Strip, referred to in previous reports, remained in place during the reporting period. Those procedures included systems of permits regulating the travel of local staff, checkpoint controls and searches of Agency vehicles; occasional closures of the West Bank and Gaza Strip; occasional imposition of curfews and internal closures; and restrictions on travel to and from Jordan across the Allenby Bridge. In September 1997, a new restriction was introduced whereby Palestinians with West Bank or Gaza residency required an additional security clearance to drive a vehicle in Israel. As a result of all those procedures, movement of Agency staff and vehicles was considerably impeded and frequently prevented, with consequent disruption to field and headquarters operations and additional costs for the Agency. The restrictions were primarily applicable to local staff, who comprised 99 per cent of all Agency staff in the West Bank and Gaza fields. The permit system, by its nature, complicated and impeded the movement of Agency staff, gave rise to unpredictability and imposed a cumbersome administrative burden on the Agency, which as a consequence had to maintain an extra administrative apparatus to obtain and renew permits of limited validity for several hundred of its staff.

42. Following incidents of violence or as a preventive security measure, the Israeli authorities imposed full closures of the West Bank and/or Gaza Strip on several occasions during the reporting period, lasting for a total of 57 days. In connection with bomb explosions at Jerusalem on 30 July 1997 and 4 September 1997, closures were imposed for 47 days in the period 30 July to 15 September 1997. Moreover, closures of the West Bank and Gaza Strip were imposed as a preventive security measure in connection with Israeli public holidays, accounting for 10 additional days of closure. The number of closure days was less than in the previous reporting period, particularly in the West Bank, where the figure declined by more than half. During full closures, Palestinians holding West Bank and Gaza Strip identity cards, including Agency staff, were prevented from leaving their area of residence and had their permits revoked without notice. In addition, as a result of incidents involving violence on 14 May 1998, the Rafah and Erez crossings were closed for a few hours.

43. Internal closures in the West Bank were imposed on two separate occasions during the reporting period, concurrent with the two full closures imposed following incidents of violence, referred to above. During internal closures, entry to or exit from specific localities was prohibited, affecting movement within the West Bank, in particular between cities and outlying camps and villages. The period of the first internal closure varied from region to region: Bethlehem was closed from 30 July to 28 August 1997; Hebron from 30 July to 14 August 1997; Ramallah and Jericho from 30 July to 13 August 1997; and Nablus from 30 July to 8 August 1997. The second internal closure was imposed on 4 September 1997 at Bethlehem, Jenin, Jericho, Nablus, Qalquilya, Ramallah and Tulkarem, and lifted in all those areas on 14 September 1997. In addition, curfew was imposed on the West Bank village of Asira Shemaliya from 21 September to 7 October 1997. Internal closures and curfews caused substantial disruption to Agency operations in the affected areas.

44. Almost all UNRWA vehicles continued to be subjected to internal and external searches upon every exit from the Gaza Strip through the Erez checkpoint, the principal point of transit between the Gaza Strip and Israel. Search procedures were applied to all vehicles driven by international and local staff, with the exception of those carrying staff members with diplomatic status, who numbered seven out of some 67 international staff stationed in Gaza during the reporting period. Although the Agency had in March 1996 exceptionally agreed to permit the survey of Agency vehicles driven by international staff exiting the Gaza Strip as a pragmatic and temporary measure in consideration of Israeli security concerns, search procedures at Erez

remained in force at the same level throughout the reporting period. The special lane at Erez for VIPs and international organizations and the magnetic cards issued by the Israeli authorities, both aimed at expediting crossings, did not simplify or speed up the search procedures, which continued to result in time-consuming delays for Agency staff.

45. There continued to be lengthy delays and search procedures at the Allenby Bridge for local and international staff with West Bank or Gaza residency upon entry from Jordan. Towards the end of the reporting period, specific delays were caused by lengthy random searches and checks carried out by Israeli customs officials at the bridge. The Israeli authorities continued to prevent local staff from travelling in UNRWA courier vehicles inside the confines of the bridge complex, and to restrict the days of the week and hours of the day that such staff could cross the Allenby Bridge from Jordan to the West Bank in transit to the Gaza Strip. All staff members travelling on duty across the Allenby Bridge to Jordan, except those with diplomatic visas, continued to be required to pay a tax to the Israeli authorities, characterized as a fee for use of the bridge. Furthermore, local staff travelling to Jordan were required to pay an additional tax, ostensibly a fee for an exit permit, to the Israeli or the Palestinian authorities, depending on the staff member's place of residency. The Agency protested the continued collection of those taxes as a violation of the 1946 Convention on the Privileges and Immunities of the United Nations. The Israeli authorities advised UNRWA that a decision in principle had been taken to grant exemptions to the Agency in respect of the exit tax at the Allenby Bridge and Rafah terminal. A provisional arrangement was put in place exempting a small group of senior UNRWA staff who frequently needed to cross the Allenby Bridge on official business. As regards the arrangements being finalized for implementation of exemptions from the exit tax, the Agency reiterated that it was entitled to a general exemption consistent with the 1946 Convention, and that it could only accept an arrangement which would not limit its operations. UNRWA remained limited in the number of vehicles it could use to transport international staff across the Allenby Bridge, and in addition was required to provide a 24-hour pre-notification for the crossings of most international staff members. The Agency was limited in the vehicles it could use for bridge crossings because UNRWA vehicles registered in Jordan with a diplomatic licence plate were denied access by the Israeli authorities to cross the Allenby Bridge from Jordan.

46. Restrictions on the movement of local staff into and out of the Gaza Strip and to the Allenby Bridge and Ben Gurion Airport continued to require UNRWA to employ extra international staff as drivers to maintain effective pouch and

courier services for its Gaza headquarters and field operations. The Agency incurred significant additional costs in respect of the five international drivers so employed, as compared to the cost of similar local posts. A long-standing request for an additional airport permit, required to collect the diplomatic pouch, was granted to an international driver during the reporting period, bringing the total of such permits held to two. In addition, a long-standing request for permits for local drivers to approach the Allenby Bridge terminal was granted in respect of two UNRWA drivers.

47. UNRWA international staff members holding Jerusalem, West Bank or Gaza identity cards continued to be refused service visas by the Israeli authorities, and required permits for travel between the West Bank, the Gaza Strip and Israel. One of those staff members was refused a permit by the Israeli authorities on several occasions during the reporting period on the basis of unspecified security considerations. The Agency made repeated representations that as a matter of principle, all international staff should be accorded equal treatment.

48. As a result of the procedures and restrictions described above, it was an ongoing challenge for the Agency to maintain effective functioning of its headquarters in Gaza and effective communication with its headquarters at Amman.

#### **D. International Labour Organization**

49. The International Labour Organization (ILO) wishes to report one case of significance for the report covering the period 1 July 1997 to 1 June 1998 concerning Zambia.

50. Zambia, which is a party to the Convention on the Privileges and Immunities of the Specialized Agencies and has also undertaken in the agreement for the establishment of the ILO office at Lusaka to grant to the office and its staff the privileges and immunities provided for in the Convention, has for some years been seeking to subject the salaries of Zambian nationals working for foreign missions and international organizations to income tax. The ILO raised this matter in a note verbale to the Permanent Mission of Zambia to the United Nations Office at Geneva dated 30 January 1995, which the Mission stated it had forwarded to the competent authorities at Lusaka. Nothing further was heard on the matter until February 1996.

51. In February 1996, the Zambian Revenue Authority indicated that it was prepared to accept that tax due on earnings from employment for previous years would not be pursued but would be immediately applied to all current and future earnings. The matter was addressed by the office of the

resident coordinator of the United Nations in Zambia in a note verbale on 29 March 1996. No further action was reported to ILO headquarters until May 1998, when the ILO office at Lusaka reported that the Zambian Government had decided that all Zambians working in foreign missions (a term which is understood to include the offices of international organizations) should register for tax amnesty or face high penalties. The ILO is currently inquiring into the precise nature and scope of the tax amnesty. The ILO has attempted without success to inquire into the precise nature and scope of the tax amnesty. In September 1998, the Zambian Revenue Authority sent demand letters to local staff requesting retroactive payment of income tax for two years, together with a penalty fee and interest, and further threatening debt recovery action if the amounts charged were not paid immediately. While continuing to coordinate action with the UNDP resident representative in Zambia, the ILO is in the process of addressing a note verbale to the Zambian Foreign Ministry expressing deep concern over what it considers to be a serious breach of the Convention on the Privileges and Immunities of the Specialized Agencies, and also of the agreement between the ILO and the Government of Zambia for the establishment of the ILO office at Lusaka.

#### **E. United Nations Educational, Scientific and Cultural Organization**

52. On 25 November 1997, Mr. Z' Ahidi Arthur Ngoma, a United Nations Educational, Scientific and Cultural Organization (UNESCO) staff member, was arrested while on special leave at Kinshasa. Initially Mr. Ngoma was held at Makala prison outside Kinshasa, where he was able to be visited by United Nations staff once or twice a week. At about the end of January 1998, Mr. Ngoma was abruptly transferred to Buluwo prison, near Likasi, some 120 kilometres from Lubumbashi.

53. On 14 April 1998, it was reported that Mr. Ngoma had escaped from Buluwo prison, together with two political leaders who had also been arrested. Mr. Ngoma was reported to have been recaptured on 16 April 1998.

54. On 17 April 1998, the Director-General of UNESCO announced that since UNESCO had not been able to exercise its rights under the Convention of Privileges and Immunities, UNESCO would review UNESCO cooperation with the Government of the Democratic Republic of the Congo.

55. On 19 May 1998, Mr. Ngoma received a suspended sentence of 12 months. On 23 May, accompanied by United

Nations staff, Mr. Ngoma was able to leave Lubumbashi, travel to Kinshasa and leave the country.

## Annex V

### **List of United Nations programmes, funds, offices and missions, specialized agencies and related organizations that were requested to provide information for the present report**

Economic Commission for Africa  
Economic Commission for Latin America and the Caribbean  
Economic and Social Commission for Asia and the Pacific  
Economic and Social Commission for Western Asia  
Food and Agriculture Organization of the United Nations  
International Atomic Energy Agency  
International Civil Aviation Organization  
International Fund for Agricultural Development  
International Labour Organization  
International Monetary Fund  
International Maritime Organization  
International Trade Centre  
International Telecommunication Union  
Office of the United Nations High Commissioner for Human Rights  
Office of the United Nations High Commissioner for Refugees  
United Nations Conference on Trade and Development  
United Nations Development Programme  
United Nations Disengagement Observer Force  
United Nations Educational, Scientific and Cultural Organization  
United Nations Peace-keeping Force in Cyprus  
United Nations Population Fund  
United Nations Children's Fund  
United Nations Industrial Development Organization  
United Nations Interim Force in Lebanon  
United Nations Liaison Office  
United Nations Military Observer Group in India and Pakistan  
United Nations Mission for the Referendum in Western Sahara  
United Nations Mission in Bosnia and Herzegovina  
United Nations Mission of Observers in Prevlaka  
United Nations Mission of Observers in Tajikistan  
United Nations Mission to the Central African Republic  
United Nations Observer Mission in Georgia

United Nations Office at Geneva  
United Nations Office at Nairobi  
United Nations Office at Vienna  
United Nations Office for Project Services  
United Nations Preventive Deployment Force  
United Nations Relief and Works Agency for Palestine Refugees in the Near East  
United Nations Truce Supervision Organization  
United Nations University  
Universal Postal Union  
World Food Programme  
World Health Organization  
World Intellectual Property Organization  
World Bank  
World Meteorological Organization

**List of non-United Nations members of the Inter-Agency Standing Committee who were requested to provide information**

InterAction  
International Committee of the Red Cross  
International Federation of the Red Cross and Red Crescent Societies  
International Council of Voluntary Agencies  
International Organization for Migration  
Steering Committee for Humanitarian Response

---



**General Assembly  
Economic and Social Council**

Distr.: General  
18 October 1999

Original: English

---

**General Assembly  
Fifty-fourth session  
Agenda item 20 (a)  
Strengthening of the coordination of  
humanitarian and disaster relief assistance  
of the United Nations, including special  
economic assistance**

**Economic and Social Council  
Substantive session of 1999  
Geneva, 5-30 July 1999  
Agenda item 5  
Special economic, humanitarian and  
disaster relief assistance**

**Strengthening of the coordination of emergency humanitarian  
assistance of the United Nations**

**Report of the Secretary-General**

**Addendum**

**I. Introduction**

1. The present addendum to the report of the Secretary-General on strengthening of the coordination of emergency humanitarian assistance of the United Nations dated 15 June 1999 (A/54/154), provides updated information related to the safety and security of United Nations and humanitarian personnel and responds in part to General Assembly resolution 53/87 of 7 December 1998. The Secretary-General will produce for the fifty-fifth session of the General Assembly a comprehensive report on the respect for the privileges and immunities of officials of the United Nations and the specialized agencies and related organizations, including the safety and security of humanitarian personnel, and protection of United Nations personnel and measures to be taken to improve it, taking into account the views of Governments, the Inter-Agency Standing Committee, the United Nations Security Coordinator and other relevant actors.

**II. Security and safety of United Nations and  
humanitarian personnel**

2. The security and safety of personnel of the United Nations continues to be a matter of paramount importance and concern to the Secretary-General and the executive heads

of United Nations agencies, programmes and funds. In many areas where United Nations personnel operate, killings, illegal arrests, detentions, harassment and theft of vehicles are daily occurrences for staff. Between 1 January and 15 October 1999, 12 staff members have given their lives in the service of the United Nations, while the fate of two other staff members in East Timor remains unknown. The 12 staff members lost their lives in Burundi, Colombia, East Timor, Iraq, Jamaica, Kosovo, Sierra Leone, Somalia and Uzbekistan. Eight were shot, one was stabbed and one lost his life as the result of a bomb explosion. In addition, 23 passengers and crew members working for or with the United Nations lost their lives when two United Nations aircraft crashed in Angola on 26 December 1998 and 2 January 1999. To date, no bodies have been retrieved from the sites, although, based on evidence of the wreckage, it is assumed that there were no survivors. While the cause of the crashes remains uncertain, the difficulties and delays encountered by the United Nations Angola Verification Mission (UNAVEM) to reach the sites were unacceptable in such critical situations. In particular, 1998 represented a severe deterioration in the security situation for humanitarian personnel. In the same year, 12 staff members of the World Food Programme lost their lives in the course of duty.

3. In addition to the above-mentioned dangers faced and sacrifices made by United Nations and humanitarian personnel, staff members have also been subjected to detention and arrest. After being held for some 11 months by armed elements in one of the republics of the Russian Federation, Vincent Cochtel, of the Office of the United Nations High Commissioner for Refugees, was freed and returned to Geneva on 12 December 1998. On 4 August 1999, in Sierra Leone, a group of peacekeepers, United Nations military observers, aid workers and journalists were taken hostage by former rebels. After sustained international and national pressure all were released by 10 August 1999.

4. The killing of United Nations and humanitarian personnel and the kidnapping and detention risks faced by staff members in many countries are a reflection of the lack of respect accorded to those carrying out the neutral and impartial work of the United Nations. The previous assumption that the United Nations flag provided protection is no longer universally valid. Threats against United Nations personnel impede the freedom of humanitarian organizations to access vulnerable populations and the implementation of United Nations programmes. As a result the vulnerability of those populations is more likely to increase. A good example of the consequences of insecurity on United Nations programmes is Angola, where the continued lack of adequate security following several fatal incidents involving humanitarian personnel has restricted access to almost 70 per cent of the country and, therefore, to approximately three million members of the country's population, whose humanitarian situation cannot be assessed nor addressed.

5. The relocation of non-essential staff from East Timor during the widespread violence that followed the ballot there on 30 August 1999 was necessary after the threatening action taken by armed militia groups in surrounding the United Nations compound, and especially the severe threat to life faced by East Timorese working for the United Nations from armed groups. It is believed that similar militia groups were responsible for the murder of one United Nations staff member and the disappearance of two others. In the resulting situation, the United Nations was unable to carry out its work and had to be confined to its quarters. The same militias are believed also to have ransacked portions of the United Nations compound in Dili following the departure of United Nations personnel. The East Timor crisis reflected the growing need for the United Nations to extend additional protection to national United Nations staff members who are more vulnerable to pressures, threats and, indeed, attacks by armed elements in their own countries. The United Nations responded by relocating several national staff members and their families from East Timor.

### **III. Measures taken to improve the protection of United Nations and humanitarian personnel**

6. Several steps have been taken by the United Nations to address the growing insecurity faced by its staff members in the field. These include the establishment of training mechanisms, resolutions by the General Assembly and the entry into force of international instruments. Sadly, these continue to fall short of providing the protection that was intended, owing mainly to a lack of respect by armed elements for United Nations personnel, but also because of a lack of resources.

7. The Trust Fund for Security of personnel of the United Nations system, established in accordance with the 26 March 1998 decision of the Administrative Committee for Coordination, *inter alia*, provides for funding of security and stress management training as well as stress counseling.

8. As of 21 September 1999, the Trust Fund has received contributions from the Governments of Japan, Monaco, Norway and Senegal. The Trust Fund has permitted a mobile training team from the Office of the United Nations Security Coordinator to successfully train over 1,300 staff in security issues, an activity the necessity of which was reaffirmed by the General Assembly in its resolution 53/87. Training activities specifically target designated officials, security management teams and wardens. All staff members will be provided with personal security awareness training. In addition, a number of organizations, including the World Food Programme, have developed their own training to complement the training to be carried out by the United Nations Security Coordinator, which relates to the specific operational requirements of each organization. However, contributions made thus far to the Trust Fund can only cover the needs of staff at 14 duty stations, and an additional \$5 million is required to train those staff at approximately 40 other duty stations where security is a major concern.

9. General Assembly resolution 53/87, which calls upon all Governments and parties in complex humanitarian emergencies to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel, has not been fully respected. Often, Governments continue to be unable or unwilling to assume their responsibilities in this regard. With respect to other parties involved in conflicts, it has been equally if not more difficult to obtain an acceptance of their responsibilities with respect to humanitarian personnel.

10. The Convention on the Safety of United Nations and Associated Personnel of 1994, which entered into force on 15 January 1999, will be an important international instrument for use by United Nations and associated personnel in countries where there is a mission or presence mandated by the General Assembly or the Security Council.

### **IV. Recommendations**

11. The Secretary-General will produce a comprehensive and thorough set of recommendations in his anticipated report to the General Assembly at its fifty-fifth session (see para. 1 above). The present addendum will, therefore, restrict itself to two major recommendations that will have far-reaching protection benefits for humanitarian personnel serving in the field. They will address the Convention on the Safety of United Nations and Associated Personnel and the status of the Trust Fund for Security of personnel of the United Nations system.

12. The Convention on the Safety of United Nations and Associated Personnel covers those United Nations and associated personnel authorized by the General Assembly or the Security Council. As the Secretary-General noted in his report to the Security Council on the protection of civilians in armed conflict (S/1999/957), there is an emerging consensus that the scope of the Convention should be extended to cover other categories of United Nations and associated personnel not at present covered under the Convention, including locally recruited staff. States should also consider adopting appropriate national legislation on the matter.

13. It is therefore hoped that Member States which have not yet done so will ratify the Convention on the Safety of United Nations and Associated Personnel. It is also recommended that the General Assembly urgently pursue the development of a protocol to the Convention which would extend the scope of legal protection to all United Nations and associated personnel.

14. The Trust Fund for Security of personnel of the United Nations system is an effective mechanism to facilitate the training of staff in the field, which should remain a priority of the United Nations in helping staff to avoid falling victim to violence. Contributions to the Trust Fund remain insufficient to cover the basic training needs of field-based staff, and Member States are urged to respond generously to provide the \$5 million that will allow the United Nations to continue to implement the wishes of the General Assembly set out in resolution 53/87 and to better prepare staff for dangerous situations.

---



# General Assembly

Distr.: General  
18 October 2000

Original: English

---

## Fifty-fifth session

Agenda items 20 (a), 117 and 123

### **Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

**Programme budget for the biennium 2000-2001**

**Human resources management**

## **Safety and security of United Nations personnel**

### **Report of the Secretary-General\***

#### **I. Introduction**

1. The report is submitted pursuant to General Assembly resolutions 54/192 of 17 December 1999 and 54/249 of 23 December 1999 in which the Assembly recognized the need to review the existing safety and security arrangements for United Nations personnel and requested the Secretary-General to propose measures for their improvement. It contains an outline of the threats against United Nations personnel, a comprehensive description of the existing security management structure and proposals to enhance the safety and security of United Nations personnel. It was prepared in consultation with the members of the Administrative Committee on Coordination. This report covers the period from 1 July 1999 to 30 June 2000. However, as has been the practice in the past, information on deaths of staff members at the time of finalization of the report is also included.

---

\* The present report is being submitted after lengthy consultations with members of the Administrative Committee on Coordination.

#### **II. Overview**

2. The current security management system was designed to meet the operational requirements of the United Nations system which existed 20 years ago. Over the past few years, in response to the mandates entrusted to them by Member States, staff members are increasingly being sent to provide assistance in situations of open warfare and hostility. As a result, from 1 January 1992 to 18 September 2000, 198 civilian staff have lost their lives in the service of the United Nations. During the reporting period, 21 staff members belonging to organizations of the United Nations system paid the ultimate price by sacrificing their lives; in the period from 1 July to 18 September 2000, four more staff members lost their lives (for details of each case see annex II). Some 240 staff members have been taken hostage or kidnapped in 63 separate incidents since 1 January 1994. Staff members of the United Nations have also experienced an unprecedented number of cases of rape and sexual assault, armed robbery, attacks on humanitarian



convoys, car-jackings, harassment and arrest and detention.

3. In order to provide assistance and protection to the world's neediest people, United Nations personnel have had to work in difficult and dangerous situations and have increasingly become victims of the environments in which they operate. The purpose of the United Nations security system is to "protect the protectors", and all organizations as a whole have a "duty of care" towards their personnel. Regrettably, the system is currently not able to adequately fulfil its responsibilities despite the best efforts and dedication of all those involved in the present security management system.

4. Over the past year, both the General Assembly and the Security Council have focused particular attention on the issue of the security of United Nations and associated personnel. In resolution 54/192, the General Assembly noted the increasingly difficult context in which humanitarian assistance takes place and the continuous erosion of respect for the principles and rules of international humanitarian law. It deplored the rise in casualties among national and international humanitarian personnel, as well as the acts of murder and other forms of violence, including abduction, hostage-taking, kidnapping, harassment and illegal arrest and detention, to which United Nations personnel in humanitarian operations and elsewhere are increasingly exposed. The General Assembly reiterated that the primary responsibility under international law for the protection of United Nations personnel lies with host Governments, and urged all parties involved in armed conflict to ensure the security of humanitarian personnel. The Assembly further urged all States to take the necessary measures to ensure the full and effective implementation of the principles and rules of international humanitarian law, as well as the relevant provisions related to the safety and security of humanitarian personnel.

5. The Security Council held an open debate on the protection of United Nations and associated personnel on 9 February 2000. In her opening statement at the meeting, the Deputy Secretary-General outlined the efforts being made by the United Nations to improve the security management system while at the same time calling on Member States to provide the necessary support. In a statement made by the President at the end of the meeting (S/PRST/2000/4), the Security Council expressed its grave concern at the continued

attacks against United Nations and associated personnel and humanitarian personnel. The Security Council urged States and non-State parties to respect fully the status of United Nations and associated personnel and to ensure their safety and security, and underlined the importance of unhindered access to populations in need.

6. I have been greatly encouraged by these clear expressions of concern by the General Assembly and the Security Council and the unanimous recognition by Member States that measures are urgently required to reverse this unacceptable trend of deteriorating conditions under which United Nations staff are required to work.

7. Yet the dangers on the ground remain real and constant. In part, this is due to the inability of Governments to maintain order in certain areas and in part due to deliberate and targeted aggression by paramilitary or other irregular groups. On 6 September 2000, while world leaders were assembled in New York at the Millennium Summit, three staff members of the Office of the United Nations High Commissioner for Refugees (UNHCR) were savagely murdered in West Timor (Indonesia). The Heads of State and Government present at the summit condemned that attack and stood in silent tribute when they heard the tragic news. This concern must be translated into concrete action.

8. It is universally recognized that the security of staff cannot be ensured if they do not receive specialized training, if they do not have communications equipment, and if they do not have access to expert advice and leadership from professional security officers in dangerous situations. Currently, at the Headquarters level, there are only eight Professional staff responsible for coordinating and managing the security system covering 70,000 staff and dependants at over 150 duty stations. There are only 60 cost-shared security officers in the field while there are some 80 high-risk duty stations where the presence of at least one field security officer would be warranted. This is clearly an untenable situation and urgent remedial actions are called for.

### III. Current security management system and its limitations

#### A. Threats against United Nations personnel

9. Many of the situations where humanitarian personnel face security risks are also those where the international community has been unable to act to prevent or stop conflicts that give rise to the displacement of populations. In these circumstances, Governments often look to the international humanitarian response to substitute for the very action that would at least help to ensure the safety of the affected civilian populations and humanitarian staff. While all necessary measures may have been taken by the United Nations system to enhance the safety and security of its staff, no security arrangements can be effective without the full commitment of host Governments.

10. Another problem which can increase the risks to United Nations personnel is insufficient awareness in countries hosting United Nations operations of responsibilities with regard to the security of staff. In some countries, threats to United Nations system personnel can in part be fuelled by negative statements or campaigns by senior officials or others through the media. Some of these statements have included incitement to violence against personnel of the United Nations system. In other instances, staff members belonging to specific ethnic, linguistic or cultural affiliations have encountered threats from some members of the population. Attacks on United Nations personnel can also be used as a means of gaining political visibility and recognition at the expense of individual United Nations staff members.

11. Threats to United Nations system staff take many forms. During the reporting period, 59 United Nations system personnel were abducted and held hostage in 12 separate incidents. Of these incidents (all of which were resolved successfully in accordance with United Nations policy regarding this issue), three occurred in Sierra Leone, two in Somalia, two in the Sudan, three in Georgia and one each in Guatemala and Thailand.

12. In addition to hostage-taking, United Nations system offices and premises are frequently occupied by individuals seeking to draw attention to their cause. UNHCR reported four such incidents in the first

quarter of 1999, including the occupation of UNHCR headquarters. There have been incidents of asylum-seekers turning violent; one such incident resulted in the maiming of an office guard. In Afghanistan, UNHCR offices were stormed by mobs eight times during a one-week period as a result of a protest against the United Nations. Property belonging to the United Nations, especially vehicles, are regularly seized. UNICEF reported seizure of its vehicles by the authorities and armed groups in Afghanistan and the Sudan.

13. Criminality represents a growing threat to United Nations system staff at many locations worldwide, including some headquarters locations which are considered to be high-risk duty stations as a consequence of the high crime rate. In those locations, armed vehicle hijackings, violent robberies, muggings and other street crimes continue to be a problem.

14. Another threat to the security of United Nations system personnel is the presence of mines and unexploded ordnance in many locations throughout the world where United Nations staff operate.

15. Very few of the cases in which United Nations system staff members have been killed or attacked have been brought to justice: to date only 3 of the 177 cases involving the violent death of United Nations system personnel have been brought to justice. This lack of action may create the impression that United Nations system staff can be attacked with impunity. In an effort to highlight these cases, beginning with the present report, all documents which provide information regarding the deaths of staff members will also provide information on actions the host Government involved is taking to apprehend and convict the perpetrators.

16. In addition to the attacks and threats against United Nations personnel, non-governmental organization partners of United Nations humanitarian organizations that operate in the same environment are subjected to the same treatment in complex emergencies. It is recognized that threats against non-governmental organization staff can also directly affect the United Nations humanitarian assistance programmes, especially since conflicting parties often do not distinguish between United Nations and non-governmental organization personnel. In an effort to improve security cooperation and coordination between the United Nations and non-governmental organizations, the Inter-Agency Standing Committee

has asked the World Food Programme (WFP) to chair a consultative process to address this issue.

## **B. Arrests, detentions and other restrictions**

17. In accordance with prior practice, the present report provides information regarding cases of arrest and detention and cases of staff members who are missing or whose whereabouts remain unknown, some for almost 20 years. A consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection is set out in annex III.

18. According to information provided by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the total number of its staff arrested and detained decreased from 55 during the previous reporting period to 40 in the current reporting period. Most staff members were released without charge or trial after relatively short periods of detention. The number of staff members who remained in detention at the close of the reporting period was 11, two of whom have been detained without charge since 1996.

19. The Agency reports that it was not always provided with adequate and timely information by the relevant authorities as to the reasons for the arrest and detention of its staff members and was therefore unable to fully exercise its right to functional protection of staff members arrested and detained.

20. With regard to detainees in Rwanda, the designated official for security has continued to raise their cases with the highest officials in the Ministry of Justice. The number of those detained has been reduced and the remaining detainees have been visited on a regular basis by the deputy field security officer, who reports that they are in good condition. Some of them are working in prison administration while awaiting trial.

21. On 15 May 2000, six UNHCR and non-governmental organization staff members on mission in the eastern part of the Republic of the Congo were arrested by forces of the Government of the Democratic Republic of the Congo inside the territory of the Republic of the Congo. These individuals were

severely mistreated during their detention and subjected to verbal abuse and beatings before they were expelled to the Republic of the Congo after having been moved from Mbandaka to Kinshasa. On 16 June, the United Nations Security Coordinator transmitted a note verbale to the Government of the Democratic Republic of the Congo requesting an immediate investigation to identify and punish those responsible for this incident. To date there has been no reply. This incident is the most serious in a series involving United Nations personnel. UNICEF reports at least six incidents where staff members were arrested for a variety of reasons, including being in possession of a satellite telephone and walking in proximity to a government office.

22. Immediately prior to the reporting period, in April 1999, unidentified armed men abducted 17 aid workers on an assessment mission in northern Liberia for several days. Some United Nations system staff were physically attacked and their vehicles and property stolen. Another incident occurred in the same region in August 1999 where nine non-governmental organization staff were abducted and released within 28 hours. During the latter incursion by dissident forces, 800 tons of WFP food were also looted.

23. In Sierra Leone, beginning on 1 May 2000, more than 500 personnel of the United Nations Mission in Sierra Leone (UNAMSIL) were held at various locations within RUF-controlled territory. During their detention, the peacekeepers were stripped of their uniforms, weapons and personal effects. In some cases they were mistreated and suffered from lack of adequate food, shelter and medical treatment. This most egregious example of illegal detention ended with the release of the last group of detainees on 29 June 2000. It should be noted that there were also some 20 reported cases of arrest and detention of non-governmental organization humanitarian staff, who were held for various lengths of time by warring parties during this reporting period.

24. A number of countries routinely deny visas to United Nations system staff members of particular nationalities while other Member States impose restrictions on the travel of staff members and their dependants. With regard to the continued imposition of restrictions on the travel of staff members and their dependants who are nationals of particular countries, I would like to reiterate my well-known position of principle that such restrictions applied to United

Nations system staff solely on the basis of nationality are discriminatory.

## **C. United Nations security management system**

### **1. General**

25. The primary responsibility for the safety and security of United Nations personnel and their dependants rests with host Governments. This responsibility flows from every Government's normal and inherent function of maintaining law and order and protecting persons and property within its jurisdiction. Under Article 105, paragraph 1, of the Charter, the United Nations is entitled to enjoy in the territory of each of its members such privileges and immunities as are necessary for the fulfilment of its purposes. Such privileges and immunities have been further elaborated in the Convention on the Privileges and Immunities of the United Nations adopted by the General Assembly at its first session, on 13 February 1946 (resolution 22 A (I)). The Convention on the Privileges and Immunities of the Specialized Agencies, adopted by the Assembly in its resolution 179 (II) of 21 November 1947, covers similar matters with regard to the specialized agencies.

26. In order to highlight the shortcomings of the present security management system, it is necessary to describe the existing security arrangement in some detail. As the Chief Executive Officer of the Organization, I am responsible for ensuring that all steps have been taken to protect staff members and their dependants, particularly during times of crisis. In order to meet this obligation, a set of rules and procedures was instituted in 1980 on an inter-agency basis (as codified in the Field Security Handbook) and revised in 1991 and 1994 to meet changing needs. Security policies and practices are reviewed on an annual basis by an Ad Hoc Inter-Agency Meeting on Security. The reports of this meeting are reviewed and approved by the Administrative Committee on Coordination, which has included security of staff as a standing issue on its agenda. Between meetings, an informal working group is convened by the United Nations Security Coordinator whenever there is a need to discuss specific security issues. The most recent Ad Hoc Meeting on Security was held at Bonn from 16 to 18 May 2000.

## **2. Arrangements at Headquarters**

### **(a) Office of the United Nations Security Coordinator**

27. In order to assist me in the fulfilment of my obligations for the security of United Nations system personnel, I have appointed a United Nations Security Coordinator who, currently, is a senior official at the Under-Secretary-General level who also shoulders other responsibilities.

28. The Office of the United Nations Security Coordinator is responsible, inter alia, for all policy and procedural matters related to security. It is expected to ensure a coherent response by the United Nations to any emergency situation and formulate detailed recommendations to safeguard the security of staff and eligible dependants of the United Nations system. The Office coordinates, plans and implements inter-agency security and safety programmes, including all training, and acts as the focal point for inter-agency cooperation concerning security matters. The Office consults, as appropriate and time permitting, all organizations whose operations in any country would be affected by a security decision. In addition, it assesses on a continuing basis the extent to which staff of the United Nations system and operations worldwide are exposed or vulnerable to security problems. It reviews security plans formulated by United Nations staff in each country and ensures that each duty station has an adequate state of preparedness regarding contingency planning.

29. On my behalf, the Office of the Security Coordinator takes all decisions relating to the relocation or evacuation of staff members and their eligible dependants from very insecure areas. On behalf of the United Nations system, the Office manages the malicious acts insurance policy which at present covers 30,000 staff in 78 duty stations. It manages and coordinates incidents involving hostage-taking, arrest and detention of United Nations system staff. The Office develops and conducts security and stress management training for staff members of the United Nations system. It also investigates, as appropriate, cases involving the death of a staff member under malicious or suspicious circumstances.

30. The Office, which was created in 1988, consists of nine Professional and four General Service staff members, who are responsible for undertaking all the responsibilities outlined above as well as ensuring the

coordination of security at 150 duty stations, covering 70,000 civilian staff members and their dependants. The current level of staffing is clearly inadequate to meet the minimum requirements for the large number of staff assigned in all parts of the world.

31. At present, funding for the Office comes from a multitude of sources. Of the Professional posts, two are funded on a cost-shared basis by the organizations of the United Nations system, three are funded from the support account for peacekeeping operations, one by WFP, one jointly by UNICEF, WFP and UNHCR, one by the Office for the Coordination of Humanitarian Affairs and one by the United Nations Development Programme (UNDP). Of the General Service staff, two are cost-shared on an inter-agency basis; one is funded by UNDP and one by WFP.

32. The operating budget of the Office of the Security Coordinator is funded on a cost-shared basis by the organizations of the United Nations system. For 1999, the United Nations regular budget bore approximately 18 per cent of the total costs of \$650,880; the proportions borne by other organizations were as follows: United Nations Volunteers, 17.5 per cent, UNICEF, 10 per cent, UNHCR, 9 per cent, the World Health Organization, 8 per cent, UNDP, 7 per cent, the Food and Agriculture Organization of the United Nations, 5 per cent. All other organizations each were billed less than 5 per cent of the total cost. The Office's budget is included in the programme budget of the United Nations for the biennium 2000-2001 under section 30E, Inter-organizational security measures. For the biennium 2000-2001, excluding funds required for payment of the premium for the malicious acts insurance policy, the Office's budget amounts to approximately \$1 million for all security expenses, including the costs of the four inter-agency posts. In addition to the provision made under section 30, Special expenses, the General Assembly authorizes the Secretary-General on a biannual basis to enter into financial commitments in the amount of up to \$500,000 to meet unforeseen and extraordinary expenses that may be required for inter-organizational security measures, pursuant to section IV of its resolution 36/235 of 18 December 1981. The provision covers such unforeseen expenses as costs of evacuation, movable equipment for security purposes, and emergency short-term security personnel in the field deemed necessary by the United Nations Security Coordinator.

33. In 1998, a trust fund for the security of staff members of the United Nations system was established to supplement existing inter-agency funding mechanisms. The purpose of the fund is to receive voluntary contributions to support the following activities undertaken by the Office: security and stress management training; stress counselling; provision of short-term security personnel; development of software to enhance security management; and security missions. As at 1 August 2000, contributions to the trust fund had been received from the Governments of Finland (\$102,000), Japan (\$1 million), Monaco (\$8,500) and Norway (\$100,000). Pledges or indications of intent had also been received from Argentina, Canada, the Netherlands and Senegal. This disappointing response has limited the ability of the United Nations Security Coordinator to provide security training and to undertake other activities which would enhance the safety and security of the United Nations personnel. An additional \$5 million would be required to ensure that staff at all duty stations are adequately trained and new staff would need to be trained as they are recruited.

**(b) Arrangements at the headquarters of United Nations organizations, programmes and funds**

34. The Executive Head of each organization of the United Nations system has appointed an official who acts as the security focal point for the management of security within his/her respective organization and liaises with the Office of the United Nations Security Coordinator. These focal points support their field offices through regular contacts and participate in joint inter-agency security assessment missions. They also ensure that the staff of their organizations comply with system-wide security instructions.

35. A number of programme headquarters (UNICEF, UNHCR and WFP) have established their own security sections which are guided by the policy set by the United Nations Security Coordinator. The Office of the United Nations High Commissioner for Human Rights has established the position of Security Coordinator at Geneva from extrabudgetary resources. It is planned to incorporate this position within an emergency response capability.

36. UNICEF has one P-5 and one General Service staff member funded from the regular budget at its headquarters, as well as one L-3 funded from extrabudgetary sources. UNICEF has also established a

24-hour operations centre staffed by one L-4 and two General Service staff from regular budget and seven Professionals funded from extrabudgetary sources.

37. UNHCR has four Professional staff members at its headquarters (1 P-5, 3 P-4) and two General Service. These posts are funded by the annual programme budget for programme support costs. It does not have a 24-hour operations centre. An operations centre is staffed by personnel from the UNHCR geographic bureaux whenever it is determined that there is an emergency.

38. The World Food Programme established a field security task force in 1998 to review security and safety measures and to advise the Executive Director. In addition, WFP has established a security cell at its headquarters which will soon consist of four staff members. In 1999 and 2000 this cell has been able to deploy a security officer to crisis areas on short notice. WFP has also provided 24-hour coverage to its field operations through its security desk which receives and passes messages to and from the field, the Office of the United Nations Security Coordinator and UNICEF operations centres during non-working hours.

### 3. Arrangements in the field

#### (a) Security plan

39. The primary management tool for security preparedness at any duty station is the country-specific security plan. Written in conformity with established procedures and subject to the approval of the United Nations Security Coordinator, it defines the various relevant responsibilities at the duty station, the actions to be taken and the sequence to be followed in response to a security crisis. The plan is updated as necessary (but at least annually) to reflect changing security conditions and it may contain several options for various contingencies.

40. Under the current arrangements, the response by the organizations of the United Nations system to threats to the safety of personnel has been divided into five phases, as follows:

(a) In *phase one*, which is precautionary, travel to the area requires prior clearance by the designated official;

(b) In *phase two*, all personnel and their dependants are restricted to their homes unless otherwise instructed. All movement is severely

restricted and has to be specifically authorized by the designated official;

(c) In *phase three*, the following measures may be taken: concentration of personnel and their dependants at sites that are deemed safe; relocation to other parts of the country; relocation of dependants and non-essential personnel outside the country;

(d) In *phase four*, programmes are suspended and personnel not directly concerned with emergency or humanitarian relief operations or security matters are relocated;

(e) In *phase five*, all personnel are evacuated except those required for Security Council-mandated activities related to the maintenance of international peace and security.

41. Phases one and two may be declared by the designated official. The subsequent phases and measures will normally only be implemented after authorization has been obtained from the Secretary-General. Security phases may be implemented in sequential order or as the situation dictates. Situations may occur where one part of the country is under a different phase from the remainder of the country.

42. Security arrangements are intended to cover all personnel, except that locally recruited personnel and their dependants are not normally evacuated unless their security is endangered as a direct consequence of their employment by a United Nations organization. Each security plan must make provisions for the internal relocation of locally recruited staff and their dependants to a safe area and for the payment of three months' salary advance.

#### (b) Designated officials

43. At each duty station, a senior United Nations official is appointed to serve as designated official for security with overall and special responsibility for the security and protection of personnel of the United Nations system. In this regard, he/she is directly accountable and responsible to me through the United Nations Security Coordinator. In many countries the United Nations Resident Coordinator is given this responsibility. Depending on the composition of staff on the ground, other agency representatives may also be appointed designated official. Where there are other, larger United Nations offices, such as regional commissions or peacekeeping operations, the official

responsible for the office or operation may be appointed designated official.

44. At present, there are 120 resident coordinators, 22 special representatives or executive secretaries and eight heads of other agencies serving as designated officials. In some cases, where there is a peacekeeping mission, there may be two designated officials, one for the peacekeeping mission and one for United Nations organizations, programmes and funds. In such instances, there is close coordination and cooperation between the military and civilian sides of the United Nations system. In the absence of the designated official, his/her functions are assumed by an acting designated official, appointed by the Security Coordinator on the recommendation of the designated official. The acting designated official is usually a head of another organization. Unfortunately, owing to insufficient capacity for training, monitoring and evaluation, officials cannot always carry out their functions as effectively as would be desirable.

45. Because of their special requirements, peacekeeping personnel remain under the exclusive jurisdiction of their chief of mission for relocation/evacuation purposes. However, as noted above, the chief of a peacekeeping operation may be appointed designated official responsible for the security of staff of United Nations agencies, programmes and funds at the duty station. When this is not the case, peacekeeping operations maintain close coordination and cooperation with the designated official and will normally take all necessary action in the various phases listed above to the extent that it is compatible with their continued functioning.

#### **(c) Security management team**

46. The designated official is responsible for establishing a security management team, to assist and advise him/her on all security-related matters and to prepare a security plan for the country. The team usually consists of the heads of United Nations agencies, programmes and funds at the duty station. The members of the team have to ensure that the designated official is provided at all times with updated lists of all staff members and their eligible family members and their locations, especially in countries where insecurity is high. A well-functioning, integrated security management team is critical to the sound implementation of inter-agency security coordination. Security training for designated officials and members

of the security management team is, therefore, a critical element in ensuring the security of staff and, by decision of the Administrative Committee on Coordination, this training is mandatory. It is also important that the Office of the United Nations Security Coordinator be in a position to monitor and evaluate the manner in which the designated official and the team are carrying out their security-related functions.

47. In some of the larger countries there are specific areas which are separate from the capital city both in terms of distance and exposure to emergencies. In such areas the designated official is assisted by area coordinators who, on behalf of the designated official, will coordinate and manage security arrangements in their area of responsibility. In order to facilitate coordination of the security arrangements, the designated official and security management team appoint wardens and deputy wardens to ensure the proper implementation of security in specific predetermined zones of a city. The zones covered by a warden are to be no larger than that which would enable them to reach staff members on foot in case of an emergency.

#### **(d) Field security officers**

48. At many duty stations, a field security officer may be assigned to provide professional security advice to the designated official. The field security officers are the principal security advisers and assist the designated official and the security management team in carrying out their responsibilities with regard to security of staff. They ensure that all staff members and their dependants are kept fully informed of matters affecting their security and conduct security surveys of residential areas/premises. They also identify and report on potential security hazards; maintain and manage the security and contingency plans; and coordinate the activities of other single-agency security officers.

49. There are currently 60 field security officers who are funded on a cost-shared basis. The actual cost per agency is determined at each duty station on a per capita basis taking into account the number of international and national staff in each organization. The decision to recruit a field security officer is made by the security management team in consultation with the Office of the United Nations Security Coordinator, which requests the headquarters of the organizations

concerned to provide the account codes for their share of the cost. When all the account codes have been received, UNDP recruits the field security officer on a one-year contract on behalf of the system. The officer reports to the designated official and the security management team who are collectively responsible for his/her performance appraisal. However, the officer must also concurrently report to the Security Coordinator. The current system is cumbersome and completely inadequate since it can take as long as one year to obtain the account codes from all the agencies present at a duty station. Moreover, there is no flexibility to assign field security officers to a duty station where there may be an urgent need for professional security advice and there are limited opportunities for mobility.

50. In addition to the cost-shared field security officers, there are 16 chief security officers assigned to assist the chief of mission in peacekeeping missions in his/her security responsibilities. There are also a number of security officers hired by individual organizations. While the function of these officers is limited to the security needs of their employing organization, the single-agency security officer is also required to provide assistance to the designated official and to support the security management team. UNHCR has 46 professional security officers (half of which are funded by the annual programme budget for programme costs and the other half by the annual programme budget for programme support costs), the Office of the High Commissioner for Human Rights has six (funded from extrabudgetary resources), WFP has eight and UNICEF has four to cater to the particular needs of their operations in high-risk duty stations. UNHCR has also deployed field security assistants as part of its emergency response teams to better manage staff safety issues in highly volatile emergency situations.

#### 4. Security training

51. The Office of the United Nations Security Coordinator has developed a comprehensive security and stress management training programme for all United Nations system staff. The programme consists of three major components, namely, security management training for all officials responsible for security, including the designated official, the members of the security management team, area coordinators, and wardens; specialized training for field security

officers; and personal security awareness briefings for staff.

52. To date, the security training programme has been funded from the trust fund for the security of United Nations personnel. Training has so far been conducted in Afghanistan, Lebanon, Liberia, Pakistan, Sierra Leone and Tajikistan. By the end of 2000, training will also have been provided to staff in Eritrea, Ethiopia, Indonesia, East Timor, Kenya, Somalia and Sri Lanka. Over 8,000 staff will have benefited from this training. Field security officers and those UNDP staff members who assume these functions at those duty stations where there is no full-time field security officer, as well as single-agency security officers and chiefs of security at peacekeeping missions, have been provided with updated training at regional security workshops conducted by the Office of the Security Coordinator. During the course of 2000, four regional workshops were held, at Bangkok, Nairobi, Santiago and Vienna, for 160 security personnel.

53. The funds available from the trust fund will only suffice to provide security training at an additional 22 duty stations, the bulk of which will be undertaken during 2001. Thereafter, unless additional funds are forthcoming, it will not be possible to carry out security training of staff. Given the threats outlined above, it is imperative that funds be found to implement security training for all staff at all duty stations on a continuing basis.

54. A few organizations of the United Nations system complement the security training programme of the Office of the Security Coordinator by providing security awareness training for their staff and it will be necessary for those organizations to continue to include resources for security awareness training in their respective budgets. Over 5,500 WFP personnel received 2 to 3 days of basic security awareness training between February 1999 and May 2000, with more than 10 per cent also receiving training in one or more specialized areas. Over 200 WFP managers received training over the past 12 months in how to manage security matters and people working under prolonged periods of stress. The first annual WFP security officers workshop was held to improve skills, introduce new equipment and exchange ideas. Follow-up specialized safety and security training are also being planned.

## 5. Stress counselling

55. The conditions under which staff members of the United Nations system have carried out their mandates has changed dramatically. Unlike military personnel, United Nations system staff members have not been trained to deal with the traumatic events which they are more and more frequently forced to experience. In addition, they have not developed the psychological immunity that is sometimes found in those who are required to work in traumatic situations. Untreated cumulative and critical incident stress has a negative impact on staff performance. Those who experience this type of stress are generally not fully productive, have difficulty in being objective and do not work as a team. A failure to properly manage cumulative and critical incident stress can lead to illness and sometimes to life-threatening situations. In addition, prolonged exposure to dangerous environments can make the staff member blasé about basic security precautions.

56. Within the limits of available funds, the Office of the United Nations Security Coordinator has assigned a stress counsellor to assist staff members who have undergone critical incidents. For example, stress counsellors have been deployed to assist staff members and dependants evacuated from the Democratic Republic of the Congo, Guinea-Bissau and Sierra Leone. A P-4 position for a stress counsellor in the Office is funded from the peacekeeping support account. The incumbent is responsible for organizing and implementing a stress management programme for civilian staff members at peacekeeping operations and also to develop procedures to ensure a coordinated, inter-agency approach to stress management. In order to ensure that all officials responsible for security are aware of the issues related to stress management of their staff, as well as to provide staff with an understanding of what stress is, the Office includes stress management as part of its comprehensive security training package.

57. UNHCR has a full-time staff welfare officer based at Geneva. The WFP staff counsellor programme has expanded from one part-time counsellor at headquarters to six part-time counsellors, including five assigned to regional offices (Abidjan, Islamabad, Kampala, Managua and Nairobi). WFP has held two annual skills-upgrading workshops for staff in 1999 and 2000. In addition, a peer support programme was established to extend WFP staff support activities to

the country and sub-office levels. The first 18 WFP peer support volunteers were trained in April 2000; an additional 60 to 80 WFP staff are to be trained by the end of 2001.

58. Stress counselling has been recognized by most organizations as an area which needs close inter-agency coordination and action. The current minimal response by the United Nations system to this problem is not sufficient and it is critical that funding be found to enhance the United Nations stress management programmes.

## 6. Communications

59. Adequate communication is critical to any security arrangement. To be effective, the United Nations communications system at a duty station must include a capability to operate on a 24-hour basis. According to a review undertaken by the Office of the Security Coordinator, only 34 duty stations have this 24-hour capability. As a result, when a crisis occurs or a staff member is attacked or taken hostage outside normal working hours, significant delays may occur in bringing this matter to the attention of senior managers.

60. A practical example of the critical role of communication is the need for mobile radios for vehicles moving in dangerous or isolated areas to assist in the delivery of relief supplies. The denial of permission for the use of such equipment by some governmental or de facto authorities can prevent the delivery of assistance when it is deemed too dangerous for staff to travel without a radio. Status-of-forces agreements for peacekeeping missions specifically mention the right of the United Nations peacekeeping operation concerned to unrestricted communication by radio, including satellite, mobile and hand-held radios. Authorities in war-affected countries must reach appropriate agreements with humanitarian organizations in the area of communications. The Tampere Convention, adopted in June 1998, will help to improve the regulatory environment for the use of telecommunications to support humanitarian assistance, provided that it is ratified by the required number of States. However, it is essential that any country agreement or status-of-forces agreements include specific language to ensure that this critical function is available to the United Nations. Member States are urged to render all possible assistance to facilitate the use of the required communications in order to enable the United Nations personnel to carry

out their functions in all areas where their presence is deemed vital.

#### **IV. Recent initiatives**

61. Within the United Nations, we have undertaken extensive reviews of our security management system. Two task forces, which were convened under the overall leadership of the Deputy Secretary-General, have reviewed policy and legal issues and operational aspects. In addition, I also had a strategic review of our security system conducted by a group of experts.

62. On the basis of those reviews, I have decided that there are a number of internal measures which the United Nations system must take to improve the security management system. It is no longer acceptable that staff members carrying out the mandates of United Nations organizations are expected to serve at high-risk duty stations without being trained and briefed regarding their basic security. Efforts to promote security training which are already under way will be accelerated and intensified. Staff members must receive security training before they are assigned for the first time or reassigned to a high-risk duty station. To this end, adequate numbers of security and stress trainers will be required. If the training capacity is increased, it would be my intention to require that all staff members be certified by their agencies as having received appropriate security awareness training before they are assigned to high-risk duty stations. There is a need to develop a security culture among all staff members, including those in senior management positions.

63. At the field level, resident coordinators who serve as designated officials will be selected with the involvement of the United Nations Security Coordinator. Designated officials and members of security management teams will be held fully accountable and responsible for the implementation of day-to-day security management. All designated officials and security management teams will be provided with specific security and stress management training. Membership of the team will be contingent upon the head of agency having attended this mandatory training organized by the Office of the Security Coordinator. To ensure that designated officials and security management teams are carrying out their functions in an appropriate manner, the Office

of the Security Coordinator will establish and undertake security compliance inspection programmes.

64. In order to determine the minimum security requirements at each duty station, the Office of the Security Coordinator has requested each designated official and security management team to develop minimum operational safety standards for their locations and to conduct a systematic assessment of threats facing United Nations staff for each location. An inter-agency working group will be convened by the Office to propose criteria to be used for the suspension of operations and the withdrawal of United Nations staff and also to recommend under what conditions they may be allowed to return to areas from where they may have been withdrawn.

65. Steps are also being taken to provide direct and immediate assistance to families of staff members who are killed in the service of the United Nations. This will include the assignment of focal points to provide families a consistent, caring point of contact and to guide them, if requested, in dealing with administrative matters. A handbook consolidating actions to be taken by all offices concerned and including advice on how to respond in a caring manner will be issued shortly. The handbook will also contain recommendations on how to arrange appropriate memorial services.

66. In view of the importance of following up on investigations of cases where United Nations staff have fallen victim to attack, a separate working group is being given the task of formulating appropriate recommendations on monitoring and reporting on developments to ensure that the necessary action is taken to bring the perpetrators of such attacks to justice.

67. United Nations personnel have an obligation to observe and respect the national laws of the host State, in accordance with international law and the Charter of the United Nations; I shall continue to ensure that all staff comply with this requirement. Organizations of the United Nations system also need to ensure that the purposes and mandates of the United Nations system are understood by all concerned. At the field level, attempts to sensitize local authorities and parties to conflict by disseminating information about humanitarian principles through a series of workshops, intended to clarify humanitarian objectives and to obtain commitments from the parties, have proved to be beneficial and have resulted in the resumption of

humanitarian activities in several areas. Such approaches should be encouraged and should continue to be carried out in collaboration with non-governmental organizations and the Red Cross movement. There may also be a role for United Nations Information Centres to develop programmes for public education and dissemination of information on humanitarian principles. These programmes could highlight the provisions contained in the Charter and in international law, with particular emphasis on those articles relating to the safety and security of civilians caught up in armed conflict and of humanitarian staff providing help to the victims.

68. In a number of countries, arrangements have been made between the Government, warring parties and international humanitarian organizations which lay down ground rules defining the arrangements for secure access by humanitarian organizations to the victims of the conflict. These arrangements are based on a recognition by all parties of the importance of observing humanitarian principles. Such operational arrangements have proved, in several countries, to be indispensable for the work of humanitarian organizations and have had a positive impact on the safety and security of humanitarian personnel.

## V. Observations

69. The General Assembly and the Security Council have acknowledged the increasingly difficult context in which United Nations personnel are expected to serve in many parts of the world. This trend is a direct reflection of the growing number of complex emergencies in the last few years in which the United Nations is required to provide assistance and protection in situations of armed conflict. There has regrettably been a continuous erosion of respect for the principles and rules of international humanitarian law. The deplorable rise in the toll of casualties among locally recruited personnel, who count for the great majority of casualties, and international personnel striving to deliver essential assistance has been condemned in many intergovernmental forums and elsewhere.

70. In addition to the direct harm to the individuals concerned, attacks and threats against United Nations personnel and other humanitarian personnel also have an adverse effect on those who depend on their help, be they sick and hungry children, refugees and internally displaced persons or civilians threatened by armed

conflicts. Humanitarian personnel cannot be expected to provide assistance and protection to civilians, in fulfilment of the mandates given to them, if they are not protected from such attacks and threats. Where there is a lack of respect for those carrying out the impartial work of the United Nations and the freedom of humanitarian organizations to reach vulnerable populations is impeded, the most likely and unfortunate result is that the vulnerability of those populations will increase. In many situations, we do not have the option of simply walking away from dangerous situations, leaving millions of people at the mercy of natural or man-made disasters. Very often the United Nations and other humanitarian organizations represent the last ray of hope for suffering populations.

71. We have a collective responsibility towards those who deliver assistance in high-risk environments. This responsibility is not limited to the United Nations and other humanitarian organizations but includes Member States. The General Assembly, the Security Council and the Commission on Human Rights have all urged States to take the necessary measures to ensure the full and effective implementation of the principles and rules of international law as well as the relevant provisions related to the safety and security of humanitarian personnel. It is equally essential that all parties involved in armed conflict take all the necessary measures to ensure the security of United Nations and humanitarian personnel.

72. As already noted in this report, only 3 out of the 177 cases involving the violent death of personnel of the United Nations system have been brought to justice so far: this represents an unacceptably high level of impunity. The most recent tragic killings in West Timor and in Guinea can only confirm our worst fears — that there are those who believe that no serious action will be taken to bring them to justice for committing such heinous crimes. The staff who are killed are not simply victims of the risk inherent in many field operations: they are usually targeted deliberately precisely because they are there to protect and help vulnerable people. I therefore reiterate my call for all States to ensure that any threat or act of violence committed against United Nations and other humanitarian personnel is fully investigated and that swift measures are taken to identify and prosecute the perpetrators of such crimes.

73. It is my firm belief that the Convention on the Privileges and Immunities of the United Nations and the Convention on the Privileges and Immunities of the

Specialized Agencies constitute critical elements in the protection of staff members and their dependants from arrest and detention. I therefore invite States that have not become a parties to the Conventions to ratify or accede to them. I also call on Member States that have not done so to become parties to the Convention on the Safety of United Nations and Associated Personnel, which was adopted by the General Assembly in its resolution 49/59 of 9 December 1994. In response to the request in paragraph 17 of General Assembly resolution 54/192, a separate report is being prepared addressing issues relating to the scope of the legal protection afforded by that Convention.

74. I welcome the adoption of the Rome Statute of the International Criminal Court, which represents a significant step towards enhancing the regime of protection of personnel involved in humanitarian assistance programmes or peacekeeping missions. However, the Rome Statute is not yet in force and I call on Member States to ratify it.

75. While the adoption of these legal instruments and the various initiatives launched by the United Nations constitute important elements in the overall effort to enhance the protection of United Nations personnel, we need to do more. In recognizing the exceptional gravity of the present situation, the General Assembly requested me to take a number of steps to strengthen the protection of United Nations personnel. These included taking the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations personnel and considering ways and means to strengthen the protection of United Nations personnel; and ensuring adequate training in security, human rights and humanitarian law as well as stress counselling. The General Assembly also recognized the need to strengthen the Office of the United Nations Security Coordinator and for a full-time Security Coordinator to be appointed. For its part, the Commission on Human Rights, at its fifty-sixth session, requested me to ensure that field missions are adequately staffed with security professionals and provided with essential equipment.

76. I would like to pay tribute to all our colleagues in humanitarian endeavours and peacekeeping missions who have given their lives to uphold the ideals of solidarity and peace and to give life to the Charter of the United Nations. We owe it to them and to the millions of people who need our assistance to ensure that their ultimate sacrifice has not been in vain, and

collectively to do our utmost to protect and support those who continue the job they carried out with compassion and dedication.

## **VI. Proposals for strengthening the safety and security system for United Nations personnel**

77. The security of United Nations personnel is of paramount importance to me and to the heads of organizations in the United Nations system. In order to effectively discharge my responsibilities for the safety and security of all United Nations personnel, I have to ensure that there is careful coordination to avoid the potential for conflict in policy, guidelines or activities that could, in turn, endanger their safety and security. My proposal to appoint a Security Coordinator at the Assistant Secretary-General level, on a full-time basis, is intended to enable the Security Coordinator, acting on my behalf and reporting directly to me, to deal with heads of organizations of the United Nations system and Member States. The appointment of such a high-level official will provide the essential focus and leadership in the United Nations efforts to strengthen security coordination and management. As has been recognized by Member States, it will also be necessary to strengthen the Office of the Security Coordinator with additional staff if it is to be in a position to fulfil the coordination, management and training requirements for the vast number of United Nations personnel scattered throughout the world.

78. United Nations personnel can no longer be required to carry out their functions in high-risk environments, at great personal risk, without the minimum level of training, stress counselling and equipment being provided to them in a timely and adequate manner. The existing system, which relies on unpredictable and piecemeal funding and outdated, cumbersome and complex procedures is simply not suited for the difficult and dangerous situations in which United Nations personnel are obliged to work. If we are to be in a position to deliver assistance to needy areas of the world, often under conditions of armed conflict and hostility, our field colleagues must benefit from adequate levels of professional security advice and support.

79. It is, therefore, essential to replace the current unreliable mechanism for funding field security

officers and to ensure that the required number are funded from the United Nations regular budget. They would be recruited centrally and assigned where they are required most in an expeditious manner: this can make a difference between life and death for our colleagues. In addition to an adequate number of security staff, it is also critical that sufficient and reliable funds be available for training programmes and for urgent communications and other critical equipment. There can be no question that good security requires adequate and predictable funding. There should be nothing discretionary about the financing of staff security: it is neither a luxury nor a perk. It is something we owe those who are willing to serve humanity under the most challenging of circumstances. The cost of providing adequate security is the price that we have to be prepared and committed to pay for the successful implementation of the mandated activities of the organizations of the United Nations system.

80. I shall, therefore, be submitting proposals to strengthen the Office of the United Nations Security Coordinator at Headquarters, and more importantly at the field level, for the biennium 2002-2003 so that the United Nations is in a position to effectively and efficiently fulfil its mandates. At Headquarters, the Office will consist of 18 Professional staff members and appropriate support staff. I shall also include recommendations for funds to cover key operational expenses such as training, communications and equipment. For the field, I shall be submitting recommendations to strengthen the existing capacity by establishing another 40 field security officer positions to supplement the existing 60 positions, all of which would be funded from the United Nations regular budget. This number would include personnel to conduct security training in the field. I expect that the total cost of these proposals will be in the order of approximately \$30 million at full costing per year or \$60 million for the biennium. The detailed budget will be submitted to the General Assembly in the context of the proposed programme budget for the biennium 2002-2003.

## VII. Recommendations

81. As a transitional measure and in order to respond to the most immediate needs for strengthening the security and safety of United Nations system personnel, the General Assembly is

requested to approve the following specific proposals within the biennium 2000-2001 (see annex I for details):

(a) To establish a post at the Assistant Secretary-General level for the position of United Nations Security Coordinator, effective 1 January 2001, with responsibilities as detailed in the note by the Secretary-General of 3 May 2000 (A/C.5/54/56);

(b) As an interim measure and pending the submission of proposals for the full requirements of the Office of the United Nations Security Coordinator, to establish additional posts under the regular budget — two at P-5 level and six at P-4 level — with appropriate support staff at Headquarters; and six posts at P-4 level, four at P-3 level and 20 local level posts for the field, effective 1 January 2001, with a view to strengthening the operations of the Office in 2001;

(c) To approve an additional appropriation in the amount of \$2,776,900 under section 30, Special expenses, of the programme budget for the biennium 2000-2001, to meet the additional costs associated with the strengthening of the Office in the current biennium. Furthermore, an additional appropriation in the amount of \$305,800 would be required under section 32, Staff assessment, to be offset by an equivalent amount under income section I, Income from staff assessment;

(d) To note that funding of the activities of the Office and related costs, already approved by resolutions 54/249 and 54/250, would continue during 2001 through cost-sharing arrangements and that the proposals for full requirements for the strengthening of the Office would be submitted to the General Assembly in the context of the proposed programme budget for the biennium 2002-2003.

## Annex I

### Resource requirements for the biennium 2000-2001

1. The proposals of the Secretary-General for strengthening the Office of the United Nations Security Coordinator, at Headquarters and in the field, for the biennium 2000-2001 are outlined in detail below.

2. The following urgent actions are required for the immediate strengthening of the Office of the United Nations Security Coordinator, effective 1 January 2001:

(a) Establishment of a post at the Assistant Secretary-General level for a position of full-time United Nations Security Coordinator, with the responsibilities outlined in the Secretary-General's note of 3 May 2000 (A/C.5/54/56), and a corresponding General Service (other level) post for support staff.

(b) A P-5 post for a senior security coordination officer for strengthening the coordination of the activities of field security officers. The main responsibilities of the incumbent would include:

- monitoring of and responding to all security incidents;
- monitoring and assessing crisis situations in specific countries for possible early warning indications;
- establishing and maintaining security compliance inspection programmes of the Office, including procedures to be followed during an inspection, the scheduling of inspections and the preparation of the final report;
- providing advice and assistance to field offices in the management of hostage incidents;
- supervising the activities of field security officers to ensure efficient, effective and standardized response to security crises.

(c) One P-5 and three P-4 posts for trainers/instructors, to supplement the existing P-4 post, to strengthen training in safety and security for United Nations civilian and military personnel. The specific responsibilities of the team in the training unit of the Office would include:

- planning and conducting security training for designated officials, field security officers,

security management teams, area coordinators and wardens;

- providing security awareness training and briefings to the United Nations staff worldwide;
- developing a capacity to conduct crisis management exercises to be used in the inspection and security management team training programmes of the Office;
- providing training support to all organizations, as requested;
- participating in the working groups on staff security training set up within the United Nations system.

(d) A position at the P-4 level for a stress counsellor to supplement the existing position of stress counsellor in order to strengthen risk assessment, counselling and stress management programmes. The main responsibilities of the incumbents would include:

- developing the United Nations system policy regarding management of stress;
- conducting duty station assessments, as required;
- providing rapid response in all critical incidents, including death of staff under malicious circumstances, hostage-taking and evacuations;
- providing stress management training to all staff worldwide in the context of the security/stress management training programme of the Office of the United Nations Security Coordinator;
- providing support to families of United Nations system staff who have been taken hostage or who have died in the field;
- participating in the working groups on stress management set up within the United Nations system.

(e) A position at the P-4 level for a security coordination officer to conduct investigations in cases of death, injury or abduction of United Nations staff.

(f) An Administrative Officer post at the P-4 level to enable the Office of the United Nations Security Coordinator to provide adequate and timely

administrative support in view of the proposed substantial presence in the field. The incumbent would be responsible for:

- personnel administration, and all other personnel-related matters associated with field security officers and headquarters;
- administration of the security budgets of the field security officers;
- preparation and monitoring of biennial budget of the Office;
- administration of the trust fund for the security of United Nations staff;
- administration of the malicious acts insurance policy.

(g) Ten posts for field security officers — six posts at the P-4 level and four at the P-3 level — to enable the United Nations Security Coordinator to respond expeditiously and with flexibility in crisis situations, particularly in high-risk areas. The responsibilities of field security officers are outlined in paragraph 48 of this report. Each field security officer will be supported by two local staff and they would also be provided with transportation, communication and other essential equipment to enable them to fulfil their functions.

3. The resource requirements associated with the proposed additional staff and strengthening of the Office of the United Nations Security Coordinator are summarized below:

Table 1  
Post requirements

	<i>Number of posts</i>
<b>Professional category and above</b>	
Assistant Secretary-General*	1
P-5	2
P-4	12
P-3	4
<b>Total</b>	<b>19</b>
<b>General service category</b>	
Other level	1
<b>Other categories</b>	
Local level	20
<b>Grand total</b>	<b>40</b>

\* Already proposed in A/C.5/54/56 of 3 May 2000.

Table 2  
Summary of requirements by object of expenditure  
(Thousands of United States dollars)

<i>Object of expenditure</i>	<i>2001 estimates</i>
Posts	1 678.2
Other staff costs	20.0
Travel	100.0
General operating expenses	320.0
Supplies	91.0
Furniture and equipment	567.7
<b>Total</b>	<b>2 776.9</b>

4. In addition to the cost shown in table 2 the staff assessment is estimated at \$305,800. These estimates, net of staff assessment, are explained below:

*Posts*

(a) The estimated requirements of \$1,678,200 relate to the proposed staffing table shown above.

*Other staff costs*

(b) The estimate of \$20,000 relates to overtime for security staff in the field who are required to work beyond normal working hours depending on the security situation.

*Travel*

(c) The estimate of \$100,000 relates to travel of the 10 field security officers and Headquarters staff of the Office of the Security Coordinator as required.

*General operating expenses*

(d) The estimated requirements of \$320,000 may be broken down as follows:

(i) \$70,000 for rental and maintenance of premises for field security officers;

(ii) \$20,000 for utilities at the field offices;

(iii) \$150,000 for communications, including postage, telephone (cellular, long distance and satellite), telex, cables and pouch services for the Office of the Security Coordinator at Headquarters (\$50,000) and for its field security officers (\$100,000);

(iv) \$30,000 for maintenance of data-processing equipment, facsimile machines and vehicles (\$12,000 for Headquarters and \$18,000 for field security officers);

(v) \$50,000 for miscellaneous services relating to freight and related costs, bank charges, cleaning of uniforms for drivers and other sundry expenses.

*Supplies*

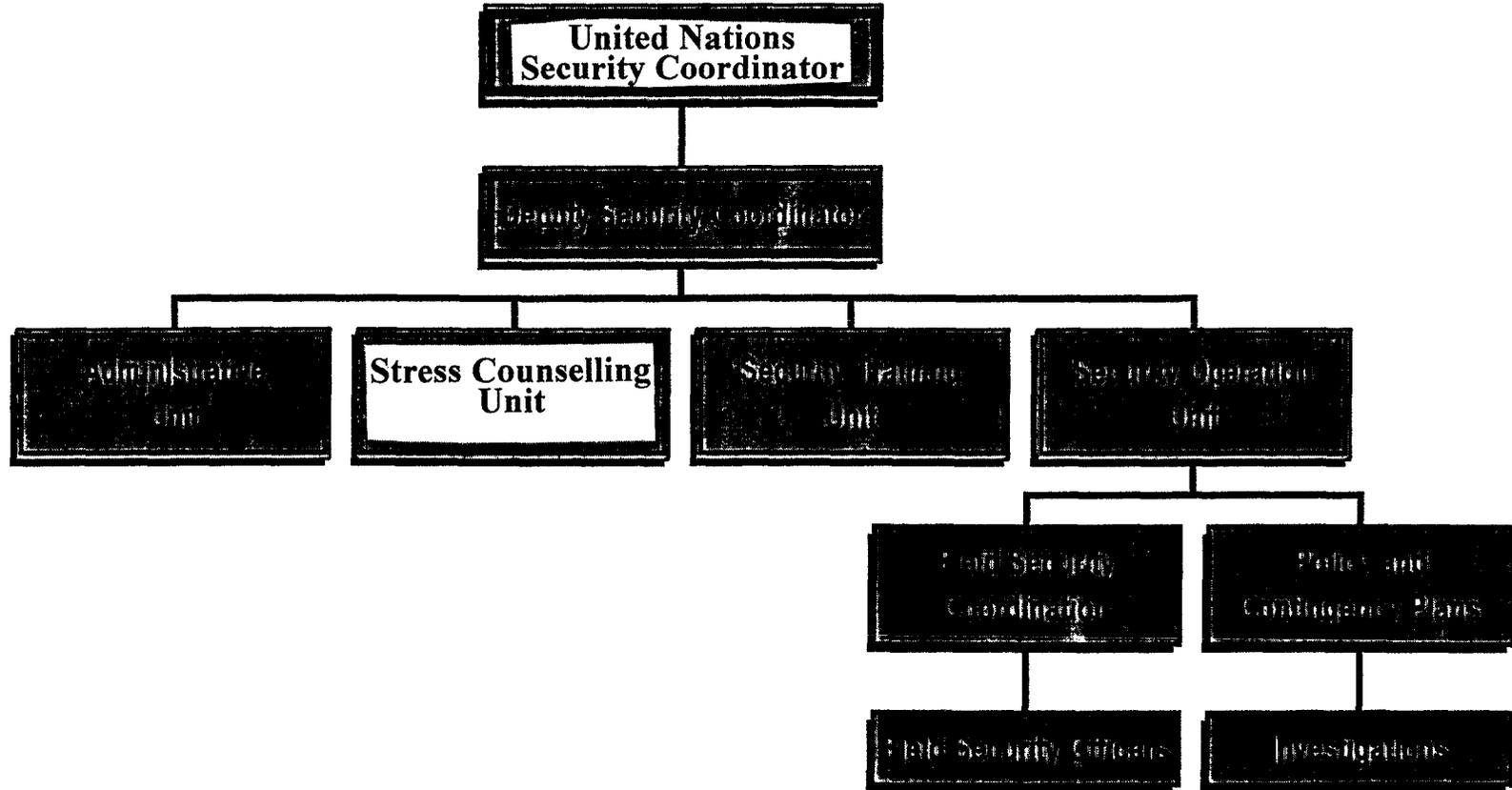
(e) An estimated amount of \$91,000 for office automation equipment, other general office supplies, uniforms for drivers and fuel for transportation equipment in the field.

*Furniture and equipment*

(f) An estimated amount of \$567,700 for the acquisition of office furniture for Headquarters (\$31,700) and for the field security officers (\$25,000); the acquisition of data-processing equipment for Headquarters (\$15,000) and field (\$70,000); communications equipment including VHF radios, fax machines, cellular and satellite telephones (\$126,000); and the acquisition of vehicles for field security officers (\$300,000).

# Proposed new structure of the Office of the United Nations Security Coordinator

2002-2003



## Annex II

### List of civilian personnel who have lost their lives since 1 July 1999

Name	Nationality	Agency	Date/Place of incident		Cause of death	Legal action
GOMES, Joao Lopes	East Timor	UNAMET	30 Aug 99	Atsabe, East Timor	Killed by stab wounds	No
PEREIRA, Domingos	East Timor	UNAMET	2 Sep 99	East Timor	No information	No
SOARES, Ruben Barros	East Timor	UNAMET	2 Sep 99	East Timor	No information	No
BEJARANO, Jesus Antonio	Colombia	UNDP	15 Sep 99	Bogota, Colombia	Killed by gunshot wounds	Unknown
AYOUB, Sheikh Yerow	Somalia	UNICEF	16 Sep 99	Jowhar, Somalia	Killed by gunshot wounds	No
KRUMOV, Valentin	Bulgaria	UNMIK	11 Oct 99	Pristina, Kosovo	Killed by gunshot wounds	No
ZUNIGA, Luis	Chile	UNICEF	12 Oct 99	Rutana Province, Burundi	Killed by gunshot wounds	No
VON MEIJENFELDT, Saskia	Netherlands	WFP	12 Oct 99	Rutana Province, Burundi	Killed by gunshot wounds	No
BIOCCA, Paola	Italy	WFP	12 Nov 99	Mitrovica, Kosovo	Aircraft accident	<sup>a</sup>
POWELL, Richard Walker	Australia	WFP	12 Nov 99	Mitrovica, Kosovo	Aircraft accident	<sup>a</sup>
SAMER, Thabit	Iraq	WFP	12 Nov 99	Mitrovica, Kosovo	Aircraft accident	<sup>a</sup>
NHANIGUE, Luis Armando	Mozambique	WFP	10 Jan 00	Maputo, Mozambique	Killed by gunshot wounds	No
BOONMAN, Joseph	Netherlands	World Bank	22 Feb 00	Nairobi, Kenya	Killed by gunshot wounds	No
SARGBAH, Samuel	Liberia	UNV/WFP	4 Mar 00	Kigali, Rwanda	Killed by gunshot wounds	No
REXHPI, Benet	Yugoslavia	UNHCR	8 Mar 00	Pristina, Kosovo	Killed by gunshot wounds	No
AVDYLI, Erieta	Albania	UNICEF	30 Mar 00	Tirana, Albania	Killed by strangulation	Arrest
VAN DER LUBBE, Gwenda	Netherlands	UNAIDS	4 Apr 00	Sana'a, Yemen	Killed by strangulation	Arrest
TOPOLSKIJ, Petar	Kosovo (Serb)	UNMIK	8 May 00	Pristina, Kosovo	Stab wounds/strangulation	No
ABDILLEH, Yusuf	Somalia	FAO	28 Jun 00	Baghdad, Iraq	Shot during hostage situation	No
HASSAN, Marewan Mohammed	Iraq	FAO	28 Jun 00	Baghdad, Iraq	Shot during hostage situation	No
LYLE, Garfield	Guyana	MICAH	7 Aug 00	Port-au-Prince, Haiti	Killed by gunshot wounds	No
ACHBA, Zurab	Georgia	UNOMIG	15 Aug 00	Sukhumi, Georgia	Killed by gunshot wounds	No
AREGAHEGN, Samson	Ethiopia	UNHCR	6 Sep 00	Atambua, Indonesia	Killed by stab wounds	No
CACERAS, Carlos	United States	UNHCR	6 Sep 00	Atambua, Indonesia	Killed by stab wounds	No
SIMUNDZA, Pero	Croatia	UNHCR	6 Sep 00	Atambua, Indonesia	Killed by stab wounds	No
KPOGNON, Mensah	Togo	UNHCR	17 Sep 00	Macenta, Guinea	Killed by gunshot wounds	No

<sup>a</sup> No information available.

## Annex III

**Consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection\***

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Abdala Daker Hayat	UNRWA	Missing in the Syrian Arab Republic since 20 April 1980.
Issedine Hussein	UNRWA	Detained in the Syrian Arab Republic since 11 September 1980.
Mahmoud Hussein Ahmad	UNRWA	Missing in Lebanon since 22 March 1983. Reportedly detained by militias or unknown elements.
Mohammad Ali Sabbah	UNRWA	Missing in Lebanon since 22 March 1983. Reportedly detained by militias or unknown elements.
Alec Collet	UNRWA	Detained in Lebanon by militias or unknown elements since 25 March 1985.
Mohammad Mustafa El-Hajj Ali	UNRWA	Missing in Lebanon since 28 November 1986. Reportedly detained by militias or unknown elements.
Andualem Zeleke	ECA	Detained in Ethiopia since 25 June 1993.
Alfredo Afonso	WFP	Detained in Angola since July 1994.
Alfred Rusigariye	UNAMIR	Detained in Kigali since 22 September 1994.
Elizier Cyimanizanye	UNICEF	Detained in Kigali since 28 October 1994.
Benoit Ndejeje	UNDP	Detained in Kigali since 11 November 1994.
Jean-Marc Ulimubenshi	UNHCR	Detained in Butare, Rwanda, since 15 November 1994.
Jean Chrisostome Muvunyi	UNHCR	Detained in Butar, Rwanda, since 9 January 1995.

\* The consolidated list contains in chronological order the names of staff members who remained under detention or missing as at 30 June 2000. The list, however, is not compiled to provide information on all cases of staff members who have been arrested, detained or missing in the past or on the cases where staff members have lost their lives in the performance of official duties.

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Alfred Nsinga	UNAMIR	Detained in Kigali since 8 February 1995.
Mathieu Nsengiyaremye	UNHCR	Detained in Cyangugu, Rwanda, since 12 February 1995.
Luc Birushya	UNDP	Detained in Kigali since 13 March 1995.
Athanase Ngendahimana	UNDP	Detained in Kigali since 25 March 1995.
Aloys Byugura	UNICEF	Detained in Kigali since 4 April 1995.
Prosper Gahamanyi	UNDP	Detained in Kigali since 12 April 1995.
Clotilde Ndagijimana	UNICEF	Detained in Butare, Rwanda, since 14 April 1995.
Dismas Gahamanyi	WFP	Detained in Kigali since 2 June 1995.
Theodore Niyitegeka	WFP	Detained in Kigali since 2 June 1995.
Fulgence Rukindo	Human rights field operation in Rwanda	Detained in Kibuye, Rwanda, since 17 June 1995.
Manasse Mugabo	UNAMIR	Missing in Rwanda since 19 August 1995.
Joseph Munyambonera	UNHCR	Detained in Kigali since 19 October 1995.
Andre Uwizeyimana	UNHCR	Detained in Butare, Rwanda, since 29 December 1995.
Mahmoud Saqer El Zatma	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 3 February 1996.
Boaz Imanivuganamwisi	UNAMIR	Detained in Kigali since 19 February 1996.
Maher Mohamed Salem	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 14 March 1996.
Bernard Nshinyumukiza	UNAMIR	Detained in Kigali since 19 March 1996.
David Bukeyenzeza	UNICEF	Detained in Kigali since 4 April 1996.
Benoit Twagirumukiza	WFP	Detained in Gitarama, Rwanda, since 6 June 1996.

---

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Israel Nkulikiyimana	UNICEF	Detained in Kigali since 7 August 1996.
Victor Niyomubyeyi	UNHCR	Detained in Rwanda since October 1996.
J. Baptiste Sibomana	Human rights field operation in Rwanda	Detained in Rwanda since March 1997.
Adnan Omar Mansi	UNRWA	Detained in Jordan since 28 May 1997.
Felicien Murenzi	UNHCR	Detained in Gitarama, Rwanda, since 3 July 1997.
Jean Bosco Nazarubara	UNHCR	Detained in Butare, Rwanda, since 12 October 1997.
Bernard Nsabimana	UNICEF	Detained in Goma, Democratic Republic of the Congo, since 4 March 1998.
Rabah El Bawab	UNRWA	Detained in the Gaza Strip by the Palestinian Authority since 19 June 2000

---



# General Assembly

Distr.: General  
20 September 2001

Original: English

---

## Fifty-sixth session

Agenda item 20 (a)

### **Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations**

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General\***

#### **I. Introduction**

1. In its resolution 55/175 of December 2000, the General Assembly requested the Secretary-General to submit to it at its fifty-sixth session a comprehensive, updated report of the safety and security situation of humanitarian personnel and protection of United Nations personnel. The Assembly also requested the Secretary-General to provide information on the implementation of the resolution, including an account of the measures taken by Governments and the United Nations to prevent and respond to all individual security incidents involving United Nations and associated personnel.

2. The present document is an interim report pending full implementation of all the measures foreseen for the enhancement of staff security. The report contains information regarding the threats against United Nations personnel, including data on those who have lost their lives since the preparation of

the last report and a description of the measures taken thus far to enhance the security of staff.

#### **II. Threats against United Nations and humanitarian personnel**

3. Since my last report, incidents of violence against United Nations and humanitarian personnel have continued unabated. As a result, in recent months, three civilian staff members have lost their lives in the service of the United Nations as a result of malicious acts, bringing to 201 the total number since 1 January 1992 (for details see the annex to the present report). This figure does not include those who lost their lives in accidents such as the tragic helicopter crash in Mongolia in 2000, which claimed the lives of four United Nations staff. During the same period there were four cases of hostage-taking involving 10 United Nations system personnel, bringing to 255 the total since 1 January 1994. Staff members of organizations of the United Nations system and non-governmental organizations have also continued to be targets of rape and sexual assault, ambushes, armed robbery, attacks on humanitarian convoys, carjackings, harassment, and

---

\* The present report is being submitted after consultations with the operational organizations of the United Nations, taking into account the shortage of staff in the Office of the United Nations Security Coordinator.



arrest and detention. Incidents of extortion and misappropriation of relief assistance, often aided by the ready availability of small arms, plague the efforts of the humanitarian community across the globe.

4. Non-governmental organization partners of United Nations humanitarian organizations operate in the same environment and are subject to the same risks in complex emergencies. In the past year, incidents of violence against humanitarian workers have had a greater impact upon the NGOs than upon the agencies of the United Nations. The recent attacks on humanitarian workers in Somalia, the Democratic Republic of the Congo, Indonesia, Burundi, the Russian Federation (Chechnya) and the Sudan are unacceptable and must be condemned in the strongest terms.

5. The independence and the diversity of mandates of the non-governmental organizations may give them greater flexibility than the United Nations in responding to crisis situations, but may in some circumstances leave them more vulnerable to insecurity. Given the complementary nature of the work of the United Nations and the humanitarian NGOs, my concern lies with the safety and security of all humanitarian workers, whose presence at a duty station can mean the difference between life and death for so many of those who depend on their help.

6. The alarming increase in the danger to the lives and security of humanitarian personnel over the past decade is largely attributable to the multiplication and enlargement of irregular armed groups. This is a relatively new feature in conflict situations in all regions of the world. These groups often do not respect the neutrality and impartiality of humanitarian personnel and/or reject international agreements designed to provide such personnel.

7. Member States must take stronger action to ensure that the perpetrators of attacks upon humanitarian workers are brought to justice. It is untenable that the vast majority of perpetrators of such attacks have gone unpunished, while those few that have been apprehended receive only cursory penalties. The lenient sentences given to the perpetrators of the murderers of staff of the Office of the United Nations High Commissioner for Refugees (UNHCR) in west Timor recently are a case in point. There is no doubt in my mind that the strongest deterrent to attacks on humanitarian workers is the swift application of justice

by Member States and I must once again call upon those States to take this responsibility seriously.

8. In this regard, I wish to reiterate my appeal to those Member States who have not done so to sign and ratify the Rome Statute of the International Criminal Court and to become parties to the Convention on the Safety and Security of United Nations and Associated Personnel. With regard to the latter, I also wish to invite Member States to consider favourably the recommendations I put forward in my report (A/55/637 paras. 27-33), in which I proposed the expansion of the scope of the Convention. We must signal a clear message that humanitarian workers cannot be attacked with impunity.

9. In these circumstances, humanitarian personnel cannot be expected to achieve their objectives if they are not protected themselves through the provision of adequate and professional security personnel and security awareness training. During the reporting period a number of United Nations staff who faced hostile situations, ranging from hostage incidents, fires, ambushes, carjackings and armed robbery, attributed their survival directly to skills obtained through the enhanced security training programme. Thus the "culture of security awareness" engendered by my efforts to reinforce and enhance the United Nations security management system has begun to have a tangible impact on staff safety.

### **III. Measures taken by the United Nations system to enhance the security arrangement for United Nations staff members**

10. In my last report I described in detail the steps required to improve the United Nations security management system. I have been greatly encouraged by the many expressions of concern and support by Member States, as evidenced by the approval by the General Assembly of a modest increase in the resources being made available to me for security. As outlined below, a number of steps have been taken to enhance the security arrangements in place for United Nations personnel. On the other hand, the continuing lack of financial and personnel resources have impeded much of the work that still needs to be undertaken. Proposals detailing the required financial and personnel resources will be submitted to the General Assembly

through the Advisory Committee on Administrative and Budgetary Questions.

### **A. Strengthening of the United Nations security management system**

11. In the context of the proposed programme budget for the biennium 2002-2003, I will be making a number of proposals to the General Assembly to strengthen the overall security management system. Of particular concern to me is the appointment of a full-time Security Coordinator, an issue which I urge the Assembly to consider favourably as it is the very cornerstone of the United Nations security management system. Dynamic and committed leadership is required to sustain the initiatives aimed at increasing the efficacy of the United Nations security management system at an appropriate level to engage the executive heads of agencies and representatives of Member States and donors.

12. The Office of the United Nations Security Coordinator, which oversees the United Nations security management system on my behalf, has traditionally been, and should continue to be, staffed by representatives of the United Nations agencies to ensure an integrated approach to security decisions, taking into account the various mandates and levels of security tolerance among the United Nations agencies and their operational partners. This inter-agency profile is replicated at every level of the United Nations security management system through the global network of designated officials, security management teams and field security officers. This effectively ensures that the standards and practices of the United Nations security management system are true United Nations standards to which the entire system both contributes and adheres. The integrated approach is essential to ensure broad consensus behind security initiatives such as the Minimum Operational Security Standards (MOSS).

13. Given the tremendous responsibility of maintaining the United Nations security management system, the headquarters of the Office of the United Nations Security Coordinator is now being strengthened by the recruitment of eight Professional level staff, approved by the General Assembly in section II of its resolution 55/238 of 23 December 2000. There is an obvious and direct correlation between the deployment of well-trained security staff,

at both the field and headquarters levels, and enhanced staff safety and security. These staff members at Headquarters, as well as the addition of eight field security officers (also approved by the General Assembly in section II of resolution 55/238), will enable the Office to respond more effectively to new crises as well as to develop and undertake more security training missions, initiate inspection and compliance missions, ensure better coordination and, on my behalf, exercise greater authority in the security management system.

14. While much remains to be done in this regard, a number of improvements emanating from my recommendations have been made. There has been a greater commitment by the United Nations agencies, programmes and funds to security management and training. Thus far during 2001, United Nations staff serving at 29 high-risk duty stations benefited from security training under the Office. By the end of 2002, an additional 44 duty stations will have benefited from training. As a result of this rigorous training schedule, the overall competency of the United Nations security management system as an inter-agency, integrated initiative has already been significantly reinforced. There is a greater awareness than ever before of security management as an integral aspect of the work of the Organization, requiring the vigilant participation of all agencies and staff.

15. Efforts to standardize and maximize the benefits of security training materials have also shown results. An Inter-Agency Working Group on Security Training made significant progress in this regard. All agencies with their own security training programmes agreed to adopt the curriculum developed by the Office of the United Nations Security Coordinator in order to provide a United Nations system-wide approach to training certification. Agencies also agreed to participate with the Office in inter-agency security training initiatives.

16. The focus on security has reinforced the coordinating role of the Office in overseeing the United Nations security management system. The trend towards the establishment of independent security initiatives has been reoriented to increased cooperation and coordination of staff security interventions. This includes the Department of Peace-keeping Operations, which is working closely with the Office of the United Nations Security Coordinator to ensure uniformity in the application of a system-wide policy on common

security standards and procedures. While some organizations of the United Nations system will continue to require their own security services related to their specific mandates, the system as a whole has never worked so closely together on the critical issue of staff security.

17. At the field level, humanitarian staff understand that working in complex humanitarian environments will always entail risks, some of which can be beyond the control of humanitarian workers themselves; however, it is important to ensure that the risks taken by staff are mitigated through improved coordination that is both well reasoned and well informed. Thus one of the primary aims of my efforts is to strengthen the security management system at the field level through improved coordination and collaboration on security. Several initiatives at the field level have been undertaken to strengthen collaboration between the United Nations and its partners.

18. For example, in Somalia, one of the most difficult working environments for aid agencies, the United Nations country team has sought to strengthen United Nations security in line with global recommendations made by the Administrative Committee on Coordination (ACC) and the Office of the United Nations Security Coordinator in a report on a Somalia mission, which recommended that the United Nations agencies should establish seven inter-agency cost-shared field security officer posts as well as strengthen procedures and enhance equipment provision. Consequently, the security management team decided to strengthen the security system for Somalia based around two pillars: a cost-shared security system consisting of seven security officers provided with standard equipment; and the provision of essential supplies to staff, such as communications equipment, escape kits, and flakjackets, as well as logistical support for the United Nations agencies. Funds for the latter have been earmarked as part of the 2001 consolidated appeals.

19. In the Democratic Republic of the Congo, where front lines divide people in need over a wide area, the United Nations country team has made the point that security matters must be dealt with in a decentralized manner. In the light of the unacceptable number of tragic attacks on humanitarian staff in the country, the United Nations and its partners organized meetings to explore ways to reduce risk while attempting to recover the humanitarian space needed to carry out sustainable

relief operations. One initiative in this regard is the current effort by the humanitarian community to strengthen dialogue with local communities to help create a positive atmosphere, reduce tensions and build confidence.

20. In view of the fact that humanitarian actors operating in insecure environments cannot afford to be ignorant of the local political realities and the impact their operations may have on armed groups, it is incumbent upon them to gain an understanding of the interests and stakes of the different local actors in order to be able to provide effective assistance. To support such an analysis, the United Nations in Somalia has developed a database to enable the collection of data and analysis of historical trends.

21. In Kosovo, Federal Republic of Yugoslavia, the majority of NGOs on the ground are able to take advantage of the United Nations agency radio network. In the Indonesian province of Maluku, the security management system has been enhanced through the installation of a United Nations radio system, available also to NGO operational partners.

22. Despite efforts made at the field level to improve staff security, there are some instances in which United Nations efforts to safeguard staff are frustrated. For example, in the Democratic People's Republic of Korea, international agencies are not permitted to equip themselves with any form of communications equipment, despite the poor quality of local communications and the often difficult driving and road conditions. This remains a serious concern for the health and safety of staff members travelling on duty outside the capital, in case of accidents or medical emergencies. Similarly, the United Nations is not permitted to make use of any other form of wireless communication.

## **B. Security and stress management training**

23. As outlined in my previous report (A/55/494, para. 51), the Office of the United Nations Security Coordinator continues to present its comprehensive security and stress management training programme to United Nations system staff around the world. The programme consists of three major components: security management and crisis management training for all officials responsible for security, including the

designated official, members of the security management team, area coordinators and wardens; specialized training for field security officers; and personal security awareness briefings for staff.

24. As at 1 August 2001, the Office's mobile training teams had visited 29 countries and had presented its "one-time" training to approximately 8,000 staff members. According to present planning, an additional 10 duty stations will be covered before the end of 2001. Beginning in 2002, the Office will begin the second stage of the "one-time" training, presenting a security and stress management programme in 111 countries where there is a United Nations presence.

25. When this "one-time" training has been completed, it will be necessary to put in place a three-year cycle for "sustainment training" to ensure that changes in staff and security managers and their replacement by untrained personnel do not weaken the security management system.

26. Discussions are ongoing within the inter-agency system to implement a process whereby staff members would need to be certified as "security proficient" before they could be deployed to the field. This certification process would also make it possible to keep track of all security-related training undertaken by the staff member.

27. In addition to this training, the Office has also established a technical training programme for security specialists such as field security officers and chief security officers at peacekeeping missions. Over the reporting period, in addition to single-topic training seminars, it has presented four regional security officer workshops, which were attended by the majority of security officers working for the United Nations system. On request, the Office has also provided customized security training to a number of United Nations organizations.

28. The entire security and stress management training programme undertaken by the Office of the United Nations Security Coordinator has been funded from the Trust Fund for the Security of United Nations Personnel. As at 1 July 2001, contributions had been received from the following Member States: Argentina (US\$ 50,000), Finland (\$102,000), Japan (\$2 million), Monaco (\$25,500), Netherlands (\$193,000), Norway (\$100,000), Poland (\$20,000) and Sweden (\$196,000). These funds will only be sufficient to support the

security and stress management training programme through the end of 2002.

29. A few organizations of the United Nations system complement the Office's security training programme by providing security awareness training for their staff. In order to ensure that all organizations of the United Nations system are presenting a consistent message to staff in the single-agency training programmes, an inter-agency Working Group met in May 2001 to standardize and harmonize all the security and stress management training packages within the United Nations system. The Working Group also considered the next steps to be taken to further develop and enhance security training for personnel. Efforts are also being undertaken to enhance the security training packages. A CD-ROM is under development by UNHCR in cooperation with all agencies and the Office of the United Nations Security Coordinator which will facilitate a self-tutorial learning approach to security training and serve as an important field reference.

30. In recent months and subsequent to the murders of UNHCR staff in west Timor, Indonesia and Guinea, UNHCR has embarked on an in-depth "action learning" security process at high-risk duty stations. The process is interactive, with UNHCR security personnel guiding staff members in developing their own security architecture. While it adheres to the standards of the United Nations security management system, its objective is to develop local ownership of security arrangements and to conclude agreements relating thereto between heads of office and employees.

31. The World Food Programme (WFP) has instituted mandatory security awareness training, in compliance with United Nations security management system standards, which has been given to over 8,400 personnel since 1999. Staff are provided with practical steps to take in the field to enhance their personal security and are educated regarding the United Nations field security system and the need to adhere to established standards.

### **C. Stress counselling**

32. The conditions under which staff members of the United Nations system have carried out their mandates have changed dramatically. Unlike military personnel, United Nations system staff members have not

traditionally been trained to deal with the traumatic events which they are with increasing frequency forced to experience. Nor have they developed the psychological immunity that is sometimes found in those who are required to work in traumatic situations. Untreated cumulative and critical incident stress has a negative impact on staff performance. Those who experience this type of stress are generally not fully productive, have difficulty in being objective and do not work as members of a team. A failure to properly manage cumulative and critical incident stress can lead to illness and sometimes to life-threatening situations. In addition, prolonged exposure to dangerous environments can make the staff member blasé about taking basic security precautions.

33. Stress counselling has been recognized by most organizations as an area which needs close inter-agency coordination and action. A full-time stress counsellor has now been assigned to the Office of the United Nations Security Coordinator to coordinate the inter-agency response to critical incidents as well as to develop policy related to the matter. This individual works closely with the stress counsellors assigned to certain peacekeeping missions, UNHCR and WFP. Over the past year, the majority of staff who experienced critical incidents were provided with the opportunity to meet with a stress counsellor. The increase in the number of stress counsellors in the Office will permit it to respond more effectively to the needs of staff.

#### **D. Minimum operating security standards**

34. In response to the increased risk of murder, kidnapping and serious assault to United Nations staff working in many operational areas throughout the world, the organizations of the United Nations system have identified the need for an increase in basic security requirements at each duty station as well as the need to make field operations managers more security-conscious and accountable for their actions. At the same time it was regarded as necessary for mechanisms to be put in place in the field to permit a systematic assessment of threats facing United Nations system staff for each location so that the organizations could react appropriately.

35. To address this requirement, the Office of the United Nations Security Coordinator, in close collaboration with the agencies and the field, has

developed an objective set of standards known as the baseline Minimum Operating Security Standards (MOSS) which must be implemented at each duty station. MOSS is broadly divided into four sections — security planning, training, communications and security equipment — and spells out the standard, which must be met in order for the system to operate safely. These standards were provided to all designated officials and security management teams who were requested to identify their country-specific minimum requirements, based on the threat assessment and phase in effect at their location.

36. While many duty stations have indicated that they are in compliance with their particular MOSS, others are not. Resources will be required to bring these duty stations into compliance with their own set minimum standards. Non-compliance with MOSS will constitute one of the criteria which could lead to the suspension of United Nations operations; it could also affect insurance coverage.

#### **E. Minimum telecommunications standard for the security and safety of field personnel**

37. The ability to communicate on a 24-hour basis in the event of an emergency is a critical component of any field security mechanism. Field operations must also have the capacity to relay, in a timely manner, information on current events to enable a proactive security approach to the situation on the ground. The existence of effective field communications, independent of public infrastructure which may be disrupted during a crisis, is crucial.

38. It is essential to establish appropriate standardized emergency telecommunications systems for field operations which build upon the other initiatives that the United Nations has undertaken over the past few years to improve staff security and ongoing efforts to fill critical communication gaps at the field level. This will entail ensuring a minimum level of telecommunications capacity at all times in all offices and vehicles and among all United Nations personnel, with the capacity to build quickly upon the basic system when needed to address extraordinary security contingencies. This minimum level of telecommunications capability is scaled on the basis of the United Nations security phases.

39. Over the past three years an ad hoc task force, including the offices of UNHCR, the Office of the United Nations High Commissioner for Human Rights, the Office for the Coordination of Humanitarian Affairs, the United Nations Children's Fund, the World Food Programme and the Office of the United Nations Security Coordinator have worked with the Working Group on Emergency Telecommunications to review field emergency communications systems. On 10 October 2000, a draft proposal to establish a common minimum telecommunications standard for the security and safety of field personnel was approved by ACC. The standard, which will be an integral part of MOSS, establishes minimum requirements of resources, coordination, procedures and policy for effective field emergency telecommunications that ensure a 24-hour capability of communications and response.

#### **F. United Nations/NGO security collaboration**

40. In view of the close working relationship between United Nations humanitarian agencies and non-governmental/intergovernmental organizations, cooperation at the field level regarding security is considered essential. With a view to recommending ways of enhancing collaboration on the issue of security, at the request of the Inter-Agency Standing Committee, WFP convened two workshops to discuss the matter further. The outcome of the workshops was a series of both strategic and operational recommendations, ranging from the promotion of a culture of security collaboration to more practical approaches such as sharing of security information. The results of the workshops were forwarded to the Ad Hoc Inter-Agency Meeting on Security, which found the recommendations capable of implementation with minor amendments to meet legal considerations, and recommended their implementation at the field level, as appropriate.

41. While the United Nations security management system is prepared to collaborate with the NGO community to the maximum extent possible, there are steps which the NGO community must take to facilitate this relationship. These areas were clearly identified in the above-mentioned workshops and contained in their recommendations. Foremost, principally, the NGOs, like the United Nations agencies, must identify security focal points, on global and national levels, to interact

with the United Nations, share information and coordinate the security related actions of NGOs. Secondly, the humanitarian community, including the United Nations, must seek to adhere to common humanitarian ground rules, to ensure our mutual security concerns in the field.

42. Efforts to enhance security collaboration with non-United Nations entities will continue and increase at all levels: in the field through the designated officials for security, and at the Headquarters through continued consultations with the NGO consortia, international organizations, Member States and donors.

#### **G. Consolidated appeals and the Central Emergency Revolving Fund**

43. For the third year, project proposals aimed at improving staff security in complex emergencies have been included in the United Nations consolidated appeals. The 2001 appeals launched in November 2000 are requesting over \$13.7 million to cover urgent security costs in some 13 countries and regions where humanitarian staff are working to provide humanitarian assistance. The funds requested will be used to enhance staff security through such initiatives as the extension of the area field security officer network and to improve communications. As at August 2001, only about \$3.4 million had been contributed in this regard.

44. The General Assembly will also consider a note by the Secretary-General on enhancing the functioning and utilization of the Central Emergency Revolving Fund (A/55/649). Among other recommendations for enhancing the use of the Fund, the note requested the Assembly to endorse a recommendation to expand the use of the Fund to allow funds to be advanced to support immediate emergency security measures on behalf of United Nations and associated personnel.

#### **H. Accountability**

45. The development of a culture of accountability for security throughout the United Nations system is a matter of great concern to me. Discussions regarding the matter have been ongoing on an inter-agency basis, but much additional work still needs to be done. This accountability must start with Member States and extend through executive heads to security managers and staff, both at Headquarters and in the field.

46. Accountability and compliance must be equal parts of the security management system. However, accountability can only be effective if security managers and staff have the resources, capacity and authority to carry out clearly defined security responsibilities. In addition, coordination is essential to ensure that approved security policies are consistently applied. Proper security training is essential if managers are to discharge their responsibilities effectively and be held accountable for their actions. By the same token, similar training is essential for staff members.

47. In the United Nations system the Office of the United Nations Security Coordinator will undertake the regulatory function of supervising regularly, providing guidance and support, evaluating, assessing and testing compliance with security standards and policies through regular inspection and compliance missions to the field. Every effort will be made to consult the respective agencies with security personnel involved in these exercises in order to coordinate such missions with them. Working closely with the agencies, the Office will identify security management core competencies and define standards of performance for designated officials, field security officers and members of the security management team. Training will be provided to ensure specific competency development.

48. Based on the findings of the Office's compliance programme, problems and best practices will be highlighted and security training programmes will be modified accordingly to prevent repetition of errors. Any deficiencies identified by the Office's inspection/compliance missions will be brought to the attention of senior managers for action. I will report more extensively on progress to be achieved in this area at a subsequent date.

### **I. The promotion of humanitarian principles and negotiated access**

49. In my previous report I emphasized the link between staff safety and security and the promotion of humanitarian principles and the concept of negotiated access. To obtain safe and unimpeded access to populations in need, humanitarian organizations are often obliged to negotiate with a myriad of armed groups. When doing so, they are guided by recognized humanitarian principles and the humanitarian

imperative to save lives. Humanitarian organizations also need to consult with and involve the beneficiaries and the traditionally accepted community leadership to ensure that the provision of assistance is based on assessed needs and to guarantee accountability.

50. Increased contact by humanitarian agencies with armed groups or with the community leadership in areas under their control, while essential, entails security risks. Armed groups who do not respect international humanitarian law may target relief workers and their assistance. Armed elements that seek to use all possible means to expand their power base may be threatened by the desire of humanitarian actors to provide aid to the vulnerable people or by the direct engagement by humanitarian actors with the community leadership.

51. It is therefore incumbent upon both United Nations security officials and humanitarian workers to first obtain a sound level of understanding of the political and security environment in which aid is being provided in order to plan and implement activities in ways that minimize security risks, both to the aid workers and to their beneficiaries. I urge Member States to support the efforts of the United Nations and its partners to promote transparent dialogue with all parties to a conflict and affected communities, in order to find ways to ensure that humanitarian staff and their programmes are protected from violence.

## **IV. Observations and recommendations**

52. The safety and security of humanitarian personnel must be viewed in their reality. Humanitarian personnel are at risk because they are present to assist the needy; because they enter into areas of tension or conflict where human rights abuses are the order of the day; where there is hunger, poverty and injustice. Humanitarian workers are targeted, often, because they are the only ones there and they represent the international community. They often are the vanguard of the Organization's quest for peace and stability and their safety and security is one of the highest priorities of the United Nations security management system.

53. Humanitarian personnel often work in hazardous or tense situations and are generally ill-equipped to deal with the threats they must confront on a daily basis. While the principles of neutrality and

impartiality, which once protected humanitarian workers, continue to be upheld, often the mere perception that humanitarian workers are assisting “the other side” in a conflict over another can put their lives at risk.

54. The parties, both official and irregular, to these conflicts must take responsibility for their actions. Greater efforts must be made to prevent such incidents and, in the event they occur, to bring the perpetrators to justice. It must be made clear that violence towards humanitarian workers undermines the legitimacy of any group seeking political recognition or entitlements.

55. Unfortunately, it is unlikely that the environment in which United Nations and humanitarian personnel are required to operate will change in the near future. Such personnel must therefore be provided with the tools and the ability to minimize their exposure to risk. Security is a shared responsibility between the Member States, the organizations and personnel. Each must fulfil certain responsibilities: the Member States must ensure, when establishing mandates, that proper and adequate means are put at the disposal of the organizations to safely fulfil these mandates. Member States also must insist that there be a universally accepted and respected system of security coordination, with appropriate funding for personnel, training and equipment.

56. The organizations of the United Nations system have a responsibility for the safety of their staff. It is therefore critical that inter-agency collaboration be improved and strengthened through the harmonization of security management between actors in the humanitarian community. All organizations working at a particular duty station must observe and practice effective security management. Mistakes by one organization can seriously compromise the security of others. Personnel must ensure that they are well informed about security conditions in areas to which they are assigned. They must ensure high security awareness and also ensure that they do not become complacent about their working environment, which by definition entails risks.

57. It is therefore my intention to continue to advocate for a management approach which ensures that security is an intrinsic part of every operation. To this end, I will actively pursue a culture of compliance and accountability, with clear definitions of the key

roles and responsibilities of all those involved in the security management process.

58. I am instructing the senior officials involved that security training and security awareness must be provided to every staff member. This is the single most effective means of minimizing risk; I will pursue the implementation of preventive risk management by ensuring that risks are regularly analysed and planned for. Steps are already being taken to put in place a standardized methodology for data collection on security incidents.

59. Member States are encouraged to build the capacity of the Office of the United Nations Security Coordinator through the appointment of a full-time Security Coordinator at the Assistant Secretary-General level to provide the high-level attention that this matter requires.

60. Given the prevalence of complex emergencies, which entail unforeseen and often unpredictable security measures to ensure the safety of humanitarian workers, I call upon Member States to contribute generously to the security proposals contained in United Nations consolidated appeals.

61. To this end I wish to reiterate my appeal to all Member States to contribute to the Trust Fund for the Security of United Nations Personnel so that the means may exist to implement these decisions.

62. Member States are also urged to support the efforts of the United Nations and its partners to promote transparent dialogue with affected communities and parties to the conflict with a view to obtaining adherence to humanitarian principles in order to find ways by which humanitarian staff and their programmes can be protected from violence.

**Annex****Civilian personnel who have lost their lives since  
17 September 2000**

<i>Name</i>	<i>Nationality/agency</i>	<i>Date/place of incident</i>	<i>Cause</i>	<i>Legal action</i>
Djamba, Sankara Jose	Democratic Republic of the Congo/ UNHCR	27 March 2001 Kimpese, Democratic Republic of the Congo	Gunshot wounds	No
Rakotonan Ahary, José	Madagascar/UNDP	8 May 2001 Antananarivo, Madagascar	Gunshot wounds	No
Lhommée, Jean- Pierre	France/UNDP	5 July 2001 Bangui, Central African Republic	Gunshot	No



# General Assembly

Distr.: General  
11 October 2001

Original: English

---

**Fifty-sixth session**

Agenda item 20

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

**Safety and security of humanitarian personnel and protection of United Nations personnel**

**Report of the Secretary-General**

**Corrigendum**

The number and title of the agenda item should read as above.

---





# General Assembly

Distr.: General  
15 August 2002

Original: English

---

## Fifty-seventh session

Item 21 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General\*\***

#### *Summary*

The General Assembly, in its resolution 56/217 of 21 December 2001, requested the Secretary-General to submit at its fifty-seventh session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution, including the progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents that involve United Nations and associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

The present report outlines the threats against the safety and security of United Nations personnel over the past year as well as an update on implementation of the initiatives approved during the fifty-sixth session of the General Assembly. As these initiatives are to be implemented over the course of the 2002-2003 biennium, this report is a progress report on actions that have already been taken and an indication of what remains to be done.

---

\* A/57/150.

\*\* This report was delayed because of difficulties in obtaining accurate data regarding the status of detained staff members from United Nations agencies, programmes and funds.

## **I. Introduction**

1. In its resolution 56/217 of 19 February 2002, the General Assembly requested the Secretary-General to submit to it at its fifty-seventh session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution, including progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents that involve United Nations and associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

2. This report has been prepared in consultation with the members of the United Nations System Chief Executives Board for Coordination (CEB) to cover the period from 1 July 2001 to 30 June 2002.

## **II. Threats against United Nations personnel**

3. Over the past decade threats against the safety and security of United Nations personnel have escalated at an unprecedented rate. At the same time, United Nations personnel are operating in more dangerous environments and in greater concentrations than ever before. The challenging and, far too often, hazardous environment in which United Nations personnel are compelled to operate has taken its toll. Since 1 January 1992, 214 civilian United Nations staff members have lost their lives through malicious acts. Only 22 perpetrators of attacks on United Nations staff have been brought to justice, a mere 7 per cent of those responsible. During the current reporting period, 7 staff members made the ultimate sacrifice in pursuit of the goals of the United Nations system in the Central African Republic, the Democratic Republic of the Congo, Burundi, Kosovo, Somalia, Iraq and Afghanistan. Another three lost their lives in helicopter accidents in Georgia and Sierra Leone (see annex I). In addition, between 1 January 1994 and 30 May 2002, there have been 70 instances of hostage-taking or kidnapping involving 258 United Nations personnel; during the reporting period four of those personnel were taken hostage in two separate incidents period in Somalia and Guyana. At present 39 personnel employed by the organizations of the United Nations system remain in detention at various locations throughout the world (see annex II). Personnel of the United Nations continue to experience an unprecedented number of incidents of rape and sexual assault, armed robbery, attacks on humanitarian convoys and operations and harassment.

4. Many of the instances of threats against United Nations personnel occurred in the West Bank and Gaza. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) indicates that during the reporting period there was an increase in the number of violent incidents directed against United Nations and humanitarian personnel. In a number of instances UNRWA personnel were verbally abused, threatened, physically assaulted and shot at. What is of particular concern is that ambulances and medical personnel have not been exempt from attack. On a number of occasions, UNRWA ambulances were attacked, resulting in death and injury to personnel.

5. Armed robbery poses a serious threat to United Nations staff and operations around the world. During the reporting period, two armed robberies of significant United Nations assets took place in Yugoslavia and in the Democratic Republic of the Congo. The office of the World Health Organization (WHO) in Goma, Democratic Republic of the Congo, was burglarized after the recent volcanic eruption, resulting in a loss of over US\$ 220,000.

6. Over the past year, there has been an increase in terrorist-related threats against United Nations personnel and installations in the field, including threats to use mail bombs and/or chemical/biological weapons. Since 1 October 2001, United Nations offices around the world have received numerous bomb threats and 12 threats of chemical/biological contamination. All these incidents proved to be hoaxes, but resulted in serious disruption to the work of the offices and mental anguish on the part of staff members involved. Whereas threats to United Nations personnel were once perceived to be the result of internal or country-specific grievances, terrorist-related activities add an international dimension to threats against United Nations personnel.

7. This is the first report on security of United Nations personnel since the tragic events of 11 September 2001. Although the full ramifications of that incident are yet to be understood, what is clear is that the world has become a relatively smaller place, in which events in one part of the world have significant consequences in other parts. Moreover, the threats against United Nations personnel immediately became more acute and tangible, as their status as representatives of the international community became even more pronounced. Against this background, the initiatives taken by the General Assembly during the fifty-sixth session to reinforce the United Nations security management system assume even greater importance to enable the organizations of the United Nations system to respond to any event wherever and whenever it may occur.

### **III. Arrest, detention and other restrictions**

8. In accordance with prior practice, the present report provides information regarding cases of arrest and detention and cases of staff members who are missing or whose whereabouts remain unknown, some for almost 20 years. Based on information provided by the United Nations agencies, programmes and funds, a consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection is set out in annex II.

9. According to information provided by UNRWA, in the Gaza Strip a total of 15 staff members were arrested and detained by the Palestinian Authority during the reporting period. With the exception of one staff member who hanged himself while in custody, all others were eventually released. The Israeli authorities detained only one staff member and he was released without charge. In the West Bank, 74 arrests by the Israel Defense Forces (IDF) were recorded during the reporting period; the Palestinian authorities detained 19 staff members; four staff members were arrested in Jordan and three in Lebanon. All were subsequently released. As at 30 June 2002, 19 staff members remained in detention, of whom 18 were detained by the Israeli authorities and one by the Palestinian authorities. Regrettably, UNRWA was not

always provided with adequate or timely information by the relevant authorities on the reasons for the arrest or detention of its staff members. In the absence of such information, it was not possible to determine whether there were circumstances that would warrant UNRWA asserting its right to functional immunity.

10. Throughout the reporting period, UNRWA staff experienced considerable difficulties and delays due to closures. UNRWA vehicles within Gaza and the West Bank were stopped at IDF checkpoints and roadblocks, often for extended periods of time. While passing through checkpoints, UNRWA staff were abused and even physically assaulted. There was also a significant increase in the incursions by both IDF and the Palestinian Authority into UNRWA installations, resulting in substantial damage.

## **IV. Current security management system**

### **A. Arrangements at headquarters locations**

11. In order to assist me in the fulfilment of my obligation for the security of United Nations system personnel, I have appointed a full-time United Nations Security Coordinator, Mr. Tun Myat, at the Assistant Secretary-General level. This appointment will provide the essential focus and leadership of United Nations efforts to strengthen security coordination and management and to sustain the initiatives aimed at increasing the efficacy of the security management system. Mr. Myat has assumed his duties in the Office of the United Nations Security Coordinator, which is also being reinforced to undertake the additional responsibilities.

12. Although the recruitment of additional staff for the Office of the Security Coordinator is under way, the lack of office accommodation and the budgetary restrictions on the leasing/renovation of premises has considerably delayed the process. The headquarters of the Office were shifted to a temporary location, which could not accommodate all proposed staff, in September 2001 and will relocate to a permanent site in November 2002. As a direct result, the Office has been unable to implement many of the initiatives I have requested, such as undertaking compliance and inspection missions or increasing the pace of security and stress management training. There is an obvious and direct correlation between the deployment of well-trained security staff and enhanced staff safety and security, underlining the urgency for the Office to become fully staffed and operational as soon as possible.

13. Despite the shortfalls, the strengthening of the Office of the Security Coordinator has substantially improved its ability to implement its mandate. It has effectively led the Inter-Agency Security Management Network, comprised of representatives of the United Nations and its agencies, programmes and funds, to endorse and support the initiatives of the Secretary-General to reinforce staff security. With the additional support at the Office of the Security Coordinator, the link between Headquarters and the field is stronger than ever before. During the reporting period, staff of the Office of the Security Coordinator from Headquarters staff led broad-based inter-agency security assessments of Somalia and West Timor, conducted eight independent, individual country security assessments and undertook five security budget review missions. At the same time, the Office executed 21 security training missions in 17 countries, undertook eight field security support

missions, conducted two investigative missions and managed two hostage incidents, one of which required deployment of an experienced hostage negotiator from the Office to the field.

## **B. Arrangements in the field**

14. In the field, the Office of the Security Coordinator has concluded a Memorandum of Understanding with the United Nations Development Programme (UNDP) for the recruitment and administration of the 100 Professional level field security officers and 200 local level support staff approved by the General Assembly. These field security officers and support staff are funded and managed centrally by the Office of the Security Coordinator. As at 30 June 2002, 98 field security officers had been recruited and were in the process of deploying to their duty stations of assignment. Because the need for field security officers exceeds the number of positions available, a number of the officers have been given regional responsibilities for several countries. The Office will closely monitor the effectiveness of these arrangements and report to the General Assembly in the context of the next proposed programme budget.

15. To manage the field security officers, the Office of the Security Coordinator is implementing the concept of a "Corps of Field Security Officers". These officers are an integrated network of professional security officers, selected on the basis of predetermined, inter-agency agreed qualifications, experience and competencies. Candidates who are considered qualified for these positions are placed on the Office's security officer roster and are available for rapid assignment as part of the Corps of Field Security Officers. In order to ensure consistency in the recruitment of single-agency security officers, those organizations that require such staff may also make use of the security officer roster. In addition, if requested and on a reimbursable basis, the Office will recruit, through UNDP, and manage single-agency security officers. WHO has chosen to avail itself of this option at two duty stations. The Field Security Officers recruited for this purpose are part of the Corps of Field Security Officers but will be assigned to provide security for a specific project within the country, for example, polio eradication teams.

16. While the current system has enabled the Office of the Security Coordinator to implement the mandate entrusted to it in a timely manner, for the future, in order to ensure that field security officers of the highest quality are recruited, subject to the identification and availability of funding, the Office is considering establishing a competency assessment methodology for the selection of field security officers, similar to the one used to select resident coordinators.

17. Each duty station has been given a budget covering the operational costs of the field security officer. Any security-related costs at the duty station which are not part of the standard field security officer budget (such as funding requirements to implement minimum operating security standards) continue to be shared by the organizations present at the duty station.

18. During the humanitarian crises of the past two decades, lack of adequate security for the maintenance of humanitarian operations has been the single most inhibiting factor to the United Nations and its NGO partners providing assistance to civilians in need. Thus, operational security has become an integral element of humanitarian intervention. While there is little that can be done to reduce the level

of threat in insecure environments, the United Nations and the humanitarian community have undertaken efforts to reduce the level of risk to which staff are exposed through the provision of appropriate mechanisms and resources, foremost among which is the services of a professional field security officer.

19. Given the rapid onset and unpredictable nature of crises, it is often difficult to respond to field security needs within the parameters of the regular budget. For this reason, the Trust Fund for Security of Staff Members of the United Nations System was established and the Office of the United Nations Security Coordinator, as the focus of the United Nations security management system, determines where and how extrabudgetary contributions for security of staff can be used most effectively. As at 31 July 2002, contributions to the Trust Fund, totalling \$1,689,421, had been received from the following Member States: Canada (\$126,339), Japan (\$1,068,467), Monaco (\$10,000), Netherlands (\$50,531), Norway (\$71,970), United Kingdom of Great Britain and Northern Ireland (\$202,314) and the United States of America (\$159,800).

20. Apart from the above-mentioned contributions to the Trust Fund, contributions totalling \$2,927,667 have also been pledged/received by the Office's implementing partners for security-related activities from the following Member States: Netherlands (\$906,000), Sweden (\$377,714), United Kingdom (\$1,071,429) and United States (\$572,524). These additional funds were generated by the generous contributions of Member States to the United Nations consolidated appeals. The Office of the Security Coordinator coordinates with implementing partners such as UNDP and the United Nations Children's Fund (UNICEF) to ensure that funds are utilized expeditiously; this includes deploying additional field security officers and meeting minimum operating security standards requirements for countries included in the consolidated appeals.

### **C. Accountability**

21. In section VIII of its resolution 56/255 of 24 December 2001, the General Assembly noted with concern the lack of an accountability and responsibility mechanism in the area of field security, and requested the Secretary-General to submit to the Assembly at its fifty-seventh session a comprehensive report on the establishment of a clear mechanism of accountability and responsibility, including such provisions as its scope, depth and common standards and methods of enforcing them in an inter-agency structure.

22. In response to that request, an inter-agency Working Group was convened in February 2002 to prepare a proposed system of accountability for security management. The report of the Working Group was subsequently considered by the Inter-Agency Security Management Network at its meeting in Vienna from 13 to 17 May 2002 and by the High-level Committee on Management. The document identifies all the actors of the United Nations security management system and outlines the responsibilities of each. It also identifies a number of mechanisms to ensure accountability. The final report is being submitted as a separate report to the General Assembly through the Advisory Committee on Administrative and Budgetary Questions.

#### **D. Minimum operating security standards**

23. As a result of the mandates entrusted to the United Nations, personnel of the organizations are facing increased risk of murder, kidnapping and serious assault while working in many operational areas throughout the world. In response to these risks and in order to determine a minimum requirement for the field security management system and provide a mechanism to increase the security consciousness of personnel, reduce risk and establish standard field-based criteria to implement responsibility and accountability, the concept of minimum operating security standards (MOSS) was developed. Using a baseline MOSS determined by the Office of the United Nations Security Coordinator, all duty stations are required to establish and implement a minimum set of security standards. MOSS is divided broadly into four sections: security planning, training of staff, telecommunications and security equipment.

24. First and foremost, MOSS should be regarded as an enabling mechanism that ensures, as far as possible, the ability of the organizations to implement mandates while reducing risk in the operational area. It is the responsibility of each agency to provide the resources required to ensure that their operations are MOSS-compliant at each duty station. All duty stations are expected to be MOSS-compliant by 1 January 2003 or to provide an implementation plan, with a set date, by which the duty station will become MOSS-compliant.

#### **E. Aviation safety and security standards**

25. Since 1 January 1992, 28 staff members have lost their lives in aircraft. Of these, 23 were flying on aircraft chartered or operated by organizations of the United Nations system. This is a matter of serious concern to me and to the members of the Chief Executives Board. Work has already started on an inter-agency basis to develop aviation safety and security standards which will be adhered to by all organizations of the United Nations system.

#### **F. Security and stress management training; security publications/information**

26. Providing staff with the basic skills and knowledge to participate effectively in the United Nations security management system has proved to be one of the best possible means of reducing risk. Thus security training is now mandatory for all personnel of the United Nations system. Security training constitutes an integral part of MOSS and therefore is an integral part of the accountability process. In addition to the security training conducted by the United Nations agencies, the Office of the Security Coordinator has continued to conduct its personal security awareness and stress management training at many duty stations. During 2001, 3,854 United Nations system staff received this training in Lebanon, Ethiopia, Eritrea, Indonesia, East Timor, Kenya, Somalia and Sri Lanka. Thus far in 2002, 843 staff have benefited in Jamaica, Cameroon, Afghanistan and Pakistan. Plans for the remainder of 2002-2003 include training to be given at approximately 35 duty stations, subject to completion of the recruitment of staff of the Office of the Security Coordinator.

27. In recognition of the fact that security training is integral to maintaining the minimum operational security standards of a duty station, the Office of the Security Coordinator, with the support of the Office for the Coordination of Humanitarian Affairs, is developing a security training programme for staff serving at high-risk duty stations. The programme will be implemented by the field security officer at each duty station and will conform with the minimum operational security standards in effect. This initiative will provide a model or baseline field security training programme, which each field security officer will then modify to reflect the specific security requirements of the country. A training of trainers seminar will enhance the field security officers' training skills and provide them with appropriate training methodologies to maximize the staff learning process.

28. The Office of the Security Coordinator has also facilitated security training exercises for the quarterly emergency field coordination training seminars, organized by the Office for the Coordination of Humanitarian Affairs, to improve the field coordination skills of the staff of all United Nations organizations of the United Nations system. Staff members of NGOs that work in partnership with United Nations system organizations have had the opportunity to participate in security training programmes.

29. In addition to the induction and specialized training which is given to all field security officers, the Office of the Security Coordinator, for the purpose of developing standardized security operational procedures, organized a workshop for all chief security officers at peacekeeping missions.

30. The entire security and stress management training programme undertaken by the Office of the United Nations Security Coordinator has been funded by extrabudgetary contributions provided to the Trust Fund for the Security of Staff Members of the United Nations System.

31. In order to ensure that the system-wide security and stress management training is appropriate and effective, consideration is being given for the Office to undertake a review of security training to evaluate its impact and effectiveness.

32. In addition to security training, the Office is developing a series of security publications to be provided to all staff members. In cooperation with the Office of the United Nations High Commissioner for Refugees, a CD-ROM on basic security awareness is being prepared and will be available on 1 January 2003. It will provide each staff member with the facility to complete the programme on a computer.

33. Currently, there is no standardized automated reporting system for the field to report security incidents involving United Nations staff. Reports received must be manually processed and statistical information must be extracted and compiled manually. Consideration is currently being given to adopting an automated system developed by UNICEF which will permit the rapid completion of a standardized report in the field and its transmission to the Office of the Security Coordinator, where it will be automatically received and entered into the database, as required. This information will be able to be easily accessed and detailed statistics regarding the various types of security incidents will be available for each country and region. Security focal points at each agency headquarters will have the capability to access information regarding their agency at any time.

## **G. Stress management**

34. Stress counselling has been recognized by the organizations of the United Nations system as an area which requires close inter-agency coordination and action. As part of the strengthening of the Office of the Security Coordinator, additional stress counsellors are being recruited to enhance the ability of the organizations to respond to critical incidents. Four full-time stress counsellors have been authorized for the Office. These individuals work closely with the stress counsellors assigned to peacekeeping missions, UNHCR and the World Food Programme. In addition, UNICEF expects to recruit a stress counsellor to assist its staff members who are exposed to critical incidents. The increase in the number of stress counsellors in the United Nations system will permit a more effective response to the needs of staff.

## **H. Security collaboration between the United Nations and non-governmental organizations**

35. In recent years, intergovernmental and non-governmental organizations have increasingly been working in close cooperation with the agencies, programmes and funds of the United Nations system at many duty stations. The independence and diversity of mandates of these organizations may give them greater flexibility than the United Nations in certain circumstances but may in some cases leave them more vulnerable to insecurity. The relationship between these various actors, often in crisis situations, has serious security implications as the actions of one group may impact upon the operational security of another. In order to provide a framework for such relationships, a set of guidelines entitled United Nations/NGO Security Collaboration has been developed.

36. These guidelines, the result of extensive inter-agency consultation, outline the best practices for security collaboration between the United Nations, non-governmental organizations and intergovernmental organizations. The guideline is not legally binding but is to be implemented at the discretion of the designated official and security management team, who are responsible and accountable for all aspects of security management at the duty station. The guidelines, which provide for greater interaction, sharing of resources and training capacities, as well as promoting common security standards and ground rules, are consistent with efforts to reinforce the security management system and with the commitment of the United Nations and non-governmental organizations and intergovernmental organizations at Headquarters to firmly establish security as an integral aspect of operations.

## **V. Observations and recommendations**

**37. The goal of the United Nations security management system is to enable the effective and efficient conduct of United Nations activities while ensuring the security and safety of staff as a high priority. The initiatives undertaken during this past year represent a significant step in that direction. As a result of enhanced training and security management, as well as through the institution of initiatives such as the minimum operational security standards, fatalities among United Nations personnel appear to be decreasing. Although much still remains to be done to mitigate, reduce**

and manage threats and risks to United Nations personnel, I am optimistic that we are on the right track.

38. It is of great concern, however, that perpetrators of acts of violence seemingly operate with total impunity. According to information available, of the 214 deaths of United Nations staff, only 22 perpetrators have been apprehended for the deaths of 15 staff members. That is 7.1 per cent of the number of United Nations staff who have lost their lives. Of these, only nine perpetrators have actually been sentenced or, in one instance, executed. In many instances, the killers are known to the Member State involved, yet no action has been taken against them. Member States must take stronger action to ensure that the perpetrators of attacks against United Nations personnel are brought to justice. There is no doubt in my mind that the strongest deterrent to attacks on United Nations personnel is the swift application of justice by Member States, and I must once again call upon those States to take this responsibility seriously.

39. Despite efforts made at the field level to improve staff security through the implementation of minimum operational security standards, there are some instances where United Nations efforts are frustrated. For example, in some Member States, international organizations are not permitted to equip themselves with any form of communications equipment, despite the poor quality of local communications and the often difficult driving and road conditions. This remains a serious concern for the health and safety of staff members. I appeal to all Member States that have implemented such restrictions to lift them immediately in the interest of the safety and security of staff.

40. The implementation of preventive risk management is one of the most effective means of protecting staff. Through security and stress management training, staff members will become better informed and more security-conscious so that they may operate in hazardous areas more safely. This will enhance the ability of the organizations to fulfil their mandates. To this end I wish to reiterate my appeal to all Member States to contribute generously to the Trust Fund for the Security of Staff Members of the United Nations System to ensure the continuity of security and stress management training.

41. In conclusion, I am pleased that the steps taken thus far to reinforce the safety and security of United Nations staff have produced tangible results. I am confident that staff are now better prepared to face the insecurity that all too often accompanies human suffering. However, since I put forward my programme to reinforce staff security awareness two years ago, the threats that United Nations staff face have increased exponentially. Moreover, the nature of the threat has changed and has become more indiscriminate and difficult to predict. The situation is further compounded by the United Nations strong stand against terrorism, which underlines the need for additional reinforcement of the security management system. There is a critical need for an enhanced emergency response capacity, improved monitoring, and for more efficient, automated, information systems to cope with the influx of security-related information. With this in mind, I am asking the newly appointed United Nations Security Coordinator to prepare, in consultation with the agencies, programmes and funds of the United Nations system, a plan for the further reinforcement of the United Nations security management system, which I shall submit to the General Assembly in due course.

## Annex I

**Civilian personnel who have lost their lives during the reporting period (1 July 2001-30 June 2002)**

<i>Name</i>	<i>Nationality/agency</i>	<i>Date/place of incident</i>	<i>Cause</i>	<i>Legal action</i>
Lhomme, Jean-Pierre	France/UNDP	5 July 2001 Bangui	Gunshot	No
Bintu, Deo Bimenyimana	Democratic Republic of the Congo/MONUC	27 September 2001 Goma, Democratic Republic of the Congo	Gunshot wounds	No
Abrashkevich, Andrei	Russia/UNOMIG	8 October 2001 Kodori Valley, Georgia	Helicopter accident	Not available
Khvichia, Lali	Georgia/UNOMIG	8 October 2001 Kodori Valley, Georgia	Helicopter accident	Not available
Atanassov, Dimitar	Bulgaria/UNV	7 November 2001 Freetown	Helicopter accident	Not available
Manlan, Kassi	Côte d'Ivoire/ WHO	20 November 2001 Bujumbura	Assault with a deadly weapon	Yes
Berbati, Vlora	Kosovo/UNMIK	5 January 2002 Peja, Kosovo	Gunshot wounds	Yes
Ali, Hassan Sheikh	Somalia/UNICEF	25 February 2002 Mogadishu	Gunshot wounds	No
Salman, Bahjat	Iraq/UNOHCI	8 April 2002 Baghdad	Gunshot wounds	No
Aalimi, Shah Sayed	Afghanistan/FAO	10 April 2002 Mazar-i-Sharif, Afghanistan	Gunshot wounds	No

## Annex II

### **Consolidated list of staff members under arrest and detention or missing and with respect to whom the United Nations and the specialized agencies and related organizations have been unable to exercise fully their right to protection, as at 30 June 2002**

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Benoit Ndejeje	UNDP	Detained in Kigali since 11 November 1994.
Jean-Marc Ulimubenshi	UNHCR	Detained in Butare, Rwanda, since 15 November 1994.
Jean Chrisostome Muvunyi	UNHCR	Detained in Butare, Rwanda, since 9 January 1995.
Mathieu Nsengiyaremye	UNHCR	Detained in Cyangugu, Rwanda, since 12 February 1995.
Luc Birushya	UNDP	Detained in Kigali since 13 March 1995.
Fulgence Rukindo	Human Rights Field Operation in Rwanda	Detained in Kibuyu, Rwanda, since 17 June 1995.
Joseph Munyambonera	UNHCR	Detained in Kigali since 19 October 1995.
Andre Uwizeyimana	UNHCR	Detained in Butare, Rwanda, since 29 December 1995.
Victor Niyomubyeyi	UNHCR	Detained in Rwanda since October 1996.
J. Baptiste Sibomana	OHCHR field operation in Rwanda	Detained in Rwanda since March 1997.
Berhanu Gebremedhin	UNHCR	Detained in Addis Ababa since 24 June 1997.
Felicien Murenzi	UNHCR	Detained in Gitarama, Rwanda, since 3 July 1997.
Jean Bosco Nzarubara	UNHCR	Detained in Butare, Rwanda, since 12 October 1997.
Edison Ndagijimana	UNHCR	Detained in Ruhango, Rwanda, since 15 April 2001.
Khaled Salamer Al Jundi	UNRWA	Detained in the West Bank since 22 June 2001.
Muzammi Khan	UNHCR	Detained in Rawalpindi, Pakistan, since September 2001.
Nidal A/Fattah Nazzal	UNRWA	Detained in the West Bank since 17 October 2001.
Gertrude Nyamoya	WHO	Detained in Bujumbura since 21 December 2001.

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Nidal Abed Al Ahmar	UNRWA	Detained in the West Bank since 10 January 2002.
Jamal Ghabax	UNRWA	Detained in the West Bank since 8 February 2002.
Issa Ibrahim Ali Wadi	UNRWA	Detained in the West Bank since 4 April 2002.
Rashad Yousef Ibrahim Hamdan	UNRWA	Detained in the West Bank since 6 April 2002.
Asraf Abu Mu'Alah	UNRWA	Detained in the West Bank since 7 April 2002.
Tahir Mustafa	UNOCHA	Detained in Rawalpindi, Pakistan, since 9 April 2002.
Mohammad Awad Abu El Izz	UNRWA	Detained in the West Bank since 13 April 2002.
Azzem Atallah	UNRWA	Detained in the West Bank since 13 April 2002.
Shadi Fawzi Busbkar	UNRWA	Detained in the West Bank since 13 April 2002.
Thomas Kifle	UNHCR	Detained in Tesseney, Eritrea, since 16 April 2002.
Bassen Nabil Ibrahim Jarrar	UNRWA	Detained in the West Bank since 18 April 2002.
Nofal A/Hakim	UNRWA	Detained in the West Bank since 2 May 2002.
Ahmad Sweilem	UNRWA	Detained in the West Bank since 2 May 2002.
Khalil Badee	UNRWA	Detained in the West Bank since 16 May 2002.
Rami Jawabreh	UNRWA	Detained in the West Bank since 28 May 2002.
Zerrin Taimoor Ibrahim	UNHCR	Detained in Mosel, Iraq, since 1 June 2002.
Yase Ibrahim Hatab	UNRWA	Detained in the West Bank since 2 June 2002.
Jihad Mohamad Al-Saleh	UNRWA	Detained in Lebanon since 3 June 2002.
Abdoulaye Diallo	UNFPA	Detained in Côte d'Ivoire since 6 June 2002.
Isabelle Masika Diatsuka	WHO	Detained in Kigali since 17 June 2002.
Orlando Reyes	UNIKOM	Detained in Kuwait since 27 June 2002.



# General Assembly

Distr.: General  
5 September 2003

Original: English

---

## Fifty-eighth session

Item 41 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General\*\***

#### *Summary*

The General Assembly, in its resolution 57/155 of 16 December 2002, requested the Secretary-General to submit to it at its fifty-eighth session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution, including progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents involving United Nations and associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

The present report outlines the threats against the safety and security of United Nations personnel over the past year as well as an update on the implementation of initiatives approved during the fifty-sixth session of the General Assembly. Because those initiatives are to be implemented over the course of the biennium 2002-2003, the report is a progress report on actions that have already been taken and an indication of what remains to be done.

---

\* A/58/150.

\*\* The present report was delayed because of difficulties in obtaining accurate data regarding the status of detained staff members from United Nations agencies, programmes and funds.

## **I. Introduction**

1. In its resolution 57/155 of 16 December 2002, the General Assembly requested the Secretary-General to submit to it at its fifty-eighth session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution, including progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

2. The report has been prepared in consultation with the members of the United Nations System Chief Executives Board for Coordination and covers the period from 1 July 2002 to 30 June 2003.

## **II. Threats against United Nations personnel**

3. As reported in past years, United Nations personnel continue to face significant threats to their personal safety and security in all regions in which they operate, the most dangerous of which is physical violence directed against them. Aside from deaths due to illness or vehicle and aircraft accidents, 196 United Nations civilian staff members have been killed since 1992 as a result of malicious acts. Five of those deaths occurred during the reporting period, the majority of victims being Palestinians working for the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) (see annex I). (The figure of 196 deaths does not include uniformed peacekeepers. It also does not include 18 United Nations civilian staff members who have lost their lives since 1992 as a result of aircraft accidents due to technical problems. The losses resulting from the attack on the Canal Hotel in Baghdad on 19 August 2003 fall outside the reporting period.) A consolidated list of staff members who have lost their lives as a result of a malicious act, as well as an indication of the status of legal proceedings undertaken by the relevant Member State, is included in the report, entitled "Scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel" (A/58/187), which was submitted pursuant to General Assembly resolution 57/28.

4. The security of United Nations personnel continues to be compromised by numerous incidents of hostage-taking, kidnapping and sexual assault. In the past year seven incidents of hostage-taking and kidnapping occurred involving 14 United Nations personnel in the Democratic Republic of the Congo, Georgia, Nigeria, Pakistan and Somalia.

5. The most prevalent threats to the security of United Nations operations are physical attacks, robbery and theft. More than 258 incidents of assault on United Nations and non-governmental organization (NGO) personnel were reported during the period, including 69 in Afghanistan, 30 in Israel and the occupied Palestinian territory and 53 reported by the United Nations Interim Administration Mission in Kosovo. Harassment of United Nations personnel also continues to be widespread, with at least 168 such incidents reported during the past year.

6. The safety of United Nations and NGO operations was also affected by more than 30 reported bomb threats against field offices, all of which proved to be hoaxes. However, attacks on United Nations premises and properties in the field are a matter

of concern. During the reporting period there were approximately 270 violent attacks against United Nations and NGO compounds and convoys. In addition, at least 83 incursions into United Nations compounds were reported, although most were the result of non-violent political protests. More than 550 incidents of theft of office equipment, official vehicles, staff residences and personal belongings were reported. While theft most directly affects the quantity of material resources available to United Nations operations, it also has a significant impact on the personal safety and well-being of staff members and the integrity of United Nations field installations.

7. As the statistics clearly indicate, the safety and security of United Nations personnel continues to be threatened on an alarmingly frequent basis. Due to their heightened visibility as representatives of the international community, United Nations personnel are placed at substantial risk of being targeted by many diverse entities and individuals. In addition, because of the dangerous environments in which they work, which are often characterized by high rates of crime and unemployment, United Nations staff members often become the targets of street crime. The increased number of physical assaults, thefts, attacks, incursions, hostage-taking incidents and kidnappings reported during the past year speaks to these most disturbing trends. The nature of these attacks as well as the perception on the part of many staff members and their dependants that they are at risk has resulted in serious mental anguish. Therefore, the initiatives taken by the General Assembly in its resolution 56/217 of 21 December 2001 to reinforce the United Nations security management system assume even greater importance in the context of enabling the organizations of the United Nations system to perform their tasks in response to events wherever and whenever they may occur.

### **III. Arrest, detention and other restrictions**

8. The number of persons arrested, under detention or missing and with respect to whom the United Nations has been unable to exercise fully its right to protection declined slightly over the past year, from 39 to 34 cases. One case dates back to 1983, another to 1985, one to 1995 and another to 1997. A consolidated list of the staff members concerned is provided in annex II.

9. According to information provided by UNRWA, in the Gaza Strip a total of nine staff members were arrested and detained by the Palestinian Authority during the reporting period. Of those, seven were subsequently released. In the West Bank, the Israeli authorities detained 59 staff members, 23 of whom remained in detention at the end of the reporting period. Regrettably, UNRWA was not always provided with adequate or timely information by the relevant authorities on the reasons for the arrest or detention of its staff members. In the absence of such information, it was not possible to determine whether there were circumstances that would warrant the assertion by UNRWA of its right to functional immunity.

10. Throughout the reporting period, the United Nations community in Israel and the occupied Palestinian territory experienced considerable difficulty and delays due to the closure of access roads. United Nations vehicles were stopped at Israel Defense Forces checkpoints and roadblocks, often for very extended periods of time. While passing through the checkpoints, United Nations personnel were on occasion abused and even physically assaulted. There were many incursions by both the Israel

Defense Forces and the Palestinian Authority into UNRWA installations, resulting in substantial damage. UNRWA is particularly concerned at the number of incidents in which Israel Defense Forces operations were carried out in densely populated civilian areas, thereby causing an increasing number of incidental civilian injuries and fatalities, including the deaths of four UNRWA staff members and a school counsellor working under contract for the agency.

## **IV. Current security management system**

### **A. Arrangements at headquarters locations**

11. The strengthening of the Office of the United Nations Security Coordinator has substantially improved its ability to implement its mandate, including monitoring security arrangements, providing advice and tracking incidents. It has in particular been able to conduct a much wider range of missions designed to assist designated officials in carrying out their security tasks and in meeting accountability standards.

12. An important activity of the Office of the United Nations Security Coordinator is supporting the Inter-Agency Security Management Network, made up primarily of representatives of United Nations agencies, programmes and funds. Over the past year, the Network has focused its attention on detailed performance reviews as well as on a number of special projects aimed at validating and adjusting procedures and practices so as to implement fully the initiatives and objectives of the Secretary-General and the executive heads of agencies in reinforcing staff security and safety. Current matters under consideration by the Network and its working groups include further enhancement of security training, the application of minimum operating security standards in the field, air safety (with major inputs from the World Food Programme (WFP) and the International Civil Aviation Organization), communication compatibility in the field (proposed by the Office of the United Nations High Commissioner for Refugees (UNHCR) and WFP) and special security issues concerning women (with the particular involvement of the United Nations Children's Fund (UNICEF), WFP and the United Nations Development Programme). The Network is also examining means by which to validate security phases periodically in the light of any changes in threat or risk.

13. As part of the policy on accountability within the United Nations security management system, the Office of the United Nations Security Coordinator has conducted eight compliance and inspection missions over the past year to assist all those concerned in carrying out their responsibilities. The frequency of those missions increased after November 2002, when a full complement of Headquarters staff was on board. Twenty-two additional compliance and inspection missions are currently scheduled to be conducted before 31 December 2003. These inspections help to sensitize all field duty stations to the importance of full compliance with the minimum operating security standards.

14. Over the past year, security assessment missions have been conducted in eight countries, and eight field support missions (including the deployment of eight additional field security officers to Iraq when United Nations international personnel returned to the country) and one investigation have been carried out. The Office of the United Nations Security Coordinator assisted designated officials in managing seven hostage situations, two of which required the deployment of experienced

hostage negotiators from Headquarters to the field. Furthermore, it conducted a workshop in conjunction with the Department of Peacekeeping Operations focusing on the development of standing security operating procedures for peacekeeping missions.

15. As part of the effort to improve the collection and analysis of data pertaining to security incidents involving United Nations personnel, a computerized reporting system is being developed and is at an advanced stage. The United Nations security incident reporting system, which is intended to provide for direct input of data and information-sharing among the Office of the United Nations Security Coordinator, the headquarters of United Nations agencies and programmes and field offices, is expected to be operational in May 2004.

16. In an effort to convey security information in a consistent manner to all staff members of the United Nations system, Intranet and Extranet web sites of the Office of the United Nations Security Coordinator became operational in May 2003. The web sites provide contact information on all staff, the latest version of the travel advisory, details on the malicious acts insurance policy, advice on the post-exposure preventive treatment kit and programme for AIDS, the English- and French-language versions of the training CD-ROM entitled "Basic security in the field: staff safety, health and welfare", and a copy of the booklet entitled "Security in the field" in each of the six official United Nations languages.

17. The Office of the United Nations Security Coordinator continues to investigate the death or serious injury of all United Nations civilian personnel, other than those serving as members of peacekeeping missions, that are considered to have occurred under suspicious circumstances or as a result of a malicious act. Only one such investigation was required during the reporting period. The results of investigations continue to be provided to the appropriate Member States so as to assist them in discharging their responsibilities for the security of United Nations personnel.

## **B. Arrangements in the field**

18. Throughout the reporting period, United Nations agencies and programmes, as well as the Office of the United Nations Security Coordinator, have been actively recruiting, training and deploying skilled field security coordination officers and agency security officers. Emphasis has been placed on fully staffing those countries or regions where the safety and security of United Nations personnel is most at risk. There are currently 114 field security coordination officers (including 14 posts funded on an extrabudgetary basis) and 200 locally recruited support staff deployed throughout the world to assist 150 designated officials and the security management teams of senior representatives of United Nations agencies and programmes. A similar number of security officers are deployed in the field by United Nations agencies and programmes. These well-qualified officers continually assess threats and risks and conduct security briefings and training sessions, enormously strengthening security awareness and readiness. Due to limitations in their number, some field security coordination officers are responsible for several duty stations in a particular region.

19. To facilitate a consistent standard of staffing within the overall United Nations field security management system, United Nations agencies and programmes, as well as the Department of Peacekeeping Operations, have sought the advice of the

Office of the United Nations Security Coordinator advice on over 300 candidates for security posts. At its meeting in Vienna in July 2003, the Inter-Agency Security Management Network working group on security further requested the Office of the Security Coordinator to continue developing a roster of potential field security officers and to consider the possible use of donor funding in order to develop a more elaborate methodology for assessing competency in recruitment and selection.

20. Because crises are often rapid in onset and unpredictable, it will always be difficult to respond to new field security needs within the resources available under the regular budget. The Office of the United Nations Security Coordinator, working in close consultation with United Nations agencies and programmes as well as with designated officials, determines where and how extrabudgetary contributions made to the Trust Fund for Security of Staff Members of the United Nations System might be used most effectively.

21. In the past year, the Trust Fund has been used to fund training activities and to enable the United Nations to provide increased security coverage at short notice in areas of increased risk. Most recently, the Trust Fund has financed the establishment of a United Nations security operations information centre in Iraq, as well as the short-term recruitment of a number of additional field security officers, including communication equipment, vehicles and associated local support. Similar urgent, non-forecast and presumably temporary measures may become necessary in other countries.

22. As occurred in June and July in Liberia, the need to evacuate United Nations personnel can arise suddenly and with very little notice, which tested the viability of the existing arrangements and exposed inherent weaknesses in them. Further consideration is therefore being given to augmenting existing security and evacuation arrangements, including the establishment of standby arrangements with national authorities for use of their civil and military resources for such purposes.

23. As at 31 July 2003, contributions to the Trust Fund totalling about \$1.27 million had been received from the following Member States: Monaco (\$10,000), Netherlands (\$495,000), Poland (\$10,000), United Kingdom of Great Britain and Northern Ireland (\$449,000) and United States of America (\$303,000).

24. Apart from the above-mentioned direct contributions to the Trust Fund, additional funds totalling about \$4 million were generated by the following Member States through United Nations consolidated appeals: Canada (\$980,000), Netherlands (\$919,000), Sweden (\$703,000) and United Kingdom of Great Britain and Northern Ireland (\$1,436,000). Some funds obtained from consolidated appeals are utilized to deploy additional field security officers to meet minimum operating security standards. The Office of the United Nations Security Coordinator coordinates with the implementing partners to ensure that funds are utilized expeditiously.

## **V. Accountability**

25. The Secretary-General submitted to the General Assembly at its fifty-seventh session a report entitled "Inter-organizational security measures: framework for accountability for the United Nations field security management system" (A/57/365), as requested in section VIII of Assembly resolution 56/255 of

24 December 2001. The report, which was prepared by a working group of the Inter-Agency Security Management Network and approved by the Chief Executives Board, identifies all actors of the United Nations security management system, outlines the responsibilities of each and sets out a number of mechanisms to ensure accountability.

26. The Inter-Agency Security Management Network has subsequently encouraged all concerned to ensure that the roles and responsibilities set out in the accountability framework are reflected in job descriptions, terms of reference and performance appraisals. Most United Nations agencies and programmes have prepared specific security policy statements along the lines of those set out in the accountability framework. Agencies are now submitting these policy statements to their governing bodies as required. The Network has also reviewed and approved a common checklist for use by the Office of the United Nations Security Coordinator in conducting and reporting on compliance visits.

27. A Secretary-General's bulletin defining the functions, structure and organization of the Office of the United Nations Security Coordinator (see *ibid.*, para. 6) will be finalized in consultation with all concerned, including the Department of Peacekeeping Operations.

## **VI. Minimum operating security standards**

28. Over the past year, United Nations agencies and programmes, working with the Office of the United Nations Security Coordinator and designated officials, have continued their efforts to reduce the level of risk to which United Nations personnel are exposed. The emphasis placed on implementing the minimum operating security standards, which are verifiable standards for security planning, training, telecommunications and equipment that correspond to assessed threats and risks, has served to improve readiness, enhance awareness, reinforce accountability and reduce exposure among United Nations staff members worldwide. Of the 150 duty stations, 90 per cent are now reporting either full or partial compliance with the standards.

29. Some United Nations agencies and programmes were more prepared than others at the inception of the minimum operating security standards, and several required additional time to marshal the resources needed for full compliance. The Office of the United Nations Security Coordinator and designated officials will continue to work closely with those United Nations agencies and programmes encountering difficulties so as to ensure that any remaining shortcomings are prioritized and addressed as quickly as possible.

30. To facilitate implementation of the minimum operating security standards, the Office of the Security Coordinator has conducted eight formal compliance missions since January 2003, with 22 more scheduled to take place by year's end. These missions are actively tracked by the Inter-Agency Security Management Network and the concerned United Nations agencies and programmes and have benefited from the full and willing cooperation in the field by designated officials and their colleagues.

31. Shortages of telecommunication equipment due to the failure by some Governments to provide import clearances continue to frustrate the implementation

of the minimum operating security standards in some countries. This remains a serious concern for the health and safety of staff members.

## **VII. Security training programmes**

32. In order to ensure that all security personnel are properly briefed before their deployment, over the past year a three-day orientation and training programme for all newly recruited field security coordination officers has been developed. The Office of the United Nations Security Coordinator has also provided 12 training sessions to designated officials and members of security management teams. An additional 40 duty stations are scheduled to receive training by 31 December 2003. Two regional workshops were organized where security officers received updates and continuity training and exchanged information on risks, threats and new techniques. Two additional regional workshops are planned to take place before 1 November 2003.

33. The Office of the United Nations Security Coordinator continues to service United Nations agencies and programmes, as well as other departments and offices of the Secretariat, by conducting or participating in security training. During the reporting period, 10 such training programmes were carried out, involving the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Refugees, the United Nations Volunteers, the World Health Organization, and the United Nations Staff College. In November 2002, the United Nations Security Coordinator participated in a workshop of humanitarian coordinators sponsored by the Office for the Coordination of Humanitarian Affairs.

34. An initiative developed by the Office for the Coordination of Humanitarian Affairs and the Office of the United Nations Security Coordinator to provide country-specific security training for humanitarian staff working in high-risk areas was completed during the past year. Related training-of-trainers workshops were conducted in Nairobi in June 2003.

35. Joint efforts are continuing to bring security awareness training directly to all civilian staff members of the United Nations system. An interactive CD-ROM course entitled "Basic security in the field: staff safety, health and welfare" has been developed as a collaborative effort by the Office of the United Nations Security Coordinator, UNHCR and other United Nations agencies and programmes, and is available in English and French. Approximately 6,000 copies were distributed to United Nations agencies, programmes and funds for further distribution to their respective staff. The CD-ROM has also been installed on the Intranet and Extranet web sites of the Office of the Security Coordinator, which allows staff members with computer access to complete the course at home or from their workplace. Thanks to a contribution by the Government of Japan to the Trust Fund, Arabic and Spanish versions of the CD-ROM are being produced and should be available by the end of 2003. The response from staff regarding the course has been extremely positive.

36. In response to a further proposal by the Inter-Agency Security Management Network, a second CD-ROM course focusing on enhancing the security skills of staff operating "deep" in the field is being developed. This programme will contain expanded material on communication, first aid, methods of dealing with military or militia forces and child soldiers and other pertinent topics.

## **VIII. Stress management**

37. The psycho-social well-being of staff members who serve in the field continues to be a matter of paramount concern among all components of the United Nations security management system. A great deal of emphasis is being placed on providing both preventive training and relief. In response to practical concerns raised from the field, the stress management programme over the past year has been broadened to encompass various issues of importance to staff. Examples include anger management, conflict resolution, team-building, loss and grief, communication skills and substance abuse disorders. The stress counselling unit of the Office of the United Nations Security Coordinator is currently developing a needs-assessment questionnaire in order to identify and meet more systematically the welfare needs of staff in the field. A monitoring evaluation procedure is also being developed in order to determine the effectiveness and relevance of the programmes conducted by the stress counselling unit, as well as the adequacy of the services it delivers.

38. Staff counselling and traumatic incident stress management call for early response, concerted action and good inter-agency communication. In order to achieve those goals, three mental health professionals have been recruited over the past 12 months to reinforce the stress counselling unit. This brings the total number of available staff counsellors to four, making the unit now fully operational.

39. The stress counselling unit works in close cooperation with staff counsellors assigned to peacekeeping missions and to United Nations agencies and programmes, including UNHCR, WFP and UNICEF. The unit addresses any mental health-related issues and responds to traumatic incidents system-wide. The increased number of counsellors available to the United Nations system will provide a more professional and comprehensive approach to traumatic stress management, as well as an integrated response to staff needs. In view of its central role in the health, productivity and morale of staff in the field, many of whom work under enormous pressure and risk, the adequacy of the stress management programme will be kept under constant review.

## **IX. Security collaboration between the United Nations and non-governmental organizations**

40. Throughout the past year, the degree of collaboration on security management between the United Nations, non-governmental organizations and intergovernmental organizations has increased significantly. On 19 August 2002, the Office of the United Nations Security Coordinator issued a set of guidelines entitled "United Nations/NGO security collaboration", designed to provide for greater interaction, sharing of resources and training capacity and to promote common security interests and ground rules for those United Nations agencies, programmes and funds which are working in association with non-governmental and intergovernmental organizations. Since the distribution of those guidelines, the awareness on the part of security management teams of the need to work more closely with non-governmental and intergovernmental organizations at their duty stations has risen greatly. During the reporting period the level of collaboration, support and liaison of field security coordination officers with both non-governmental and

intergovernmental organizations increased markedly. In Iraq, for example, the United Nations security information operations centre provides up-to-date security information and advice to the NGO community. Members of NGOs meet regularly with designated officials and field security coordination officers and attend security awareness training sessions and briefings in a variety of other countries. These activities firmly establish security as an integral aspect of NGO programmes and reduce the security risks and threats they face.

## **X. Observations and recommendations**

**41. While many factors outside the control of the Organization will continue to influence the level of threats and risk to United Nations personnel, the fact that fatalities have decreased significantly over the past years gives cause for optimism that efforts under way to strengthen the United Nations security management system are on the right track. Continued emphasis on the implementation of the minimum operating security standards and an expansion of the scope of security and stress management training will serve to further reduce risks.**

**42. Notwithstanding the best efforts of the United Nations, there are instances in which the efforts of the Organization are being frustrated. For example, in some countries international organizations continue to encounter difficulty obtaining permission to import communication equipment. This remains a serious concern for the health and safety of staff members and the Secretary-General appeals to all Member States that have implemented such restrictions to lift them immediately in the interest of the safety and security of staff.**

**43. The implementation of preventive risk management continues to be one of the most effective means of protecting staff. As a result of security and stress management training, staff members are better informed and more security-conscious, which allows them to more safely fulfil their mandates in hazardous areas. To that end, the Secretary-General reiterates his appeal to all Member States to contribute generously to the Trust Fund for the Security of Staff Members of the United Nations System so as to ensure the continuity of the security and stress management training programmes.**

**44. Although staff are certainly better prepared to operate amid the risks that often accompany human suffering, the number of security incidents taking place and their associated costs remain far too high. In addition to the considerable trauma that is often inflicted on United Nations staff members as a result of such incidents, it is the most vulnerable populations in the affected areas who pay the highest price due to the reduced effectiveness — and in extreme cases the absence — of a United Nations presence. Accordingly, the Secretary-General will continue to seek all means possible to enhance the effectiveness of the United Nations security management system, paying particular attention to identifying and closing gaps in coverage as well as to ensuring that policies, procedures and resource allocations are kept constantly in line with risks and threats, which are in themselves unpredictable, indiscriminate and constantly changing.**

**45. Of the 196 deaths of United Nations civilian staff due to malicious acts prior to 30 June 2003, only 24 perpetrators have been apprehended. The**

Secretary-General is dismayed that there has often been unwillingness to provide timely information in the event of the arrest or detention of locally recruited United Nations personnel and that very few countries have investigated fully attacks or threats against international and locally recruited United Nations and associated staff members or held perpetrators accountable under international and national law. While the United Nations will continue to enhance the security management system for the benefit of its personnel, it must be constantly borne in mind that host Governments have the primary responsibility for the security of United Nations and other humanitarian personnel.

46. In paragraph 25 of its resolution 57/155, the General Assembly recognized the need for a strengthened and unified security management system for the United Nations, at both the headquarters and the field levels, and requested the United Nations system, as well as Member States, to take all appropriate measures to that end. The Secretary-General advises the Assembly that an evaluation of all aspects of the United Nations security management system has been undertaken. The findings of this evaluation are being reviewed and will form the basis of a separate report which will be submitted in due course.

## Annex I

### Civilian personnel who have lost their lives during the reporting period (1 July 2002-30 June 2003)

<i>Name</i>	<i>Nationality/agency</i>	<i>Date/place of incident</i>	<i>Cause</i>	<i>Legal action</i>
Hook, Iain	United Kingdom/UNRWA (Department for International Development consultant)	22 November 2002/Jenin Camp, West Bank	Gunshot	No
Al-Tahrawi, Osama Hasan	Palestine/UNRWA	6 December 2002/Bureij Camp, Gaza Strip	Explosion	No
Qandil, Ahlam Rizig	Palestine/UNRWA	6 December 2002/Bureij Camp, Gaza Strip	Gunshot	No
Asleibi, Majed Hussein	Palestine/UNRWA	7 February 2003/Khan Younis Refugee Camp	Explosion	No
Nzelenga, Prosper	Democratic Republic of the Congo/UNDP	6 June 2003/Kinshasa	Gunshot	No

## Annex II

### **Consolidated list of staff members under arrest, detained or missing and with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection (as at 31 May 2003)**

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Ahman, Mahmoud Hussein	UNRWA	Missing in Lebanon since 22 March 1983; reportedly detained by militias or unknown elements.
Collet, Alec	UNRWA	Detained in Lebanon by militias or unknown elements since 25 March 1985.
Rukindo, Fulgence	Human rights field operation in Rwanda	Detained in Kibuyu, Rwanda, since 17 June 1995.
Sibomana, J. Baptiste	Human rights field operation in Rwanda	Detained in Rwanda since March 1997.
Salamer Al Jundi, Khaled	UNRWA	Detained in the West Bank since 22 June 2001.
Nyamoya, Gertrude	WHO	Detained in Bujumbura, Burundi, since 21 December 2001.
Abed El-Ahmar, Nidal	UNRWA	Detained in the West Bank since 10 January 2002.
Ghabax, Jamal	UNRWA	Detained in the West Bank since 8 February 2002.
Atallah, Azzem	UNRWA	Detained in the West Bank since 13 April 2002.
Busbkar, Shadi Fawzi	UNRWA	Detained in the West Bank since 13 April 2002.
Badee, Khalil	UNRWA	Detained in the West Bank since 16 May 2002.
Jawabreh, Rami	UNRWA	Detained in the West Bank since 28 May 2002.
Diatsuka, Isabelle Masika	WHO	Detained in Kigali then in Bukavu, Democratic Republic of Congo, since 17 June 2002.
Ighbariyeh, Mohammad	UNRWA	Detained in the West Bank since 19 June 2002.
Khaled, Rida	UNRWA	Detained in the West Bank since 3 August 2002.
Atallah, Nahed	UNRWA	Detained in the Gaza Strip since 14 August 2002.
Hashhash, Ibraim Abu	UNRWA	Detained in the West Bank since 3 September 2002.
Latifah, Mohammad Abu	UNRWA	Detained in the West Bank since 23 September 2002.
Zahran, Raed	UNRWA	Detained in the West Bank since 25 September 2002.
Daoud, Nidal	UNRWA	Detained in the West Bank since 25 September 2002.

---

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Ataya, Ammer	UNRWA	Detained in the West Bank since 3 October 2002.
Aqel, Ziyad	UNRWA	Detained in the Gaza Strip since 9 October 2002.
Rabee, Iyad	UNRWA	Detained in the West Bank since 10 October 2002.
Itwel, Mohammad	UNRWA	Detained in the West Bank since 13 November 2002.
Raei, Aref Al	UNRWA	Detained in the West Bank since 20 November 2002.
Joudah, Emad	UNRWA	Detained in the West Bank since 22 November 2002.
Khatib, Mohammad Al	UNRWA	Detained in the West Bank since 28 January 2003.
Fayyad, Ibrahim	UNRWA	Detained in the West Bank since 17 February 2003.
Hroub, Maher Al	UNRWA	Detained in the West Bank since 24 March 2003.
Weres, Tesfalem	UNHCR	Detained in Asmara, since 4 April 2003.
El-Qeeq, Mansour	UNRWA	Detained in the Gaza Strip since 11 April 2003.
Tawil, Islam Reyad	UNRWA	Detained in the West Bank since 29 April 2003.
Abdulkadir, Amir	UNHCR	Detained in Tesseney, Eritrea, since 16 May 2003.
Al Wehaidi, Ammar	UNRWA	Detained in the West Bank since 10 June 2003.

---



# General Assembly

Distr.: General  
3 September 2004

Original: English

---

## Fifty-ninth session

Item 40 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General\*\***

#### *Summary*

The General Assembly, in its resolution 58/122 of 17 December 2003, requested the Secretary-General to submit to it at its fifty-ninth session a comprehensive and updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of that resolution, including the progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents that involved United Nations and its associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

The present report outlines the threats against the safety and security of United Nations personnel over the past year as well as provides an update on the implementation of the initiatives approved during the fifty-eighth session of the General Assembly. As these initiatives are being implemented over the course of the entire biennium 2003-2004, this report constitutes a progress report on actions that have already been taken and an indication of what remains to be done.

---

\* A/59/150.

\*\* The present report was delayed owing to the need to await contributions from other offices.

## Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Introduction . . . . .	1–2	3
II. Threats against United Nations personnel . . . . .	3–8	3
III. Arrest, detention and other restrictions . . . . .	9	5
IV. Current security management system . . . . .	10–23	5
V. Accountability . . . . .	24–25	8
VI. Minimum Operating Security Standards . . . . .	26–28	9
VII. Security training programme . . . . .	29–34	9
VIII. Stress management . . . . .	35–37	11
IX. Security collaboration between the United Nations system and non-governmental organizations . . . . .	38–42	11
X. Observations and recommendations . . . . .	43–48	13
 Annexes		
I. Civilian personnel who have lost their lives during the reporting period (1 July 2003–30 June 2004) . . . . .		15
II. Consolidated list of staff members under arrest, detained or missing and with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection (as at 30 June 2004) . . . . .		17

## **I. Introduction**

1. In its resolution 58/122 of 17 December 2003, the General Assembly requested the Secretary-General to submit to the Assembly at its fifty-ninth session a comprehensive and updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of that resolution, including the progress made by the Secretary-General in pursuing accountability and assessing responsibility for all individual security incidents that involved United Nations and its associated personnel at all levels throughout the United Nations system, as well as an account of the measures taken by Governments and the United Nations to prevent and respond to such incidents.

2. The present report has been prepared in consultation with the members of the United Nations System Chief Executives Board for Coordination (CEB) and covers the period from 1 July 2003 to 30 June 2004.

## **II. Threats against United Nations personnel**

3. Throughout the reporting period, United Nations personnel in a wide range of field operations continued to be subjected to threats such as hostage-taking, physical assault, robbery, theft, harassment and lengthy detention, as described in previous reports. In addition, a new and particularly devastating threat of directly targeted attack came to the fore in the explosion at the United Nations headquarters in Baghdad on 19 August 2003, resulting in the death of 16 United Nations staff members and injury to more than 150.

4. The outline of events prior to, during and subsequent to the attack of 19 August 2003 are set out in the report of the Secretary-General (S/2003/1149) of 5 December 2003 pursuant to paragraph 24 of Security Council resolution 1483 (2003) and paragraph 12 of Council resolution 1511 (2003). While the attack in September 2003 against the same facility resulted in no deaths or injuries among United Nations personnel, a number of Iraqi police were killed and wounded and the implacable hostility of the assailants was confirmed. Subsequent attacks include the assault by explosive device against the Baghdad offices of the International Committee of the Red Cross, the intimidation of locally recruited United Nations staff members in Iraq, including 2 murders, and the killing of 29 members of various non-governmental organizations in Afghanistan. Repeated threats against the Organization through web sites and other publicized statements by a number of hostile elements demonstrate the virulence, lethality and considerable geographical scope of an ongoing potential of direct attack against the Organization, its activities and its staff members.

5. As reported in past years, United Nations personnel continue to face ongoing threats to their personal safety and security in all regions in which they operate, the most dangerous of which is physical violence directed against them. Aside from deaths due to illness or vehicle and aircraft accidents, there have been 218 United Nations civilian staff members killed since 1992 as a result of malicious acts. Twenty-two of those deaths occurred during this reporting period, the majority of the dead being victims of the bomb attack on the United Nations headquarters in Baghdad (see annex I). The figure of 218 deaths does not include uniformed

peacekeepers, nor does it include the 20 United Nations civilian staff members who have lost their lives since 1992 as result of aircraft accidents due to technical problems. A consolidated list of staff who have lost their lives as result of a malicious act, as well as an indication of the status of legal proceedings undertaken by the relevant Member State, is included in the report of the Ad Hoc Committee on the Scope of Legal Protection under the Convention on the Safety of United Nations and Associated Personnel, 12-16 April 2004,<sup>1</sup> which has been submitted to the General Assembly at its fifty-ninth session pursuant to Assembly resolution 58/82 of 9 December 2003.

6. The most prevalent threats to the security of United Nations operations are physical attacks, robbery and theft. More than 120 incidents of assault, including 10 cases of rape or sexual assault, on personnel of the United Nations were recorded during the reporting period. The United Nations also received reports of 428 violent assaults directed towards non-United Nations entities, including the International Committee of the Red Cross, and national and international non-governmental organizations during this same period. Harassment of United Nations personnel continues to be widespread with at least 139 incidents during the period at checkpoints or against convoys or other activities. There were also two serious incidents of kidnapping of United Nations staff, both of which occurred in Somalia.

7. There were four bomb threats against field offices in Ethiopia, Georgia, Guatemala and Pakistan, a significant reduction from the previous reporting period. However, attacks on United Nations premises and properties in the field are an increasing matter of concern. During the reporting period, there were seven violent attacks against United Nations compounds and convoys, which occurred in Iraq (two), Ethiopia, Indonesia, Pakistan, the Democratic Republic of the Congo and Afghanistan. There were 52 reported forceful incursions into United Nations compounds, although many were a result of political protests. More than 1,256 incidents of theft involving office equipment, official vehicles, staff residences and personal belongings were reported. While theft most directly affects the quantity of material resources available for United Nations operations, it also has a significant impact on the personal safety and well-being of staff members and on the integrity of United Nations field installations.

8. As the statistics clearly indicate, the safety and security of United Nations personnel continue to be threatened on an alarmingly frequent basis. Owing to their heightened visibility as representatives of the international community, United Nations personnel are at substantial risk of being targeted by many diverse entities and individuals. As the environments in which the United Nations carries out its field activities are often characterized by high rates of unemployment, weakened institutions, and other socio-economic stress, staff members often become the targets of street crime, home invasion, or disgruntled leaders, groups or individuals. The increased number of physical assaults, thefts, incursions, kidnappings and hostage-taking incidents reported during the last year underscores this disturbing trend. The immediate impact of these attacks, as well as the perception on the part of many staff members and their dependants that they are at risk, has resulted in considerable job and personal stress. Therefore, the initiatives taken by the General Assembly in its resolution 58/295 of 18 June 2004 on strengthening the security and safety of United Nations operations, staff and premises, in response to an initial set of proposals by the Secretary-General, are an important step forward in an ongoing

programme to address a changing and far more threatening security environment at both headquarters and field locations.

### **III. Arrest, detention and other restrictions**

9. The number of persons arrested, under detention or missing and with respect to whom the United Nations has been unable to exercise its right to protection decreased from 34 cases last year to 26: 20 United Nations staff members remain in detention in Israel (19 in the West Bank and 1 in Gaza), and 2 are being held in both Lebanon and Rwanda, while the remaining 2 staff are being held or are missing in Eritrea. A consolidated list of concerned staff members is provided in annex II.

### **IV. Current security management system**

10. In paragraph 25 of its resolution 57/155 of 16 December 2002, the General Assembly recognized the need for a strengthened and unified security management system for the United Nations at both the headquarters and field levels, and requested the United Nations system, as well as Member States, to take all appropriate measures to that end. In early August 2003, an evaluation of all aspects of the United Nations security management system was completed and presented to a steering group led by the Deputy Secretary-General. The findings and recommendations of this evaluation, along with those of subsequent internal and external investigations into the attack of 19 August 2003, were collated for action through a number of immediate and longer-range "change management" initiatives to improve United Nations security management.

11. Immediate actions completed at Headquarters during the reporting period include developing and promulgating an enhanced standardized procedure for conducting threat and risk assessments of United Nations locations and activities in the field; upgrading Minimum Operating Security Standards (MOSS) to cater to the risks, as identified, of direct attack by explosive device or other means; dispatch of 19 support missions of the Office of the United Nations Security Coordinator (UNSECOORD) to countries of particular concern; the elaboration by the Office and the Department of Peacekeeping Operations of the United Nations Secretariat of specific security measures, including country-specific Minimum Operating Security Standards, special security structures, and rigorous controls on staff numbers, visits and travel, to address the particularly high risks encountered in Iraq and Afghanistan; concepts for a lighter international footprint for humanitarian and other United Nations activities in high-risk areas; a study of crisis management lessons arising out of the management at headquarters of the attack of 19 August 2003; and a request to the General Assembly in May 2004 for additional resources to fulfil immediate needs for security personnel and facilities protection at headquarters and field locations.

12. To address expeditiously and in a comprehensive and integrated manner the issue of longer-term concepts and requirements for the entire United Nations, a separate report proposing a unified and strengthened United Nations security management system will be submitted to the General Assembly during its fifty-ninth session.

13. Aside from providing immediate and longer-term responses to the very serious security conditions and incidents of the last year, particularly in Iraq and Afghanistan, a vital ongoing function of the Office of the United Nations Security Coordinator is supporting the Inter-Agency Security Management Network (IASMN). The Network held its annual meeting in Rome in May 2004. The meeting addressed a range of security-related issues. Notable progress on medical standards and plans for an enhanced medical system to respond to critical incidents, in coordination with the medical directors of the United Nations system, as well as advances in the area of aviation safety, was reported.

14. Other important outcomes include the endorsement by the Inter-Agency Security Management Network of the risk management model, and a recommendation for its immediate adoption as a tool to enable the articulation of security risks at the local, regional and headquarters levels. Taking into consideration inputs from the Working Group on the Scope of Legal Protection under the Convention on the Safety of United Nations and Associated Personnel over the past year, and the findings of an external evaluation of the Minimum Operating Security Standards, the Network also adopted the upgraded Standards for promulgation to the field, in order to assist each United Nations country team and operation in developing country-specific Standards requirements. It also recommended that a dedicated unit within the Office of the United Nations Security Coordinator, given available resources, be established to ensure a consistent approach to compliance. These and other recommendations will be presented for adoption at the next session of the High-level Committee on Management.

15. Over the reporting period, the Office of the United Nations Security Coordinator provided technical support and assistance to the Department of Peacekeeping Operations including the conduct of two week-long training sessions for security officers of different United Nations peacekeeping missions worldwide. The Office also assisted the Department of Peacekeeping Operations in the preparation and revision of a number of internal security management policies, procedures, and training manuals, as well as in the selection of security officers, in the planning for new missions in the Sudan and Burundi, and in the completion of security assessments and reviews for the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) and the United Nations Interim Administration Mission in Kosovo (UNMIK).

16. Some progress can be reported on the use of technology to improve security management. Although the development and implementation of the United Nations Security Incident Reporting System (SIRS), reported last year, have taken longer than predicted, the System is now expected to be operational in January 2005. The System will serve as the central repository of information on security incidents in country locations, enabling field security coordination officers, security focal points and other authorized persons to access critical security incident information that will permit identification and analysis of developing threats and trends. In addition, work is under way to develop a computerized global security clearance system for travel of United Nations personnel system-wide.

17. The web site of the Office of the United Nations Security Coordinator, hosted by the United Nations Extranet as a repository of monthly travel advisories and the latest security phase changes, has been operational since May 2003. This information, which is available to all United Nations organizations, programmes and

funds, provides relevant travel information, as well as contact details for the Designated Official and other security personnel in the country of destination.

18. Throughout the reporting period, United Nations organizations, programmes and funds, as well as the Office of the United Nations Security Coordinator, have actively recruited, trained and deployed skilled field security coordination officers and agency field security advisers. There are currently 129 field security coordination officers (including 29 funded through extrabudgetary resources) and 258 locally recruited support staff deployed throughout the world to support 155 Designated Officials for security and their Security Management Teams, comprising senior representatives of United Nations organizations, programmes and funds. The current disposition of security personnel is inadequate with respect to discharging the required range of functions, often across large distances and many programmes and activities. It also does not provide any elasticity through which the Office may temporarily reassign security officers to respond to short-notice emergencies, such as the Afghanistan elections or the Darfur humanitarian crisis, in advance of funding, recruiting and deploying additional staff for the longer term. The lack of flexibility in the current field force of the Office was evident over the last year when needs in Afghanistan and Iraq could be addressed only at the expense of pressing ongoing requirements in Somalia, the Sudan and elsewhere.

19. In assessing the likely prevalence elsewhere in the world of threats similar to those that had surfaced in Iraq on 19 August 2003, the Office of the United Nations Security Coordinator recognized the need to enhance the ability of Designated Officials and security officers to identify, assess and articulate risk, and to devise practicable countermeasures using a standardized cost-benefit-based approach. Together with the Department of Peacekeeping Operations, the Office has developed a Security Risk Management model, which enables the organization to articulate security risk at all levels, and allows non-security staff to better understand, and to actively contribute to the development, of risk assessments and other security issues. A prominent feature of the Security Risk Management model is its inclusion of, and emphasis on, the programmatic, humanitarian and political mandates of the concerned United Nations organizations, funds and programmes in relation to the acceptance of risk. Designated Officials, as well as programme officers, at the regional and area level, have provided supportive feedback on the model, as it encourages, and requires, them to actively participate in security risk assessments in their area of operations.

20. Use of the Security Risk Management model as a basis for collective analysis, decision-making and resource programming has contributed significantly to consensus-building and a more powerful participative culture of security awareness. It is now a key component of security training, as well as of Office of the United Nations Security Coordinator assistance visits and associated dialogue with Security Management Teams. In that regard, a formal manual is contemplated for 2005.

21. Security is an essential precondition to the delivery of humanitarian assistance in many areas of conflict and open warfare, and thus forms an integral component of the United Nations Consolidated Appeals Process. The current reporting period saw a marked increase in the risks faced by humanitarian workers and operations, particularly in Afghanistan, Iraq and the Democratic Republic of the Congo, where relief workers have been directly targeted. Although staff and operations face increased security threats in the field, donor contributions in support of mission-

related security requirements set out in the 2004 consolidated appeals totalled only slightly over \$4.0 million, representing 27 per cent of the overall need, as of 27 July 2004. However, donors contributed over \$6.0 million for special security requirements for United Nations operations in Iraq, outside of the Consolidated Appeals Process.

22. While the security sector for Iraq was fully funded, many less prominent emergencies experienced a lack of security personnel, resources and assets. In Somalia, the establishment of a critical security communications network intended to strengthen safety and promote coordination between the United Nations and other aid organizations was deferred due to lack of resources. Similarly, a proposal for an additional United Nations security office in Ambon, Indonesia, made well before the recent upsurge of violence in the area, failed to attract donor support, thus severely limiting safe humanitarian access. It is essential that there be sufficient resources to manage security for humanitarian operations so as not to limit the effectiveness of humanitarian and human rights activities.

23. Because humanitarian crises and other United Nations undertakings in high-risk areas are often unpredictable in terms of both onset and duration, the requirement for extrabudgetary donor funding of security arrangements will continue to one extent or another, notwithstanding the intention of the Secretariat to seek from the General Assembly an enhanced elasticity and emergency response capacity within an enlarged cadre of regular field security coordination officers. In that connection, contributions from Poland and Monaco to the Trust Fund for Security Staff Members of the United Nations System totalled \$20,000 during the reporting period.

## **V. Accountability**

24. The accountability of all actors within the United Nations field security management system continues to be governed by the report of the Secretary-General entitled "Inter-organizational security measures: framework for accountability for the United Nations field security management system" (A/57/365), as requested in section VIII of General Assembly resolution 56/255 of 24 December 2001. The Inter-Agency Security Management Network continues to encourage all concerned to ensure that roles and responsibilities are reflected, as a matter of course, in job descriptions, terms of reference, and performance appraisals. United Nations organizations and programmes have continued to submit policy statements, modelled on the accountability framework, to their governing bodies as required. The Office of the United Nations Security Coordinator has also applied a common checklist in conducting and reporting on the 21 compliance and inspection missions undertaken during the reporting period. The Department of Peacekeeping Operations and the Office have also conducted joint security assessment missions, and arrived at integrated security management structures, for Iraq and Afghanistan in view of the very high risks to the collective United Nations presence and activities in both countries.

25. On 29 March 2004, the Secretary-General announced a series of disciplinary measures following the release of a critical report by a panel that had identified institutional and individual failures in assessing the security situation in Baghdad prior to the attack of 19 August 2003. The Secretary-General regretted the failures

identified by the Panel and expressed his determination to take all corrective measures, within his authority, to enhance the safety and security of all United Nations staff, especially those deployed in dangerous conflict areas. In this respect, the United Nations continues to follow up with the relevant authorities in Iraq to ensure that this tragic incident is investigated fully and that the perpetrators are brought to justice.

## **VI. Minimum Operating Security Standards**

26. The Minimum Operating Security Standards have been fully embraced, as well as recognized by the United Nations organizations, programmes, and funds, as an enabling mechanism to mitigate threats to staff members operating in high-risk areas. In addition, at the field level, there is a growing appreciation by staff members of the fact that the practical application of the Standards is serving to reduce significantly their vulnerability, to the extent that field staff are now beginning to take ownership of the Standards, which has in turn, resulted in increased observance and adherence. Nearly 95 per cent of all 150 duty stations are reporting either full or partial Standards compliance. In addition, duty stations have established implementation plans, including budget and resource allocations, to ensure future and continued adherence. Only 5 per cent have yet to report and they are currently the subject of active monitoring. As result of the intensive application of the Standards, Designated Officials and Security Management Teams have an increased awareness of their security responsibilities, as well as an enhanced capacity to effectively execute these duties.

27. While significant progress has been made in the achievement of the Minimum Operating Security Standards, lack of resources and government restrictions continue to impede full compliance. There are special Standards set out for operating in situations of open conflict. Although the associated needs are set out in the United Nations consolidated appeals, lack of donor support may necessitate reduction or suspension of humanitarian programmes, as occurred in Somalia and the Democratic Republic of the Congo during this reporting period. Furthermore, some Member States do not facilitate the importation of necessary safety equipment such as body armour or communications equipment.

28. With respect to the United Nations main locations in Geneva, Vienna, Nairobi, The Hague, Addis Ababa, Bangkok, Beirut and Santiago, and its Headquarters in New York, the Security and Safety Service, under the leadership of the Department of Management, has developed specific Minimum Operating Security Standards for these locations, which were discussed at the annual meeting of the Chiefs of Security.

## **VII. Security training programmes**

29. During the reporting period, the Office of the United Nations Security Coordinator provided induction training to newly recruited field security coordination officers and other security officers prior to their deployment. The four-day induction programme continues to include intensive one-on-one or group security training sessions on United Nations policy, procedures and best practices, as well as to provide a forum for detailed discussions with the respective

headquarters Office desk officers prior to deployment. This programme better prepares newly recruited field security officers for their assignment, allowing them to quickly contribute to improving the overall security system and posture of their country or area and therefore be more effective to the Designated Official, the Security Management Team and staff immediately upon being fielded.

30. The Office of the United Nations Security Coordinator also provided training to Security Management Teams in 40 duty stations over the past year. As noted in a previous report, this training programme had commenced in April 2003. Training was conducted, inter alia, in Albania, Algeria, Bangladesh, Belize, Bhutan, Bosnia and Herzegovina, Bulgaria, Burundi, Costa Rica, Côte d'Ivoire, the Democratic People's Republic of Korea, Denmark, El Salvador, Equatorial Guinea, Greece, Guatemala, Guinea, Honduras, India, Iraq, Jordan, Kenya, Kosovo, Lesotho, Liberia, Mauritania, Mexico, Morocco, Nepal, Nicaragua, Panama, Poland, Romania, the Russian Federation, Somalia, South Africa, Swaziland, the Syrian Arab Republic, Uzbekistan and Yemen. The schedule of activities for the next reporting period is currently being revised, with a view to increasing the number of such training activities, subject to availability of trainers.

31. Given the increasingly difficult context in which humanitarian assistance takes place in some areas, it is critical to ensure that staff members are informed about the conditions under which they are called to operate, and that adequate security training is provided as to enhance their security and effectiveness in accomplishing their functions. For the operations in Iraq and Afghanistan, for example, staff members are required to complete a tailor-made security awareness training prior to deployment, in addition to their security briefing upon arrival at the duty station. No staff member is authorized to travel to these countries without having undertaken this mandatory training.

32. Further, as previously reported (A/58/344, para. 34), a training-of-trainers workshop was conducted in Nairobi in June 2003 to provide security officers with the skills and knowledge to enable them to conduct their own country-specific security training for staff working in high-risk areas. These participating security officers have now started to offer training to staff at their duty stations with a great deal of success. The Office of the United Nations Security Coordinator plans to provide similar training to all remaining field security coordination officers, subject to availability of resources.

33. As elaborated last year, this country-specific programme takes into account and complements the future fielding of the "Advanced Security in the Field" CD-ROM, which also supports staff operating in volatile areas. It will be recalled that the advanced CD-ROM will free the field security coordination officers from covering basic information, allowing for greater emphasis on those areas deemed of critical importance to the respective duty stations, such as country-specific field security procedures and standards, as well as more practical applications. The English version will be available by the end of 2004. The remaining five versions will take an additional 10 months to produce thereafter.

34. Over 8,500 CD-ROMs containing the interactive learning course "Basic Security in the Field" have been distributed to all United Nations organizations, programmes and funds, as well as within the Secretariat and to other organizations, with another 20,000 under procurement in order to meet demand. With the exception of staff members unable to complete the English version, United Nations

organizations, programmes and funds report that most staff members have completed the CD-ROM. The Spanish, Arabic, Russian and Chinese versions of the course are now in production. It is important to emphasize that completion of the CD-ROM is mandatory for all United Nations staff members.

## **VIII. Stress management**

35. The stress management programme has been further broadened to encompass a standard operational procedure for critical incidents, which currently includes both preventative and relieving interventions. Based on prior experience in emergencies, a multi-component integrated approach to critical incident stress management was designed with a view to helping staff members increase their resilience and coping skills before any critical or traumatic event; to assist staff members, who have been exposed to a traumatic event, return to adaptive functioning as soon as possible; and to ensure that staff members and their immediate dependants are cared for in follow-up interventions. During the reporting period, individual counselling as well as training on stress and stress-related topics was conducted in 34 countries and served over 3,500 staff members.

36. In response to field requests, a session on emotional first aid was designed and relevant training provided to managers and security staff. Such trainings help to enhance and elaborate those skills that are required to support individuals who are exposed to emergencies, crises or critical incidents. Peer Support Volunteer Training was provided to selected staff of various United Nations organizations, programmes and funds with a view to establishing staff support networks at field offices. Such networks will help to provide immediate response to critical incidents, as well as to strengthen staff well-being and welfare. Several more workshops are being prepared for 2004 in conjunction with field offices of the Office of the United Nations Security Coordinator, the World Food Programme (WFP) and the United Nations Children's Fund (UNICEF).

37. Cooperation among the United Nations system stress counsellors has been considerably strengthened, with the definition of networking and coordination mechanisms. The results of such collaboration were immediately apparent in the rapid deployment of 12 counsellors from various United Nations organizations, programmes and funds to Baghdad following the bomb attack. Lessons learned from the Baghdad incident have also been utilized to influence coordination among all United Nations system stress counsellors.

## **IX. Security collaboration between the United Nations system and non-governmental organizations**

38. The United Nations system continued to work closely with non-governmental organizations and intergovernmental organizations on security management throughout the reporting period. Significant progress has been made, pursuant to the "Guidelines for UN/NGO/IGO Security Collaboration" issued by the United Nations Security Coordinator in February 2002, which provided a menu of options to assist Designated Officials with security collaboration in the field. Security collaboration with non-governmental organizations and intergovernmental organization partners is now an integral component of the United Nations field security management system

in situations of armed conflict. The United Nations system and the non-governmental organizations and intergovernmental organization communities are working more closely together than ever before.

39. One area that deserves special mention is security training. Whenever possible, the United Nations provides our non-governmental organization partners with the opportunity to participate in joint security training exercises. During this reporting period, two important security training initiatives were implemented under the guidance of the Office of the United Nations Security Coordinator. The first was the training programme for United Nations and non-governmental organizations staff members operating in Iraq. Over the past three months, training activities benefited 169 individual United Nations and non-governmental organizations staff. In June 2004, 6 two-day security training workshops were held in northern Uganda, with staff from 6 United Nations organizations and 28 participating non-governmental organizations. In addition, our non-governmental organizations partners continue to benefit from the United Nations security training in many theatres of humanitarian operations across all regions, particularly Africa and Asia.

40. Pursuant to the Guidelines, the Office of the United Nations Security Coordinator has formalized the provision of services, which may be provided, at their discretion, by Designated Officials to our non-governmental organizations and intergovernmental organizations partners working in response to humanitarian crises. These include the provision of threat and risk assessments with regard to programme activities; the provision of security training in such areas as the use of safety and communications equipment; the provision of communications services; operational security; and liaison with local authorities. It should be noted, however, that enhanced security collaboration with United Nations partners is not funded from the regular budget, but is contingent upon donor support, accrued primarily through the United Nations Consolidated Appeals Process. As some consolidated appeals receive more funding than others, an uneven implementation of the Guidelines has resulted. In many instances, the United Nations is not in a position to enhance security collaboration or provide services, owing to lack of donor support, which in turn limits the efficacy of humanitarian operations.

41. The collaboration between the United Nations and its non-governmental organizations and intergovernmental organizations partners has been most effective in areas of humanitarian operation and situations of open conflict. While conventional wisdom holds that non-governmental organizations and intergovernmental organizations are often able to maintain a presence in such situations, over the past year, the maintaining of such a presence has exacted a very high price. During the reporting period, 60 fatalities were reported among non-United Nations aid workers in Afghanistan, Angola, the Democratic Republic of the Congo, Eritrea, Iraq, Somalia and Uganda. There were 29 fatalities of non-United Nations workers in Afghanistan alone. Locally recruited staff members bore the brunt of the targeted violence, accounting for 43 of the 60 fatalities. The decision by Medecins sans frontières to pull out of Afghanistan after more than 20 years in operation, owing to concerns over neutrality and security, is of great concern. Humanitarian assistance is possible only when armed actors respect the safety of humanitarian workers.

42. In this connection, the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator convened a High-level Humanitarian Forum in

Geneva on 31 March 2004 to discuss the critical challenges to humanitarian security, emanating from the increasingly volatile operating environment faced by aid workers. Participants from United Nations organizations, programmes and funds, as well as international and national non-governmental organizations, identified areas and strategies for joint action, including mechanisms for risk management, information-sharing and analysis, and the provision of basic security and grievance management.

## **X. Observations and recommendations**

43. **There is no greater priority than ensuring the safety of United Nations system staff members who are frequently assigned to stations worldwide that are characterized by difficult and often high-risk situations. Last year was particularly difficult, forcing the United Nations system to reflect seriously on the future of our security management arrangements at all levels. At this juncture, we can no longer either look at or respond to an increasingly precarious work environment in old ways, especially as humanitarian agencies, United Nations and non-United Nations alike, are being increasingly targeted. Although this phenomenon is unfortunately not new, the trend's deliberateness and lethality have accelerated sharply over the reporting period.**

44. **Managing a security system that is constantly evolving in response to this new environment requires a proactive approach by the entire United Nations system. This does not mean turning our premises into fortresses, but it does mean that we must monitor our environment more systematically: we must anticipate security incidents and plan for them in advance as well as enhance our readiness and protection through training, equipment and physical security measures. Of course, this also requires the commensurate resources.**

45. **Most importantly, however, this also demands a cultural change within the United Nations. Part of this cultural change entails the recognition that safety and security are the responsibility of all. To ensure success, managers and staff must be equally committed to the process. Senior staff will need to demonstrate engagement in behaviour that enhances personal security, in order to model risk-reducing practices. Individual staff may also need to alter their personal behaviour and practices to maximize their own safety.**

46. **Notwithstanding the best efforts of the United Nations, there also continue to be instances in which the efforts of the Organization are being frustrated. In some countries, international organizations continue to encounter difficulties in obtaining permission to import communication equipment. As this remains a serious concern for the health and safety of staff members, the Secretary-General appeals to all Member States that have implemented such restrictions to lift them immediately in the interest of the safety and security of staff.**

47. **The Secretary-General also remains dismayed that there has often been unwillingness to provide timely information in the event of the arrest or detention of locally recruited United Nations personnel and that very few countries have investigated fully attacks or threats against international and locally recruited United Nations and associated staff members or held perpetrators accountable under international and national law. Over the past decade, threats against the safety and security of United Nations staff have**

escalated at an unprecedented rate, while perpetrators of these acts of violence seemingly operate with impunity. The Secretary-General strongly urges all States to take stronger actions to ensure that any threat or act of violence committed against humanitarian personnel and United Nations and its associated personnel on their territory is investigated fully and that the perpetrators are brought to justice. While the United Nations will continue to enhance the security management system for the benefit of its personnel, it must constantly be borne in mind that host Governments have the primary responsibility for the security of United Nations and other humanitarian personnel.

48. Last year's tragic events in Iraq, and the extreme dangers we continue to face elsewhere, underscore the harsh reality of the fact that United Nations staff members, despite their dedication and courage, cannot help the most vulnerable populations of the world if they themselves become victims. The Secretary-General therefore intends, initially through his upcoming report pursuant to paragraph 6 of General Assembly resolution 58/295, to continue to seek by all means the necessary structures, systems and capacities to enhance the effectiveness of the United Nations security management system.

*Notes*

<sup>1</sup> *Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 52 (A/59/52).*

## Annex I

### Civilian personnel who have lost their lives during the reporting period (1 July 2003-30 June 2004)

<i>Name</i>	<i>Country of nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
Al-Farra, Reham	Jordan/UN-DPI	Baghdad, Iraq, 19 August 2003	Explosion	No
Al Mahdawi, Raid Shaker Mustafa	Iraq/UNMOVIC	Baghdad, Iraq, 19 August 2003	Explosion	No
Al Qadi, Leen Assad	Iraq/UNOCHI	Baghdad, Iraq, 19 August 2003	Explosion	No
Basim, Mahmoud u Taiwi	Iraq/UNOCHI	Baghdad, Iraq, 19 August 2003	Explosion	No
Buenaventura, Ranilo	Philippines/UNOCHI	Baghdad, Iraq, 19 August 2003	Explosion	No
Hooper, Richard	United States/UN-DPA	Baghdad, Iraq, 19 August 2003	Explosion	No
Hosseini, Reza	Islamic Republic of Iran/UNOCHI	Baghdad, Iraq, 19 August 2003	Explosion	No
Hussein, Ihssan Taha	Iraq/UNOPS	Baghdad, Iraq, 19 August 2003	Explosion	No
Kanaan, Jean-Selim	Egypt/UNOPS-OSRSG	Baghdad, Iraq, 19 August 2003	Explosion	No
Klein-Beekman, Christopher	Canada/UNICEF	Baghdad, Iraq, 19 August 2003	Explosion	No
Salman, Emaad Ahmed	Iraq/UNMOVIC	Baghdad, Iraq, 19 August 2003	Explosion	No
Teas, Martha	United States/UNOPS	Baghdad, Iraq, 19 August 2003	Explosion	No
Vieira de Mello, Sergio	Brazil/OHCHR-OSRSG	Baghdad, Iraq, 19 August 2003	Explosion	No
Watson, Fiona	United Kingdom/DPKO- OSRSG	Baghdad, Iraq, 19 August 2003	Explosion	No
Younes, Nadia	Egypt/UN-OSRSG	Baghdad, Iraq, 19 August 2003	Explosion	No
Mahmoud, Ahmed Shukry	Iraq/WHO	Baghdad, Iraq, 29 August 2003	Explosion	No
Hussan, Tariq Abu	Palestine/UNRWA	Gaza Strip, 18 October 2003	Explosion	No
Nsengiyumva, Philibert	Burundi/WFP	Ngozi, Burundi, 7 November 2003	Gunshot	No

<i>Name</i>	<i>Country of nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
Goislard, Bettina	France/UNHCR	Ghazni, Afghanistan, 11 November 2003	Gunshot	Yes
Ndonga, Joseph	Kenya/UNON	Nairobi, Kenya, 21 November 2003	Gunshot	No
Conroy, Richard	Australia/UNDP	Tashkent, Uzbekistan, 13 January 2004	Aircraft accident	No
Kalili, Benjamin Mbiti	Kenya/ICTR	Ngutuni, Kenya, 20 March 2004	Gunshot	No
Magomed, Getgazom	Russian Federation/OCHA	Nazran, Russian Federation, 22 June 2004	Gunshot	No
Adanku, Renatus	Ghana/UNV	Sierra Leone, 29 June 2004	Aircraft accident	No

*Abbreviations used:*

UN-DPI	Department of Public Information of the United Nations Secretariat
UNMOVIC	United Nations Monitoring, Verification and Inspection Commission
UNOCHI	United Nations Office of the Humanitarian Coordinator for Iraq
UN-DPA	Department of Political Affairs of the United Nations Secretariat
UNOPS	United Nations Office for Project Services
OSRSG	Office of the Special Representative of the Secretary-General for Iraq
UNICEF	United Nations Children's Fund
OHCHR	Office of the United Nations High Commissioner for Human Rights
DPKO	Department of Peacekeeping Operations of the United Nations Secretariat
WHO	World Health Organization
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WFP	World Food Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNON	United Nations Office at Nairobi
UNDP	United Nations Development Programme
ICTR	International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January and 31 December 1994
OCHA	Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat
UNV	United Nations Volunteers Programme

## Annex II

### **Consolidated list of staff members under arrest, detained or missing and with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection (as at 30 June 2004)**

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Mahmoud Hussein Ahman	UNRWA	Missing in Lebanon since 22 March 1983: reportedly detained by militias or unknown elements.
Alec Collet	UNRWA	Detained in Lebanon by militias or unknown elements since 25 March 1985.
Fulgence Rukindo	Human rights field operation in Rwanda	Detained in Kibuyu, Rwanda, since 17 June 1995.
J. Baptiste Sibomana	Human rights field operation in Rwanda	Detained in Rwanda since March 1997.
Khaled Al Jundi	UNRWA	Detained in the West Bank since 22 June 2001.
Khalil Badee	UNRWA	Detained in the West Bank since 16 May 2002.
Rami Jawabreh	UNRWA	Detained in the West Bank since 28 May 2002.
Mohammad Ighbariyeh	UNRWA	Detained in the West Bank since 19 June 2002.
Nahed Atallah	UNRWA	Detained in Gaza Strip since 14 August 2002.
Mohammad Abu Latifah	UNRWA	Detained in the West Bank since 23 September 2002.
Nidal Daoud	UNRWA	Detained in the West Bank since 25 September 2002.
Amar Ataya	UNRWA	Detained in the West Bank since 3 October 2002.
Mohammad Itewi	UNRWA	Detained in the West Bank since 13 November 2002.
Mohamad Al Khatib	UNRWA	Detained in the West Bank since 28 January 2003.
Mahammoud Harb	UNRWA	Detained in the West Bank since 2 June 2003.
Hamzeh Hamdiya	UNRWA	Detained in the West Bank since 30 September 2003.
Marwan Rayyan	UNRWA	Detained in the West Bank since 1 December 2003.
Anas Abed Aziz	UNRWA	Detained in the West Bank since 17 January 2004.
Henok Debessai	WFP	Missing in Eritrea, since 19 January 2004.
Mahmoud Al Araj	UNRWA	Detained in the West Bank since 26 January 2004.
Ahmed Al Jawarish	UNRWA	Detained in the West Bank since 5 February 2004.

---

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Mahmoud Othman	UNRWA	Detained in the West Bank since 13 February 2004.
Eyob Eyassu	UNHCR	Detained in Tesseney, Eritrea since 26 February 2004.
A/Fattah Jabarin	UNRWA	Detained in the West Bank since 7 May 2004.
A/Fattah Al Qassas	UNRWA	Detained in the West Bank since 16 May 2004.
Ibrahim Abu Leil	UNRWA	Detained in the West Bank since 16 May 2004.

---

*Abbreviations used:*

UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WFP	World Food Programme
UNHCR	Office of the United Nations High Commissioner for Refugees



# General Assembly

Distr.: General  
12 August 2005

Original: English

---

## Sixtieth session

Item 74 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in paragraph 29 of its resolution 59/211, requested the Secretary-General to submit to it at its sixtieth 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 outlines the threats against the safety and security of humanitarian and United Nations personnel over the past year and responds to the Assembly's requests and recommendations that fall under the purview of the Department of Safety and Security.

This is the first such report prepared under the auspices of the Department, which was established by the General Assembly in its resolution 59/276 in response to the report of the Secretary-General entitled "Strengthened and unified security management system for the United Nations" (A/59/365 and Corr.1).

A separate report will be submitted to the General Assembly at its sixtieth session on the implementation of resolution 59/276.

The present report outlines the threats against the safety and security of humanitarian and United Nations personnel over the past year and provides an update on the implementation of the initiatives approved by the General Assembly during its fifty-ninth session. As those initiatives are being implemented over the course of the entire biennium 2004-2005, the present report constitutes a progress report on actions that have already been taken and an indication of what remains to be done.

---

\* A/60/150.

## **I. Introduction**

1. In its resolution 59/211 of 20 December 2004, the General Assembly requested the Secretary-General to submit to it at its sixtieth 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 resolution requested in particular an update on the measures taken to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel contributing to the fulfilment of the United Nations mandate.

2. The present report covers the period from 1 July 2004 to 30 June 2005 and has been prepared in consultation with the members of the United Nations System Chief Executives Board for Coordination (CEB).

3. A full account of the establishment of the Department of Safety and Security is detailed in the report of the Secretary-General on a strengthened and unified security management system for the United Nations (A/59/365 and Corr.1).

## **II. Threats against United Nations personnel**

4. Throughout the reporting period, United Nations personnel deployed globally in a broad range of field operations continued to be subjected to threats such as hostage-taking, physical assault, robbery, theft, harassment and detention. In Afghanistan, for example, United Nations staff continued to be targets of abduction, assassination or improvised explosive devices. A protracted hostage situation involving United Nations staff in Kabul was successfully resolved during the months of October and November 2004. Over the past year, hundreds of United Nations staff and thousands of international and locally employed relief workers of non-governmental organizations faced extreme insecurity, including detention, hostage-taking, murder and attacks on convoys in responding to the crisis in Darfur, Sudan.

5. Since 1992, 229 United Nations civilian staff members have been killed as result of malicious acts. This figure does not include the uniformed peacekeepers or the 26 civilian staff members who have lost their lives as result of aircraft accidents due to technical problems. During the reporting period, malicious acts claimed the lives of 11 civilian staff members, 4 of them occurring in Africa, 3 in the Middle East, 3 in Asia and 1 in Europe. This compares to 22 deaths in the previous reporting period, most of which resulted from the suicide bomb attack of 19 August 2003 on the United Nations headquarters in Baghdad. A consolidated list of staff members who have lost their lives as result of malicious acts during the reporting period, as well as an indication of the status of legal proceedings undertaken by the relevant Member State, is provided in annex I below.

6. The most significant threats to the security of United Nations staff and operations continue to be physical attacks, threats, robbery and theft. There were 3 incidents of hostage-taking and 17 kidnappings, as well as 4 cases of rape and 6 of sexual assault against personnel of the United Nations recorded during the reporting period. A total of 119 incidents of armed robbery involving significant United Nations assets were reported as well as 9 attacks, resulting in the death or injury of United Nations personnel, on humanitarian convoys and operations, compared with 7 such incidents during the previous reporting period.

7. There were 123 incidents of harassment of humanitarian convoys during the current reporting period, 220 incidents in which checkpoints or roadblocks prohibited access to United Nations personnel and 108 incidents of harassment, abuse or physical assault of United Nations personnel occurring at checkpoints or roadblocks and resulting in significant delays. These figures do not include incidents in the occupied Palestinian territories, where United Nations Relief and Works Agency for Palestine Refugees in the Near East area staff continually faced obstruction at checkpoints. Aside from incidents involving humanitarian convoys, there were 160 incidents of threatening verbal abuse, 407 incidents of violence such as physical assaults and gunfire and 88 terrorist-related threats against United Nations personnel and field installations. In addition, there were 121 incursions or attempted incursions into United Nations installations and 333 incidents of theft. The high number of these types of security incidents undermines the operational efficiency and effectiveness of the United Nations, degrades the personal safety and well-being of staff and compromises the security of field installations.

8. While there is no central repository of information on the security threats and incidents incurred by international organizations, non-governmental organizations and intergovernmental organizations, the Department of Safety and Security has collected first-hand and secondary accounts of numerous critical security incidents involving their staff. During the reporting period, the Department received information detailing the deaths of 65 international and national staff of international, non-governmental and intergovernmental organizations as result of malicious acts. A total of 48 such incidents occurred in Afghanistan alone, 11 in Darfur and environs in the Sudan, 3 in Somalia, 2 in Iraq and 1 in Niger. It is important to note that this is not an exhaustive list of staff who have lost their lives, but only those which the Department can corroborate. It is widely assumed that fatalities among the national staff of such organizations are much higher than the figures indicate, however reliable data are not available. Five staff of non-governmental organizations were detained in the occupied Palestinian territories during the reporting period; however, there is no information on their status.

9. In preparing the present report, incidents affecting the safety and security of United Nations staff and operations have been itemized by geographic region. The greatest number of hostage-takings and kidnappings occurred in the Latin American and Caribbean region, where 14 incidents were reported: 8 in Haiti, 5 in Colombia and 1 in the Bolivarian Republic of Venezuela. A total of 5 of the 10 incidents of rape and sexual assault took place in Africa: 4 in Nigeria and 1 in Chad. The majority of attacks on humanitarian convoys and operations resulting in injury to United Nations personnel also took place in Africa, where six incidents were recorded: three in Somalia, two in Chad and one in the Sudan. Violent incidents directed against United Nations personnel were most prevalent in various States in Africa, where 241 incidents were recorded, along with 237 incidents of theft.

10. As stated in previous reports, there are many factors which contribute to the erosion of staff security. The environments in which United Nations personnel are compelled to operate are often characterized by high rates of crime and unemployment, socio-economic instability and political unrest. Thus, in addition to being targeted because of their affiliation with the Organization, United Nations personnel face the same rising levels of street crime, home invasion and carjacking as the general public. The status of United Nations staff members as representatives of the international community in general, as well as of the United Nations in

particular, also contributes to the risk of targeting by a wide range of disaffected groups.

### **III. Arrest, detention and other restrictions**

11. The number of United Nations personnel arrested, under detention or missing and with respect to whom the United Nations has been unable to exercise its right to protection has increased from 20 cases last year to 23: 7 United Nations staff members remain in detention in Eritrea; 4 are under arrest in Afghanistan; 2 are detained in Ethiopia and another 2 in Kosovo; and 1 staff member is detained in Bangladesh, Indonesia, the Islamic Republic of Iran, Mozambique, the Russian Federation, the Sudan and Zimbabwe. A national staff member of the International Bank for Reconstruction and Development, unaccounted for in Sri Lanka since the tsunami in December 2004, is the only person listed as missing during the reporting period. A list of affected staff members is provided in annex II.

### **IV. Respect for human rights and the privileges and immunities of United Nations and other personnel**

12. The United Nations security management system is based on the fundamental principle that the primary responsibility for the security and protection of staff members, their dependants and property and the Organization's property rests with the host Government. In that connection, the General Assembly, in paragraph 14 of its resolution 59/211, requested the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation. The Secretary-General is also requested to seek the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and its 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 Specialized Agencies and the Convention on the Safety of United Nations and Associated Personnel. In paragraph 15 of the same resolution, the Assembly further recommends that the Secretary-General continue to seek the inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, including those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders in future as well as, if necessary, in existing status-of-forces, status-of-mission and host country agreements negotiated between the United Nations and those countries, bearing in mind the importance of the timely conclusion of such agreements.

13. An inventory of all existing host country agreements related to United Nations Headquarters, offices away from Headquarters, regional commissions, United Nations information centres and several other United Nations entities has been made in consultation with the Office of Legal Affairs. A detailed examination of these agreements is now ongoing with a view to determining whether they adequately reflect the responsibility of the respective host Government for the safety and security of United Nations personnel. The updating and revision of those

agreements may then be initiated as appropriate. However, other forms of agreement defining security arrangements, such as memorandums of understanding that would stand alongside the country agreement, are also being explored. This will be a lengthy project that will take several years to complete. The General Assembly will be provided with regular reports on the progress of this activity. The Department will continue to bring specific cases of infringement of the human rights and privileges and immunities of United Nations personnel or other persons undertaking activities in fulfilment of the mandate of a United Nations operation to the attention of the relevant host Government.

14. The Democratic People's Republic of Korea, Ethiopia and Yemen continue to impose restrictions on the movement of goods and means of communication essential to United Nations operations, in contravention of the conventions listed above. Lack of communications equipment due to Government delays in the Democratic People's Republic of Korea has had a deleterious effect on the delivery of United Nations programmes. The Government of Ethiopia refuses to release essential communications and security equipment for the United Nations Mission in Ethiopia and Eritrea. Despite high-level interventions from the United Nations and indications from the Government of Yemen that essential equipment would be released, at present the situation remains unresolved.

## **V. Promoting and enhancing security consciousness**

15. Measures taken at Headquarters during the reporting period to enhance the security consciousness and awareness of security procedures included continued staff security training at all levels, revised and enhanced strategies for critical incident stress management and the elaboration and implementation of a communication strategy for the Department. Training programmes devised and delivered by designated officials in the field constitute the primary conduit used by the Department to ensure that United Nations and other personnel contributing to the fulfilment of a United Nations mandate are informed about conditions under which they will operate. In this way, staff members are made aware of customs and traditions in the host country and the standards they are required to meet, including those contained in relevant domestic and international law. This country-level orientation complements the more general training in human rights and international humanitarian law provided to staff by United Nations agencies, funds and programmes and by the Department of Peacekeeping Operations so as to enhance their security and effectiveness in accomplishing their functions.

### **A. Security training programme**

16. The interactive computer-based training course entitled "Basic security in the field: staff safety, health, and welfare" continues to be the most prevalent and efficient means of raising security awareness among individual United Nations and humanitarian staff. To date, it is estimated that more than 60,000 staff members have completed the training course along with an equal or greater number of staff from non-governmental and intergovernmental organizations. All United Nations personnel are required to complete the programme once every three years in order to maintain their security readiness status. The course, which is available on CD-ROM

and on the web, will be revised to reflect new developments since its initial development in 2001. The upgrades will be available in all six official United Nations languages. A recent inter-agency security training working group (comprising the Department of Peacekeeping Operations, the Food and Agriculture Organization of the United Nations (FAO), the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Office of Human Resources Management, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP), the World Health Organization (WHO) and the Department of Safety and Security) recommended that the beginning of the recertification process for the mandatory learning course, normally scheduled to begin in 2006, be postponed to 2007 owing to the updating and revision of the course package.

17. A supplementary security training course for staff serving in high-risk duty stations, entitled "Advanced security in the field", will be available in English and French by the end of 2005 and the remaining four languages in the first half of 2006.

18. By means of presentations and discussions on the United Nations security management system, the Department of Safety and Security continued its direct support of the critical United Nations Development Programme (UNDP) resident coordinator training programme, whereby the resident coordinators learn the roles and responsibilities of designated officials. Designated officials, as a matter of course, also visit the Department at Headquarters for briefings and discussions prior to and during their appointments. These activities address the recommendation of the Inter-Agency Security Management Network that designated officials be provided with mandatory security training and briefings prior to their assignment. In addition, security officers from the Department provided in-country training during the reporting period to security management teams at the following 15 duty stations: Bahrain, Barbados, Bolivia, Burundi, Cameroon, Ecuador, Kuwait, Lebanon, Morocco, Peru, Russian Federation, Saudi Arabia, Sierra Leone, Sri Lanka and Turkey.

19. During the reporting period, the Department also conducted seven induction training sessions (five in New York, one in Cairo and one in Cyprus) for 69 newly recruited professional security officers from the Department as well as United Nations agencies, funds and programmes. The five-day induction programme continues to include intensive one-on-one or group security training sessions on United Nations security policy, procedures and best practices provided by the Department of Safety and Security officers as well as detailed predeployment discussions between new field security officers and their New York desk officers. This programme prepares newly recruited field security coordination officers for assignment and enables them to provide more effective support to their designated official and security management team. Information on stress management, an overview of the United Nations and an introduction to the mandates of United Nations agencies, funds and programmes are now included in induction training, as recommended by the Inter-Agency Security Management Network. Gender and cultural diversity modules are being developed for incorporation into the induction training programme later in 2005.

20. In countries that do not have an assigned field security coordination officer, an international staff member, usually the UNDP deputy resident representative, is

appointed as the country security focal point. As country security focal points do not currently benefit from formal training, during the reporting period the Department conducted two regional workshops with 41 participants. To increase the cost effectiveness of the workshops, which were financed from the Trust Fund for the Security of Staff Members of the United Nations System, a number of the Department's field security coordination officers, as well as security officers from UNICEF, UNHCR, the Department of Political Affairs, WHO, OHCHR and the United Nations Office at Nairobi, attended the workshops, both to receive refresher training and to enhance coordination at the regional level.

21. As a result of the increasing rate of hostage-taking worldwide, the Department of Safety and Security conducted its fourth hostage incident management workshop in October 2004. Twenty-six field security coordination officers, agency field security officers and Department of Peacekeeping Operations field safety advisers or chief security advisers attended and successfully completed this intensive five-day programme.

22. The high level of threat and risk to the United Nations in Iraq requires special training, which is provided in Amman as a prerequisite for onward travel. During the reporting period, 545 international staff members attended this compulsory security awareness induction training. In addition, 23 field security coordination officers, agency security officers and Department of Peacekeeping Operations protection coordination officers, who coordinate and accompany all movement by international staff within Iraq, received training in the use of medical trauma kits. Experts from the FAO-WFP Medical Service in Rome carried out this training in November 2004. The Department of Safety and Security, in consultation with WFP and the Department of Peacekeeping Operations, has subsequently reviewed and enhanced the trauma kit, for which revised training standards have been developed. This medical kit is available to United Nations agencies, funds and programmes through a Department of Peacekeeping Operations systems contract for purchasing and replenishment.

23. During the reporting period, the Department of Safety and Security continued to provide specific training on request and when possible to United Nations agencies, funds and programmes. Examples of this assistance include the provision of support to International Labour Organization workshops for Western Europe, Central Europe and Asia; a workshop for the Office for the Coordination of Humanitarian Affairs Humanitarian Information Centre in London; a workshop in Turin, Italy, for the Department of Economic and Social Affairs Junior Professional Officers Programme; workshops in Cairo for the UNDP regional bureau for Arab States; and a workshop for UNDP deputy resident representatives in Dakar and Nairobi.

24. Publications and academic outreach are important aspects of the Department's training and promotional activities. The Department continues to distribute the booklet entitled "Security in the field" to United Nations agencies, funds and programmes, as well as to other United Nations organizations. In 2004, the Department distributed 24,434 copies of the booklet in response to 106 separate requests. A new booklet that addresses recent developments in the United Nations security management system is under review and will be distributed in a user-friendly format. The Department also distributed 11,160 hostage incident cards, in all six official languages, in response to 36 requests. With respect to academic

outreach, the Department is facilitating studies at Harvard University to develop a centre of excellence for security management and at New York University to establish a baseline for United Nations staff members' perception of risk through statistical analysis.

25. The extensive collaboration between the Department of Safety and Security and the Department of Peacekeeping Operations on training continued during the reporting period to include finalization of the security training modules for mission specialists and senior mission leadership. In June 2005, a joint workshop for chief security officers was conducted at the United Nations Logistics Base at Brindisi, Italy, with the primary objective of determining and resolving issues related to the implementation of a unified security management system where peacekeeping missions and United Nations agencies, funds and programmes are present at the same duty station.

## **B. Critical incident stress management**

26. From June 2004 to June 2005, the Critical Incident Stress Management Unit provided services to 4,387 staff worldwide, 878 of whom received direct counselling in response to critical incidents. The Department's counsellors were deployed to five tsunami-affected countries and conducted rapid assessments, resulting in comprehensive recommendations on staff psychosocial needs related to critical incident stress and personal security. These were accepted and implemented by security management teams, and a stress management unit consisting of one international and three local counsellors was established in Indonesia to ensure long-term support for staff. The Critical Incident Stress Management Unit maintained preventive activities in more than 20 high-priority countries and conducted stress management training and counselling sessions for security management teams, field security coordination officers, peer supporters and other United Nations staff, with presentations and discussions on the United Nations security management system. The Unit also provided technical support to United Nations humanitarian and development country teams in managing cumulative stress and conflicts among United Nations staff and managers. Through those efforts, the stress management needs of some 3,490 staff were met. Training represented 61 per cent of the preventive activities, with 2,134 staff reached.

27. In addition, the Unit has provided direct assistance to country offices to build their capacity to address staff psychosocial needs more efficiently, including the establishment of critical incident stress management units or cells in Côte d'Ivoire, India and Gaza, with one local counsellor being recruited in each country or area by the security management team. Peer support training was organized in some countries in collaboration with WFP and UNHCR. Drawing on lessons learned from previous activities, the Unit also focused on the development of standard operating procedures on critical incident stress management in order to better meet its mandate. The Unit implemented methodologies to harmonize United Nations strategies for counsellor response to emergencies by presenting the standing operating procedures at the annual Inter-Agency Security Management Network meeting, by advocating the creation of the United Nations inter-agency working group on critical incident stress management and by organizing a joint meeting of Secretariat counsellors in July 2005. One of the outcomes of those activities was the establishment of a cadre of United Nations Secretariat counsellors, constituting 15

experts strategically organized into Regional Critical Incident Stress Response Cells.

### **C. Communication strategy**

28. The Department of Safety and Security has created a multidimensional strategy for communication, information-sharing and feedback, under normal circumstances as well as in times of crisis. To that end, the Department's website was revitalized and will continue to be developed, with a special section for security professionals. A secure portal was authorized to make the website accessible to United Nations staff through the Internet. This solves the problem of providing access to the travel advisory and security clearance procedures to relevant parties outside the United Nations system extranet. A monthly newsletter, reporting on the Department's progress and related matters, has been initiated and is being widely disseminated.

29. The Department sponsors a Security Information Group composed of the following offices and departments of the Secretariat: the Department of Political Affairs, the Department of Peacekeeping Operations, the Department of Safety and Security and the Office for the Coordination of Humanitarian Affairs. The Group holds a monthly thematic meeting to exchange views and information on security. A directory of country and regional desk officers in the aforementioned departments has been developed to facilitate collaboration, liaison and communication.

## **VI. Conformity with operating standards**

30. Significant progress has been made in refining and disseminating a standard methodology for conducting threat and risk assessments. In accordance with the new methodology, country-level minimum operating security standards are being developed in the field and endorsed by the Department in view of the particular findings of such assessments. The threat and risk assessment procedure, referred to as security risk management, has been incorporated into the five-day induction programme and includes a practical, field-oriented exercise. The Inter-Agency Security Management Network has welcomed and endorsed the security risk management process as an effective way of calibrating mitigating measures in proportion to risk and thus enabling the fulfilment of agency mandates, which often include maintaining a continued presence in or access to areas of extreme insecurity.

31. An interactive introductory training module on Security Risk Management has been incorporated into the new United Nations staff training course on CD-ROM entitled "Advanced security in the field", which is currently in production and is scheduled for release in late 2005. Moreover, it is anticipated that standard packages and training tools for Security Risk Management will be developed in the next reporting period and promulgated at all levels.

32. The Department appreciates and fully supports the proactive approach of United Nations Headquarters, offices away from Headquarters, agencies, funds, programmes and the Department of Peacekeeping Operations missions towards implementation of and compliance with Minimum Operating Security Standards. When the standards are based on a properly conducted security risk assessment

according to the new security risk management methodology, they have proven to be an effective tool to mitigate risk and thus to enable programme delivery. Linking the Minimum Operating Security Standards more closely with the security risk management model has produced a more flexible and proportional approach to establishing country-specific standards and has the added benefit of providing a more compelling presentation for the funding of security requirements.

33. All duty stations have now adopted and are reporting against a country-specific standard. Levels of compliance continue to vary, however. All designated officials and security management teams acknowledge the fundamental importance of Minimum Operating Security Standards in mitigating risks and have established implementation plans, including budget and resource allocations. The Department's Compliance, Evaluation and Monitoring Unit, also to be established as part of the ongoing development of the Department, will provide further assistance to the field while facilitating central support for fuller implementation.

## **VII. Collaboration and cooperation on security measures**

### **A. Inter-Agency Security Management Network**

34. The Inter-Agency Security Management Network, a subcommittee of the High Level Committee on Management of CEB, plays a central role in imparting coherence, direction and a sense of ownership throughout the United Nations security management system. At its annual meeting, the Network established a number of committees to review critical security issues. These include the participation of non-United Nations entities in the Organization's security management system; information technology; security risk management development; safety; lessons learned; minimum operating security standards; concepts of security operations, including reviews of security phases; critical incident stress management; and training. These are in addition to ongoing committees, such as those on aviation safety and response to mass casualties. The Network, pursuant to section XI, paragraph 14, of General Assembly resolution 59/276 and paragraph 16 of General Assembly resolution 59/211, also endorsed a revised accountability framework that will be presented to the High Level Committee on Management.

35. The Inter-Agency Security Management Network, at its meeting in April 2005, again took note of the recommendations of the report of the Independent Panel on the Safety and Security of United Nations Personnel in Iraq of October 2003 pertaining to personnel tracking and accountability. In that regard, prototypes of two security information management systems — one for security clearance and personnel tracking and another for security incident reporting — have been developed and presented to the Network. Those systems, which will be accessed through secure portals, will include key security-related information, such as the Department's travel advisory, security phases, country focal points and contact details.

36. The integrated security clearance and tracking system is a centrally hosted web application that will allow United Nations staff members to record emergency contact information as well as personal, travel and security clearance requests. Designated officials and field security coordination officers will then receive

consolidated lists of travel security clearance requests for review, approval or denial. Reports on staff members' flight schedules, hotel addresses and itineraries and other travel information will also be available. The system will address the concerns of staff members and their families, by allowing the Department to monitor and account for the presence and location of staff wherever they may travel.

37. The security incident reporting system is a centrally hosted application designed for field security coordination officers to input security incident reports pertaining to United Nations personnel. The reporting and incident classification will be web based, standardized and streamlined, thereby supporting faster threat assessment. In addition, a peer-to-peer collaborative information sharing tool is being introduced as a standard information technology toolset for field security coordination officers and authorized security personnel. This information-sharing tool will also be the basis of a future virtual emergency operations centre, integrated with geographic information and global positioning systems.

## **B. Security collaboration between the United Nations and non-governmental organizations**

38. The United Nations system continued to work closely with non-governmental organizations (NGOs) and intergovernmental organizations on security management throughout the reporting period. At the Headquarters level, the Department of Safety and Security has established a close working relationship with the NGO consortium InterAction (the only such consortium with a dedicated Security Coordinator) to share information and coordinate efforts to ensure staff security. The Department is seeking to expand such contacts to include representatives of all the major NGO consortiums in the form of a monthly teleconference.

39. The Department worked closely with an Inter-Agency Standing Committee task force on security collaboration between the United Nations and NGOs formed as a result of the high-level humanitarian forum held by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator in Geneva on 31 March 2004. The aim of the task force was to assess the implementation of a series of recommendations designed to further such collaboration emanating from the Inter-Agency Standing Committee in 2001. The task force found that the recommendations were still relevant, but that they required a relaunching and a concerted effort from all parties to be fully effective. The Department supports the findings of the task force and will work closely with all concerned to ensure the implementation of its recommendations.

40. The Sudan is a dynamic forum for collaboration between the United Nations security management system and international NGOs. During the reporting period, the InterAction alliance of humanitarian NGOs worked with the Department on an NGO security mechanism for the Sudan to facilitate passage to the United Nations of information on security risks or incidents of mutual concern. Similar initiatives are under way or are contemplated by the NGO communities, with the full support of the Department, in other crisis areas, such as Afghanistan, the Balochistan region of Pakistan, the Banda Aceh region in Indonesia, Iraq and Somalia.

## VIII. Observations and recommendations

41. Although the United Nations has not suffered another catastrophic attack such as that which took place in Baghdad on 19 August 2003, the past year has again been one of significant threats and risk. In Afghanistan, United Nations election activities were deliberately targeted throughout the lead-up to the October 2004 elections, and are again at risk. Staff members in Iraq continue to be subject to the unrelenting hostility of armed groups inimically opposed to their work and must therefore live and work under the onerous constraints and hardships of an extremely rigorous security regime. While levels of organized violence have recently abated, banditry continues to plague humanitarian activities in Darfur, Sudan. The security climate in Lebanon, where the United Nations has been presented with new and extremely delicate tasks, is fragile. Burglaries, robberies, harassment at checkpoints and the threat of being assaulted or taken hostage are prevalent in many areas where the presence of the United Nations has long been and remains indispensable. Recent events of international terrorism, while sparing United Nations facilities, presage a further widening of risks that spares no country or activity.

42. In the report of the Secretary-General to the General Assembly on a strengthened and unified security management system for the United Nations, he referred to the need for a more professional security management system that can respond flexibly, based on continuous analysis, with stronger staffing and a capacity to give to the Organization the technical guidance required to function safely in the face of a heightened global threat. In that connection, the Secretary-General would like to express on behalf of all United Nations staff members his enormous appreciation to the General Assembly for the significant support rendered through its adoption of resolution 59/276 on 23 December 2004. The new Department of Safety and Security has embarked, in the six months since its inception, on a vigorous programme of implementation, which will be described more fully in a separate report to be submitted pursuant to paragraph 57 of resolution 59/276. This wide-ranging agenda places the fullest reliance on host Governments, with an increased emphasis on enhancing cooperation and collaboration in countries with well-developed security structures. For other countries in which the United Nations must do more for itself, emphasis is being placed on enhancing operational responsiveness and effectiveness, furthering the integration of United Nations security structures and activities wherever it is cost-effective and reviewing and developing security techniques and practices to ensure that they are adequate to the threat. The overarching aim of the United Nations security management system, under the leadership of the Department of Safety and Security, is to enable the safe delivery by the Secretariat, as well as by United Nations agencies, funds and programmes, of mandated activities in the field.

43. There continues to be deep concern about the ongoing difficulties encountered in a few countries in obtaining permission to import communications equipment. As this remains a serious concern for the health and safety of staff members, all Member States that have imposed such restrictions are urged to lift them immediately.

44. There remain long-standing cases of unwillingness by some host Governments to provide timely information in the event of the arrest or

detention of locally recruited United Nations personnel, and very few countries have investigated fully attacks or other threats against international and locally recruited United Nations and associated staff members or held the perpetrators accountable under international and national law. The increase in hostage-taking and kidnappings during the reporting period is particularly disturbing, and Member States are called upon to take all necessary action to bring justice to the victims. Although much can and will be done by the United Nations to train and equip its staff to operate safely in difficult places, the culture of accountability engendered by Member States, local authorities and leaders at all levels remains the surest means of enabling United Nations staff members to safely apply their courage and commitment in meeting the needs of the world.

45. While the number of security incidents involving United Nations personnel appears to have risen, this is most likely due to the increased number of staff operating in the field and improved reporting capability within the United Nations security management system as result of enhancements undertaken by the General Assembly since 2001. Moreover, it is evident that enhanced risk assessment skills, ongoing security training and improved adherence to the minimum operating security standards have instilled greater confidence and capacity to operate safely in areas of higher risk. In this regard, the continued interest and support of Member States is greatly appreciated.

**Annex I****Civilian personnel who lost their lives during the reporting period  
(1 July 2004-30 June 2005)**

<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
Getogazom, Magomed	Russian Federation/Office for the Coordination of Humanitarian Affairs	Nazran, Ingushetia, Russian Federation, 22 June 2004	Gunshot wounds	No information
Mohaisin, Abdulnabi Hanoon Uda	Iraq/World Food Programme	Najaf, Iraq, 26 August 2004	Gunshot wounds	No information
Maiga, Amadou Abdoulaye	Senegal/United Nations Operation in Burundi, United Nations Volunteers	Bujumbura, 26 September 2004	Gunshot wounds	No information
Bufigi, Georges Butakiro	Congo/World Health Organization	Goma, Democratic Republic of the Congo, 3 October 2004	Gunshot wounds	No information
Zaqout, Maher Mahmoud	Palestine/United Nations Relief and Works Agency for Palestine Refugees in the Near East	Jabalia Camp, Gaza, 10 October 2004	Explosion	No information
Walker, Laura	South Africa/World Bank	Bangkok, 8 December 2004	Stab wounds	No information
Wehadi, Arij	Palestine/United Nations Relief and Works Agency for Palestine Refugees in the Near East	Gaza City, 9 December 2004	Stab wounds	No information
Mmbulika, Eric	Kenya/United Nations Children's Fund	Nairobi, 4 January 2005	Gunshot wounds	No information
Veron, Lisa	Switzerland/World Health Organization	Harare, 10 January 2005	Stab wounds	Referred to High Court
Fazlulhaq	Afghanistan/United Nations Office for Project Services	Kabul, 28 March 2005	Stab wounds	No information
Swe, Tint	Myanmar/United Nations Office for Project Services	Kabul, 7 May 2005	Explosion	No information

## Annex II

### Consolidated list of staff members under arrest, detained or missing with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Jabar, Abdul	United Nations Assistance Mission in Afghanistan	Arrested in Afghanistan on 18 April 2005
Ahmed, Shikh	United Nations Office for Project Services	Arrested in Afghanistan on 23 August 2004
Javed, Javed	United Nations Development Programme	Arrested in Afghanistan on 18 May 2005
Karim, Abdul	United Nations Office for Project Services	Arrested in Afghanistan on 23 August 2004
Christi, Mahmud Hasan	United Nations Development Programme	Arrested in Bangladesh on 13 March 2005
Fissehaie, Bemnet	United Nations Children's Fund	Arrested in Eritrea on 10 February 2005
Kahssay, Tzeggai	United Nations Mission in Ethiopia and Eritrea	Arrested in Eritrea on 30 June 2005
Yamane, Tesfamariam	United Nations Mission in Ethiopia and Eritrea	Arrested in Eritrea on 14 May 2005
Hagos, Temesghen	United Nations Mission in Ethiopia and Eritrea	Arrested in Eritrea on 2 July 2004
Tilahun, Senai	United Nations Mission in Ethiopia and Eritrea	Arrested in Eritrea on 27 August 2004
Fanuel, Kifleyesus	United Nations Mission in Ethiopia and Eritrea	Arrested in Eritrea on 4 August 2005
Habte, Biniam	United Nations Mission in Ethiopia and Eritrea	Arrested in Eritrea on 30 April 2004
Demissie, Shimelis	Office of the United Nations High Commissioner for Refugees	Arrested in Ethiopia on 11 February 2005
Aman, Mesfin	United Nations Mission in Ethiopia and Eritrea	Arrested in Ethiopia on 6 June 2005
Faqih, Farid	World Food Programme	Arrested in Indonesia on 26 January 2005
Saifi Nejad, Fereydoon	Office of the United Nations High Commissioner for Refugees	Arrested in the Islamic Republic of Iran on 2 June 2005
Mehani, Aber	United Nations Interim Administration Mission in Kosovo	Arrested in Kosovo on 8 July 2004
Sejdijal, Elvis	United Nations Interim Administration Mission in Kosovo	Arrested in Kosovo on 14 December 2004

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Americano, Abdul	Office for the Coordination of Humanitarian Affairs	Arrested in Mozambique on 28 December 2004
Khoutiev, Moussa	Department of Safety and Security	Arrested in the Russian Federation on 3 February 2005
Biazen, Ayalneh	World Food Programme	Arrested in the Sudan on 24 March 2005
Msipa, Hamadziripi	World Health Organization	Arrested in Zimbabwe on 14 February 2005
Fernando, Chrisantha	International Bank for Reconstruction and Development	Missing since the tsunami, Sri Lanka, December 2004



# General Assembly

Distr.: General  
10 November 2005

Original: English

---

## Sixtieth session

Agenda item 73

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### **Corrigendum**

1. **Paragraph 11**

For the existing text *substitute*

11. For the number of United Nations personnel arrested, under detention or missing and with respect to whom the United Nations has been unable to exercise its right to protection has increased from 26 cases last year to 43: 18 UNRWA staff are detained by the Israeli authorities and 1 is held by the Palestinian Authority; 7 United Nations staff members remain in detention in Eritrea; 4 are under arrest in Afghanistan; 2 are detained in Ethiopia and another 2 in Kosovo; and 1 staff member is detained in Bangladesh, Indonesia, the Islamic Republic of Iran, Mozambique, the Russian Federation, the Sudan and Zimbabwe. A national staff member of the International Bank for Reconstruction and Development, unaccounted for in Sri Lanka since the tsunami in December 2004 and a staff member of the United Nations Relief and Works Agency for Palestine Refugees in the Near East missing in Lebanon since 1983 are listed as missing during the reporting period. A consolidated list of affected staff members is provided in annex II.

2. **Annex II**

Replace annex II with the following:

## Annex II

### Consolidated list of staff members under arrest, detained or missing with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection

<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
Jabar, Abdul	UNAMA	Arrested in Afghanistan on 18 April 2005
Ahmed, Shikh	UNOPS	Arrested in Afghanistan on 23 August 2004
Javed, Javed	UNDP	Arrested in Afghanistan on 18 May 2005
Karim, Abdul	UNOPS	Arrested in Afghanistan on 23 August 2004
Christi, Mahmud Hasan	UNDP	Arrested in Bangladesh on 13 March 2005
Fissehaie, Bemnet	UNICEF	Arrested in Eritrea on 10 February 2005
Kahssay, Tzeggai	UNMEE	Arrested in Eritrea on 30 June 2005
Yamane, Tesfamariam	UNMEE	Arrested in Eritrea on 14 May 2005
Hagos, Temesghen	UNMEE	Arrested in Eritrea on 2 July 2004
Tilahun, Senai	UNMEE	Arrested in Eritrea on 27 August 2004
Fanuel, Kifleyesus	UNMEE	Arrested in Eritrea on 4 August 2005
Habte, Biniam	UNMEE	Arrested in Eritrea on 30 April 2004
Demissie, Shimelis	UNHCR	Arrested in Ethiopia on 11 February 2005
Aman, Mesfin	UNMEE	Arrested in Ethiopia on 6 June 2005
Nahed, Attallah	UNRWA	Arrested in Gaza by the Israeli authorities on 14 August 2002
Faqih, Farid	WFP	Arrested in Indonesia on 26 January 2005
Saifi Nejad, Fereydoon	UNHCR	Arrested in the Islamic Republic of Iran on 2 June 2005
Mehani, Aber	UNMIK	Arrested in Kosovo on 8 July 2004
Sejdijal, Elvis	UNMIK	Arrested in Kosovo on 14 December 2004
Ahman, Mahmoud Hussein	UNRWA	Missing in Lebanon since 22 March 1983, reportedly detained by militia or unknown elements
Americano, Abdul	Office for the Coordination of Humanitarian Affairs	Arrested in Mozambique on 28 December 2004
Khoutiev, Moussa	Department of Safety and Security	Arrested in Russian Federation on 3 February 2005
Fernando, Chrisantha	IBRD	Missing since the tsunami, Sri Lanka, December 2004
Biazen, Ayalneh	WFP	Arrested in the Sudan on 24 March 2005

<b>Name</b>	<b>Organization</b>	<b>Place and date of incident</b>
Khaled, Al Jundi	UNRWA	Arrested in West Bank by the Israeli authorities on 22 June 2001
Nidal, Daoud	UNRWA	Arrested in West Bank by the Israeli authorities on 25 September 2002
Mohamad, Al khatib	UNRWA	Arrested in West Bank by the Israeli authorities on 28 January 2003
Mahmmoud, Harb	UNRWA	Arrested in West Bank by the Israeli authorities on 2 June 2003
Ashraf, Abu Mu'ala	UNRWA	Arrested in West Bank by the Israeli authorities on 30 November 2003
Marwan, Rayyan	UNRWA	Arrested in West Bank by the Israeli authorities on 1 December 2003
Mahmoud, Al araj	UNRWA	Arrested in West Bank by the Israeli authorities on 26 January 2004
Ahmad, Al jawarish	UNRWA	Arrested in West Bank by the Israeli authorities on 5 February 2004
Abed Rabo, Othman	UNRWA	Arrested in West Bank by the Israeli authorities on 13 February 2004
Jamal, Jabarin	UNRWA	Arrested in West Bank by the Israeli authorities on 7 March 2004
Ayoub Moh., Abu Leil	UNRWA	Arrested in West Bank by the Israeli authorities on 16 May 2004
Mohammad, Al Qassas	UNRWA	Arrested in West Bank by the Israeli authorities on 16 May 2004
Hussein, Al Badawi	UNRWA	Arrested in West Bank by the Israeli authorities on 10 June 2004
Nofal, Al-'Adawin	UNRWA	Arrested in West Bank by the Israeli authorities on 27 August 2004
Ibrahim, Abu Hashhash	UNRWA	Arrested in West Bank by the Israeli authorities on 2 June 2005
Tareq, Ahmad Mahmoud Ziad	UNRWA	Arrested in West Bank by the Israeli authorities on 21 June 2005
Dirar, Al Azzae	UNRWA	Arrested in West Bank by the Israeli authorities on 28 June 2005
Khaled Yousef, Mahameed	UNRWA	Arrested in West Bank by the Palestinian Authority on 24 June 2005
Msipa, Hamadziripi	WHO	Arrested in Zimbabwe on 14 February 2005

*Abbreviations:* IBRD, International Bank for Reconstruction and Development; UNAMA, United Nations Assistance Mission in Afghanistan; UNDP, United Nations Development Programme; UNHCR, Office of the United Nations High Commissioner for Refugees; UNICEF, United Nations Children's Fund; UNMEE, United Nations Mission in Ethiopia and Eritrea; UNMIK, United Nations Interim Administration Mission in Kosovo; UNOPS, United Nations Office for Project Services; UNRWA, United Nations Relief and Works Agency for Palestine Refugees in the Near East; WFP, World Food Programme; WHO, World Health Organization.



# General Assembly

Distr.: General  
26 September 2006

Original: English

---

## Sixty-first session

Agenda item 69

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General\***

#### *Summary*

The General Assembly, in its resolution 60/123 of 15 December 2005, requested the Secretary-General to submit at its sixty-first 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 that resolution. The present report outlines the threats against the safety and security of humanitarian and United Nations personnel over the last year, and provides an update on those requests and recommendations to the Secretary-General pursuant to resolution 60/123 that fall under the purview of the United Nations Department of Safety and Security.

This is the second report prepared under the auspices of the Department established pursuant to resolution 59/276 (XI) of 23 December 2004, in response to the report of the Secretary-General on a strengthened and unified security management system for the United Nations (A/59/365). A separate report will be submitted to the sixty-first session of the Assembly on the implementation of resolution 59/276 (XI).

The present report outlines the threats against the safety and security of humanitarian and United Nations personnel over the past year and provides an update on the implementation of the initiatives approved during the sixtieth session of the General Assembly. As those initiatives are being implemented over the course of the entire biennium 2005-2006, the report constitutes a progress report on actions that have already been taken and an indication of what remains to be done.

\* The present report was submitted late as the requirement for verification and confirmation of the circumstances of staff arrested, detained or who lost their lives during the latter portion of the reporting period was compounded by the rapid onset of the crisis in Lebanon, which imposed urgent demands on the same assets of the Department of Safety and Security.



## **I. Introduction**

1. In its resolution 60/123 of 15 December 2005, the General Assembly requested the Secretary-General to submit to the sixty-first 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 that resolution.
2. The present report covers the period from 1 July 2005 to 30 June 2006 and has been prepared in consultation with the members of the United Nations System Chief Executives Board for Coordination (CEB).
3. A detailed up-to-date account of progress made in implementing resolution 59/276 (XI) of 23 December 2004, which established the Department of Safety and Security, is provided in a separate report submitted to the sixty-first session of the General Assembly under the title "Strengthened and unified security management system for the United Nations".

## **II. Threats against United Nations and humanitarian personnel**

4. Throughout the reporting period United Nations personnel, deployed globally in a broad range of field operations, continued to be subjected to such threats as hostage taking, physical assault, robbery, theft, harassment and detention. The security of United Nations and humanitarian personnel remains unassured in Afghanistan, Somalia and especially in the Sudan. The Governments of Eritrea and Ethiopia and the Israeli authorities continue to detain United Nations staff and to refuse the United Nations right of protection, in violation of agreed conventions.
5. During the reporting period, 15 United Nations civilian staff members lost their lives as a result of malicious acts. That figure does not include uniformed peacekeepers who lost their lives in the line of duty or staff who lost their lives as a result of aircraft accidents. Of these deaths, 11 occurred in Africa, 3 in the Middle East and 1 in Asia and the Pacific; the Sudan accounted for 4 deaths. The number of civilian staff deaths due to malicious acts has risen since the last reporting period, which included 11 such deaths. A consolidated list of staff who have lost their lives as a result of malicious acts, as well as an indication of the status of legal proceedings undertaken by the relevant Member State, is included in my previous report (see A/60/223 and Corr.1, annex II), submitted pursuant to resolution 59/47.
6. The majority of threats to security of United Nations staff and operations continue to be physical attacks, threats and armed robberies. There were 215 violent incidents; 120 incidents of threatening verbal abuse and 93 armed robberies of significant United Nations assets. Five incidents of rape and nine cases of sexual assault occurred. During the reporting period, there was one protracted hostage incident in which seven peacekeepers at the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) were held by non-State actors in Ituri, Eastern Democratic Republic of the Congo. As a result of intense dialogue with the hostage takers, who sought both political and financial concessions, their release was obtained within two weeks. In Haiti, four incidents of financially motivated kidnapping of United Nations national staff occurred, three of whom were released unharmed after negotiations initiated by the victims' families, while one of those kidnapped escaped. A staff member was kidnapped as a result of a labour dispute in Somalia but was released after 30 hours of negotiation by Department of

Safety and Security personnel, assisted by officials of the Transitional Federal Government of Somalia.

7. During the reporting period, 16 incidents of harassment, abuse or physical assault of United Nations personnel occurred at checkpoints or roadblocks, and a further 15 attacks on United Nations humanitarian convoys resulting in death or injury of personnel took place. Moreover, there were 70 incidents of harassment of convoys and 148 incidents in which checkpoints or roadblocks prohibited access to United Nations personnel. The preceding figures do not include incidents occurring in the occupied Palestinian territories, where staff members of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) faced continuous obstruction at checkpoints. Aside from incidents involving humanitarian convoys, there were 30 terrorist-related threats, 83 arrests and 117 incursions or attempted incursions into United Nations personnel and field installations. Compared to last year, significant reductions occurred in the number of incidents of violence (from 407 to 215) and of situations of prohibited access at checkpoints (from 220 to 148). Nevertheless, there has been a disturbing increase in the number of attacks on humanitarian convoys resulting in injury or death, up to 15 from 9 in the previous reporting period. Such security incidents undermine the operational efficiency and effectiveness of the United Nations, degrade the personal safety and well-being of staff and compromise the security of field installations.

8. The Department has documented first-hand and secondary accounts of critical security incidents involving the staff of international, non-governmental and intergovernmental organizations. It is important to note that this is not an exhaustive record of such incidents but is indicative of the threats and incidents incurred by such organizations, many of which contribute to United Nations operations, working in tandem or as implementing partners. The Department received first-hand information corroborating the deaths of 16 international and national staff of non-governmental organizations as a result of malicious acts: five in Somalia, three in the Sudan and eight in Afghanistan. In addition, 1 incident of hostage taking, 9 kidnappings, 21 cases of arrest, 6 cases of detention, 40 incidents of sexual assault, 10 armed robberies of significant assets, 18 attacks on non-governmental organization (NGO) convoys resulting in injury or death, 12 incidents of threats to NGO personnel and 23 violent incidents were reported. It is widely assumed that fatalities and security incident figures among national staff of such organizations are much higher than the figures indicate, but NGO efforts are under way to enhance documentation. Unofficial NGO tallies list 24 NGO worker deaths for a two-month period in Afghanistan (April to June 2006). Vehicle hijackings, ambushes, robberies, attacks are considered the primary security and safety threats for the majority of NGO field workers. As in Afghanistan, security threats continue to hinder international, non-governmental and intergovernmental organizations' humanitarian operations in Darfur, the Sudan. There, 18 staff of non-governmental organizations were arrested, and 20 violent incidents were directed against NGO personnel. There were 7 incidents of kidnapping, armed robberies of significant NGO assets occurred 39 times and there were 17 cases of harassment of humanitarian convoys.

9. In terms of geographic distribution, the greatest number of violent incidents directed at United Nations personnel have occurred in Africa and Latin America. In Africa, 97 such incidents were recorded, a majority of which took place in three countries: 29 incidents were reported in the Sudan, 24 in Côte d'Ivoire and 9 in Liberia. Latin America accounted for 84 such incidents, including 25 occurring in

Haiti and 15 in Peru. Checkpoints and roadblocks accounted for 34 incidents and armed robbery for 13 incidents in the whole of Latin America. Seventy per cent of all armed robbery of United Nations assets occurred in Africa, with the Sudan accounting for 40 cases and Guinea for 18. The majority of attacks on humanitarian convoys resulting in injury to United Nations personnel also took place in Africa, with the Sudan accounting for 11 of the 15 reported incidents. The Middle East accounted for 52 per cent of checkpoint and road closures that resulted in considerable delay of United Nations activities, 78 of which occurred in Israel. Latin America and Africa each accounted for 22 per cent of checkpoint and road closure delays.

10. As stated in previous reports, many factors contribute to the erosion of staff security. The environments in which United Nations personnel are compelled to operate are often characterized by high rates of crime and unemployment, socio-economic instability and political unrest. Thus, in addition to being targeted due to their affiliation with the Organization, United Nations personnel face the same rising levels of street crime, home invasion and carjacking as the public. The status of United Nations staff members as representatives of the international community in general, as well as of the United Nations in particular, also contributes to the risk of being targeted by a wide range of disaffected groups.

### **III. Arrest, detention and other restrictions**

11. The number of United Nations personnel arrested, under detention or missing, and with respect to whom the United Nations has been unable to exercise its right to protection, has increased from 23 cases last year to 26: 14 United Nations staff members remain in detention in the West Bank and 10 staff are under arrest in Eritrea. Of the 26 staff members currently detained, 9 have been detained since the previous reporting period: 7 in Israel and 2 in Eritrea. A staff member was reported as unaccounted for in Iraq. A consolidated list of concerned staff members is provided in annex II.

### **IV. Respect for human rights and the privileges and immunities of United Nations and other personnel**

12. The United Nations security management system is based on the fundamental principle that the primary responsibility for the security and protection of staff members, their dependants and property and of the Organization's property rests with the host Government. To that end, paragraph 14 of resolution 60/123 requests the Secretary-General to take the necessary measures to ensure full respect for the human rights, as well as the privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation. The resolution also requests the Secretary-General to seek the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and its associated personnel, of the applicable provisions contained in the Convention on the Privileges and Immunities of the United Nations, the Convention on the Privileges and Immunities of Specialized Agencies, and the Convention on the Safety of United Nations and Associated Personnel. Paragraph 15 of the same resolution further recommends that the Secretary-General continue to seek the

inclusion of, and that host countries include, key provisions of the Convention on the Safety of United Nations and Associated Personnel, among others, those regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders in future as well as, if necessary, in existing status-of-forces, status-of-mission and host country agreements negotiated between the United Nations and those countries, mindful of the importance of the timely conclusion of such agreements.

13. During the previous reporting period, an inventory of all existing host country agreements related to United Nations Headquarters, offices away from Headquarters, regional commissions, United Nations information centres and other United Nations entities has been made in consultation with the Office of Legal Affairs. On that basis, a number of steps have been taken to ensure that the agreements adequately reflect the responsibility of the respective host Governments for the safety and security of United Nations personnel. To that end the Office of Legal Affairs has prepared advice on host country agreements which the Department of Safety and Security has disseminated to all designated officials for security. The Department has further elaborated upon the Office of Legal Affairs' guidance and significantly raised awareness on host country agreements, among resident representatives, humanitarian coordinators and special representatives of the Secretary-General, who all may serve as designated officials for security, in the context of workshops and retreats convened by the United Nations Development Programme (UNDP), the Office for the Coordination of Humanitarian Affairs and the Department of Political Affairs.

14. The Under-Secretary-General for the Department of Safety and Security has intensified his contacts with Member States, both through their permanent missions to the United Nations and through direct contact with various responsible host country authorities in order to increase cooperation, improve lines of communication and guarantee the necessary support. The Department is actively pursuing a joint strategy with the Office of Legal Affairs and the Office for the Coordination of Humanitarian Affairs to promote Member States' acceptance of the Conventions. The General Assembly will be provided with regular reports on the progress of those activities. The Department, in consultation with the Office of Legal Affairs, will continue to bring specific cases of infringement of the human rights and privileges and immunities of United Nations personnel or other persons undertaking activities in fulfilment of the mandate of a United Nations operation to the attention of the relevant host Government. To further the pursuit of those who organize violence against United Nations and humanitarian personnel, the Department has developed links with Interpol and other international law enforcement bodies to which Member States are parties.

15. The Governments of the Democratic People's Republic of Korea, Ethiopia, Sri Lanka and Yemen continue to withhold essential communication and security equipment and impose restrictions on the movement of goods and means of communication essential to United Nations operations in contravention of the conventions listed above. Despite high-level interventions from the United Nations and indications from the Government of Yemen that essential equipment would be released, at the time of the writing of the report the situation remains unresolved. The Government of Sri Lanka also inhibits the work of the Organization by imposing unnecessary delays and restrictions on the importation of essential

communication and security equipment. The restrictions have a deleterious effect on the beneficiaries of United Nations programmes as well as on staff safety and security.

## **V. Promoting and enhancing security consciousness**

16. Measures taken at Headquarters during the reporting period to enhance awareness of security procedures include the following: continued comprehensive staff training, revised and enhanced strategies for critical incident stress management, and the elaboration and implementation of a communications strategy for the Department of Safety and Security. Training programmes, devised and delivered by designated officials in the field, constitute the primary conduit used by the Department to ensure that United Nations and other personnel contributing to the fulfilment of a United Nations mandate are informed about conditions under which they will operate, in particular, that they are familiarized with the customs and traditions of the host country and made aware of the required standards, including those of domestic and international law. This country-level orientation complements the more general training in human rights and international humanitarian law provided to staff by United Nations agencies, funds and programmes, and by the Department of Peacekeeping Operations.

### **A. Security training programme**

17. The Department continues its priority efforts in enhancing security awareness and training for all personnel of the Organization, and specialized training for all security officials and officers. Actions and activities implemented to achieve those objectives for all three target groups are described below.

18. “Basic security in the field”, the interactive learning programme on CD-ROM, continues to provide basic security awareness to all United Nations personnel. It is mandatory for all serving and newly recruited personnel, available in all six official languages of the Organization and is accessible through United Nations local area networks, the Department’s Internet web page, respective organizations’ web pages or by CD-ROM. All agencies, funds, programmes and organizations report wide acceptance, staff satisfaction and high completion rates of the programme. The Department and the Inter-Agency Security Management Network recognized that personnel operating in hazardous field locations require additional security training to operate in high-risk security environments. Hence, in 2004 the development of a CD-ROM on advanced security in the field was initiated and will be launched by the Secretary-General at the next meeting of the Chief Executives Board in October 2006. The programme is aimed at enhancing field security knowledge and skills and will be mandatory for all personnel assigned to areas in security phase I or above, or whose duties routinely require them to travel to those areas. All the above training tools are a result of strong collaborative efforts by the Network and of a significant contribution by the Government of Japan, whose continued support to the Department’s security training efforts has been invaluable.

19. In addition to the two learning programmes, in 2006 the booklet entitled “Security in the field”, which is produced in the six official languages of the United

Nations and issued to all United Nations staff, will be revised for the first time since 1998 and made available to staff in 2007.

20. The Department continues its support of the United Nations Development Group by presenting security training in the resident coordinator training programme in an effort to better prepare resident coordinators to undertake their duties and responsibilities successfully. To complement the Department's training on security risk assessment, in that context, the Department of Political Affairs intends to provide training on political analysis. The Department of Safety and Security continues to provide training to security management teams in the field, addressing the needs of 170 staff members in nine countries during the present reporting period.

21. With the increased General Assembly authorization for additional security officers, the Department established a new training programme for its officers. All new security officer training programmes include specific instruction on cultural diversity, gender and special security guidelines for female United Nations personnel, including the new inter-agency learning programme on harassment, sexual harassment, abuse of power and authority and integrity awareness on its Internet website, for mandatory completion by all security officers and personnel system wide. Concurrently the Department has embraced the United Nations goals of diversity and has incorporated them into all aspects of training.

22. A three-week induction training programme for Chief Security Adviser took place in January 2006 with 16 newly appointed advisers. The programme addresses a wide range of operational security issues, including the integration of mission security elements of the Department of Safety and Security and the Department of Peacekeeping Operations, briefings on agency and departmental mandates, and security coordination. A new element on client security support expectations was conducted with support from the departments in the United Nations Secretariat and from agencies, funds and programmes, all of which have deemed the programme an overall success in preparing the senior security officers to provide enhanced security support in the field.

23. A training needs assessment was conducted in 2005, and the results were used in developing a completely new three-week training programme. It was implemented as the security certification programme and is mandatory for security advisers and field security coordination officers. At the time of submission of the present report, four security certification programmes had been completed, enabling the Department of Safety and Security to deploy 80 trained security advisers/field security coordination officers to assignments in the field. The main objective of the security certification programme is to deploy a security adviser or field security coordination officer with the required knowledge and skills to provide essential security support to the designated official, security management team and United Nations personnel at the assigned duty station. Hence, it is necessary to upgrade the capacity of some 115 serving security advisers and field security coordination officers. This will be accomplished through the newly developed refresher training programme, starting in 2007. The programme will be conducted on a regional basis to minimize cost and is mandatory. The Department's objective is for all of its field security officers to be trained to the new standard by the end of 2007.

24. Since the training of Security and Safety Service staff was formerly conducted independently by the various locations, different standards and quality of training evolved. Therefore, the Department, in consultation with the chiefs of security from

various United Nations units and affiliated institutions, has developed new, comprehensive training methods. The new programme will be completed and implemented by November 2006. In addition, the Department deployed a three-person team of Security and Safety Service training officers to the Economic Commission for Latin America and the Caribbean in support of the newly appointed Chief of Security and Training Officer, and provided a three-week induction training programme.

25. In June 2006 the Department, through the Peacekeeping Operations Support Section and the Training and Development Section, conducted its annual workshop for chief security officers and mission security officers of the Department of Peacekeeping Operations. A total of 35 officers participated in the workshop, held at the United Nations Logistics Base in Brindisi, Italy in June 2006.

26. Support of United Nations operations in Iraq continued through the deployment of the cadre of trauma and first-aid trained United Nations protection coordination officers, to enhance security support to all United Nations missions outside the international zone. The Department of Security and Safety coordinated a training workshop for 22 protection coordination officers, field security coordination officers and agency security officers of the Iraq security team based in Amman, Jordan. The workshop was conducted by medical personnel of the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP), and has been incorporated as standard into the new security adviser/field security coordination officer security certification programme.

27. The Department provides specific training support to all United Nations agencies, funds, programmes and organizations in the context of the Department of Peacekeeping Operations' new staff predeployment training programmes conducted in Brindisi, Italy; the United Nations System Staff College junior programme officer training programme at its office in Turin, Italy; and workshops conducted by the International Labour Organization (ILO) in Addis Ababa and Dakar. The Department continues to provide support to the Department of Political Affairs, in particular to its Security Council Affairs Division, in respect of field missions of the Security Council. Prior to such missions, the Department of Safety and Security undertakes a risk assessment on each destination to be visited and on this basis provides appropriate guidance in the form of a briefing book and oral presentation. During Security Council missions, the participants are accompanied by security officers assigned by the Department, who work closely with their counterparts in the field to keep track of developments on the ground.

28. The Department is establishing partnerships with other academic United Nations training centres, aiming at adjusting the level of security training programmes. The United Nations System Staff College at Turin, Italy, with its extensive education programme and client list and its facilities, is an ideal institute for assisting in this endeavour. Discussions are under way to develop a plan to implement an appropriate programme in 2007. Both entities are examining the efficiency and cost-effectiveness of using the Staff College facilities to centralize training of the Department's officers. In addition, the possibility of the Staff College becoming a centre of excellence for designing, preparing and implementing country-specific predeployment security training for United Nations emergency response personnel is being examined.

29. During the previous reporting period the Secretary-General noted the cooperation between the Department and the programme of research conducted by the Center on International Cooperation, New York University, and the Humanitarian Policy Group of the Overseas Development Institute, on humanitarian action in the new security environment: policy and operational implications. The Department is pleased to support this important initiative which identifies some of the key challenges to providing the enabling security environment necessary for the delivery of the United Nations mandate in the field through an analysis of findings from a global data set of major incidents of violence against aid workers from 1997 to 2005. Although the report will be launched during the sixty-first session of the General Assembly, the authors have provided the Department with an advance summary during the reporting period. The Department finds that the conclusions of the report are well substantiated and corroborate the Department's own analysis and risk management methodology. The conclusions include, inter alia, the following:

- Violent acts against aid workers, as measured in absolute terms, have increased markedly since 1997, with a steeper increase in the second half of the decade.
- Taking into account the growing number of aid workers in the field, however, the global incidence rate of violence in the field has increased only slightly, and has actually fallen in the most violent contexts.
- The number of incidents affecting United Nations and ICRC staff has decreased over the time period, while the number of incidents affecting NGOs and national Red Cross and Red Crescent society workers has increased, in both absolute and relative terms.
- National staff represent the majority of victims, and their risk relative to international staff is increasing in the most violent contexts.
- Most victims are deliberately targeted, either for political or economic purposes rather than randomly exposed to violence, and politically motivated incidents have increased over time.
- Ambushes remain the most common means of attack, but armed incursions on homes and work sites are on the rise.

30. Recognizing the need for expanded collaboration with the international community in a variety of crisis situations, the Department is striving to identify opportunities to exercise and rehearse international response plans with a view to increasing interoperability and collaboration. In that regard, the Department jointly sponsored and chaired the "bright horizons" exercise with Interpol and the Office of the Coordinator for Humanitarian Affairs to enhance knowledge and skills in responding to a mass casualty event. The Department will participate in the TRIPLEX exercise sponsored by the Office, which is scheduled to take place in September 2006, supported by the Government of Finland. In addition, the Department is sending several security advisers/field security coordination officers to the United Nations disaster assistance coordination course to facilitate the work of United Nations disaster assistance and coordination teams deployed to an emergency area. The above-mentioned activities will enhance the capacity to provide security support in multipartner international emergency operations. Lessons learned will be integrated in all Department of Safety and Security chief security adviser/security adviser/field security coordination officer training programmes.

31. Lastly, the Department is developing a plan for additional professional development activities, such as language acquisition and other training to increase the effectiveness of security officers. All Department officers have completed a skill inventory survey, which is maintained in a central database to be used to quickly identify security officers with specific skills needed to support a crisis event.

## **B. Critical incident stress management**

32. The reporting period marked a transitional phase for the Department's Critical Incident Stress Management Unit. The Unit strives to sustain operations while enhancing coordination with the United Nations counselling system. During the period, the bulk of its interventions revolved around the following activities: (a) promoting access to counselling and other psychosocial services; (b) developing a harmonized United Nations approach to critical incident stress, including the predicted influenza pandemic; and (c) upholding inter-agency and cross-sectoral collaboration on critical incident stress management.

33. Over the past year, the Unit has provided services to 11,888 staff in 288 United Nations offices located in 34 countries. This is more than a two-fold increase in the provision of psychosocial services to United Nations staff compared to last year. Further, 3,751 staff members and dependants benefited from individual or group counselling sessions in response to a critical incident or a traumatic event.

34. The Unit developed a strategic framework to enhance the capacities of United Nations staff at the country level by training United Nations staff on stress management and establishing local critical incident stress intervention cells. These teams are comprised of locally based counsellors supported by peer workers, of which 85 were trained during the reporting time. Stress management training was offered to 3,891 staff in 230 separate workshops. The approach proved very effective in Côte d'Ivoire during the January 2006 crisis. Fifty-nine staff members of UNHCR, the International Organization for Migration (IOM), WFP and the Office for the Coordination of Humanitarian Affairs received timely psychosocial support from the teams. Department of Safety and Security counsellors were deployed to the Gambia and Senegal to attend to evacuated staff.

35. In Indonesia, Israel and Pakistan, in the West Bank and the Gaza Strip, and recently in India, increased numbers (2,587) of staff benefited from new psychosocial activities at the field level, including staff welfare and predeployment briefings. Those activities play an important role in building resilience and in the prevention of stress-related critical incidents and burnout.

36. In response to the recommendations made by the Inter-Agency Security Management Network in April 2005, the United Nations Inter-Agency Working Group on Critical Incident Stress was created. It is a multidisciplinary group composed of 20 members, nominated by security focal points from a cross-section of United Nations agencies. In September the Working Group endorsed the United Nations standard operating procedures on critical incident stress and the Unit's strategic framework, and developed guidelines for responding to the psychosocial aspects of the predicted influenza pandemic.

37. Thirty-two United Nations counsellors were organized into regional rapid intervention cells, corresponding to the five Department of Safety and Security regions. Owing to that structure, rapid provision of psychosocial support to United

Nations staff and their dependants in response to emergencies was facilitated and proved effective.

38. The Unit improved coordination with the Office of Human Resources Management, including the Medical Services Division, in the following areas: (a) collaboration on the Working Group; and (b) consultation between United Nations medical officers and counsellors on issues pertaining to the crisis in Pakistan. Coordination between the Unit, the Medical Services and the Office of Human Resources Management helped address more efficiently the needs of evacuees. Even with a limited number of counsellors, the Office of Human Resources Management, through the Staff Counsellor's office, and the Critical Incident Stress Management Unit have planned and implemented many joint activities including training, strategic meetings, outreach communication and counselling sessions. In 2006/2007, the Unit is planning to build new partnerships with external networks of counsellors to improve the overall quality of psychosocial services for United Nations staff around the world.

### **C. Communications strategy**

39. The Department's multidimensional strategy for communication has made significant progress. Its website (<http://dss.un.org>), where over 6,000 staff members have registered, serves as a secure portal for access to a wide variety of security-related information such as travel advisories, the Department of Safety and Security staff directory and a full complement of security training materials, stress management and mission readiness information. Over 7,800 security clearance requests for Colombia and the Philippines, which are pilot countries, have been processed through the Department's integrated security clearance and tracking system in the first six months of the year and hundreds of security incidents have been recorded in the web-based security incident reporting system.

40. The Department initiated and successfully completed its first major component of the public information campaign at Headquarters, the Strengthening Security Project, the objective being to inform delegates, staff members and the media on the implementation of security and access control enhancements. The Project is scheduled for completion during the sixty-first session of the General Assembly. During the reporting period, the Department convened numerous meetings of the security information group, which is composed of the following offices and departments of the United Nations Secretariat: the Department of Political Affairs, the Department of Peacekeeping Operations, the Department of Safety and Security and the Office for the Coordination of Humanitarian Affairs. The group continues to meet regularly to exchange views and information on security challenges in specific contexts.

## **VI. Conformity with operating standards**

41. In its resolution 60/123, the Assembly requests the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support.

42. The Department's Policy, Planning and Coordination Unit, which ensures a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment, was initiated in January 2006, and recruitment was expected to be complete by August 2006. The Unit works closely with other operational units in the Department as well as with the training and compliance and monitoring units to ensure that new policies and procedures are realistically incorporated into staff training and that means of monitoring exist. For example, processes are being developed to ensure that country minimum operating security standards (MOSS) tables are based on threat and risk assessment and that implementation can be measured objectively against those standards. The Unit has also had meetings with the Peacekeeping Best Practices Section to learn from their experiences in developing a policy framework and using information technology to disseminate policy.

43. The first phase of the strategy, now in progress, is a thorough audit of existing policy, procedures, guidelines and standards related to security throughout the United Nations system. This will facilitate the unification of security policy and procedure, between the different elements of the United Nations security management system (regional operations, the Security and Safety Service, the Department of Peacekeeping Operations and agencies, funds and programmes). The strategy will streamline the current body of United Nations security policies and procedures, identify new requirements and provide a security document management system which allows for easy retrieval and continuous revision.

44. At the time of reporting, the Unit has, inter alia, issued a revised version of the 1995 field security handbook, compiled standards for the physical security of the United Nations premises and collated and catalogued existing United Nations security policy and procedure documents. The Unit managed and facilitated the development and publication of policies, procedures and guidelines, including revised security guidelines for women (in collaboration with the United Nations Population Fund), and a package of procedures for the management of firearms with the Security and Safety Service. The Unit also worked with the Department of Peacekeeping Operations Logistics Support Division on standardizing procurement of security equipment and has drawn up a strategy (approved by the Inter-Agency Security Management Network in May 2006) for the reorganization and rationalization of procedures for the development and management of security policy.

45. The Department's Division of Regional Operations and Field Support estimates that the implementation rate of MOSS is 80 per cent; however, this is a heuristic rather than a mathematically rigorous figure, based mainly on self-assessment by officials in countries. In order to provide a more objective and consistent measure of progress, the Department must have the capacity to be able to mount independent inspections on an adequate scale and a comprehensive set of technical standards to ensure objective inspections and to provide clear guidance to those responsible for implementing MOSS. To that end, the new Compliance, Evaluation and Monitoring Unit is fully staffed and will begin a round of inspections, starting with Indonesia, in July 2006. The Network has made it clear that many United Nations organizations are facing financial difficulties that hinder the full implementation of MOSS and minimum operating residential security standards (MORSS). As a result, at its May 2006 meeting the Network called for a thorough revision of MOSS documentation.

46. During the reporting period the Department continued its efforts to strengthen the analysis of threats to staff safety and security emanating from natural and man-made disasters in order to minimize security risks and to facilitate informed decisions on the maintenance of an effective presence in the field, inter alia, to fulfil their humanitarian mandate. To that end, the Network welcomed the progress made on further developing the security risk management capability of the United Nations system and the establishment of additional capacity for security threat and risk assessments in the Department. The security risk management process endorsed by the Network was effectively propagated and used at all duty stations as a major tool to identify emerging safety and security challenges and to deploy adequate and appropriate mitigating measures to enable the implementation of operational mandates of the departments, agencies, funds and programmes. Taking into consideration that threat and risk assessments are primarily developed by country offices, specific procedures for threat and risk assessments have been developed and incorporated into induction training programmes offered to security managers and personnel at all levels, from designated officials to security advisers and field security coordination officers. The Department was also engaged in the development of global and regional threat assessments addressing specific risks affecting the delivery of humanitarian operations.

## **VII. Collaboration and cooperation on security measures**

### **A. Inter-Agency Security Management Network**

47. The activities and deliberations of the Inter-Agency Security Management Network, a subcommittee of the High Level Committee on Management of the United Nations System Chief Executives Board that ensures coherence, direction and client ownership in the United Nations security management system, are detailed in a separate report to the General Assembly on strengthened and unified security management system for the United Nations (A/61/...).

## **B. Security collaboration between the United Nations system and non-governmental organizations**

48. The United Nations system continued to work closely with non-governmental and intergovernmental organizations on security management throughout the reporting period. At the headquarters level, the Department has continued its close working relationship with the NGO consortium, InterAction (the only such consortium with a dedicated Security Coordinator), sharing information and coordinating efforts to ensure staff security, and it also interacts regularly with NGO security directors and managers from other consortiums, as events dictate. The Department's humanitarian security adviser serves as the primary liaison with non-governmental and intergovernmental organizations and has made such services known to the NGO consortiums party to the Inter-Agency Standing Committee of the Office for the Coordination of Humanitarian Affairs, established by resolution 46/182, annex, paragraph 38. Efforts are under way to further integrate security coordination mechanisms for NGO safety and security, especially within the Sudan and, particularly, in Darfur, but also in Haiti, Pakistan and Sri Lanka. The Department notes with appreciation the enhanced security consciousness and willingness to cooperate on security matters among non-governmental and intergovernmental organizations. It also recognizes the efforts of Member States' donor organizations, such as the European Community Humanitarian Office (ECHO), the Department for International Development (DFID) of the United Kingdom of Great Britain and Northern Ireland, and the United States Agency for International Development Office of Foreign Disaster Assistance (USAID/OFDA) that have fostered such enhanced collaboration through the provision of training aids and other resources.

49. The Department worked closely with a task force of the Committee to prepare a report on security collaboration between the United Nations and the NGOs resulting from the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator's High-level Humanitarian Forum in Geneva on 31 March 2004. The task force assessed the implementation of a series of recommendations designed to further such collaboration, emanating from the Committee in 2001, and found them to be still relevant but lacking implementation. Consequently, a concerted effort from all parties is required to ensure their efficacy. The recommendations, known as "saving lives together", were endorsed by the Network, and thus the Department is incorporating them into all training programmes. The Department is expending significant energy on ensuring that NGO partners at headquarters levels are in agreement with the updated recommendations, and international NGO consortiums (International Council on Voluntary Agencies, InterAction) are helping the Department to disseminate the "saving lives together" document.

50. The Sudan is a particular forum for active collaboration between the United Nations security management system and international NGOs. During the reporting period, the InterAction alliance of humanitarian NGOs worked together with the Department on an NGO security mechanism for the Sudan to facilitate passage to the United Nations of information on security risks or incidents of mutual concern. Similar initiatives are under way or contemplated by the NGO communities, with the full support of the Department, in other crisis areas, such as Afghanistan, Balochistan province in Pakistan, Banda Aceh in Indonesia, and Iraq and Somalia.

## VIII. Observations and recommendations

51. In the past year United Nations and humanitarian personnel have again placed themselves in situations of extreme risk to achieve their mandates. The Department of Safety and Security cooperated with a research programme conducted by the Center on International Cooperation, New York University, and the Humanitarian Policy Group, of the Overseas Development Institute. The programme analysed findings from a global data set of major incidents of violence against aid workers from 1997 to 2005. The preliminary report of the study indicates that by any measure, international aid work is a dangerous profession. A comparison of on-the-job death rates for aid workers against the top 10 most hazardous civilian occupations (United States standard) would place aid workers at number five, after loggers, pilots, fishermen, and structural iron and steel workers.<sup>1</sup>

52. During the reporting period United Nations and humanitarian personnel faced dangerous circumstances resulting in death or injury in Afghanistan, Israel, Kenya, Somalia and the Sudan. Staff members in Afghanistan, Iraq and the Darfurs in the Sudan continued to be subjected to the unrelenting hostility of armed groups inimically opposed to their work, and therefore had to live and work under an extremely rigorous security regime. Increased levels of organized violence, intimidation and banditry continued to plague humanitarian activities in the Darfurs. While article 24 of the Darfur Peace Agreement prohibits violence towards civilians and relief workers, that region accounted for 11 out of the 15 attacks on humanitarian convoys resulting in death or injury of personnel. The security climate in Lebanon, where the United Nations has been presented with new and extremely delicate tasks, remains fragile. In other areas where the presence of the United Nations has been established and remains vital, burglaries, robberies, harassment at checkpoints and the threat of being assaulted or taken hostage are prevalent. Recent events of international terrorism, while sparing United Nations facilities, presage a further widening of risks that spares no country or activity. During the humanitarian response to the Pakistan earthquake, a period of seven months, the Department of Safety and Security, with Department of Peacekeeping Operations augmentation, deployed 51 security officers in support of the Pakistan earthquake emergency relief operation. While these security officers were drawn from duty stations around the globe, competing security requirements in the countries to which they were assigned began to emerge, compromising country-level operations in their absence. While the deployment of relief officers from elsewhere effectively met security requirements for the earthquake, competing demands in the country of

<sup>1</sup> The United States Department of Labor in 2004 reported “the individual occupations with high rates of fatal injury were logging workers (92.4 per 100,000 workers), aircraft pilots and flight engineers (92.4 per 100,000), fishers and related fishing workers (86.4 per 100,000), and structural iron and steel workers (47.0 per 100,000) (United States Department of Labor, “Census of fatal occupational injuries summary, 2004”, 25 August 2005). To calculate the 2004 fatality rate for aid workers (both violent and accident/illness-related), extrapolations were made from the data on aid workers killed in 2004 (56). Rowley’s calculation of 60 per cent violence-related deaths would yield an estimated total of 94 deaths from all causes, which, against the Department’s aid worker denominator for that year, gives a rate of 45 per 100,000.

assignment made it evident that the Department did not have the capacity to adequately address multiple emergencies of similar scale.

53. At the meeting of principals of the Inter-Agency Standing Committee, convened on 24 April 2006 in Geneva, the executive directors of the United Nations humanitarian agencies and international non-governmental organizations welcomed the change in culture of United Nations security management, and expressed appreciation for the work of the Department, pointing especially to the more inclusive and collaborative approach focused on enabling programme delivery. Eighteen months after its establishment, the Department has made significant and tangible progress in achieving a professional security management system that can respond with stronger staffing and capacity, based on continuous analysis, to allow the Organization to function safely in the face of a heightened global threat. Thus, I would like to express to the Member States, on behalf of all United Nations staff members, our enormous appreciation for the significant support rendered by the General Assembly through its adoption of resolution 59/276 on 23 December 2004. The Department relies on host Governments, with an increased emphasis on enhancing cooperation and collaboration. Effective provision of services by the Department requires partnership and investment by stakeholders, including the Member States and United Nations clientele, at all levels. On that basis, the Department may achieve its objective of enabling the safe and effective delivery of the United Nations mandated activities in the field.

54. Although the United Nations has taken significant steps to enhance the safety and security of staff, host Governments continue to bear the primary responsibility. While resolution 60/123 reflects the strong commitment of a wide array of Member States to the safety and security of United Nations personnel and activities, I continue to be dismayed by the ongoing difficulties we encounter in a few countries in obtaining permission to import communication equipment. As this remains a serious concern for the health and safety of staff members, I again appeal to all Member States that have imposed such restrictions to lift them immediately. Moreover, I appeal to Member States to work with the Department to fulfil their obligations, under the Charter of the United Nations, to ensure the safety of United Nations and humanitarian personnel.

55. I also remain dismayed over the unwillingness of some host Governments to provide timely information in the event of the arrest or detention of locally recruited United Nations personnel, and that very few countries have investigated fully attacks or other threats against international and locally recruited United Nations and associated staff members or held perpetrators accountable under international and national law. The increase in attacks on convoys resulting in death or injury, as well as in rape and sexual assault during the present reporting period is particularly disturbing, and I call upon Member States to undertake all necessary action to bring justice to the victims. Although much can and will be done by the United Nations to train and equip its staff to operate safely in difficult places, the culture of accountability engendered by Member States, local authorities and leaders at all levels remains the surest means of enabling our staff members to apply safely their courage and commitment to those in need.

56. The reduction in statistics on the number of security incidents involving United Nations staff during the reporting period may be attributable to many factors; however there is no doubt that the enhancements to the United Nations security management system undertaken by the Assembly since 2001 have played a major role. Moreover, it is evident that enhanced risk assessment skills, ongoing security training and improved adherence to MOSS have instilled a greater confidence and capacity to operate safely in areas of higher risk. Thus I strongly recommend that the General Assembly remain seized by this critical issue and continue its robust support of the United Nations security management system.

**Annex I****Civilian personnel who lost their lives as a result of malicious acts during the reporting period (1 July 2005-30 June 2006)**

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
1.	Mberia, Dickson Munyua	Kenya/United Nations Office for Project Services	Kenya 15 July 2005	Gunshot wounds	Police investigation ongoing
2.	Guehi, Angel Kossia G Sama	Côte d'Ivoire/International Criminal Tribunal for Rwanda	Tanzania 3 October 2005	Precise source of death unknown	Police investigation ongoing
3.	Hleigawi, Yousef Mohammed	Palestine/UNRWA	West Bank 1 October 2005	Gunshot wounds	UNRWA WB working with PA
4.	Mohamoud, Muse Gurage	Ethiopia/Department of Safety and Security	Somalia 3 October 2005	Gunshot wounds	Police investigation ongoing
5.	Hussain Foud Mohamed	Somalia/Polio worker for WHO	Somalia 16 November 2005	Landmine explosion	Investigation complete
6.	Nyakwama, Joab Otieno	FAO/Somalia Water and Land Information Management System	Kenya 1 December 2005	Head injuries	Police investigation file presumably sent to Attorney-General for further directions
7.	Andrianjafy, Emmanuelle	Madagascar/UNDP	Madagascar 13 December 2005	Stab wounds	Suspect under Arrest pending trial
8.	Batali, David	Guard for UNHCR	Sudan 15 March 2006	Gunshot wounds	One suspect arrested
9.	Bahjat, Nabil	Iraq/UNHCR	Sudan 15 March 2006	Gunshot wounds	One suspect arrested
10.	Mabote, Joaquim	Mozambique/UNDP	South Africa 13 April 2006	Gunshot wounds	Police investigation ongoing
11.	Al Jainabi, Wallid Mahmood	Iraq/WHO	Iraq 25 April 2006	Gunshot wounds	Police investigation ongoing

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
12.	Noorzai, Sarajudin	Afghanistan/UNICEF	Afghanistan 12 May 2006	Rocket-propelled grenade	Police investigation ongoing
13.	Sawalmah, Jaffal Mohmoud	Palestine/WFP	West Bank 30 May 2006	Gunshot wounds	Brought to the attention of authorities
14.	Osman, Mohamed Ged Elseed	UNMIS	Sudan 21 June 2006	Stab wounds	Police investigation ongoing
15.	Matiang, James Thon	Sudan/WHO	Sudan 25 June 2006	Head injuries	Police investigation ongoing

*Note:* FAO — Food and Agriculture Organization of the United Nations.  
 UNDP — United Nations Development Programme.  
 UNHCR — United Nations High Commissioner for Refugees.  
 UNICEF — United Nations Children's Fund.  
 UNMIS — United Nations Mission in the Sudan.  
 UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East.  
 WFP — World Food Programme.  
 WHO — World Health Organization.

## Annex II

**Consolidated list of staff members under arrest, detained or missing with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection during the reporting period (1 July 2005-30 June 2006)**

<i>No.</i>	<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
1.	Daoud, Nidal	UNRWA	Arrested in West Bank by the Israeli authorities on 25 September 2002
2.	Abu Mu'ala , Ashraf	UNRWA	Arrested in West Bank by the Israeli authorities on 30 November 2003
3.	Rayyan, Marwan	UNRWA	Arrested in West Bank by the Israeli authorities on 1 December 2003
4.	Teklemariam, Mengistu	UNICEF	Arrested in Eritrea on 6 May 2004
5.	Abu Leil, Ibrahim Ayyoub Mohammad	UNRWA	Arrested in West Bank by the Israeli authorities on 16 May 2004
6.	Al Qassas, Ibrahim Mohammad	UNRWA	Arrested in West Bank by the Israeli authorities on 16 May 2004
7.	Atallah, Nahed	UNRWA	Arrested in Gaza by the Israeli authorities on 14 August 2004
8.	Fissehaie, Bement	UNICEF	Arrested in Eritrea on 14 February 2005
9.	Al-Azzeh, Dirar	UNRWA	Arrested in West Bank by the Israeli authorities on 28 June 2005
10.	Fayyad, Ibrahim	UNRWA	Arrested in West Bank by the Israeli authorities on 31 July 2005
11.	Awawdeh, Musa	UNRWA	Arrested in West Bank by the Israeli authorities on 25 September 2005
12.	Saleem, Kamal	UNRWA	Arrested in West Bank by the Israeli authorities on 30 November 2005
13.	Assi, Arafat Yousef Sobhi	UNRWA	Arrested in West Bank by the Israeli authorities on 8 December 2005
14.	Sleit, Majdi Adnan	UNRWA	Arrested in West Bank by the Israeli authorities on 23 January 2006
15.	Khaled, Rida Mohamoud	UNRWA	Arrested in West Bank by the Israeli authorities on 29 January 2006
16.	Al Mabrouk, Mahdi Amin Mousa	UNRWA	Arrested in West Bank by the Israeli authorities on 15 February 2006
17.	Mekonen, Fshazion	UNMEE	Arrested in Eritrea on 30 March 2006
18.	Biniam Asgedom Nugussie	UNHCR	Arrested in Eritrea on 6 May 2006
19.	Al Hasany, Haider Munthar Hashim	WHO	Missing in Iraq since 8 May 2006
20.	Hammad, Ala' Mohd.	UNRWA	Arrested in West Bank by the Israeli authorities on 14 June 2006
21.	Yosief, Tesfay	UNMEE	Arrested in Eritrea on 24 July 2006
22.	Tewldeberhan, Kiflai	UNMEE	Arrested in Eritrea on 24 July 2006
23.	Mesfun, Fecadu	UNMEE	Arrested in Eritrea on 24 July 2006
24.	Gibremskel, Mengestab	UNMEE	Arrested in Eritrea on 24 July 2006

<i>No.</i>	<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
25.	Debesai, Aster	UNMEE	Arrested in Eritrea on 22 August 2006
26.	Tsegay, Fessaha	UNMEE	Arrested in Eritrea, date unknown

*Note:* UNHCR — United Nations High Commissioner for Refugees.  
UNICEF — United Nations Children’s Fund.  
UNMEE — United Nations Mission in Ethiopia and Eritrea.  
UNRWA — United Nations Relief Works Agency for Palestinian Refugees in the Near East.  
WHO — World Health Organization.



# General Assembly

Distr.: General  
7 September 2007

Original: English

---

## Sixty-second session

Item 73 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution 61/133 of 14 December 2006, requested the Secretary-General to submit at its sixty-second session a comprehensive and updated report of the Secretary-General 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 threats against the safety and security of humanitarian and United Nations personnel over the last year and on the implementation of requests and recommendations to the Secretary-General, as reflected in resolution 61/133, that fall under the purview of the Department of Safety and Security.

The report highlights significant challenges and threats to the security and safety of humanitarian and United Nations personnel and ongoing measures to ensure respect for the human rights, privileges and immunities of humanitarian and United Nations personnel according to relevant international instruments. Focusing on ongoing efforts to promote a culture of security consciousness within the Organization, conformity with security standards, security collaboration and accountability at all levels, the report calls for international collective responsibility, according to international laws and principles, to ensure the safety and security of humanitarian and United Nations personnel.

---

\* A/62/150.



## **I. Introduction**

1. In its resolution 61/133 of 14 December 2006, the General Assembly requested the Secretary-General to submit, at its sixty-second 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 present resolution. The reporting period is from 31 July 2006 to 30 June 2007.

## **II. Security challenges and threats against United Nations and humanitarian personnel**

2. The security of humanitarian and United Nations personnel remains precarious. Throughout the reporting period, humanitarian and United Nations personnel, deployed globally in a broad range of field operations, continued to be subjected to multiple threats. These threats include crimes, armed conflict, terrorism, harassment and detention. Banditry and criminality in areas of civil conflict, as well as in countries with economic, political and social tensions, adds to security challenges. Hostage-taking, politically, economically or criminally motivated, remains the most disturbing feature of the United Nations and humanitarian working environment, particularly in conflict and post-conflict areas.

3. Key factors contributing to challenges for United Nations security management worldwide include: (a) expanded and sustained operations, particularly in conflict or post-conflict areas, and (b) rising criminality owing to deteriorating public security and limited capacity of local authority in countries facing economic, political and social tension, even without the presence of armed conflict.

4. During the reporting period, 16 United Nations civilian staff members lost their lives while performing their duties. Of these deaths, four occurred in Africa (Malawi, the Sudan and Uganda), four in Asia and the Pacific (Sri Lanka, Timor-Leste, Afghanistan and Bangladesh), one in Latin America (Guatemala) and seven in the Middle East, of which three deaths occurred in Iraq, one in Israel and three in Lebanon.<sup>1</sup> Annex I to the present report lists United Nations personnel who lost their lives as a result of malicious acts and indicates the status of legal proceedings undertaken by the relevant Member States.

5. Locally recruited humanitarian and United Nations personnel remained particularly vulnerable to attacks and have accounted for the majority of casualties and arrests, detentions or harassments, primarily in complex humanitarian situations and in peacekeeping and peacebuilding operations. Out of the above-mentioned number of 16 deaths, 15 were of locally recruited staff members; one international staff member died in Lebanon.

6. Serious violent incidents against humanitarian and United Nations personnel have continued unabated. In the reporting period, there were 507 recorded cases of violent attacks<sup>2</sup> directed against United Nations personnel, 442 incidents of harassment and intimidation, 534 cases of robberies, 232 cases of physical assaults,

---

<sup>1</sup> The reported information is provided by 149 United Nations designated officials for security and safety in field offices and missions worldwide.

<sup>2</sup> These include "attacks" on premises, installations and convoys of the United Nations and non-governmental organizations resulting and not resulting in death and/or injuries.

126 cases of hijacking and about 273 reported cases of arrest and detention by State and non-State actors. In addition, there were 68 cases of forced entry and/or occupations of United Nations offices and 592 residential break-ins involving United Nations and associated personnel in the past year.

7. The greatest number of security incidents and threats,<sup>3</sup> by State and non-State actors, directed against United Nations personnel have occurred mostly in Africa, Asia (including Central Asia) and the Pacific, according to indicative information provided by United Nations designated officials for security. Annex III to the present report provides the number of security incidents involving United Nations and associated personnel in different regions, countries and areas.

8. The reporting period has seen continuing examples of violent acts against United Nations and humanitarian personnel in conflict and post-conflict areas. In the Sudan, the most serious incidents include the killing of a national World Food Programme (WFP) staffer in an ambush in southern Sudan on 10 January 2007, armed robbery on 28 May 2007 of a United Nations team by 10 armed bandits in Darfur and carjacking incidents in which staff members were often temporarily abducted to delay raising of the alarm before being released in remote and inhospitable areas. United Nations and humanitarian workers in Darfur continued to suffer from administrative obstruction and harassment. Attacks on aid convoys are drastically hampering humanitarian operations in Darfur. The number of carjacking incidents involving United Nations and humanitarian vehicles in the reporting period was 105, compared to 52 incidents in the last reporting period. The Sudanese Government continues to collaborate with the United Nations on measures for enhancing security for humanitarian operations.

9. In Haiti there were 13 kidnappings and 14 attacks against premises and convoys of the United Nations and humanitarian organizations. Out of these 14 attacks, 6 resulted in death and injuries. The majority of kidnapping cases in Haiti involved the abduction of victims from their vehicles while travelling to and from work, while 4 of the 13 kidnapping cases took place after residential break-ins. None of the kidnappers had been arrested at the time of reporting. In Afghanistan, there were 12 reported cases of intimidations and harassments and 10 attacks against humanitarian and United Nations personnel. In one of these cases an unknown gunman killed a national contractor working for a United Nations agency. In November 2006, a United Nations team in Afghanistan was ambushed with small arms fire.

10. The Department of Safety and Security has documented first-hand and secondary accounts of critical security incidents involving the staff of international, non-governmental and inter-governmental organizations. It is important to note that these accounts do not form a complete record of all such incidents, but are indicative of the threats and incidents faced by such organizations, many of which contribute to United Nations operations, working in tandem or as implementing partners. During the reporting period, the Department received credible reports of a number of incidents in which international and national staff of non-governmental organizations died as a result of malicious acts, including 22 in Sri Lanka alone. It is believed that information on many more incidents is never shared with United

---

<sup>3</sup> These include attacks, murder, arrests and detention by State and non-State actors, physical assaults, harassments and intimidations, forced entry or office occupations, missing persons, robberies, hijacking and residential break-ins.

Nations officials. The situation of non-governmental organizations (NGOs) in the Sudan, particularly Darfur, is of grave concern, owing to unabated violent acts such as attack, carjacking, robbery, harassment and sexual assault targeting NGOs throughout the reporting period.

### **III. Arrest, detention and other restrictions**

11. For the past year, the number of United Nations personnel arrested, under detention or missing, and with respect to whom the United Nations has been unable to exercise its right to protection, has slightly decreased from 26 for the last reporting period to 22 cases in the reporting period. Fourteen United Nations staff members remained under detention as of 30 June 2007, in Israel, the West Bank and Gaza, as well as three in Eritrea and one in the Sudan. Annex II to the present report contains a consolidated list of missing staff members and those under arrest and detention, unable to exercise fully their rights to protection during the reporting period.

#### **Implementation of resolution 61/133**

### **IV. Respect for the human rights, privileges and immunities of United Nations and other personnel**

12. The United Nations security management system is based on the principle that the primary responsibility for the security and protection of staff members, their dependants and property and the Organization's property rests with the host Government. The United Nations continues to take steps in implementing paragraphs 12 and 13 of resolution 61/133, in which the Assembly requested the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilling the mandate of a United Nations operation, and to seek the inclusion, in negotiations of future and existing headquarters and mission agreements, of key provisions of 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. The key provisions of the Convention on the Safety of United Nations and Associated Personnel include, among others, ones regarding the prevention of attacks against members of the operation, the establishment of such attacks as crimes punishable by law and the prosecution or extradition of offenders.

13. The Under-Secretary-General for Safety and Security continued to intensify his contacts and dialogue with Member States, both through their Permanent Missions to the United Nations and through direct contact with various responsible host country authorities, in order to increase cooperation and guarantee the necessary support to address issues related to host country agreements and privileges and immunities of United Nations and associated personnel. The Department is actively pursuing a joint strategy with the Office of Legal Affairs and the Office for the Coordination of Humanitarian Affairs to promote Member States' compliance with the Conventions on the Privileges and Immunities. The Department, in consultation with the Office of Legal Affairs, continued to bring

specific cases of infringement of the human rights and privileges and immunities of United Nations personnel, or other persons undertaking activities in fulfilling the mandate of a United Nations operation, to the attention of the host Governments concerned. The Department of Safety and Security has developed links with international law enforcement bodies, to which Member States are parties, to pursue those who organize violence against United Nations and humanitarian personnel.

14. Certain Governments continue to impede the import, deployment and use of essential communications and security equipment required for United Nations operations in contravention of the Conventions mentioned above. These restrictions have a serious adverse effect on the beneficiaries of United Nations programmes and on staff safety and security.

## **V. Promoting and enhancing security consciousness**

15. The Department of Safety and Security continued to take measures to enhance security consciousness and awareness of security procedures and policies, including comprehensive staff training, critical incident stress management, electronic information strategy, threat and risk analyses and security management mainstreaming.

### **A. Security training programmes and awareness initiatives**

16. The Training and Development Section of the Department of Safety and Security has developed and disseminated the following security awareness materials to enhance the security training given to designated officials, security management teams, security officers and personnel of United Nations system organizations:

(a) *The United Nations Security Management System Series*, which consists of short, practical security guidelines for United Nations personnel, in brochure format. The debut editions are entitled “Area Security Coordinator” and “Working with an Interpreter”;

(b) “Advanced Security in the Field”, the CD-ROM learning programme implemented since October 2006. To date, almost 14,000 United Nations personnel have undertaken the CD version of the learning programme and an additional 13,000 United Nations personnel completed the programme on the United Nations website.

17. Enhanced security training activities include the following initiatives:

(a) The new security certification programme and the follow-up refresher training programme to train all serving security advisers, field security coordination officers and agency, programme and fund security officers to attain the security certification programme standard;

(b) Hostage incident management training, including the delivery of an introduction to a basic hostage incident management course to 59 participants in Haiti;

(c) Advanced hostage incident management training, launched in October 2006 with the training of 28 participants;

(d) Chief security adviser induction training for 17 chief security advisers in January 2006, including nine participants from integrated peacekeeping missions. The new features of the security training programme focus on briefings and discussions with various United Nations departments, agencies, funds and programmes, in order to give security officials an appreciation of the need for closer cooperation with relevant organizations to better enable United Nations operations.

18. In addition, the Department conducted security training for 21 newly appointed resident coordinators, who serve as designated officials for security, developed the standardized security officer induction and refresher training programmes and collaborated with relevant United Nations organizations to standardize and present emergency trauma bag training.

19. The Department has launched the “Training resources” webpage to enable United Nations personnel to complete the “Basic security in the field” and the “Advanced security in the field” CD-ROM learning programmes in the six official languages of the United Nations and to access other security resources.

20. The Department continues to conduct in-country training in various areas, including security management team training, as well as workshops and seminars, including the integrated training in peacekeeping missions in more than 20 countries. The Department of Safety and Security supports security training initiatives of the United Nations agencies, funds, programmes and organizations upon request and continues to support the Department of Peacekeeping Operations training programmes and strengthen its partnership with the United Nations System Staff College in Turin, Italy.

## **B. Critical incident stress management**

21. Critical stress management remains an integral part of ongoing efforts to promote the Organization’s security consciousness. The Department of Safety and Security Critical Incident Stress Management Unit has made progress in: (a) developing a harmonized United Nations approach to critical incident stress before, during and after emergencies; (b) promoting wider sustainable access to quality counselling and other psychosocial services to affected staff; and (c) promoting the United Nations systemwide collaboration on critical incident stress management.

22. To strengthen the United Nations crisis response preparedness through building the capacities of United Nations counsellors, the Critical Incident Stress Management Unit has instituted an intensive counsellor training and certification programme, in collaboration with relevant departments and offices, to provide harmonized, readily accessible and quality psychosocial services to United Nations staff using professional resources at the country level. Thirty counsellors in 24 duty stations participated in certification training courses in crisis and stress management organized in cooperation with international institutions concerned.

23. The Critical Incident Stress Management Unit held 206 training critical stress management workshops for 4,495 staff members. There was a 122-per cent increase in the access to counselling services for United Nations staff, with a total of 14,605 interventions delivered to 13,888 United Nations staff members in 36 countries over the past year.

24. During the reporting period, Unit counsellors responded to 206 critical incidents, including the Middle East crisis in 2006, the United Nations staff evacuation from Guinea Conakry in 2007 and the plane crash in Cameroon in 2007. The Department of Safety and Security provided emotional first-aid and other crisis-management counselling to 2,175 affected staff members. Also, the reporting period saw the success of local critical incident intervention cells conducted by a locally based counsellor in the pilot projects in Côte d'Ivoire, Indonesia and Pakistan.

25. To enhance United Nations systemwide coordination, the Unit organized three inter-agency meetings on the coordination of the stress management system. The Unit has maintained close coordination with relevant organs within the Secretariat through joint initiatives such as training and building an electronic counselling coordination system in case of an emergency, while expanding its cooperation to external networks of recognized mental health professionals.

26. Despite these positive developments, there is a need to consider new strategic approaches to ensure the wider implementation of the critical incident stress intervention cells within the United Nations system by: (a) including critical stress management in the security management structure at the country level; (b) establishing a new data collection system; and (c) strengthening the critical stress management coordination among the United Nations system organs.

### **C. Electronic information strategy**

27. For the past year, the Department website ([www.dss.un.org](http://www.dss.un.org)), with over 38,000 registered staff members, has served as a secure access to a wide variety of security-related information such as travel advisories, the Department of Safety and Security staff directory, security awareness and training materials, as well as stress management and mission readiness information. The Department has processed over 40,800 security clearance requests for operations in more than 190 countries and areas through the integrated security clearance and tracking system. During the period January to June 2007, there were over 1,100 security incidents recorded in the web-based security incident reporting system.

### **D. Threat and risk assessment**

28. The security risk management process, endorsed by the United Nations Inter-Agency Security Management Network in April 2005, has become an effective tool to enable the United Nations system to identify threats, determine associated risks and develop mitigating strategies to conduct its operations with the security and safety of its staff as a high priority. The security risk assessment is a critical component of the security risk management process that aims to determine existing threats to United Nations activities and to assess associated risks in order to identify required mitigating measures. Security risk assessments are primarily conducted by United Nations country teams at duty stations in close consultation with host country authorities. The United Nations Department of Safety and Security provides constant management, support and assistance to United Nations country teams on the implementation of the security risk management process, including the conducting of reliable security risk assessment.

29. To this end, the Department of Safety and Security introduced multiple training programmes for in-country United Nations designated officials for security, members of security management teams and security professionals at duty stations. The United Nations Department of Safety and Security, in coordination with members of the Inter-Agency Security Management Network, continued its efforts to strengthen the methodology to ensure that security risk assessments are truthful, accurate and objective. Moreover, threat and risk assessment has been a key element in the work of the Division of Headquarters Safety and Security Services within the Department in providing close protection to United Nations senior staff and State dignitaries. For the past year, the Division has coordinated the protection of 65 dignitaries and senior staff members in 106 countries and for 246 United Nations official visits and missions to various locations worldwide.

### **E. Mainstreaming of security management**

30. For the past year, the Department of Safety and Security has continued to intensify efforts to mainstream security management at all levels of United Nations activities with the strategic aim of enabling United Nations operations. Firstly, the Under-Secretary-General for Safety and Security has held regular and close consultations with various departments within the United Nations Secretariat, agencies, funds and programmes to increase the systemwide awareness of the security implications of policy, planning, operational and administrative issues. Secondly, as part of the efforts to promote a culture of accountability for the security and safety of the United Nations and associated personnel, the “inter-organizational measures: framework for accountability for the United Nations security management system” (A/61/531, annex I), endorsed by the General Assembly, was disseminated in April 2007 to United Nations designated officials and security officials in field offices worldwide. Thirdly, the Department of Safety and Security continues to take measures to integrate safety and security components within the department, including, among others, joint training and integration of standardized safety and security policies and procedures.

## **VI. Conformity with operating standards**

31. In its resolution 61/133 (para. 19), the Assembly requested the Secretary-General to continue to take the necessary measures to ensure that United Nations and other personnel carrying out activities in the fulfilment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct, and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirmed the necessity for all other humanitarian organizations to provide their personnel with similar support.

32. The Department Policy, Planning and Coordination Unit, which ensures a unified capacity for policy, standards, coordination, communication, compliance,

and threat and risk assessment, has worked closely with other units to ensure that new security policies and procedures are cohesive and consistent, realistically incorporated into staff training, applicable to the field, reflective of changing realities or emerging challenges on the safety and security of United Nations personnel and fully endorsed by the United Nations Inter-Agency Security Management Network. During the reporting period, the Unit continued to revise and review the *United Nations Field Security Handbook*. Ongoing efforts include wide-ranging security policy reviews, such as the revision of the *United Nations Security Operations Manual* as a how-to guide for security officials.

33. As a measure to promote compliance with existing security standards in the past year, the Compliance, Evaluation and Monitoring Unit of the Department of Safety and Security conducted 12 compliance field visits to evaluate the level of conformity with all United Nations security policies, including Minimum Operating Security Standards (MOSS). While levels of compliance varied between locations, the average compliance rate was 3.20 on a scale of 1 to 5. The specific MOSS compliance rates range from 45 per cent to 99 per cent, with an average of 82 per cent for the field locations visited. The Department of Safety and Security proposed a total of 452 recommendations for the improvement of compliance with security operations and policies in various offices.

34. To assist the United Nations country teams in the field in implementing standardized and systematic internal processes of evaluation, the Unit continued to identify methodologies and establish procedures for assessing the implementation of security standards in the field. The MOSS self-assessment programme, which constitutes the first such mechanism, will allow headquarters and field security managers to determine the level of compliance as identified in the country-specific MOSS. The unit has introduced the compliance information management system to ensure a standardized approach, transparency of the process and easy access to the compliance information.

## **VII. Collaboration and cooperation on security measures**

### **A. United Nations Inter-Agency Security Management Network**

35. The activities and deliberations of the Inter-Agency Security Management Network, a subcommittee of the High-level Committee on Management of the United Nations System Chief Executives Board for Coordination that ensures coherence, direction and client ownership in the United Nations security management system, are detailed in a separate report to the General Assembly on strengthened and unified security management system for the United Nations.

### **B. Security arrangements for integrated missions**

36. The Inter-Agency Security Management Network established a working group on security support to integrated field missions and began conducting a survey covering different aspects of such support to better understand current practices and to harmonize the security support management of all elements of integrated missions.

37. Currently, there are 10 United Nations integrated field peace missions supported by the Department of Political Affairs and the Department of Peacekeeping Operations. Integrated missions comprise a peacekeeping or peacebuilding operation and a United Nations country team, focusing on development and humanitarian affairs supported by the Office for the Coordination of Humanitarian Affairs, under a single Head of Mission who normally serves as the designated official for security. In integrated missions, the Department of Safety and Security has made progress in streamlining the responsibilities and roles of the Chief Security Adviser to enhance security management with threat and risk assessment, security training and operational oversight for all components of the integrated mission. In high-risk or very complex security environments, the appointment of a Principal Security Adviser to establish a high-level liaison with host country security authorities has been a positive step in fostering closer understanding and cooperation with host Governments, particularly in Iraq and the Sudan.

### **C. Security collaboration between the United Nations and non-governmental organizations**

38. The United Nations system continued to work closely with non-governmental organizations and intergovernmental organizations on security management in the field during the reporting period. To date, as the Department of Safety and Security is neither mandated nor resourced to collaborate with NGOs, collaboration has depended upon extrabudgetary contributions from Member States. The lack of financial support posed constraints on the Department efforts to promote collaboration with NGOs at the headquarters level. In a determined effort to maintain liaison with the NGO community, the Department, in cooperation with the United Nations Development Programme (UNDP), has implemented a project to sustain this liaison capacity. Despite limited donor support, the project resulted in a successful mission to Darfur in May 2007, leading to a plan and framework for United Nations-NGO security collaboration in this challenging environment.

39. Meanwhile, the Department has maintained a working relationship with the NGO consortium Inter-Action through a security coordinator assigned to share information and coordinate efforts on staff security by maintaining regular contacts with NGO security directors and managers from other consortiums. In order to maintain impartiality, the Department has coordinated with relevant NGOs through the consortiums recognized by the General Assembly, instead of dealing with NGOs on an individual basis. The absence of security focal points in other relevant NGO consortiums has severely limited the ability of the Department to maintain effective liaison.

40. Efforts are under way to further integrate security coordination mechanisms between the United Nations and NGOs, especially in the Sudan, Somalia, Sri Lanka, Colombia and Haiti. The Department of Safety and Security notes with appreciation the enhanced security consciousness and willingness to cooperate on security matters among non-governmental organizations and intergovernmental organizations in the field, as well as the efforts of Member States and the donor community that have contributed to this initiative through the provision of training aids and other resources.

41. The Department of Safety and Security continued to promote the “Saving Lives Together” framework for United Nations-NGO security collaboration, which resulted from the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator’s high-level humanitarian forum convened in Geneva on 31 March 2004. Saving Lives Together, endorsed by the United Nations Inter-Agency Security Management Network, was previously incorporated into all security training programmes to enhance awareness among United Nations security officials and to promote United Nations-NGO security coordination in the field. Achieving consensus within the humanitarian community on the nature of security services and the obligations and expectations of all parties remains a challenge, given the diverse nature of the community. The demands of negotiating such arrangements require substantial investment of time and effort, often above and beyond the terms of reference and capacity of the United Nations security officials in the field. Global implementation of the Saving Lives Together initiative demands predictable oversight and support from United Nations headquarters.

#### **D. Security collaboration between the United Nations and host Governments**

42. In fulfilling the mandates as reflected in General Assembly resolution 61/133 (para. 23), in which the Assembly invites the United Nations and humanitarian organizations to work closely with host Governments to strengthen the analysis of threats, the United Nations has taken measures to enhance security collaboration with host Governments, including efforts to support United Nations designated officials on collaboration with host Government authorities, particularly by establishing country-level mechanisms for information-exchange, and risk assessment and situation analysis. Recognizing the need to promote awareness of the primary responsibilities of host Governments for the protection of humanitarian and United Nations personnel, the Under-Secretary-General for the Department of Safety and Security continued to support designated officials through field visits and participation in bilateral, multilateral, and regional dialogues and through increased interaction with the Permanent Missions.

43. To identify key challenges and promote best practices for further cooperation with host Governments, the Department of Safety and Security has conducted a survey of United Nations designated officials in 170 countries. The initial results have helped to identify four key issues for further cooperation with host Governments; namely, (a) the security of locally recruited personnel; (b) joint contingency or emergency planning and exercises; (c) awareness and sensitivity to local cultures and laws; and (d) joint efforts to promote the local population’s awareness of the United Nations role and mandates. To ensure cohesiveness and coordination in security collaboration between the United Nations and host Governments, the Department of Safety and Security established, earlier this year, an interdepartmental mechanism to discuss host country issues.

### **VIII. Observations and recommendations**

**44. I am deeply concerned by the disturbing trends of unabated targeting of humanitarian workers in hostage incidents and deliberate threats against**

United Nations personnel in conflict areas, particularly in areas of United Nations peacekeeping and peacebuilding operations, as well as the vulnerability of locally recruited personnel of the United Nations and humanitarian organizations.

45. Locally recruited United Nations staff members continue to face increased security threats and have, in certain cases, become victims of abuse and harassment and unlawful detention, in areas where their services are most critical for sustaining United Nations activities. There is therefore a need for the Organization and the international community to keep under review the policy, operational and administrative arrangements necessary to provide locally recruited personnel with adequate safety and security. While the Department of Safety and Security, in consultation with relevant United Nations organs and departments, is making efforts to address this issue, there is further an urgent need to develop a culture of due diligence and accountability, at all levels, for the protection of both locally recruited staff and national humanitarian workers.

46. The international community's continued and sustained commitment to ensure that security management is an integral part of United Nations and humanitarian operations remains critical for the implementation of humanitarian mandates worldwide. As the primary responsibility for the security and protection of the United Nations and associated personnel rests with the host Governments, current security challenges call for global collective responsibility and joint concrete steps to promote compliance with internationally agreed principles for ensuring the safety and security of humanitarian and United Nations personnel.

47. Host Government support is vital in ensuring that the Organization's security management mechanism can operate in an efficient and cost-effective manner. I wish to underline the importance of security collaboration between the United Nations and the host country on contingency planning, information exchange, risk assessment and combating impunity as a strategic priority of the United Nations security management system.

48. I also wish to emphasize United Nations security cooperation with civil society and humanitarian partners, and the need to develop a comprehensive and reliable strategy for incident reporting as two major areas of challenge for joint global initiatives. As the Department of Safety and Security continues to face constraints of both mandate and resources in enhancing cooperation with non-governmental organizations, I urge the donor community to increase its support to initiatives such as Saving Lives Together, which will promote better security coordination between the United Nations and non-governmental organizations.

49. While I welcome the fact that most Governments remain committed to the implementation of resolution 61/133, I call upon all Member States to address three topical issues, including (a) unlawful arrests and detention of humanitarian and United Nations staff; (b) obstruction of freedom of movement of United Nations and humanitarian workers; and (c) impunity for crimes committed against humanitarian and United Nations personnel. Not all countries have fully investigated attacks or other threats against international

and locally recruited United Nations and associated staff members, or held perpetrators accountable under international and national law.

50. I continue to be gravely concerned by the difficulties we encounter in a few countries over the import of communication equipment. I appeal to all Member States that have imposed such restrictions to lift them immediately. While the United Nations and the humanitarian community will continue to intensify efforts in training and equipping staff, the culture of accountability among all concerned and the active commitment of Member States, local authorities and leaders at all levels remains the first line of defence in the protection of humanitarian and United Nations personnel.

51. I wish to commend the host Governments and their relevant national and local authorities, as well as officials who continue to observe the internationally agreed principles on the protection of humanitarian and United Nations personnel. On behalf of all United Nations staff members, I wish to express our enormous appreciation to Member States for the significant and continued support for the development of the Department of Safety and Security. Effective provision of services by the Department of Safety and Security requires partnership and investment by stakeholders, including Member States and United Nations clientele, at all levels.

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

## Annex I

**Civilian personnel who lost their lives as a result of malicious acts during the reporting period (1 July 2006-30 June 2007)**

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
1	Abdel Rahman Abu Al-Amrain	Palestinian/UNRWA	Gaza, 18-Dec-06	Gunshot wound	None
2	Samson Mafabi	Ugandan/WFP	Keriba, Uganda, 01-Jan-07	Gunshot wound	Suspect in court
3	Richard Achuka	Ugandan/WFP	Kotido, Uganda, 28-May-07	Gunshot wound	Suspect in court
4	Abd El Rahim Al Saghir	Lebanese/UNRWA	Ain El Hilweh, Lebanon, 14-Aug-06	Artillery fire	None/not reported
5	Adel Khalil Khalil	Lebanese/UNRWA	Nahr El Bared, Lebanon, 21-May-07	Gunshot wound	None/not reported
6	Augustine Bielonwu	Nigerian/UNIFIL	Tyre, Lebanon, 17-Jul-06	Aerial bombardment	
7	Emmanuel Chaku Joseph	Sudanese/WFP	Juba, Sudan, 10-Jan-07	Gunshot wound	Police investigation
8	Maseko Ellings	Malawian/WFP	Bangwe, Malawi, 12-Apr-07	Stabbing	Murderer shot dead by Police
9	Rasanayagam Sharmilan	Sri Lankan/IOM	Vavuniya, Sri Lanka, 6-Jan-07	Landmine	Police investigation
10	Antonio Martins	Timorese/UNMIT	Dili, 10-Dec-07, Timor-Leste,	Knife wound	UNPOL investigation
11	Anas Darwish	Iraqi/UNAMI	En route from Fallujah to Baghdad, Iraq, 10-Apr-07	Gunshot wound	Police investigation
12	Janan Aziz Jabero	Iraqi/UNICEF	Baghdad, Iraq, 31-Dec-06	Gunshot wound	Police investigation
13	Haider Munthar Husham Al Hansay	Iraqi/UNAMI	Baghdad, Iraq, 8 May 2007	Gunshot wound	Police investigation
14	Swamitra Kumar Dev	Bangali/UNDP	Rangpur, Bangladesh, 11-May-07	Knife wound	Police investigation
15	Sidiqullah son of Sidiqullah	Afghan/UNHCR	Kandahar, Afghanistan 08-May-07	Gunshot wound	Police investigation

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
16	Marco Sanchez Garcia	Guatemalan/UNDP	Zone 10 Guatemala City, Guatemala, 13-Jun-07	Gunshot wound	Police investigation

*Note:* IOM — International Organization for Migration  
 UNAMI — United Nations Assistance Mission in Iraq  
 UNDP — United Nations Development Programme  
 UNHCR — Office of the United Nations High Commissioner for Refugees  
 UNICEF — United Nations Children’s Fund  
 UNMIT — United Nations Integrated Mission in Timor-Leste  
 UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East  
 WFP — World Food Programme

## Annex II

**Consolidated list of civilian staff members under arrest, detained or missing with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection during the reporting period (1 July 2006-30 June 2007)**

<i>No.</i>	<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
1	Mohammed Qasem Obeid	UNRWA	Arrested in Jenin Camp on 15 January 2007
2	Rae'ed Ali Ibrahim Shihadeh	UNRWA	Arrested in Jenin Camp on 15 January 2007
3	Shareef Qasem Nassar Nassar	UNRWA	Arrested in Madama Village on 6 March 2007
4	Mohammed Abu Abah	UNRWA	Arrested in Qalandia on 17 April 2007
5	Khader Ahmad Isma'il	UNRWA	Arrested in Aida Camp on 07 November 2006
6	Osama Abujado	UNRWA	Arrested in Aida Camp on 07 November 2006
7	Ala'a Jundeyyeh	UNRWA	Arrested in Aida Camp on 07 November 2006
8	Fadi Mahmoud Qasem	UNRWA	Arrested in Jenin Camp on 09 November 2006
9	Nahed El Shafi	UNRWA	Arrested in Hiwwara Check point on 11 November 2006
10	Mohammed A/Hamid Yacoub Rihan	UNRWA	Arrested in Am'ari Camp on 11 January 2007
11	Shajee Ghassan Hmeidan	UNRWA	Arrested in Camp no 1 on 20 January 2007
12	Wafa Adel Hmeidan	UNRWA	Arrested in Camp no 1 on 20 January 2007
13	Ashraf Dalalshah	UNRWA	Arrested in Ramallah UNDP office on 9 September 2006
14	Abdullah Abu Zayed	UNRWA	Arrested in Gaza FO on 26 February 2007
15	Hassan Adan	UNMIL	Missing in Monrovia, Liberia, on 20 August 2006
16	Mohamed Dable Khalif	UNDSS	Missing in Afmadow, Somalia, on 02 January 2007
17	Osman Hassen	WFP	Arrested in unconfirmed place (Asmara or Dekemhare), end of May 2007
18	Moses Gumete	UNMIS	Arrested in Maridi, Sudan, on 04 June 2007
19	Senait Solomon	UNMEE	Arrested in Asmara, Eritrea, on 25 September 2006

<i>No.</i>	<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
20	Werede Yemane	UNMEE	Arrested in Asmara, Eritrea, on 06 October 2006
21	Michael Asfaha	UNMEE	Arrested in Asmara, Eritrea, on 21 June 2007
22	Evariste Rurangwa	UNPOL	Missing in Attecoube, Côte d'Ivoire, on 14 November 2006

*Note:* UNDSS — United Nations Department for Safety and Security  
UNMEE — United Nations Mission in Ethiopia and Eritrea  
UNMIL — United Nations Mission in Liberia  
UNMIS — United Nations Mission in the Sudan  
UNPOL — United Nations Police  
UNRWA — United Nations Relief Works Agency for Palestine Refugees in the Near East  
WFP — World Food Programme

## Annex III

**Number of security incidents involving United Nations staff members from 1 July 2006  
to 30 June 2007**

	<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
1	Albania	3	0	0	1	0	0	0	0	0	0	0	1	1
2	Armenia	8	0	0	0	0	2	0	2	0	2	0	2	0
3	Austria	59	0	0	0	0	2	1	1	0	0	0	4	51
4	Azerbaijan	1	0	0	0	0	0	0	0	0	0	0	0	1
5	Belarus	2	0	0	0	0	0	0	0	0	0	0	0	2
6	Belgium	0	—	—	—	—	—	—	—	—	—	—	—	—
7	Bosnia and Herzegovina	12	0	0	0	0	3	1	0	0	0	0	4	4
8	Bulgaria	4	0	0	0	0	0	1	0	0	1	0	1	1
9	Croatia	0	—	—	—	—	—	—	—	—	—	—	—	—
10	Cyprus	5	1	0	0	0	1	2	0	0	1	0	0	0
11	Czech Republic	0	0	0	0	0	0	0	0	0	0	0	0	0
12	Denmark	0	—	—	—	—	—	—	—	—	—	—	—	—
13	Estonia	0	0	0	0	0	0	0	0	0	0	0	0	0
14	Finland	0	0	0	0	0	0	0	0	0	0	0	0	0
15	France	3	0	0	0	0	2	1	0	0	0	0	0	0
16	Georgia	7	0	0	2	0	0	0	0	0	2	0	0	3
17	Germany	12	0	0	0	0	0	0	0	0	0	0	1	11
18	Greece	0	0	0	0	0	0	0	0	0	0	0	0	0
19	Hungary	0	—	—	—	—	—	—	—	—	—	—	—	—
20	Ireland	0	0	0	0	0	0	0	0	0	0	0	0	0
21	Italy	—	—	—	—	—	—	—	—	—	—	—	—	—
22	Latvia	0	0	0	0	0	0	0	0	0	0	0	0	0
23	Lithuania	0	—	—	—	—	—	—	—	—	—	—	—	—
24	Macedonia (the former Yugoslav Republic of)	9	0	0	0	0	0	3	0	0	1	0	1	4
25	Malta	0	—	—	—	—	—	—	—	—	—	—	—	—

	<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
26	Moldova	2	0	0	0	0	1	0	0	0	0	0	1	0
27	Monaco	0	—	—	—	—	—	—	—	—	—	—	—	—
28	Montenegro	0	0	0	0	0	0	0	0	0	0	0	0	0
29	Netherlands	18	0	0	0	0	1	0	0	0	0	0	4	13
30	Norway	0	0	0	0	0	0	0	0	0	0	0	0	0
31	Poland	0	—	—	—	—	—	—	—	—	—	—	—	—
32	Portugal	0	—	—	—	—	—	—	—	—	—	—	—	—
33	Romania	0	0	0	0	0	0	0	0	0	0	0	0	0
34	Russian Federation	12	2	0	2	0	0	5	0	0	0	0	1	2
35	Serbia	0	0	0	0	0	0	0	0	0	0	0	0	0
36	Slovakia	1	0	0	0	0	0	0	0	0	0	0	0	1
37	Spain	1	0	0	0	0	0	0	0	0	1	0	0	0
38	Sweden	2	0	0	0	0	0	1	0	0	0	0	0	1
39	Switzerland	35	0	0	0	0	1	0	2	0	0	0	0	32
40	Ukraine	9	0	0	0	0	2	2	0	0	2	0	1	2
41	United Kingdom of Great Britain and Northern Ireland	0	—	—	—	—	—	—	—	—	—	—	—	—
<b>Europe</b>	<b>Total</b>	<b>205</b>	<b>3</b>	<b>0</b>	<b>5</b>	<b>0</b>	<b>15</b>	<b>17</b>	<b>5</b>	<b>0</b>	<b>10</b>	<b>0</b>	<b>21</b>	<b>129</b>
1	Argentina	11	0	0	0	0	0	2	0	0	6	0	0	3
2	Barbados	0	—	—	—	—	—	—	—	—	—	—	—	—
3	Belize	3	—	—	—	—	—	—	—	—	—	—	3	0
4	Bolivia	11	0	0	1	0	0	0	0	0	3	0	3	4
5	Brazil	0	—	—	—	—	—	—	—	—	—	—	—	—
6	Canada	0	0	0	0	0	0	0	0	0	0	0	0	0
7	Chile	10	0	0	0	0	0	0	2	0	4	0	4	0
8	Colombia	91	1	1	0	0	22	11	1	0	31	4	11	9
9	Costa Rica	21	0	0	0	0	2	5	0	0	4	0	2	8
10	Cuba	14	0	0	0	0	1	0	0	0	0	0	6	7
11	Dominican Republic	10	0	0	0	0	1	0	1	0	5	0	0	3
12	Ecuador	25	0	0	0	0	0	1	2	0	10	1	1	10

	<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
13	El Salvador	5	0	0	0	0	0	3	0	0	0	0	1	1
14	Guatemala	20	0	1	0	0	1	3	0	0	9	2	1	3
15	Guyana	3	0	0	0	0	2	0	1	0	0	0	0	0
16	Haiti	44	14	0	1	14	2	1	0	0	3	0	9	0
17	Honduras	22	0	0	0	0	0	6	0	0	12	0	4	0
18	Jamaica	10	0	0	1	0	1	3	0	0	1	0	1	3
19	Mexico	4	1	0	0	0	3	0	0	0	0	0	0	0
20	Nicaragua	21	0	0	0	0	4	0	4	0	6	0	7	0
21	Panama	13	0	0	0	0	0	0	0	0	4	0	1	8
22	Paraguay	7	0	0	0	0	0	1	0	0	2	0	4	0
23	Peru	61	0	0	0	3	2	8	0	0	19	0	3	26
24	Suriname	9	0	0	0	0	0	0	0	0	0	0	3	6
25	Trinidad and Tobago	0	—	—	—	—	—	—	—	—	—	—	—	—
26	Uruguay	5	0	0	0	0	0	0	0	0	2	0	1	2
27	Venezuela (Bolivarian Republic of)	6	0	0	0	0	0	2	0	0	3	0	0	1
	<b>America Total</b>	<b>426</b>	<b>16</b>	<b>2</b>	<b>3</b>	<b>17</b>	<b>41</b>	<b>46</b>	<b>11</b>	<b>0</b>	<b>124</b>	<b>7</b>	<b>65</b>	<b>94</b>
1	Bahrain	0	0	0	0	0	0	0	0	0	0	0	0	0
2	Egypt	8	0	0	0	0	0	1	0	0	2	0	4	1
3	Iran (Islamic Republic of)	3	0	0	0	0	0	1	0	0	0	0	0	2
4	Iraq	46	12	3	1	5	2	18	1	0	1	0	1	2
5	Israel and Occupied Palestinian Territory	127	44	2	15	13	9	5	11	0	1	18	4	5
6	Jordan	27	0	0	1	0	3	3	0	0	4	0	2	14
7	Kuwait	0	0	0	0	0	0	0	0	0	0	0	0	0
8	Lebanon	34	7	3	3	0	4	6	3	0	2	0	0	6
9	Oman	0	0	0	0	0	0	0	0	0	0	0	0	0
10	Qatar	0	0	0	0	0	0	0	0	0	0	0	0	0
11	Saudi Arabia	0	0	0	0	0	0	0	0	0	0	0	0	0
12	Syrian Arab Republic	8	0	0	0	0	0	0	0	0	3	1	1	3

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
13 Turkey	2	0	0	0	0	0	0	0	0	0	0	2	0	
14 United Arab Emirates	0	0	0	0	0	0	0	0	0	0	0	0	0	
15 Yemen	1	0	0	0	0	0	0	0	0	0	1	0	0	
<b>Middle East</b>	<b>Total</b>	<b>256</b>	<b>63</b>	<b>8</b>	<b>20</b>	<b>18</b>	<b>18</b>	<b>34</b>	<b>15</b>	<b>0</b>	<b>13</b>	<b>20</b>	<b>14</b>	<b>33</b>
1 Angola	25	1	0	0	0	2	7	0	0	9	0	1	5	
2 Botswana	13	0	0	0	0	3	0	0	0	2	0	3	5	
3 Comoros	1	0	0	0	0	0	0	1	0	0	0	0	0	
4 Djibouti	2	0	0	0	0	0	1	1	0	0	0	0	0	
5 Eritrea	8	0	0	5	0	0	1	0	0	0	0	1	1	
6 Ethiopia	40	2	0	3	0	0	2	0	0	6	0	2	25	
7 Kenya	50	4	0	0	0	0	2	0	0	24	6	5	9	
8 Lesotho	9	2	0	0	0	0	0	0	0	2	1	3	1	
9 Madagascar	45	1	0	0	1	0	7	0	0	9	0	18	9	
10 Malawi	36	0	1	0	0	0	0	1	0	0	0	23	11	
11 Mauritius	0	—	—	—	—	—	—	—	—	—	—	—	—	
12 Mozambique	2	0	0	0	0	1	0	0	0	0	1	0	0	
13 Namibia	15	0	0	0	0	3	0	0	0	3	0	6	3	
14 Seychelles	0	—	—	—	—	—	—	—	—	—	—	—	—	
15 Somalia	54	12	0	8	5	1	23	0	1	2	1	1	0	
16 South Africa	60	0	0	0	0	1	2	1	0	30	2	13	11	
17 Sudan	435	35	1	66	6	43	101	5	0	44	56	38	40	
18 Swaziland	10	0	0	0	0	0	6	0	0	1	0	3	0	
19 Tanzania (United Republic of)	41	1	0	1	1	2	0	0	0	11	0	5	20	
20 Uganda	63	2	2	0	0	6	4	0	0	2	0	11	36	
21 Zambia	27	2	1	1	0	0	0	0	0	1	3	2	17	
22 Zimbabwe	49	0	0	2	0	1	0	0	0	9	0	23	14	
<b>East Africa</b>	<b>Total</b>	<b>985</b>	<b>62</b>	<b>5</b>	<b>86</b>	<b>13</b>	<b>63</b>	<b>156</b>	<b>9</b>	<b>1</b>	<b>155</b>	<b>70</b>	<b>158</b>	<b>207</b>

	<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
1	Algeria	4	0	0	0	0	0	1	0	0	0	0	0	3
2	Benin	3	0	0	0	0	0	0	0	0	2	0	1	0
3	Burkina Faso	3	0	0	0	0	0	0	0	0	0	0	3	0
4	Burundi	17	3	0	0	0	2	2	0	0	5	0	3	2
5	Cameroon	17	2	0	0	0	1	0	0	0	6	1	6	1
6	Cape Verde	2	0	0	0	0	0	1	0	0	0	0	0	1
7	Central African Republic	13	0	0	3	0	0	3	1	0	0	0	5	1
8	Chad	25	9	0	0	0	0	7	0	0	5	0	2	2
9	Congo	11	0	0	0	0	0	0	0	0	1	0	5	5
10	Congo (Democratic Republic of the)	423	54	1	63	0	17	10	1	0	62	13	110	92
11	Côte d'Ivoire	74	11		1	2	3	3	3	1	8	1	8	33
12	Equatorial Guinea	12	0	0	0	0	1	4	1	0	2	0	2	2
13	Gabon	4	0	0	0	0	0	0	0	0	0	0	0	4
14	Gambia	9	0	0	0	0	0	0	0	0	2	0	4	3
15	Ghana	34	0	0	0	0	4	1	1	0	10	0	9	9
16	Guinea	14	0	0	0	0	2	3	2	0	0	1	2	4
17	Guinea-Bissau	30	0	0	0	0	3	0	0	0	4	0	3	20
18	Liberia	314	1	0	0	3	27	68	1	1	50	0	78	85
19	Libyan Arab Jamahiriya	0	0	0	0	0	0	0	0	0	0	0	0	0
20	Mali	9	0	0	0	0	0	4	0	0	5	0	0	0
21	Mauritania	9	0	0	0	0	1	0	0	0	1	3	3	1
22	Morocco	6	0	0	0	0	0	0	2	0	0	0	3	1
23	Niger	15	1	0	0	0	8	0	0	0	0	0	1	5
24	Nigeria	30	0	0	0	0	2	0	2	0	12	0	10	4
25	Rwanda	12	0	0	0	1	0	0	0	0	5	0	2	4
26	Sao Tome and Principe	0	—	—	—	—	—	—	—	—	—	—	—	—
27	Senegal	8	0	0	0	0	0	1	0	0	3	0	2	2
28	Sierra Leone	44	2	0	0	0	1	4	0	1	3	0	3	30
29	Togo	15	0	2	0	0	2	3	0	0	0	1	1	6
30	Tunisia	10	0	0	0	0	0	2	1	0	0	0	3	4

	<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
31	Western Sahara	24	0	0	0	0	0	0	0	0	0	0	0	24
	<b>West Africa</b>	<b>1 191</b>	<b>83</b>	<b>3</b>	<b>67</b>	<b>6</b>	<b>74</b>	<b>117</b>	<b>15</b>	<b>3</b>	<b>186</b>	<b>20</b>	<b>269</b>	<b>348</b>
1	Afghanistan	39	10	1	0	0	4	12	0	0	4	0	8	0
2	Australia	0	—	—	—	—	—	—	—	—	—	—	—	—
3	Bangladesh	6	0	1	0	0	0	0	0	0	0	2	0	3
4	Bhutan	3	0	0	0	0	1	1	0	0	0	0	0	1
5	Brunei Darussalam	0	—	—	—	—	—	—	—	—	—	—	—	—
6	Cambodia	46	0	0	0	0	0	4	0	0	11	0	6	25
7	China	0	0	0	0	0	0	0	0	0	0	0	0	0
8	Fiji	18	0	0	0	0	2	2	0	0	3	0	6	5
9	India	1	0	0	0	0	0	0	0	0	1	0	0	0
10	Indonesia	24	1	0	0	0	0	3	1	1	3	0	4	11
11	Japan	1	0	0	0	0	0	0	0	0	0	0	1	0
12	Kazakhstan	8	0	0	0	0	0	0	0	0	1	0	2	5
13	Korea (Democratic People's Republic of)	0	0	0	0	0	0	0	0	0	0	0	0	0
14	Korea (Republic of)	0	0	0	0	0	0	0	0	0	0	0	0	0
15	Kyrgyzstan	5	0	0	0	0	3	0	0	0	0	0	1	1
16	Lao People's Democratic Republic	11	0	0	0	0	0	0	0	0	3	1	0	7
17	Malaysia	0	0	0	0	0	0	0	0	0	0	0	0	0
18	Maldives	5	1	0	0	0	1	1	0	0	0	0	1	1
19	Mongolia	5	0	0	0	0	1	1	0	0	0	1	1	1
20	Myanmar	5	0	0	0	0	1	0	0	0	1	0	0	3
21	Nepal	26	2	0	0	0	0	9	0	0	2	0	12	1
22	Pakistan	31	3	0	2	0	6	5	2	0	3	5	1	4
23	Papua New Guinea	20	6	0	0	0	0	6	0	0	3	0	1	4
24	Philippines	6	0	0	0	0	0	4	0	0	0	0	0	2
25	Samoa	13	0	—	—	—	1	0	0	0	0	0	8	4

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by State</i>	<i>Arrest and detention by non-State actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
26 Singapore	0	—	—	—	—	—	—	—	—	—	—	—	—
27 Sri Lanka	87	3	2	29	3	2	36	0	1	6	1	3	1
28 Tajikistan	1	0	0	0	0	0	0	0	0	1	0	0	0
29 Thailand	57	1	0	0	0	0	0	0	0	7	0	14	35
30 Timor-Leste	319	266	1	2	0	4	1	14	0	2	0	14	15
31 Turkmenistan	1	0	0	1	0	0	0	0	0	0	0	0	0
32 Uzbekistan	6	0	0	1	0	0	0	0	0	3	0	1	1
33 Viet Nam	6	0	0	0	0	0	0	0	0	0	0	3	3
<b>Asia and Pacific Total</b>	<b>750</b>	<b>293</b>	<b>5</b>	<b>35</b>	<b>3</b>	<b>26</b>	<b>85</b>	<b>17</b>	<b>2</b>	<b>54</b>	<b>10</b>	<b>87</b>	<b>133</b>
<b>Asia and Pacific Total</b>	<b>750</b>	<b>293</b>	<b>5</b>	<b>35</b>	<b>3</b>	<b>26</b>	<b>85</b>	<b>17</b>	<b>2</b>	<b>54</b>	<b>10</b>	<b>87</b>	<b>133</b>
<b>Middle East Total</b>	<b>256</b>	<b>63</b>	<b>8</b>	<b>20</b>	<b>18</b>	<b>18</b>	<b>34</b>	<b>15</b>	<b>0</b>	<b>13</b>	<b>20</b>	<b>14</b>	<b>33</b>
<b>Europe Total</b>	<b>205</b>	<b>3</b>	<b>0</b>	<b>5</b>	<b>0</b>	<b>15</b>	<b>17</b>	<b>5</b>	<b>0</b>	<b>10</b>	<b>0</b>	<b>21</b>	<b>129</b>
<b>America Total</b>	<b>426</b>	<b>16</b>	<b>2</b>	<b>3</b>	<b>17</b>	<b>41</b>	<b>46</b>	<b>11</b>	<b>0</b>	<b>124</b>	<b>7</b>	<b>65</b>	<b>94</b>
<b>Africa Total</b>	<b>2 176</b>	<b>145</b>	<b>8</b>	<b>153</b>	<b>19</b>	<b>137</b>	<b>273</b>	<b>24</b>	<b>4</b>	<b>341</b>	<b>90</b>	<b>427</b>	<b>555</b>
<b>Total</b>	<b>3 813</b>	<b>520</b>	<b>23</b>	<b>216</b>	<b>57</b>	<b>237</b>	<b>455</b>	<b>72</b>	<b>6</b>	<b>542</b>	<b>127</b>	<b>614</b>	<b>944</b>



# General Assembly

Distr.: General  
7 September 2007

Original: English

---

## Sixty-second session

Item 73 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### **Corrigendum**

#### **Paragraph 27**

In the first line of the paragraph, *for* [www.dss.un.org](http://www.dss.un.org) *read* [dss.un.org](http://dss.un.org)

---





# General Assembly

Distr.: General  
18 August 2008

Original: English

---

## Sixty-third session

Item 68 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution 62/95, requested the Secretary-General to submit to it at its sixty-third 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 humanitarian and United Nations 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 62/95 that fall under the responsibility of the Department.

The report highlights significant challenges and threats to the security and safety of humanitarian and United Nations personnel.<sup>1</sup> It focuses on the Organization's efforts to ensure respect for the human rights, privileges and immunities of humanitarian and United Nations personnel, and to promote a culture of security consciousness, collaboration and accountability at all levels. The report calls for international collective responsibility, according to international laws and principles, and closer collaboration between the United Nations and host Governments to ensure the safety and security of humanitarian and United Nations personnel.

---

\* A/63/150 and Corr.1.

<sup>1</sup> The present report is submitted without prejudice to the implementation of recommendations made by the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide or the Independent Panel on Accountability related to the attack on United Nations premises in Algiers in 2007. A further report on institutional issues concerning staff, premises and security will be submitted to the forthcoming General Assembly.



## **I. Introduction**

1. In its resolution 62/95, the General Assembly requested the Secretary-General to submit to it, at its sixty-third 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 reporting period is from 1 July 2007 to 30 June 2008.

## **II. Security challenges and threats against United Nations and humanitarian personnel**

2. The security of humanitarian and United Nations personnel continues to deteriorate. During the reporting period, humanitarian and United Nations personnel were the targets of deliberate attacks by extremists, armed groups and disgruntled sections of populations in all areas of humanitarian and United Nations operations.

3. The attack against United Nations offices in Algiers on 11 December 2007 was stark evidence of this disturbing trend. While threats by extremists existed in the past in a few locations, the threats have expanded indiscriminately to all locations.

4. Primary threats against United Nations and humanitarian personnel remain armed conflict, terrorism, harassment, violent public protests, banditry and criminality in areas of armed conflict, as well as in countries with economic, political and social unrest. Abduction and hostage-taking, whether politically, economically or criminally motivated, remains the most disturbing feature of the humanitarian working environment. In areas where there were no direct attacks or targeting of humanitarian workers, harassment and intimidation has been a serious cause of concern.

5. Key factors contributing to increased challenges for United Nations security management worldwide include (a) expanded and sustained operations, particularly in conflict or post-conflict areas; (b) rising criminality owing to deteriorating public security and limited capacity of local authority in countries facing economic, political and social tension, even without the presence of armed conflict; (c) the spread of terrorist tactics; (d) sharp increases in food and fuel prices leading to violent protests; (e) rising public expectations and local dissatisfaction with United Nations operations or presence; and (f) the climate of impunity for violent acts against United Nations and humanitarian personnel.

6. According to information retrieved from reports of United Nations designated officials for security worldwide (in 156 countries),<sup>2</sup> during the reporting period, the number of deaths of United Nations civilian staff members as a result of malicious acts increased by 36 per cent to a total of 25, compared to 16 deaths in the previous year. Of the 25 deaths, 20 occurred in Africa (including 17 in Algeria, 1 each in Chad, Kenya and Ethiopia), 1 in Asia (Pakistan) and 4 in the Middle East (1 in Lebanon and 3 in the occupied Palestinian territories). Annex I to the present report contains a list of United Nations personnel who lost their lives as a result of malicious acts and indicates the status of legal proceedings undertaken by the host

---

<sup>2</sup> The most senior United Nations official responsible for the security of all United Nations staff, dependants and property in his or her area of assignment.

Governments. In addition, 10 United Nations staff members died in a helicopter crash in Nepal.

7. Locally recruited humanitarian and United Nations personnel remained the most vulnerable and have accounted for the majority of casualties and arrests, detentions or harassments. For example, out of the total number of 25 deaths, 21 involved locally recruited staff members.

8. In the reporting period, incidents involving the United Nations included 490 attacks,<sup>3</sup> 546 harassment and intimidation cases, 578 robberies, 263 physical assaults, 119 hijackings and 160 arrests by State actors and 39 cases of detention by non-State actors. There were also 84 forced entries and occupations of United Nations offices and 583 residential break-ins.

9. The greatest number of reported security incidents against United Nations personnel<sup>4</sup> occurred mostly in Africa, Asia and the Pacific, according to indicative information provided by United Nations designated officials for security. Annex III to the present report contains further details.

10. The Department of Safety and Security received first-hand and second-hand accounts of security incidents against humanitarian non-governmental organizations (NGOs). During the year, 63 deaths of international and national staff of

non-governmental organizations resulting from malicious acts were reported, including 18 in Somalia, 17 in Afghanistan, 14 in the Sudan, 6 in Pakistan, 4 in Chad and 1 each in Burundi, Iraq, Sri Lanka and Uganda. Other incidents against humanitarian NGOs included 236 attacks, 70 cases of detention by State authorities and 103 incidents of unlawful detention by non-State actors, 41 incidents of assault, 132 incidents of harassment, 138 cases of forced entry or occupation of premises, 113 armed robberies, 50 incidents of vehicle hijacking, 70 residential break-ins and 124 cases of theft.

11. It is important to note that the above-mentioned number of incidents against humanitarian NGOs is not an exhaustive account, but rather, reflects the threats and incidents reported by NGOs, many of whom work as implementing partners and contribute to United Nations operations. The escalation of violence directed against relief workers is indicative of the increased threat levels in complex emergencies.

12. Violent acts against United Nations and humanitarian personnel in conflict and post-conflict areas continue unabated. In the Sudan, the 297 incidents against United Nations personnel, include the killing of five World Food Programme contracted drivers, 18 attacks on convoys and premises, 65 arrests by State authorities, 28 assaults and 94 incidents of harassment and intimidation. In Darfur, the number of vehicle hijackings has sharply increased to a monthly average of 12 vehicle hijacking incidents involving United Nations and humanitarian personnel. During the reporting period, the number of vehicle thefts and vehicle hijackings in Darfur included 44 United Nations vehicles, 109 NGO vehicles and 83 vehicles of contractors working for the United Nations.

<sup>3</sup> These included "attacks" on premises, installations and convoys resulting and not resulting in death and/or injuries.

<sup>4</sup> These included attacks, murders, arrests and detentions by State and non-State actors, physical assaults, cases of harassment and intimidation, forced entries or office occupations, missing persons, robberies, hijackings and residential break-ins.

13. In Chad, examples of incidents against the United Nations include the killing of a driver employed by the United Nations High Commissioner for Refugees (UNHCR) in December 2007 and attacks on two UNHCR convoys in March 2008. A particularly grave incident against humanitarian NGOs took place in May 2008 when armed men attacked a three-car convoy of Save the Children and the United Nations Children's Fund, killing the Country Director of Save the Children.

14. In the Democratic Republic of the Congo, persistent attacks by armed groups targeting humanitarian convoys and personnel led to the suspension of humanitarian activities in certain areas in the eastern part of the country. In Haiti, there were 28 vehicle hijackings and seven kidnappings in the reporting period. During the April 2008 protests against high food and fuel prices, a mob invaded and occupied a United Nations office, and angry protestors destroyed five United Nations vehicles.

15. Fighting between armed entities, whether State or non-State actors, continue to affect security of United Nations and humanitarian personnel. In southern Sudan, in April 2008, during fighting, armed groups looted and destroyed offices of the United Nations and international NGOs. In Chad, fighting in N'Djamena prompted United Nations staff to evacuate and caused damage to United Nations premises and equipment in February 2008.

16. In Afghanistan, United Nations and humanitarian organizations continue to face direct targeted attacks. In early 2008, there were indications that a United Nations compound was the target of rocket attacks on two consecutive nights in March, and one in May. During the reporting period, the incidents against humanitarian NGOs, included 8 killings, 51 attacks of convoys and premises, 30 cases of abduction or detention by non-State actors, 21 cases of harassment and intimidation and 22 forced entries to offices.

17. In Somalia, the deteriorating security situation has led to a growing number of incidents in which perpetrators have targeted, killed and abducted humanitarian and United Nations personnel. During the period from April to July 2008, numerous staff of United Nations and humanitarian agencies were abducted, including two contractors of the Food and Agriculture Organization of the United Nations, one UNHCR national staff member and workers from numerous local and international NGOs, some of which are still detained (as at July 2008). In June 2008, insurgent militia raided the office of United Nations Political Office for Somalia. There were a total of 40 attacks on premises and convoys of humanitarian NGOs and the United Nations, the murders of 2 United Nations staff members and 15 humanitarian workers, the abduction of 6 United Nations staff members and 13 humanitarian workers, and vehicle hijackings, 3 of which involved the United Nations and 20 involving NGOs. The figures continued to rise with a total of 81 incidents against the United Nations in the present reporting period, compared to 54 incidents in 2007.

18. Another disturbing feature of the incidents has been the frequency of collateral damage to premises of the United Nations and NGOs as a result of crossfire. In Iraq, United Nations staff and premises have been hit by attacks on the International Zone, including the 27 March 2008 attack in which one United Nations subcontractor was killed and two injured.

### **III. Arrest, detention and other restrictions**

19. In the reporting period, the number of United Nations personnel arrested, detained or missing, and for whom the United Nations has been unable to exercise its right to protection, has decreased slightly to 19 cases from 22 cases for the past year. As at 30 June 2008, 12 United Nations staff members remained under detention in Israel, 3 in Eritrea and 2 in Somalia; 2 staff members remained missing. Annex II to the present report contains a consolidated list of missing staff members and those under arrest and detention.

### **IV. Respect for the human rights, privileges and immunities of United Nations and other personnel: implementation of resolution 62/95**

20. The United Nations security management system is based on the principle that the primary responsibility for the security and protection of staff members, their dependants and the Organization's property rests with the host Governments. The Organization continues to take steps to carry out recommendations contained in resolution 62/95, in which the General Assembly asked the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilling the mandate of a United Nations operation, and to seek the inclusion, in negotiations of future and existing headquarters and mission agreements, of key provisions of 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.

21. The United Nations Department of Safety and Security has pursued a joint strategy with the Office of Legal Affairs and the Office for the Coordination of Humanitarian Affairs to promote the compliance by Member States with the conventions on privileges and immunities. The Department, in consultation with the Office of Legal Affairs, continued to bring specific cases of infringement of the human rights and privileges and immunities of United Nations personnel, or other persons undertaking activities in fulfilling the mandate of a United Nations operation, to the attention of the host Governments.

22. At its meeting in Washington, D.C. in February 2008, the United Nations Inter-agency Security Management Network<sup>5</sup> discussed the need to put in place supplementary agreements either between the United Nations system organizations and host countries, or on a system-wide basis at the duty station, outlining the host country's specific responsibilities for the protection of United Nations personnel and premises. The intention is to supplement, but not replace, the applicable host country agreements. The designated official, in consultation with the host Government, would adjust the model supplementary agreement to address country-specific needs. The Under-Secretary-General for Safety and Security continued to

---

<sup>5</sup> United Nations security management mechanism, comprising agencies, funds and programmes and departments, which discusses and considers security policies and issues of the United Nations security management system.

intensify his contacts and dialogue with Member States, through their permanent missions to the United Nations, and direct contacts with various host country authorities, to increase cooperation with the host Governments.

23. Certain Governments continue to impede the import, deployment and use of essential communications and security equipment required for United Nations operations, in contravention of the above-mentioned international legal instruments. These restrictions have a serious adverse effect on staff security and on the beneficiaries of United Nations programmes.

## **V. Promoting and enhancing security consciousness**

24. The Department of Safety and Security continued to take steps to enhance security consciousness, accountability and awareness of security procedures and policies. Those steps include (a) comprehensive staff training; (b) critical incident stress management; (c) security information management; (d) threat and risk analyses and crisis management; and (e) security mainstreaming.

### **A. Security training programmes and awareness campaign initiatives**

25. The Department's Training and Development Section continued to make progress in conducting security training programmes, including a new mandatory two-day induction training for newly appointed designated officials, security management team training, a security certification programme for new field security coordination officers and a refresher training programme for serving Department security personnel.

26. During the reporting period, the Department conducted (a) nine new designated official induction training sessions; (b) 27 security management team training sessions; (c) two security certification programmes for 66 security officers; and (d) five refresher training programmes for 91 security officers. The Department is developing an intermediate training programme for newly promoted security advisers to meet its staff development strategy. Moreover, the Department conducted the following specialized training programmes: (a) hostage incident management training for 26 security officers of United Nations system organizations; (b) numerous safe and secure approaches to field environments training-of-trainer workshops for United Nations staff in six high-risk countries; (c) two safe and secure approaches to field environments training-of-trainer workshops, conducted in coordination with the United Nations System Staff College, for 43 selected security officers; (d) emergency trauma bag and basic first aid training for 400 staff members; (e) five field security training programmes for 136 peacekeeping mission security officers; and (f) one security and safety service training-of-trainers workshop for 24 participants.

27. To promote system-wide security awareness, the Department is revising the online CD-ROM training programme entitled, "Basic security in the field", initially launched in 2003. The new version includes updated information on the United Nations security management structure, living and working in a new cultural environment, influenza pandemic preparedness and vehicle safety. For the past year, about 10,691 United Nations staff members completed the Advanced Security in the

Field security learning programme by using the Department of Safety and Security website or the CD-ROM.

28. In view of the number of deaths and serious injuries of United Nations staff members due to vehicle accidents, the Department has launched a global "Road safety campaign 2008".

## **B. Critical incident stress management**

29. Critical incident stress management remains a central component of the Organization's security response. For the past year, the Critical Incident Stress Management Unit of the Department of Safety and Security has been proactively providing services to staff members and developing systems to enhance emergency responses. The Unit has strengthened collaboration with key United Nations stakeholders and initiated sustainable systems to increase the availability and quality of critical incident stress management services.

30. During the reporting period, the Department has focused on responses to key emergencies, including the attack against United Nations offices in Algeria, the political unrest in Nairobi, the devastation caused by hurricane Felix in Nicaragua, the helicopter crash in Nepal, the turmoil in Chad and United Nations staff evacuation, and the devastating impact of cyclone Nargis in Myanmar, as well as traumatic events in other countries. The Department's counsellors assisted 2,676 United Nations staff members during the period.

31. To enhance crisis response preparedness, the Department continued to build United Nations regional capacity in critical incident stress management. Positive steps include counsellor certification training with a view to establishing United Nations counselling networks in different regions. Some 28 counsellors from 17 countries received intensive critical incident stress-management training during the past year and the Department has facilitated training and workshops for 4,073 staff members. In addition, the Department continued to build United Nations critical incident stress-management capacity at the country level. The appointment of national counsellors in 14 countries has proved cost-effective in responding to the tragic events in Nepal, Myanmar, Pakistan and Chad; Department counsellors provided technical support to 11 peacekeeping mission senior counsellors providing services to 11,518 staff members.

## **C. Electronic information strategy**

32. Over the past year, the Department's website ([dss.un.org](http://dss.un.org)) had an increased number of registered users, from 38,000 to 68,000 staff members, and served as secure access to security-related information, such as travel advisories, the Department's staff directory, security awareness and training materials, and stress management and mission readiness information. In the reporting period, the Department processed 22,800 security clearance requests monthly for operations worldwide through the integrated security clearance and tracking system.

## **D. Threat and risk assessment and crisis management**

33. The Department of Safety and Security continued to provide management, support and assistance to designated officials and United Nations country teams on security risk management. To increase the knowledge of designated officials, members of security management teams and United Nations security professionals, the Department has included security risk management as an integral part of security guidelines and main security training programmes for security officers and key actors in the United Nations security management system at the country level. The Department continued to take steps to ensure timely response to all security-related threats and emergencies. To improve capacity in responding to emergencies, the Department has strengthened its 24/7 Crisis Management Centre with established procedures and staff training. During the reporting period, the Centre supported responses to crises in Chad (twice), Lebanon, Somalia, and Kenya.

34. As part of efforts to mitigate threats against United Nations premises located at offices away from headquarters, regional commissions and tribunals, the Department of Safety and Security has carried out standardized access control in these locations. Based on comprehensive threat and risk assessment, the Department provided close protection to 73 senior officials travelling to 143 different countries during the reporting period.

## **E. Mainstreaming of security management**

35. The Department of Safety and Security continued to take steps to mainstream security management at all levels of United Nations activities with the strategic aim of enabling United Nations operations. The Under-Secretary-General for Safety and Security continued to hold regular and close consultations with various departments within the United Nations Secretariat, agencies, funds and programmes to promote security management as an integral and enabling part of policy, planning, operational and administrative consideration for United Nations programmes and activities.

36. In promoting an organizational culture of accountability for staff security, the Department continued to work closely with United Nations system organizations and Secretariat departments, to increase awareness of management responsibility for all actors in the United Nations security management system. The inclusion of designated official's responsibilities as a core function of senior officials, such as resident coordinators, special representatives of the Secretary-General and heads of missions, marked a positive development. The Department continues to take measures to integrate safety and security components within the Department, including integrated training and standardized safety and security policies and procedures.

## **VI. Conformity with operating standards**

37. In line with General Assembly resolution 62/95, the United Nations continues to take steps to ensure that United Nations staff members are properly informed about and operate in conformity with the minimum operating security standards.

38. The Department's Policy, Planning and Coordination Unit, which ensures a unified capacity for security policy developments and coordination, has worked closely with other units and departments as well as United Nations system organizations to ensure that security policies, operational procedures and standards are cohesive and consistent, incorporated into staff training, applicable to the field and reflective of emerging security challenges. With a view to developing common security policies for a unified United Nations security management system, the Unit has undertaken ongoing efforts in revising the *United Nations Field Security Handbook*, the *United Nations Security Operations Manual* and security technical standards.

39. The revised Guidelines for designated officials, developed and circulated by the Department in April 2008, was a positive development in promoting designated officials' security management responsibilities and accountability at the field level, particularly with regard to his or her leadership in security management coordination, security risk management, contingency planning, crisis management and cooperation with host Governments.

40. The Department continued to provide substantive and secretariat support to the Inter-Agency Security Management Network to promote increased cooperation and collaboration among all United Nations departments, organizations, funds and programmes and affiliated international organizations in planning and carrying out measures to improve staff security, training and awareness.

41. As a measure to promote compliance with existing security standards, the Department's Compliance, Evaluation and Monitoring Unit conducted 10 compliance field visits to increase conformity with all United Nations security policies, including minimum operating security standards. While compliance levels varied among those evaluated, on a scale of 1 to 5, the average compliance rate was 3.59, compared to 3.20 in the previous year. The average minimum operating security standards compliance increased to 83 per cent, compared to 82 per cent in the previous year. The Unit proposed a total of 349 recommendations for improving compliance with security policies in various offices.

42. To assist the United Nations country teams in carrying out standardized and systematic evaluation, the Department continued to establish procedures for assessing the compliance with security standards. It initiated the minimum operating security standards self-assessment programme and continued to develop the compliance information management system to ensure a standardized approach, transparency and easy access to compliance information.

## **VII. Collaboration and cooperation on security measures**

### **A. Security collaboration between the United Nations and host Governments**

43. In fulfilling the mandates reflected in General Assembly resolution 62/95, in which the General Assembly invited the United Nations and humanitarian organizations to work closely with host Governments to strengthen the analysis of threats, the United Nations has taken measures to enhance security collaboration with host Governments, including efforts to support United Nations designated

officials with regard to collaboration with host Government authorities, particularly by establishing country-level mechanisms for information exchange, and risk assessment and situation analysis. The Department has included collaboration with host Government authorities as a core function of designated officials and continued to support designated officials through field visits and participation in bilateral, multilateral, and regional dialogues and through increased interaction with the permanent missions.

44. The Department continues to promote best practices for further cooperation with host Governments, through developing guidelines, policies and integrated training and awareness programmes for staff in the field to increase cooperation with host Government authorities, particularly in the areas of (a) establishment of coordination and information-exchange mechanisms; (b) security risk assessment; (c) the security of locally recruited personnel; (d) joint contingency or emergency planning and exercises; (e) awareness and sensitivity to local cultures and laws; and (f) joint efforts to promote the local population's awareness of the United Nations role and mandates.

## **B. Security collaboration between the United Nations and non-governmental organizations**

45. In line with the guidance provided by the General Assembly, the United Nations continues to work closely with NGOs and intergovernmental organizations to improve coordination on security management, particularly in challenging conflict and post-conflict areas. The mechanism for collaboration is the "Saving Lives Together" framework, endorsed by the United Nations System Chief Executives Board for Coordination, for the United Nations-intergovernmental organizations-NGO security collaboration. During the reporting period, the Department of Safety and Security, albeit with limited extrabudgetary support, was able to implement and collect, analyse and disseminate lessons learned on Saving Lives Together initiatives in over two dozen countries around the world.

46. The primary focus of the Department's NGO liaison activities in the field during the period under review was on Darfur in the Sudan, in carrying out security collaboration projects with NGOs working alongside the United Nations in that complex environment. Efforts are under way to integrate further security coordination mechanisms between the United Nations and NGOs in the specific contexts of Somalia, Sri Lanka, Colombia and Haiti. The Department has cultivated a close working relationship with the NGO consortia recognized by the General Assembly, including the International Council of Voluntary Agencies, InterAction and the Steering Committee on Humanitarian Response, which contributed to the preparation of the portion of the present report on the situation related to NGOs, and to efforts to enhance further security collaboration. During the last year, the Department undertook numerous visits to the NGO consortia headquarters to increase awareness on the Saving Lives Together framework and deployed an officer to maintain liaison with NGOs in Kenya during the crisis in January and February 2008. This demonstrated the value of such collaboration by forming an effective link between the United Nations and other crisis responders.

### C. Security arrangements for integrated missions

47. The Department continues to intensify efforts to enhance security integration in peace missions worldwide. Currently, there are 11 United Nations integrated peace missions directed by the Department of Political Affairs and the Department of Peacekeeping Operations, and supported by the Department of Field Support. Integrated missions comprise a peacekeeping or peacebuilding operation and a United Nations country team under a single head of mission who normally serves as the designated official for security. To achieve further security coordination, the Department has established a security cell, comprising the mission security personnel and security staff of United Nations system organizations.

## VIII. Observations and recommendations

48. **I am gravely concerned by the wide scale of threats, the rise in deliberate targeting of humanitarian and United Nations personnel, and their vulnerability worldwide. In this disturbing trend, hostage incidents and targeted attacks against humanitarian and United Nations staff in areas of humanitarian emergencies continue unabated. Locally recruited personnel of the United Nations and humanitarian organizations are most vulnerable in conflict and post-conflict areas.**

49. **I remain deeply distressed and saddened by the loss of 17 United Nations staff members in the 11 December 2007 attack in Algiers. I condemn in the strongest terms those attacks, and remain thankful to the General Assembly and the Security Council for their condemnations of them. This tragic event is another telling reminder, not only of the changing nature and scale of threats, but also of the urgent need for closer cooperation between the United Nations and the host Governments on security matters. In the wake of the tragedy, I issued instructions for an immediate review of all United Nations policies and measures to ensure security and safety of our staff and premises worldwide. The present report is without prejudice to the implementation of recommendations made by the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide or the Independent Panel on Accountability related to the attack on United Nations premises in Algiers in 2007. A further report on institutional issues concerning staff, premises and security will be submitted to the General Assembly at its forthcoming session.**

50. **As part of this ongoing review, I will continue to encourage the Organization's efforts in drawing from lessons learned and taking timely steps to strengthen the United Nations security management system by improving accountability, leadership and internal management. In line with the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide,<sup>6</sup> priorities include addressing key policy, operational and strategic weakness, improving the safety and security of locally recruited staff, providing adequate resources, improving the framework**

---

<sup>6</sup> The report, entitled, *Towards a Culture of Security and Accountability*, was issued 9 June 2008 ([www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf](http://www.un.org/News/dh/infocus/terrorism/PanelOnSafetyReport.pdf)).

for accountability,<sup>7</sup> enhancing cooperation with host Governments and Member States, and restoring public trust in the United Nations at the global and local levels.

51. On issues under its responsibility, the Department of Safety and Security will maintain its focus on enabling effective United Nations programme delivery through achieving the following priority objectives: (a) effective and timely responses to, and preventive action for, all security-related threats and other emergencies; (b) effective risk mitigation through well-coordinated security threat and risk assessment mechanisms; and (c) high-quality security policies, standards and operational guidelines and procedures and compliance.

52. The Department of Safety and Security will continue to amplify its efforts on (a) enhancing collaboration and dialogue between the United Nations and Member States on staff security and promoting best practices; and (b) establishing effective mechanisms, at the country level, between United Nations designated officials and the host country authorities for information exchange, risk analysis and decisions related to security issues. As part of the efforts to promote closer cooperation with Member States and host Governments, I will continue to include staff security issues in my regular conversations with senior officials of Member States.

53. All these efforts are possible only with the proactive participation and support of all Member States and host Governments. Equally important is the need for Member States to include the security of humanitarian and United Nations personnel as an integral part of their considerations and deliberations in United Nations intergovernmental bodies. Decisions and actions by United Nations intergovernmental bodies on the scope and mandate of United Nations operations have significant influence on public trust in, and attitude towards, the Organization with a direct impact on the security of United Nations staff, as pointed out by the Independent Panel. The international community's continued commitment to ensure that security management is an integral element of United Nations and humanitarian operations remains crucial for fulfilling humanitarian mandates.

54. As the primary responsibility for the protection of United Nations staff rests with the host Governments, current security challenges call for global collective responsibility and steps to promote compliance with internationally agreed principles. While most Governments remain committed to carrying out recommendations on responsibilities and roles of host Government as contained in General Assembly resolution 62/95, I call upon all Member States to address three topical issues, namely: (a) unlawful arrests, detention and harassment of United Nations staff; (b) obstruction of freedom of movement of United Nations and humanitarian workers; and (c) impunity for crimes committed against humanitarian and United Nations personnel. Moreover, as public attitudes and sentiments have a direct effect on the safety and security of humanitarian and United Nations personnel, I call upon host Government authorities to refrain from public statements that could jeopardize the safety and security of humanitarian workers.

---

<sup>7</sup> See Inter-organizational security measures: framework for accountability for the United Nations security management system, which outlines security responsibilities of all actors within the system (A/61/531, annex I).

55. The reputation of the United Nations for impartiality promotes public trust and a positive attitude towards the Organization which contributes to the protection of United Nations personnel and humanitarian partners. I remain fully committed to ensuring that United Nations staff members strictly observe high standards of conduct and carry out their mandates with moral authority, as well as respect for those they are helping.

56. I continue to be gravely concerned by the difficulties we encounter in a few countries over the import of communication equipment. I appeal to all Member States that have imposed such restrictions to lift them immediately.

57. Locally recruited United Nations staff members continue to face increased security threats and have become victims of targeted abuse, harassment and unlawful detention in areas where their services are most critical for sustaining United Nations activities. The Organization and the international community urgently need to review the policies and arrangements necessary to provide locally recruited personnel with adequate safety and security.

58. I wish to commend the host Governments and their relevant national and local officials who continue to observe the internationally agreed principles on the protection of humanitarian and United Nations personnel. Beyond the legal obligations, I urge all Member States to forge a common and forceful political will in taking steps, at the national and international levels, to ensure the safety and security of United Nations and humanitarian personnel through their individual and collective joint actions with the United Nations. I cannot overemphasize the importance of security collaboration between the United Nations and the host country on contingency planning, information exchange, risk assessment and combating impunity as a strategic priority of the United Nations security management system.

59. While the Organization and the humanitarian community will continue to intensify efforts in reforming and bettering its security management, support by host Governments and local authorities and leaders remains the first line of defence in the protection of humanitarian and United Nations personnel.

60. I am deeply disturbed by the trend of politically or criminally motivated targeting of humanitarians, which is most evident in Somalia, where, during the reporting period, 18 NGO staff members were murdered. Although investigations are difficult in this context, evidence and statements by insurgent groups suggest that the majority of them were victims of targeted assassination. I condemn such behaviour in the strongest terms and call upon all parties to respect humanitarian principles and to allow the safe and unhindered delivery of humanitarian assistance.

61. I wish to express my deepest condolences to the families of all humanitarian and United Nations staff who lost their lives in the line of duty. I highly commend the humanitarian and United Nations staff, who are working in increasingly dangerous and challenging conditions to fulfil their mandates, for their sacrifice and courage.

62. On behalf of all United Nations staff members, I wish to express our deep appreciation to the Member States for their significant support to the continued development of the Department of Safety and Security. Effective provision of

**services by the Department continues to require partnership and investment by all stakeholders.**

**63. I wish to recommend that the General Assembly remain seized of this critical issue and continue its robust support of the United Nations Security Management System.**

**Annex I****Civilian personnel who lost their lives as a result of malicious acts during the reporting period (1 July 2007-30 June 2008)**

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
1	Mustapha Benbara	Algeria/UNFPA	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
2	Karim Bentebal	Algeria/UNHCR	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
3	Saadia Boucelham	Algeria/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
4	Hind Boukroufa	Algeria/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
5	Samia Hammoutene	Algeria/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
6	Chadli Hamza	Algeria/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
7	Abderrahim Hanniche	Algeria/ILO	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
8	Mohamed Khelladi	Algeria/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
9	Mohamed Laseli	Algeria/UNIDO	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
10	Gene Nunez Luna Maria	Philippines/WFP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
11	Babacar Ndiaye	Senegal/DSS	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
12	Steven Olejas	Denmark/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
13	Djamal Rezzoug	Algeria/UNDP	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
14	Kamel Sait	Algeria/UNFPA	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
15	Hakim Si Larbi	Algeria/UNAIDS	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
16	Nabil Slimani	Algeria/UNHCR	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
17	Adnane Souilah	Algeria/UNFPA	Algiers, 11 December 2007	Algiers bombing	Police investigation ongoing
18	Mahamat Mamadou	Chad/UNHCR	Chad, 6 December 2007	Gunshot	Police investigation ongoing
19	Kifle Woldu Tsega	Ethiopia/WHO	Hardin, Ethiopia, 3 July 2007	Gunshot	Police investigation ongoing
20	Wafa' Al Dagmah	Palestine/UNRWA	Gaza, 7 May 2008	Gunshot	Not reported

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Cause</i>	<i>Legal action</i>
21	Iman Hamdan	Palestine/UNRWA	Gaza, 6 January 2008	Gunshot	Not reported
22	Nasser Masara	Palestine/UNRWA	Gaza, 13 December 2007	Air strike	Not reported
23	Silence Chirara	Zimbabwe/WFP	Lokichiggio, Kenya, 7 May 2008	Gunshot	Police investigation ongoing
24	Jihad Mahmoud El Saleh	Lebanon/UNRWA	Lebanon, 23 January 2007	Gunshot	Not reported
25	Muzaffar Khan	Pakistan/WHO	Peshawar, Pakistan, 13 October 2007	Gunshot	Police investigation completed

*Note:* ILO — International Labour Organization

UNAIDS — Joint United Nations Programme on HIV/AIDS

DSS — Department of Safety and Security of the United Nations Secretariat

UNFPA — United Nations Population Fund

UNHCR — Office of the United Nations High Commissioner for Refugees

UNIDO — United Nations Industrial Development Organization

UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East

WFP — World Food Programme

WHO — World Health Organization

## Annex II

### Consolidated list of civilian staff members under arrest, detained or missing with respect to whom the United Nations, the specialized agencies and related organizations have been unable to exercise fully their right to protection during the reporting period (1 July 2007-30 June 2008)

<i>No.</i>	<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
1	Mohammed Sheik Abdi	FAO	Arrested in Afgoye Corridor, Somalia, 30 June 2008
2	Yonas Wolderufael	OCHA	Arrested in Afabet, Eritrea, 3 September 2007
3	Hassan Mohamed Ali "Keynan"	UNHCR	Arrested in Eelasha Neighbourhood, Somalia, 21 June 2008
4	Abner Tsehaye	UNMEE	Arrested in Asmara, 26 September 2008
5	Dereje Hailmariam	UNMEE	Arrested in Assab, Eritrea, 28 April 2008
6	Issa Abu Rouk	UNRWA	Arrested in Khuza'a Area, Gaza, 23 August 2007
7	Mohammed Qasem Obeid	UNRWA	Arrested in Jenin Camp, West Bank, 15 January 2007
8	Shareef Qasem Nassar Nassar	UNRWA	Arrested in Madama Village, West Bank, 6 March 2007
9	Ibrahim Fayyad Sheikh Yusef	UNRWA	Arrested in West Bank, 31 July 2005
10	Ibrahim Ayoub Mohd. Abu Leil	UNRWA	Arrested in Sadra West Bank, 16 May 2004
11	Nidal Dauod	UNRWA	Arrested in Qalandia West Bank, 25 September 2002
12	Nahed Rashid Attallah	UNRWA	Arrested in Gaza, 14 August 2002
13	Mahmoud Abdul Rahman Khatatbeh	UNRWA	Arrested in Beit Forik, West Bank, 31 August 2007
14	Ziyad Fararjeh	UNRWA	Arrested in Dheisheh, West Bank, 10 October 2007
15	Ali Mohd Qura'ny	UNRWA	Arrested in Balata camp, West Bank, 18 January 2008
16	Rasem Sarhan	UNRWA	Arrested in Fara'a camp, West Bank, 13 February 2008
17	Hussein Masharqeh	UNRWA	Arrested in Dura, West Bank, 4 September 2007

---

<i>No.</i>	<i>Name</i>	<i>Organization</i>	<i>Place and date of incident</i>
18	Arob Arob	UNMIS	Missing in Abyei, the Sudan, 14 May 2008
19	Aeyrn Gillern	UNIDO	Missing in Vienna, 29 October 2007

---

*Note:* FAO — Food and Agriculture Organization of the United Nations

OCHA — Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat

UNHCR — Office of the United Nations High Commissioner for Refugees

UNIDO — United Nations Industrial Development Organization

UNMEE — United Nations Mission in Ethiopia and Eritrea

UNMIS — United Nations Mission in the Sudan

UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East

**Annex III****Number of security incidents involving United Nations staff members  
from 1 July 2007 to 30 June 2008**

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>
1 Albania	1	0	0	0	0	0	0	0	0	0	0	0	1
2 Armenia	5	0	0	0	0	0	0	0	0	0	0	1	4
3 Austria	1	0	0	0	0	0	0	0	1	0	0	0	0
4 Azerbaijan	1	0	0	0	0	0	0	0	0	0	0	0	1
5 Belarus	0	0	0	0	0	0	0	0	0	0	0	0	0
6 Belgium	3	0	0	0	0	0	0	0	0	3	0	0	0
7 Bosnia and Herzegovina	9	0	0	0	0	0	0	0	0	0	0	5	4
8 Bulgaria	0	0	0	0	0	0	0	0	0	0	0	0	0
9 Croatia	1	0	0	0	0	1	0	0	0	0	0	0	0
10 Cyprus	0	0	0	0	0	0	0	0	0	0	0	0	0
11 Czech Republic	0	0	0	0	0	0	0	0	0	0	0	0	0
12 Denmark	1	0	0	0	0	0	0	0	0	0	0	0	1
13 Estonia	0	0	0	0	0	0	0	0	0	0	0	0	0
14 Finland	0	0	0	0	0	0	0	0	0	0	0	0	0
15 France	5	0	0	0	0	0	0	1	0	0	0	0	4
16 Georgia	1	0	0	0	0	0	0	0	0	0	0	0	1
17 Germany	6	0	0	0	0	0	0	3	1	1	0	1	0
18 Greece	2	0	0	0	0	0	0	0	0	1	0	0	1
19 Hungary	5	0	0	0	0	0	1	0	0	3	0	0	1
20 Ireland	0	0	0	0	0	0	0	0	0	0	0	0	0
21 Italy	—	—	—	—	—	—	—	—	—	—	—	—	—
22 Latvia	0	0	0	0	0	0	0	0	0	0	0	0	0
23 Lithuania	0	0	0	0	0	0	0	0	0	0	0	0	0
24 Macedonia (the former Yugoslav Republic of)	8	0	0	0	0	0	3	0	0	0	0	0	5

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
25 Malta	0	0	0	0	0	0	0	0	0	0	0	0	0	
26 Moldova	2	0	0	0	0	1	1	0	0	0	0	0	0	
27 Monaco	—	—	—	—	—	—	—	—	—	—	—	—	—	
28 Montenegro	0	0	0	0	0	0	0	0	0	0	0	0	0	
29 Netherlands	17	0	0	0	0	2	2	0	0	4	0	1	8	
30 Norway	1	0	0	0	0	0	0	0	0	0	0	0	1	
31 Poland	0	0	0	0	0	0	0	0	0	0	0	0	0	
32 Portugal	0	0	0	0	0	0	0	0	0	0	0	0	0	
33 Romania	0	0	0	0	0	0	0	0	0	0	0	0	0	
34 Russian Federation	2	0	0	0	0	0	0	0	0	1	0	1	0	
35 Serbia*	62	0	1	1	0	6	2	3	1	3	0	29	16	
36 Slovakia	1	0	0	0	0	0	0	0	0	0	0	0	1	
37 Spain	1	0	0	0	0	0	0	0	0	1	0	0	0	
38 Sweden	0	0	0	0	0	0	0	0	0	0	0	0	0	
39 Switzerland	—	—	—	—	—	—	—	—	—	—	—	—	—	
40 Ukraine	8	0	0	0	0	1	1	0	0	0	0	1	5	
41 United Kingdom of Great Britain and Northern Ireland	0	0	0	0	0	0	0	0	0	0	0	0	0	
<b>Europe</b>	<b>Total</b>	<b>143</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>11</b>	<b>10</b>	<b>7</b>	<b>3</b>	<b>17</b>	<b>0</b>	<b>39</b>	<b>54</b>
1 Argentina	19	0	0	0	0	1	7	2	0	6	0	1	2	
2 Barbados	2	0	0	0	0	0	0	0	0	0	0	1	1	
3 Belize	7	0	0	0	0	0	0	1	0	1	0	2	3	
4 Bolivia	5	1	1	0	1	2	0	0	0	0	0	0	0	
5 Brazil	26	0	0	0	1	0	3	0	0	10	0	2	10	
6 Canada	—	—	—	—	—	—	—	—	—	—	—	—	—	
7 Chile	14	0	0	0	0	1	0	4	0	2	0	6	1	
8 Colombia	34	0	0	1	0	0	7	1	0	10	0	10	5	
9 Costa Rica	15	0	0	0	0	9	0	0	0	4	0	1	1	

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
10 Cuba	7	0	0	0	0	0	0	0	0	2	0	1	4	
11 Dominican Republic	11	0	0	0	0	2	1	0	0	4	0	0	4	
12 Ecuador	27	0	0	0	0	0	1	3	0	10	0	2	11	
13 El Salvador	18	0	0	0	0	5	4	0	0	5	0	4	0	
14 Guatemala	28	0	0	0	0	0	0	0	0	15	5	0	8	
15 Guyana	2	0	0	0	0	0	1	1	0	0	0	0	0	
16 Haiti	147	2	0	13	0	58	21	4	0	13	28	6	2	
17 Honduras	11	0	0	0	0	2	1	0	0	4	0	2	2	
18 Jamaica	6	0	0	0	0	0	0	0	0	2	0	0	4	
19 Mexico	23	0	0	1	0	9	7	0	0	0	0	6	0	
20 Nicaragua	15	1	0	0	0	2	1	1	0	5	1	3	1	
21 Panama	9	0	0	0	0	1	2	0	0	0	0	1	5	
22 Paraguay	5	0	0	0	0	0	1	0	0	3	0	1	0	
23 Peru	41	0	1	0	0	0	8	0	0	10	0	7	15	
24 Suriname	2	0	0	0	0	1	0	0	0	0	0	1	0	
25 Trinidad and Tobago	25	0	0	0	0	1	4	0	0	6	1	2	11	
26 Uruguay	7	0	0	0	0	0	0	0	0	1	0	6	0	
27 Venezuela (Bolivarian Republic of)	4	0	0	0	0	0	0	0	0	1	0	1	2	
<b>Americas</b>	<b>Total</b>	<b>510</b>	<b>4</b>	<b>2</b>	<b>15</b>	<b>2</b>	<b>94</b>	<b>69</b>	<b>17</b>	<b>0</b>	<b>114</b>	<b>35</b>	<b>66</b>	<b>92</b>
1 Bahrain	0	0	0	0	0	0	0	0	0	0	0	0	0	
2 Egypt	9	0	0	0	0	0	0	0	0	2	0	1	6	
3 Iran (Islamic Republic of)	4	1	0	0	0	0	0	0	0	1	0	2	0	
4 Iraq	25	3	1	0	2	0	16	0	0	0	0	0	3	
5 Israel and occupied Palestinian territories	145	48	6	5	11	5	32	14	0	2	1	6	15	
6 Jordan	36	0	0	0	0	0	2	0	0	10	0	0	24	
7 Kuwait	2	0	0	0	0	0	0	0	0	0	0	0	2	
8 Lebanon	61	6	2	12	2	9	14	8	0	1	0	4	3	
9 Oman	0	0	0	0	0	0	0	0	0	0	0	0	0	

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
10 Qatar	0	0	0	0	0	0	0	0	0	0	0	0	0	
11 Saudi Arabia	3	0	0	0	0	0	0	0	0	1	0	0	2	
12 Syrian Arab Republic	19	0	0	0	0	2	7	0	0	1	0	2	7	
13 Turkey	2	0	0	0	0	2	0	0	0	0	0	0	0	
14 United Arab Emirates	0	0	0	0	0	0	0	0	0	0	0	0	0	
15 Yemen	6	1	0	0	0	0	3	0	0	0	2	0	0	
<b>Middle East</b>	<b>Total</b>	<b>312</b>	<b>59</b>	<b>9</b>	<b>17</b>	<b>15</b>	<b>18</b>	<b>74</b>	<b>22</b>	<b>0</b>	<b>18</b>	<b>3</b>	<b>15</b>	<b>62</b>
1 Angola	40	0	0	2	0	0	1	4	0	21	0	4	8	
2 Botswana	—	—	—	—	—	—	—	—	—	—	—	—	—	
3 Comoros	3	0	0	2	0	0	0	0	0	0	0	0	1	
4 Djibouti	0	0	0	0	0	0	0	0	0	0	0	0	0	
5 Eritrea	3	0	0	3	0	0	0	0	0	0	0	0	0	
6 Ethiopia	35	0	1	2	0	1	18	0	0	5	0	1	7	
7 Kenya	66	0	1	2	0	2	7	1	0	21	0	13	19	
8 Lesotho	—	—	—	—	—	—	—	—	—	—	—	—	—	
9 Madagascar	63	0	0	0	0	0	9	0	0	4	0	25	25	
10 Malawi	—	—	—	—	—	—	—	—	—	—	—	—	—	
11 Mauritius	0	0	0	0	0	0	0	0	0	0	0	0	0	
12 Mozambique	—	—	—	—	—	—	—	—	—	—	—	—	—	
13 Namibia	14	0	0	0	0	1	0	6	0	2	0	5	0	
14 Seychelles	1	0	0	0	0	0	0	0	0	0	0	1	0	
15 Somalia	81	20	2	5	6	0	35	1	0	1	3	2	6	
16 South Africa	64	0	0	0	0	1	1	0	0	27	4	16	15	
17 Sudan (UNMIS)	212	10	5	65	0	23	87	1	1	14	0	1	5	
18 Sudan (UNAMID)	85	8	1	0	5	5	7	3	0	8	44	2	2	
19 Swaziland	7	0	0	0	0	0	1	0	0	3	0	2	1	
20 Uganda	28	5	0	0	0	0	0	4	0	3	0	8	8	
21 United Republic of Tanzania	35	1	0	1	0	3	0	0	0	8	1	3	18	

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
22 Zambia	31	0	0	1	0	0	0	0	0	2	2	4	22	
23 Zimbabwe	50	0	0	1	1	1	1	0	0	10	0	17	19	
<b>East Africa</b>	<b>Total</b>	<b>818</b>	<b>44</b>	<b>10</b>	<b>84</b>	<b>12</b>	<b>37</b>	<b>167</b>	<b>20</b>	<b>1</b>	<b>129</b>	<b>54</b>	<b>104</b>	<b>156</b>
1 Algeria	21	1	17	1	0	0	0	0	0	1	0	0	1	
2 Benin	54	0	0	0	0	0	3	0	0	9	1	8	33	
3 Burkina Faso	3	0	0	0	0	1	0	0	0	0	0	2	0	
4 Burundi	51	3	0	0	0	4	30	0	0	6	0	2	6	
5 Cameroon	35	13	0	1	0	0	0	0	0	11	3	2	5	
6 Cape Verde	0	0	0	0	0	0	0	0	0	0	0	0	0	
7 Central African Republic	8	1	0	4	0	0	0	0	0	0	0	3	0	
8 Chad	36	6	1	1	0	1	3	0	0	2	5	17	0	
9 Congo	14	0	0	1	0	3	0	0	0	3	0	5	2	
10 Côte d'Ivoire	28	1	0	0	0	1	2	0	0	13	2	4	5	
11 Democratic Republic of the Congo	383	0	1	0	0	17	37	3	0	95	0	139	91	
12 Equatorial Guinea	6	0	0	1	0	0	1	1	0	1	0	2	0	
13 Gabon	4	0	0	0	0	0	0	0	0	0	0	1	3	
14 Gambia	12	0	0	1	0	0	0	0	0	1	0	4	6	
15 Ghana	30	0	0	1	0	1	0	0	0	7	1	13	7	
16 Guinea	29	0	0	1	0	3	0	2	0	0	1	6	16	
17 Guinea-Bissau	13	0	0	0	0	1	0	2	0	4	0	6	0	
18 Liberia	413	5	0	0	2	25	37	0	1	56	0	45	242	
19 Libyan Arab Jamahiriya	6	0	0	0	0	1	4	0	0	0	0	1	0	
20 Mali	6	0	0	0	0	0	0	0	0	2	0	2	2	
21 Mauritania	6	0	0	0	0	2	0	0	0	0	2	2	0	
22 Morocco	4	0	0	0	0	2	0	1	0	0	0	1	0	
23 Niger	1	0	0	0	0	0	0	0	0	0	0	1	0	
24 Nigeria	47	2	0	1	0	2	1	2	0	22	6	1	10	
25 Rwanda	20	0	0	3	0	0	2	1	0	4	0	1	9	

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
26 Sao Tome and Principe	4	0	0	0	0	0	0	0	0	0	0	3	1	
27 Senegal	17	0	0	0	0	1	0	0	0	6	0	5	5	
28 Sierra Leone	29	5	0	0	0	2	8	0	0	4	0	6	4	
29 Togo	9	0	0	0	0	0	1	0	0	4	1	2	1	
30 Tunisia	5	0	0	0	0	0	0	0	0	0	0	2	3	
31 Western Sahara	11	0	0	0	0	4	0	0	0	1	0	1	5	
<b>West Africa</b>	<b>Total</b>	<b>1 305</b>	<b>37</b>	<b>19</b>	<b>16</b>	<b>2</b>	<b>71</b>	<b>129</b>	<b>12</b>	<b>1</b>	<b>252</b>	<b>22</b>	<b>287</b>	<b>457</b>
1 Afghanistan	31	12	0	1	2	1	10	0	0	2	0	3	0	
2 Australia	—	—	—	—	—	—	—	—	—	—	—	—	—	
3 Bangladesh	14	0	0	1	0	0	6	0	0	2	0	0	5	
4 Bhutan	0	0	0	0	0	0	0	0	0	0	0	0	0	
5 Brunei Darussalam	—	—	—	—	—	—	—	—	—	—	—	—	—	
6 Cambodia	34	0	0	0	0	0	2	0	0	12	0	9	11	
7 China	1	0	0	0	0	0	1	0	0	0	0	0	0	
8 Democratic People's Republic of Korea	0	0	0	0	0	0	0	0	0	0	0	0	0	
9 Fiji	3	0	0	0	0	1	0	0	0	0	0	2	0	
10 India	13	0	0	1	0	0	6	1	0	1	0	0	4	
11 Indonesia	23	1	0	1	1	3	9	0	0	0	0	5	3	
12 Japan	3	0	0	0	0	0	1	2	0	0	0	0	0	
13 Kazakhstan	9	0	0	0	0	0	0	0	0	0	0	2	7	
14 Kyrgyzstan	0	0	0	0	0	0	0	0	0	0	0	0	0	
15 Lao People's Democratic Republic	—	—	—	—	—	—	—	—	—	—	—	—	—	
16 Malaysia	12	0	0	0	0	4	0	1	0	2	0	0	5	
17 Maldives	—	—	—	—	—	—	—	—	—	—	—	—	—	
18 Mongolia	7	0	0	0	0	1	1	0	0	1	0	1	3	
19 Myanmar	12	0	0	4	0	1	0	0	0	1	0	3	3	
20 Nepal	18	6	0	0	0	1	5	0	0	2	0	4	0	
21 Pakistan	33	4	1	1	2	1	7	1	0	5	5	3	3	

<i>Country or area</i>	<i>Total</i>	<i>Attack</i>	<i>Murder</i>	<i>Arrest and detention by state</i>	<i>Detention by non-state actors</i>	<i>Assault</i>	<i>Harassment and intimidation</i>	<i>Forced entry and/or office occupation</i>	<i>Missing staff member</i>	<i>Robbery</i>	<i>Hijacking</i>	<i>Residential break-in</i>	<i>Theft</i>	
22 Papua New Guinea	—	—	—	—	—	—	—	—	—	—	—	—	—	
23 Philippines	9	0	0	0	0	0	2	0	0	2	0	0	5	
24 Republic of Korea	0	0	0	0	0	0	0	0	0	0	0	0	0	
25 Samoa	8	0	0	0	0	0	0	0	0	0	0	7	1	
26 Singapore	0	—	—	—	—	—	—	—	—	—	—	—	—	
27 Sri Lanka	77	2	0	14	3	4	43	1	0	5	0	4	1	
28 Tajikistan	3	0	1	1	0	0	0	0	0	0	0	1	0	
29 Thailand	55	0	0	0	0	2	0	0	0	7	0	4	42	
30 Timor-Leste	404	321	0	2	0	11	4	0	0	3	0	20	43	
31 Turkmenistan	0	0	0	0	0	0	0	0	0	0	0	0	0	
32 Uzbekistan	5	0	0	1	0	0	0	0	0	2	0	2	0	
33 Viet Nam	9	0	0	0	0	2	0	0	0	1	0	2	4	
<b>Asia and Pacific</b>	<b>Total</b>	<b>783</b>	<b>346</b>	<b>2</b>	<b>27</b>	<b>8</b>	<b>32</b>	<b>97</b>	<b>6</b>	<b>0</b>	<b>48</b>	<b>5</b>	<b>72</b>	<b>140</b>
<b>Asia and Pacific</b>	<b>Total</b>	<b>783</b>	<b>346</b>	<b>2</b>	<b>27</b>	<b>8</b>	<b>32</b>	<b>97</b>	<b>6</b>	<b>0</b>	<b>48</b>	<b>5</b>	<b>72</b>	<b>140</b>
<b>Middle East</b>	<b>Total</b>	<b>312</b>	<b>59</b>	<b>9</b>	<b>17</b>	<b>15</b>	<b>18</b>	<b>74</b>	<b>22</b>	<b>0</b>	<b>18</b>	<b>3</b>	<b>15</b>	<b>62</b>
<b>Europe</b>	<b>Total</b>	<b>143</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>11</b>	<b>10</b>	<b>7</b>	<b>3</b>	<b>17</b>	<b>0</b>	<b>39</b>	<b>54</b>
<b>Americas</b>	<b>Total</b>	<b>510</b>	<b>4</b>	<b>2</b>	<b>15</b>	<b>2</b>	<b>94</b>	<b>69</b>	<b>17</b>	<b>0</b>	<b>114</b>	<b>35</b>	<b>66</b>	<b>92</b>
<b>West Africa</b>	<b>Total</b>	<b>1 305</b>	<b>37</b>	<b>19</b>	<b>16</b>	<b>2</b>	<b>71</b>	<b>129</b>	<b>12</b>	<b>1</b>	<b>252</b>	<b>22</b>	<b>287</b>	<b>457</b>
<b>East Africa</b>	<b>Total</b>	<b>818</b>	<b>44</b>	<b>10</b>	<b>84</b>	<b>12</b>	<b>37</b>	<b>167</b>	<b>20</b>	<b>1</b>	<b>129</b>	<b>54</b>	<b>104</b>	<b>156</b>
		<b>3 871</b>	<b>490</b>	<b>43</b>	<b>160</b>	<b>39</b>	<b>263</b>	<b>546</b>	<b>84</b>	<b>5</b>	<b>578</b>	<b>119</b>	<b>583</b>	<b>961</b>

\* Including Kosovo.



# General Assembly

Distr.: General  
2 October 2008

Original: English

---

**Sixty-third session**

Agenda item 65

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

**Safety and security of humanitarian personnel and protection of United Nations personnel**

**Report of the Secretary-General**

**Corrigendum**

**Paragraph 6, first sentence**

*For 36 per cent read 56 per cent*

---





# General Assembly

Distr.: General  
28 August 2009

Original: English

---

## Sixty-fourth session

Item 72 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution 63/138, requested the Secretary-General to submit to it at its sixty-fourth 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 humanitarian and United Nations 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 63/138 which fall under the responsibility of the Department.

The present report outlines the threats against the safety and security of United Nations and humanitarian personnel over the past year as well as an update on the measures taken to mainstream and move towards strengthened and enhanced system-wide security management.

---

\* A/64/150.



## **I. Introduction**

1. In its resolution 63/138, the General Assembly requested the Secretary-General to submit to it, at its sixty-fourth 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 reporting period is from 1 July 2008 to 30 June 2009.

## **II. Security challenges and threats against United Nations and humanitarian personnel**

2. United Nations and humanitarian personnel continued to face deteriorating security conditions in many locations, which hindered their ability to deliver life-saving programmes. The trend described in previous reports of a lack of respect for the emblems and efforts of humanitarian organizations continued unabated. During the reporting period, United Nations and humanitarian personnel were subjected to collateral damage during situations of open conflict and increasingly were the targets of attacks by extremists, armed groups and disenfranchised elements in multiple areas of operation, a situation further exacerbated by a disinformation campaign undertaken by extremists urging violence against humanitarians. Against this stark background, the United Nations continued the programme of security reform initiated with the establishment of the Department of Safety and Security. This effort is guided by the findings of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide and subsequent recommendations, findings and additional review efforts. Guided by these findings and principles, the Department is working to enhance the capacity and capability of the Organization to operate in increasingly difficult environments, with the understanding that there can be no programme without security and no security without adequate resources.

3. The terrorist attack on the United Nations offices in Hargeisa, Somalia on 29 October 2008, which killed two United Nations staff and wounded six others; and two incidents of protracted abduction of senior United Nations officials, was clear evidence of the effectiveness of extremists' global call to arms against United Nations and humanitarian personnel. In addition, on 9 June 2009, two United Nations international staff members were indiscriminately killed during a suicide bomb attack on the Pearl Continental Hotel in Peshawar, Pakistan. With the expansion of extremist media outreach, local grievances are now acted out in the name of international extremist groups, necessitating enhanced security measures globally at considerable cost in terms of effort and resources.

4. Terrorist threats to the United Nations are not a new phenomenon. Numerous opportunistic factions have engaged in anti-United Nations propaganda since the Organization's inception. Historically, such propaganda has been intermittent and transitory; however, the propaganda campaign against the United Nations initiated by notorious terrorist groups in 1998 evolved into a 2006 declaration that the Organization is a part of a global international conspiracy. In 2007, international terrorism expanded its anti-United Nations propaganda campaign to include the humanitarian work of its agencies, funds and programmes and other non-governmental organizations (NGOs). These sentiments contributed to the

increase in hostilities against United Nations and humanitarian personnel in areas where such arguments have gained leverage as justification for violent action. The widespread increase in targeted attacks is evidence that low-level extremist groups have been indoctrinated by this orchestrated campaign and now view relief workers as legitimate targets.

5. Where extremist threats are less acute, other security and safety challenges must be addressed. Often United Nations and humanitarian personnel face the same threats as the civilian populations they seek to assist. United Nations and humanitarian personnel were subjected to collateral and direct attacks, harassment, violent public protests, banditry and criminality in areas of conflict and post-conflict environments, as well as in countries with economic, political and social unrest. Abduction and hostage-taking, whether politically, economically or criminally motivated, continued unabated during the reporting period, compelling in some cases a large-scale and protracted hostage incident management response requiring extraordinary investment of time and resources. In areas where there were no direct attacks or targeting of humanitarian workers, theft, harassment and intimidation remained a serious concern.

6. Increased challenges to the United Nations security management system worldwide compelled an extensive review of operating procedures during the reporting period driven by the need to expand and sustain operations, particularly in conflict or post-conflict areas, while maintaining the highest possible levels of staff and operational safety. A reinforced common framework for security risk management and a new, threat-focused concept for a security level system will aim to maintain an effective United Nations presence even in situations of extreme insecurity. However, resources and new strategic tools are urgently required to further keep pace with evolving security situations.

7. During the reporting period, the number of deaths of United Nations civilian personnel<sup>1</sup> as a result of acts of violence increased to a total number of 27. During the previous reporting period the total number of 23 deaths included the loss of 17 staff from the attack in Algiers. Out of the 27 deaths, 11 occurred in Africa (including 8 in Somalia and 1 each in the Democratic Republic of the Congo, Kenya and the Sudan); 7 in the Middle East (in Israel, West Bank and Gaza); 5 in the Americas (4 in Haiti and one in Colombia); and 4 in Asia and the Pacific (3 in Pakistan and 1 in Afghanistan).<sup>2</sup> The annex to the present report contains a list of United Nations personnel who lost their lives as a result of acts of violence. During the reporting period, seven United Nations staff, two international and five national staff died as a result of an aviation accident in the Democratic Republic of the Congo.

8. United Nations nationally recruited staff remain highly vulnerable and account for the majority of casualties and victims. Out of the total number of 27 deaths, 25 were United Nations nationally recruited staff. Most of these staff held positions as drivers, security guards or relief distribution monitors, positions which required them to be on the front line in areas of conflict. In some instances, national staff lost their lives while performing critical roles in maintaining operations in areas deemed

---

<sup>1</sup> The United Nations has a security responsibility towards over 100,000 staff members and an estimated 300,000 eligible dependants.

<sup>2</sup> The information is based on reports of United Nations designated officials for security in 159 countries.

too dangerous for international staff, where they served as operations managers or local security assistants. Attacks on such staff threatened to disrupt and limit the impact of life-saving relief operations.

9. As a consequence of their employment with the United Nations and their specific functions, national staff were threatened and intimidated in Afghanistan, Pakistan, Somalia and the Sudan. Furthermore, these national staff are extremely vulnerable during non-working hours as a result of social or familial ties which entail greater exposure. Although extended hazard pay has been provided where applicable, further measures are needed for staff who are likely to be at higher risk owing to their function in the United Nations operating in highly dangerous areas (e.g., handling cash or dealing with sensitive issues). Additional security-awareness training for national staff is ongoing at all locations.

10. During the reporting period, there were 273 attacks,<sup>3</sup> 505 harassment and intimidation cases, 654 robberies, 258 physical assaults and 131 hijackings. There were 208 arrests reported against United Nations personnel and dependants by State actors and 50 cases of detention by non-State actors. There were 89 forced entries and occupations of United Nations offices and 628 residential break-ins.

11. According to information provided by designated officials<sup>4</sup> during the reporting period, the majority of security incidents<sup>5</sup> against United Nations and NGO personnel occurred in the African region (2,030 United Nations and 755 NGO incidents) followed by the Middle East region (1,172, including United Nations and NGO incidents) and the Asia Pacific region (638 United Nations and 335 NGO incidents).

12. The Department of Safety and Security continued to receive many accounts from designated officials of security incidents against NGOs, international organizations and inter-governmental bodies, though reporting was sporadic and incomplete as NGOs are not required to submit these accounts to the United Nations. During the reporting period, 36 deaths of international and national staff of NGOs resulting from acts of violence were noted, including 12 in Somalia, 7 in Afghanistan, 3 in both Mali and the Sudan, 2 each in the Democratic Republic of the Congo, Pakistan and Papua New Guinea and 1 each in Benin, Ethiopia, Haiti, Mauritania and Senegal. Other incidents against NGO personnel included 109 attacks, 37 cases of detention by State authorities and 70 incidents of unlawful detention by non-State actors, 70 incidents of assault, 187 incidents of harassment, and 59 incidents of forced entry or occupation of premises, 257 armed robberies, 134 incidents of vehicle hijacking, 135 residential break-ins and 164 cases of major theft.<sup>6</sup>

---

<sup>3</sup> These include "attacks" on premises, installations and convoys resulting or not resulting in death and/or injuries.

<sup>4</sup> The most senior United Nations official responsible for the security of all United Nations staff, dependants and property in his or her area of assignment.

<sup>5</sup> These include attacks, murders, arrests and detention by State and non-State actors, physical assaults, harassment and intimidation, forced entries or office occupations, missing persons, robberies, hijackings and residential break-ins against United Nations personnel.

<sup>6</sup> The above number of incidents against NGO personnel who work as implementing partners and contribute to United Nations operations is indicative. However, the trend of violence towards relief workers shows the increased threat levels in complex emergencies.

13. Violent acts against United Nations and humanitarian personnel in conflict and post-conflict areas continued, as evidenced in Afghanistan, Colombia, Somalia and the Sudan.

14. Afghanistan presents one of the most dangerous security environments in which the United Nations operates. The Safety and Security Section supports the activities of over 24 United Nations entities, with over 1,000 international and 5,000 national staff who provide a wide range of humanitarian and development activities under the United Nations Assistance Mission in Afghanistan (UNAMA) mandate. The activities supported by the security structure include governance, electoral support, food distribution and human rights, and assistance in the health, education, shelter, water, sanitation, infrastructure rehabilitation and many other sectors. While most staff members are located in Kabul, a United Nations presence, with commensurate security support, has been established in over 20 locations outside the capital, 7 of which were established with the assistance of the Safety and Security Section of UNAMA over the past two years. Constant security risk assessments and appropriate mitigation measures are applied to over 1,000 missions per month throughout the country, including destinations in very high-risk areas. Timely, programme-oriented security risk assessments are conducted in concert with programme planning to optimize safe and effective delivery. However, despite this activity, 2008 was the worst year ever regarding incidents (91) against the United Nations in Afghanistan, and there is a clear trend of escalating violence thus far in 2009.

15. Colombia is another complex and high-risk security environment in which the United Nations currently operates. A 50-year-long active insurgency involving several illegal armed groups, drug cultivation and associated illicit activities, relatively high rates of criminality and natural disasters of all types require effective and well-crafted security programmes. United Nations security staff support the activities of 25 United Nations system organizations comprising 180 international and 1,500 national staff working in 54 United Nations field offices in 22 distinct locations. Including recognized dependants, the total exceeds 3,000 people. The Department of Safety and Security has an international presence in the capital and in five regional offices, and a national presence in two satellite offices, with four more planned this year. The United Nations system conducts an average of 300 field missions daily in such diverse programmes as comprehensive support to more than 3 million internally displaced persons, illicit crop-eradication monitoring and crop-substitution activities, human rights, programmes against the recruitment of child soldiers, and delivery of HIV/AIDS programmes. There is heavy emphasis on landmine activities in Colombia, which has the highest rate of new victims worldwide and poses a risk to United Nations staff and operations as well as to the local populace. Appropriate measures for risk mitigation, which include an extensive information-gathering and analytical capability, and close cooperation with all relevant actors permit the United Nations system to carry out activities with about one third of its missions conducted in environments considered to be high risk. The security team in Colombia developed a robust and effective training programme which prepares staff to work in such environments and enables mandate implementation; the same support is offered to NGOs, international organizations and implementing partners.

16. The operational and security environment in Somalia is unique, in that no other operation of the United Nations is conducted under such extreme security

conditions. The local capacity to respond to emergencies and security incidents is virtually non-existent, and it is normally impossible to ensure required protection measures, medical support and other basic infrastructure for United Nations operations. The assistance of international peacekeeping forces is limited to the capacity of the African Union Mission in Somalia (AMISOM) in Mogadishu. While the humanitarian crisis is considered the worst in the country since 1993, threats against the United Nations escalated in 2008, which required a rapid adjustment of security arrangements. Eight United Nations national staff were killed in violent acts between June 2008 and January 2009, more than 10 were seriously injured, 3 staff members were abducted for lengthy periods and 1 has remained missing since June 2008. The United Nations Development Programme (UNDP) office in Hargeisa was the target of a suicide bomb attack in October 2008, and six other offices were attacked or looted during the reporting period. Despite increasingly direct and lethal threats, United Nations security personnel<sup>7</sup> were able to mitigate risks to some extent by adapting security arrangements and cooperating on security with the Government, AMISOM, local clan administrations and even insurgents. Several hostage incidents were resolved with the help of local interlocutors from all sides of the political spectrum. This permitted the continuation of most critical humanitarian programmes which assist some 3.2 million people, about 43 per cent of the population. United Nations missions to Mogadishu, which were suspended in 2008, resumed in March 2009, and regular missions are fielded with the objective of eventually establishing a United Nations office in Mogadishu to allow for more effective political engagement as well as enhanced humanitarian capabilities.

17. In the Sudan,<sup>8</sup> a common security management system of the United Nations supported more than 9,000 United Nations personnel in a wide array of programmatic activities carried out by agencies, funds and programmes, NGOs, and other implementing partners throughout the country.

18. In the United Nations Mission in the Sudan (UNMIS), notable security support activities include milestones of the Comprehensive Peace Agreement process, such as the disarmament, demobilization and reintegration campaign, and the future conduct of country-wide elections. Both efforts involved a mixture of United Nations organizations, and required the establishment of additional United Nations offices throughout the country, including areas where the United Nations presence to date has been limited, or non-existent. Recently, in collaboration with national authorities, the Department of Safety and Security supported the conduct of multiple assessments of all of these areas. The result of this work, as reviewed by the country security management team, will be to enable the delivery of critical programmes, while maintaining the security of United Nations civilian personnel.

19. In Southern Sudan, bordering the Democratic Republic of the Congo and the Central African Republic, deadly attacks continued in Central and Western Equatoria. Since late 2008, over 65,000 people have been displaced and more than 25,000 people have entered Southern Sudan from the Democratic Republic of the Congo as refugees. The United Nations has responded with an operation involving six United Nations system agencies and many NGOs. More than 2,000 people have died in inter-tribal violence since the beginning of 2009 in Jonglei, Warrap, Lakes

---

<sup>7</sup> Includes Department of Safety and Security and the agencies, funds and programmes security personnel.

<sup>8</sup> Including Darfur.

and in the three Equatoria states. UNMIS security information support was provided for all United Nations and NGO humanitarian interventions assisting more than 135,000 displaced people across Southern Sudan through large humanitarian operations in highly volatile areas which were difficult to access. All together, the United Nations and its partners, with the security support of the Department of Safety and Security field personnel, are implementing 27 life-saving interventions delivering multisectoral humanitarian assistance programmes worth more than \$200 million and which target more than 250,000 beneficiaries in eight Southern Sudanese states.

20. In the African Union-United Nations Hybrid Operation in Darfur (UNAMID), despite challenges, the Security Section enabled and supported various types of operations in Darfur, such as conducting 127 critical assessment missions, establishing three new sub-offices and supporting massive emergency life-saving programmes providing more than 2.3 million civilians with critical services ranging from food, water, sanitation, vaccinations and shelter. The challenges faced by the Security Section on a daily basis are (a) a limited number of security staff; (b) a security situation characterized by fragmented conflict between the Sudanese Government and rebel factions; (c) an ever-increasing number of splinter groups of rebel movements; and (d) a complex political and security environment consequent upon the International Criminal Court indictment of the sitting (Sudanese) President, and cases of abductions and kidnappings of NGO humanitarian staff, as well as carjackings and robberies.

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

21. The United Nations security management system is based on the fundamental principle that the primary responsibility for the security and protection of staff members, their dependants and property and the Organization's property rests with the host Government. In that connection, the General Assembly, in paragraph 14 of its resolution 63/138, requested the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requested the Secretary-General to seek the inclusion, in negotiations 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 (hereinafter the "General Convention"), the Convention on the Privileges and Immunities of the Specialized Agencies and the Convention on the Safety of United Nations and Associated Personnel (hereinafter the "United Nations Safety of Personnel Convention").

22. In this regard, it has been the long-established practice of the United Nations to include provisions of the General Convention as well as 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 concluded by the United Nations. Furthermore, status-of-forces agreements recently concluded, as well as those under negotiation, by the United Nations include references to the General Convention and the United Nations Safety of Personnel Convention.

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

24. Certain Governments continue to impede the import, deployment and use of communications and other equipment essential to the safety and security of United Nations operations and its personnel in contravention of the international legal instruments referred to above. These restrictions can have a serious, adverse effect on the United Nations and its ability to deliver on its mandate. In specific instances where the efforts of the United Nations country team proved unsuccessful, United Nations senior officials contacted Permanent Representatives directly to assist in the situation.

25. The Secretary-General hopes that Governments will, in accordance with paragraph 15 of the General Assembly resolution 63/138, cooperate with the United Nations in the timely conclusion of host country agreements, including status-of-forces agreements, containing adequate provisions on safety and security of the United Nations and its personnel, including key provisions of the General Convention and the United Nations Safety of Personnel Convention.

#### **IV. Arrest and detention**

26. In the reporting period, a number of United Nations personnel were arrested or detained, and for whom the United Nations was unable to exercise its right of protection. This totalled 25 cases and 1 staff member reported missing in Eritrea and 1 staff member in Somalia.

#### **V. Collaboration and cooperation on security measures**

##### **Security collaboration between the United Nations and host Governments**

27. In its resolution 63/138, the General Assembly welcomed the ongoing efforts of the Secretary-General to further enhance the security management system and invited the United Nations and, as appropriate, other humanitarian organizations working closely with host Governments to further strengthen the analysis of threats to their safety and security. By doing so, it was hoped that this would help the management of security risk by facilitating informed decisions on the maintenance of an effective presence in the field and enhance security collaboration with host Governments for the purpose of contributing to staff safety and security, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities. The United Nations has been active in improving practical arrangements to address security concerns and actions to be taken by the host Governments.

28. Accordingly, the Inter-Agency Security Management Network<sup>9</sup> advocated that each duty station should have a designated official ad interim from a list of two

---

<sup>9</sup> United Nations security management mechanism, comprised of agencies, funds and programmes

pre-designated agency, fund or programme representatives of the country team or the security management team to assume immediate responsibility for the duties of the designated official in the event that the incumbent is absent or is unexpectedly unable to perform those duties, thereby assuring continuity in security decision-making.

29. Additionally, the Department of Safety and Security headquarters units, as well as the Department's field security personnel, have redoubled efforts to improve liaison with host country security elements to gain more timely and effective information to enable United Nations programmes to continue in difficult security environments.

## **VI. Measures taken to ensure a more effective United Nations security management system**

30. Pursuant to the report of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, the Secretary-General requested the High-Level Committee on Management to undertake a detailed review of the recommendations contained in the report and to prepare actionable recommendations and options for a more effective United Nations system-wide security management system. In response to that request, a Steering Committee was established, chaired by the Under-Secretary-General for Field Support, with the participation of the Department of Safety and Security and representatives at the highest level of the United Nations System Chief Executives Board for Coordination member organizations.

31. In line with the new approach and vision, the Department seeks to promote three key principles: "how to stay", "no programme without security" and "no security without resources", which reflects a shift in security culture throughout the United Nations system by (a) mainstreaming security management; and (b) continuing various initiatives such as providing security training and a safety-awareness campaign; enhancing critical incident stress management; improving security information management; adopting a new framework for threat and risk analysis; developing crisis management capacity; and extending security arrangements for field missions.

### **A. Mainstreaming of the security management system**

32. The safety and security of United Nations staff is and must be an integral part of all activities; it is imperative to enhance the safety of United Nations personnel who work under increasingly difficult and dangerous conditions facing armed conflicts, terrorism, hostage-taking, kidnapping, banditry, harassment and intimidation.

33. Since the establishment of the Department of Safety and Security, considerable progress has been achieved in the establishment of a unified and strengthened security management system based on the fundamental principle of the host

---

and departments, which discusses and considers security policies and issues of the United Nations security management system.

country's responsibility for the safety and security of the staff and the mandate of standardized application of agreed security policies at the country level, with adequate operational support and oversight to the security management system in order to enable the safest and most efficient conduct of the programmes and activities of the United Nations.

34. The Chief Executives Board adopted a statement urging Member States to fully uphold their responsibilities as host Governments by recognizing the evolving security environment in which United Nations system staff must operate and ensuring that adequate mitigation measures are taken to protect staff from identified threats (see CEB/2009/1, annex).

35. The Chief Executives Board also called on Member States to support core resource needs for the United Nations security management system at a level sufficient to match the new reality, as well as to ensure that United Nations system organizations are provided with appropriate and sustainable funding for security to enable them to execute their mandates safely and effectively.

36. The growth of hostile intent towards the United Nations, sophisticated attacks against its personnel, premises and assets and the fact that the United Nations must operate in complex conflict zones underscore the great challenge to continue delivering essential and critical mandates and programmes. This is unfortunately often necessary where the host country is least able to provide the requisite security for United Nations humanitarian operations, or even for its own citizens. Given this new paradigm in the security management system, it is critical to implement well-designed, effective and timely security programmes throughout a decentralized United Nations system.

37. Key recommendations as part of a comprehensive plan leading towards a strengthened and enhanced system-wide security management system are:

(a) A fundamental shift in culture and mindset in the United Nations from "when to leave" to "how to stay", working closely with host Governments and local communities to understand risk and manage it, through a new approach to security risk management;

(b) A greater focus on the safety and security of national staff;

(c) The establishment of the Executive Group on Security, chaired by the Under-Secretary-General of the Department of Safety and Security, to facilitate rapid decision-making capacity in the event of an impasse or situations that could lead to death or serious injury;

(d) The introduction of a new, threat-focused concept for a security level system;

(e) The development of a United Nations policy and guidelines for estate safety and security;

(f) The reaffirmation of the responsibility of Member States with respect to the safety and security of United Nations staff, both as host Governments and as providers of the necessary, increased financial resources, at a level sufficient to match the new needs.

38. The efforts of the Department of Safety and Security to mainstream security management at all levels and implement a plan for a strengthened and enhanced

United Nations system-wide security management system received critical support from the Chief Executives Board and the High-Level Committee on Management throughout the reporting period. Equally important, the heads of agencies, funds and programmes also recognize the need for effective security and support the Secretary-General and the Department in enhancing United Nations security capabilities.

39. In promoting an organizational culture of accountability for staff security, the Department continued to work closely with United Nations system organizations and Secretariat departments to increase awareness of management responsibility for all actors in the United Nations security management system. A revision to the current Framework for Accountability will reflect the responsibilities and accountabilities for circumstances where United Nations personnel work in insecure areas that require mitigation measures beyond those which the host Government can reasonably be expected to provide. In addition, the Chief Executives Board recommended that all departments and agencies, funds and programmes participating in the United Nations security management system develop an internal framework for accountability, documenting individual roles, responsibilities and accountability related to safety and security (see CEB/2009/ALCM/18). As the United Nations inevitably continues to operate under insecure conditions, there was also a call to focus on enhancing the United Nations capacity on risk management, to find a better balance between identified risks and programme benefits.

40. Regarding nationally recruited staff safety in the United Nations system, through the High-Level Committee on Management Steering Committee work was undertaken at the inter-agency level to develop proposals for improving security measures for national staff. The current measures in place for such staff in crisis situations were reviewed, and information and lessons learned from the past 15 years were examined to illustrate the most persistent problems, define the broadest range of responses and highlight the most critical policy issues that needed to be addressed, not only in the context of security crises, but also with respect to the growing severity of natural disasters and their effects on operations and staff.

## **B. Initiatives of the Department of Safety and Security**

41. The Department continued to give priority to initiatives that sought to provide maximum support to the field. It initiated a “Designated Official Global Review” headquarters meeting to monitor the deployment, training and support mechanisms for designated officials. The decision to train all designated officials ad interim added a significant new training requirement which the Department addressed through the establishment of an e-learning package covering core issues, prior to face-to-face follow-up training. The Critical Incident Stress Management Unit supported 1,796 staff affected by critical incidents, provided technical advice to the Crisis Operations Group involved in hostage-taking incidents, including those in the Niger, Somalia and Pakistan, and provided professional support to the staff members’ families concerned. In total, the Department’s counsellors supported 10,276 individuals in 20 countries, including counselling 3,601 individuals.

42. Throughout the year, the Department provided secure access to security-related information, and the number of registered users of the Department’s website has grown from 68,000 to 102,000, indicating a growing awareness of security on

the part of staff members. Some 28,000 security clearance requests were processed monthly for operations worldwide through the integrated security clearance and tracking system. However, adequate tracking remains a challenge, and is dependent on staff members accurately using the tool provided. The Department's Crisis Coordination Centre was activated to deal with multiple crisis situations, including the successful resolution of abductions in the Niger and Pakistan.

43. In response to a request by the Special Committee on Peacekeeping Operations in 2007, a policy was developed that allows heads of mission to place individually deployed military and police officers, who are not covered by force protection arrangements, under the provisions of the United Nations security management system. As part of the effort to encourage greater coherence in all aspects of United Nations security management, heads of military and police components of peacekeeping operations now serve as members of the security management team in support of the designated official.

44. During the reporting period, the Department of Safety and Security adopted a revised strategic vision that describes a modern, professional security department which provides a clearly delineated range of policies, including guidance and operational support for designated officials and security management teams as the principal security managers in the field. This implies not only the provision of adequate security backup from Headquarters across the full range of issues confronting officials in the field, but also implies effective oversight of implementation to ensure accountability. This requires the Department to balance strategic oversight with the provision of deployable additional resources when a local situation demands further support.

45. In situations where the Department's resources are insufficient, it is incumbent on the Department to identify a means of prioritizing remaining resources so that it is still capable of responding in the event of additional, unforeseen operational requirements. This, in turn, means that the Department must be able to take advantage of support from the whole United Nations security management system, including, when necessary, executive heads of agencies, funds and programmes, to ensure the optimum use of their security resources in pursuit of common objectives, notably in vulnerable locations where United Nations operations are subject to elevated threats.

## **VII. Conformity with operating standards**

46. The United Nations endeavours to ensure that United Nations staff members are properly informed about the risks associated with their deployment, as well as compliance with minimum operating security standards.

47. The Department of Safety and Security Policy, Planning and Coordination Unit continued to review all existing policies, procedures and guidance, and made a number of recommendations for a common and strengthened United Nations security management system. Through cooperation and consultation with the Inter-Agency Security Management Network, streamlined minimum operating security standards were established, which now apply a single system throughout the United Nations security management system, making no distinction between headquarters, field or missions. Minimum operating security standards are the

primary mechanism for managing and mitigating the security risk based on security risk assessments.

48. The Department of Safety and Security Compliance, Evaluation and Monitoring Unit conducted 14 compliance visits (10 in the previous period) to increase conformity with all United Nations security policies, including minimum operating security standards. While compliance levels varied among those evaluated, on a scale of 1 to 5, the average compliance rate was 3.37, compared to 3.59 in the previous year, and the average minimum operating security standards compliance was 80 per cent, compared to 83 per cent in the previous year. The Department does not view the slight decrease in compliance and minimum operating security standards averages as a significant deficiency during this reporting period, as the Unit visited some of the more challenging duty stations. The Unit proposed 350 recommendations for improving compliance with security policies in various offices.

49. To assist United Nations country teams in carrying out standardized and systematic evaluations, the Department continued to refine its procedures for assessing compliance, and continued to develop the compliance information management system to ensure a standardized approach, transparency and easy access to compliance information for the United Nations common system.

## **VIII. Security collaboration between the United Nations and non-governmental organizations**

50. During the reporting period, the Department of Safety and Security continued to promote the “Saving Lives Together” framework for the United Nations and NGO/international organization/intergovernmental organization, security collaboration, with the primary focus on the development of a network of security-conscious NGO/international organization/intergovernmental organizations committed to information exchange and the sharing of best practices in security management. In 2006, the Department established an extrabudgetary-funded NGO Liaison Unit to further relations with the humanitarian community. Although donor contributions were not sufficient to support numerous field missions or an international Saving Lives Together conference as fully envisaged in the concept of operations, there were considerable achievements, particularly in terms of enhanced engagement on Saving Lives Together from the humanitarian community. As guided by the General Assembly, the Department’s efforts to collaborate with NGOs were funded by extrabudgetary voluntary contributions.

51. The significance of the Department’s network with NGOs cannot be overemphasized, as it serves as a constant coordination mechanism. Every day, the NGO Liaison Unit collects and disseminates essential security information to and from some 50 dedicated global security focal points. This outreach is unrivalled in the United Nations system, as no other United Nations entity provides such an inclusive, virtually around-the-clock network to implementing partners. As such, the Department fostered an effective and much-needed dialogue between the United Nations and other crisis responders on security matters, and will continue to reinforce these mechanisms.

52. Although the plan for extensive field work was deferred owing to a lack of funds, a mission to Afghanistan was undertaken in November 2008 with the Office for the Coordination of Humanitarian Affairs. This established a blueprint for

enhanced security collaboration between the humanitarian community and UNAMA. The NGO Liaison Unit also contributed to the development of numerous United Nations/NGO security collaboration projects for inclusion in consolidated and/or flash appeals in such locations as Ethiopia, Pakistan, and Sri Lanka. Simultaneously, the Unit provided concrete advice on Saving Lives Together implementation to some 50 designated officials during the year. The Unit played a significant role in support to NGOs experiencing hostage-taking and kidnapping incidents.

53. A great deal of time and energy went into the maintenance of an important Saving Lives Together initiative based in Darfur, where the Department of Safety and Security field security officers were deployed specifically to meet the needs of NGOs. The project faced significant recruitment difficulties; with additional donor support, however, a group of officers was identified and is under recruitment. It is anticipated that the project will be fully operational by fall 2009. At this juncture, it appears as if the project has garnered donor support at levels sufficient to cover the entire project budget for 2009 and the first quarter of 2010. As a result of the recent achievements in terms of promoting the culture of Saving Lives Together, there is a great likelihood that objectives will be realized in the coming year.

54. Among the security reform initiatives, the Inter-Agency Standing Committee established a Steering Group on Security supported by the Department, with a particular focus on Saving Lives Together, inter alia, to explore further collaboration on security in support of humanitarian activities from the risk management perspective. It is expected to provide closer dialogue between all humanitarian actors on risk management to maximize access to populations in need and minimize risk to staff, assets and beneficiaries.

## **IX. Observations and recommendations**

**55. I am deeply concerned by the increased number of security incidents against United Nations personnel and humanitarian personnel, and I am deeply disturbed by the trend of politically or criminally motivated targeting of humanitarian workers, which is most evident in Somalia, the Sudan and Haiti.**

**56. United Nations personnel are regularly confronted with threats from armed conflict, terrorism, kidnapping, harassment, banditry and intimidation, and they are asked to work under extremely difficult circumstances. I continue to be gravely concerned about the apparent rise in deliberate targeting of humanitarian and United Nations personnel, and their increased vulnerability worldwide. Owing to their particular circumstances, locally recruited personnel remain highly vulnerable and they must be supported accordingly.**

**57. I am profoundly distressed by the number of lost lives during the reporting period, 63 United Nations and humanitarian personnel deaths as a result of acts of violence.**

**58. As part of an ongoing review for a strengthened and enhanced security management system, I will further encourage the United Nations system to take steps at the highest level to address the recommendations of the Chief Executives Board as priorities, in particular, to work closely with host Governments and local communities, and with reaffirmation of the**

responsibility of Member States with respect to the safety and security of United Nations staff, as host Governments and as providers of the necessary, increased financial resources to match the needs.

59. While not abrogating the responsibility of host Governments, it is recognized that the United Nations must, at times, operate in areas where the host Governments' capacities are limited. In the light of the high expectations of the international community on the United Nations, I call upon Member States to recognize and support the need to further enhance United Nations security structures and implement sound, well-designed security policies and programmes to allow the United Nations to deliver its mandate in such situations.

60. I call for concerted actions throughout the system to understand the threats facing staff and operations by addressing the multifaceted vulnerabilities and put emphasis on appropriate and timely mitigation measures.

61. I am encouraged by the vigour with which the humanitarian community has embraced the Saving Lives Together framework for United Nations and NGO/international organization/intergovernmental organization security collaboration, and I call upon Member States as both hosts and donors to provide full support to this important security initiative. Moreover, I encourage the further development of such collaboration to ensure that the United Nations partners obtain full benefit from advances in United Nations security procedures, programmes and risk analysis efforts.

62. The Department of Safety and Security will intensify efforts (a) to implement and maintain a modern and flexible information management capacity in support of its analytical and operational requirements; and (b) to introduce and utilize flexible methods to enable operations based on security risk assessments.

63. I call upon Member States to support the Department's new strategic vision in recognition that the unified security structure must implement sound, well-designed and valuable security programmes and policies throughout a decentralized security management system. A common and fully coordinated Framework for Accountability will provide realistic guidance on each security role and responsibility, which will be utilized in all United Nations operations and programmes.

64. The Department will provide a clearly delineated range of policies and operational support for designated officials and security management teams, and, when resources are depleted or there are unforeseen operational requirements, the Department shall be able to deploy surge capacities.

65. On behalf of all United Nations staff members, I wish to express my deep appreciation to the Member States for their continued support to the Department of Safety and Security, and I am optimistic that a pragmatic approach to safety and security issues will further strengthen the security management system.

66. On behalf of the United Nations, I wish to express my deep condolences to the families of all United Nations and humanitarian personnel who lost their

**lives in the line of duty, and I highly commend those who continue to work under challenging and perilous conditions.**

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

**Annex****United Nations civilian personnel who lost their lives as a result of acts of violence during the reporting period (1 July 2008-30 June 2009)**

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Type of incident</i>
1	Osman Ali Ahmed	Somali/UNDP	Moghadishu, 6 July 2008	Gunshot wounds
2	Abdulkadir Diad Madker	Somali/WFP	Wajid, Somalia, 15 August 2008	Gunshot wounds during vehicle hijacking
3	Azizullah Almos	Afghan/UNAMA	Kandahar Province, Afghanistan, 14 September 2008	Suicidal vehicle-borne improvised explosive device (VBIED) attack
4	Pesto Philip Ngere	Sudanese/UNDP	Wau, Sudan, 16 September 2008	Ambushed
5	Daniel Bastien	Haitian/WFP	Cap Haitien, Haiti, 29 September 2008	Murder
6	Abdinasir Adan Muse	Somali/WFP	Merka, Somalia, 17 October 2008	Gunshot wounds
7	Muktar Hassan Mohammed	Somali/UNICEF	Bakool region, Somalia, 19 October 2008	Gunshot
8	Mohammed Geele	Somali/Department of Safety and Security	Hargeisa, Somalia, 29 October 2008	Suicidal VBIED attack
9	Said Hashi	Somali/UNOPS	Hargeisa, Somalia, 29 October 2008	Suicidal VBIED attack
10	Jean Loubert Dion	Haitian/FAO	Les Cayes, Haiti, 6 November 2008	Gunshot wounds
11	Didace Namujimbo	Congolese/MONUC	Bukavu, Democratic Republic of the Congo, 21 November 2008	Gunshot wounds
12	Yaser Ahmad El Shaer	Palestinian/UNRWA	Gaza, 27 December 2008	Military hostile
13	Yahya Mohd Sulaiman Abu Nimer	Palestinian/UNRWA	Gaza, 29 December 2008	Military hostile
14	Arafa Hani A Dayem	Palestinian/UNRWA	Beit Lahia, Gaza, 4 January 2009	Missile strike
15	Samir Rashid Mohammad	Palestinian/UNRWA	Gaza, 5 January 2009	Gunshots wounds
16	Ibrahim Hussein Duale	Somali/WFP	Gedo region, Somalia, 6 January 2009	Assassination
17	Omar Moallim Mohamed	Somali/WFP	Dayniile District, Somalia, 8 January 2009	Gunshot wounds

<i>No.</i>	<i>Name</i>	<i>Nationality/organization</i>	<i>Place and date of incident</i>	<i>Type of incident</i>
18	Maather Mohammad Abu Zneid	Palestinian/UNRWA	Gaza, 8 January 2009	Military hostile
19	Iyad Mohd Syiam	Palestinian/UNRWA	Gaza, 15 January 2009	Military hostile
20	Mohammad Ismail Siyam	Palestinian/UNRWA	Gaza, 15 January 2009	Military hostile
21	Jean Marie Pierre	Haitian/MINUSTAH	Petion Ville, Haiti, 25 January 2009	Stab
22	Sied Mohammed Hashim Raza	Pakistani/UNHCR	Quetta, Pakistan, 2 February 2009	Gunshot wounds during hostage taking
23	Theodore Lovansky	Haitian/MINUSTAH	Port au Prince, 7 March 2009	Murder
24	Peter Muchai Mungai	Kenyan/UNON	Gachie, Kenya, 17 April 2009	Gunshot wounds
25	Perseveranda So	Filipino/UNICEF	Peshawar, Pakistan, 9 June 2009	Suicidal VBIED attack
26	Aleksandar Vorkapic	Serbian/UNHCR	Peshawar, Pakistan, 9 June 2009	Suicidal VBIED attack
27	Carlos Alberto Cardenas	Colombian/UNODC	Colombia, 24 June 2009	Gunshot wounds

*Note:* FAO — Food and Agriculture Organization of the United Nations  
 MINUSTAH — United Nations Stabilization Mission in Haiti  
 MONUC — United Nations Mission in the Democratic Republic of the Congo  
 UNAMA — United Nations Assistance Mission in Afghanistan  
 UNDP — United Nations Development Programme  
 UNDSS — United Nations Department of Safety and Security  
 UNHCR — Office of the United Nations High Commissioner for Refugees  
 UNICEF — United Nations Children's Fund  
 UNODC — United Nations Office on Drugs and Crime  
 UNON — United Nations Office at Nairobi  
 UNOPS — United Nations Office for Project Services  
 UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East  
 WFP — World Food Programme



# General Assembly

Distr.: General  
3 September 2010

Original: English

---

## Sixty-fifth session

Item 70 of the provisional agenda\*

### **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.<sup>1</sup> 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 locations<sup>2</sup> 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.

---

<sup>1</sup> 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.

<sup>2</sup> 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 incidents<sup>3</sup> 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.

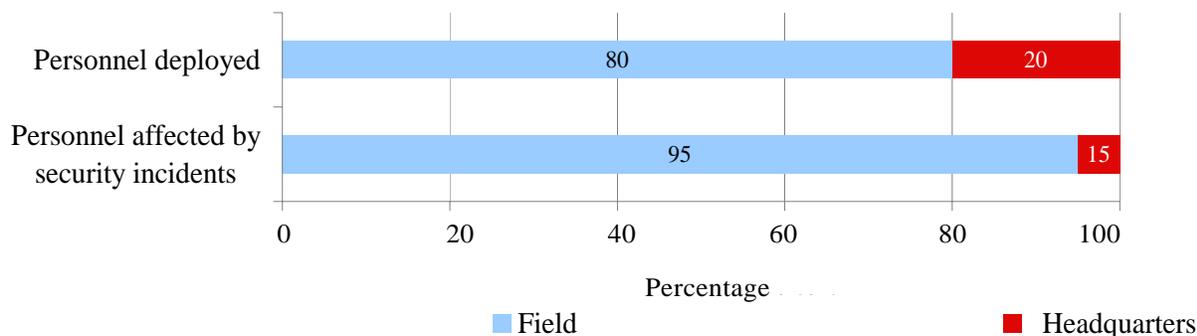
#### **1. Significant security incidents affecting United Nations civilian personnel**

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).

---

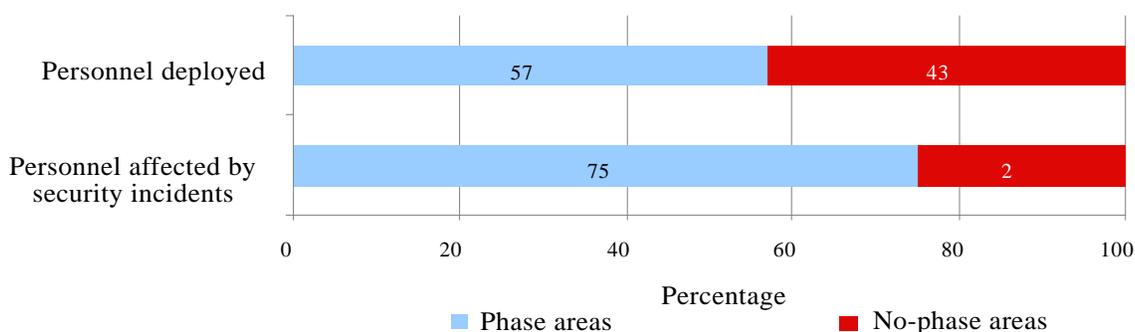
<sup>3</sup> In this report, “significant security incidents” refers to reported incidents that adversely affect the United Nations operating environment in a significant way, including robberies, aggravated assaults, acts of intimidation and harassment and crimes against residences, as well as arrests 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)**



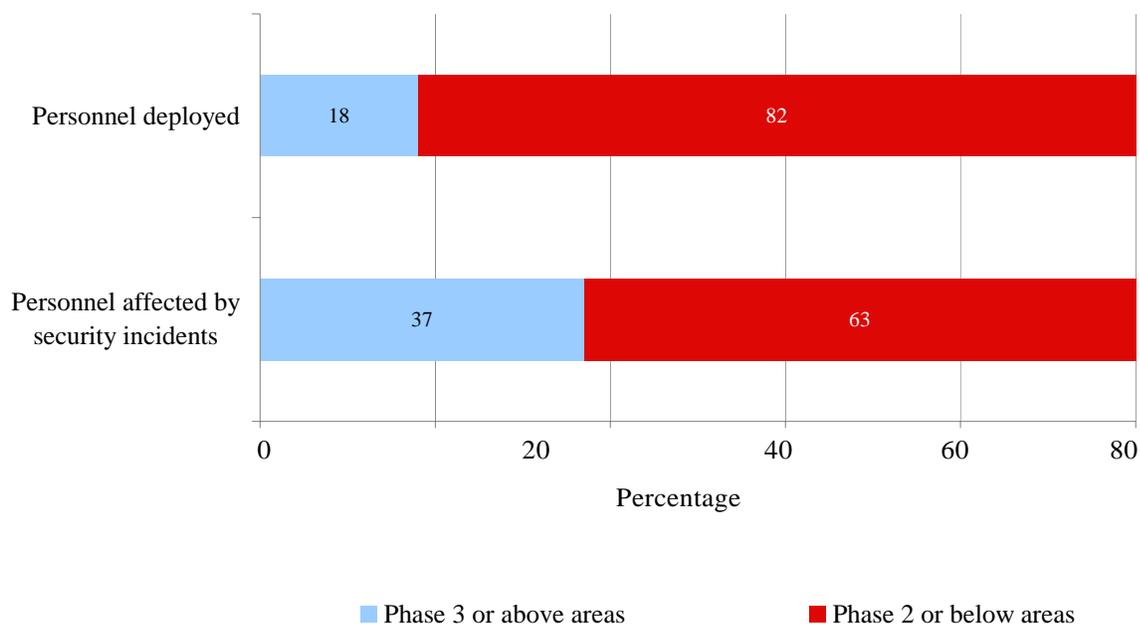
8. Moreover, 57 per cent of all United Nations civilian personnel were deployed to locations with security phases in effect, and they suffered 75 per cent of the significant security incidents. This indicates that personnel operating in areas with a security phase in effect are disproportionately more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

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



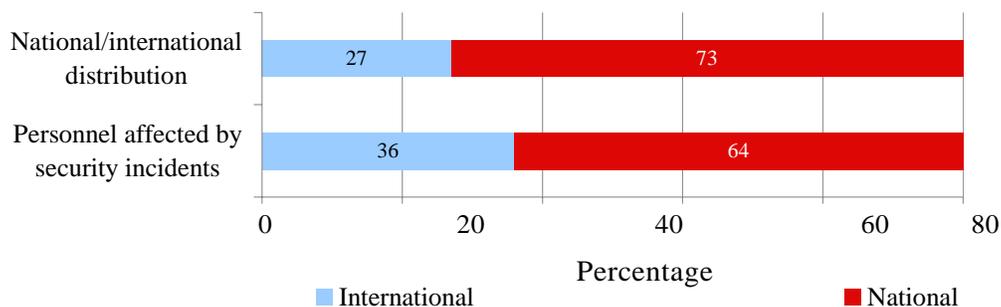
9. Further, 18 per cent of United Nations civilian personnel were deployed to duty stations in Security Phase 3 or above, and they suffered 37 per cent of the security incidents. This indicates that personnel operating in Phase 3 or above duty stations were twice as exposed to significant security incidents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

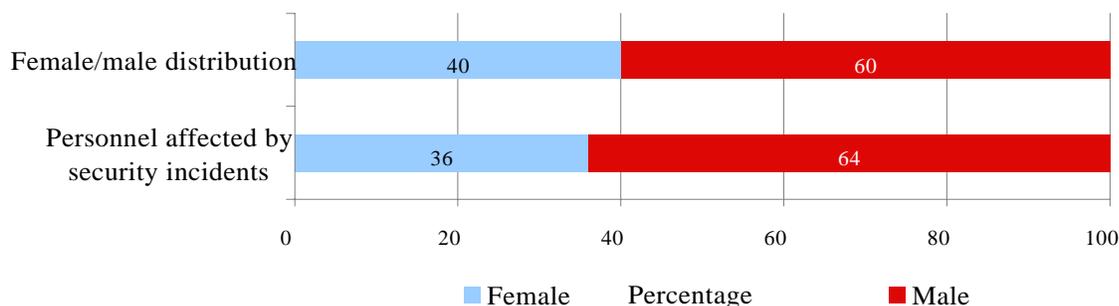
Figure IV  
**National and international personnel affected by security incidents (2009)**



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.

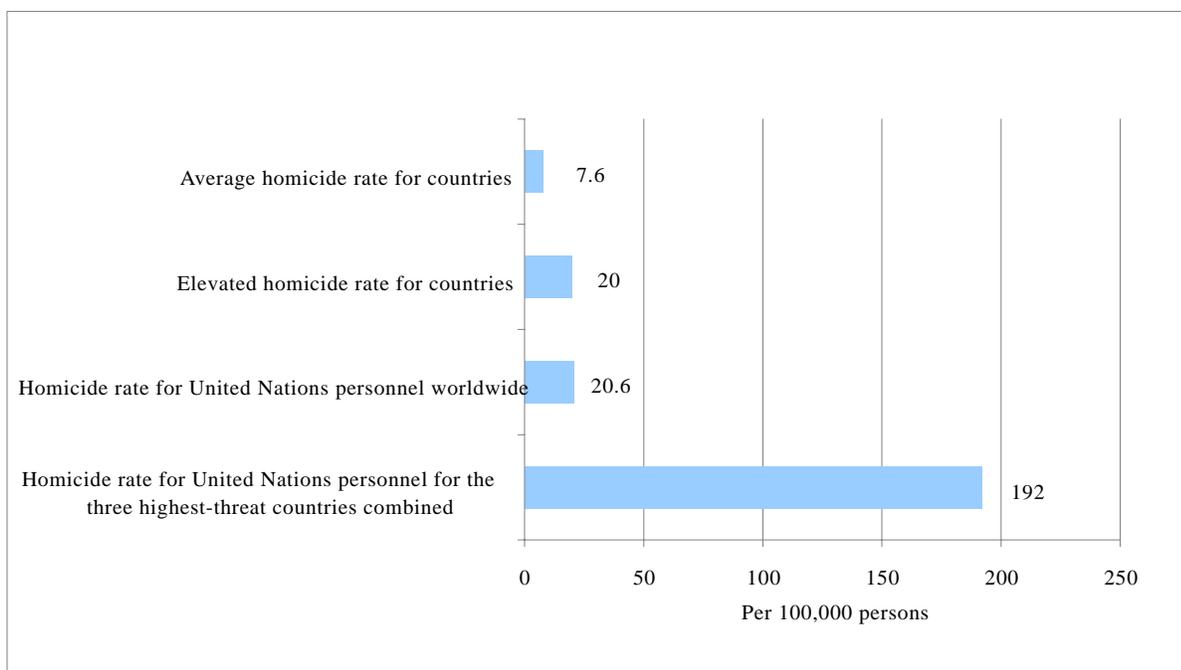
## 3. Comparing homicide rates

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.<sup>4</sup> 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)



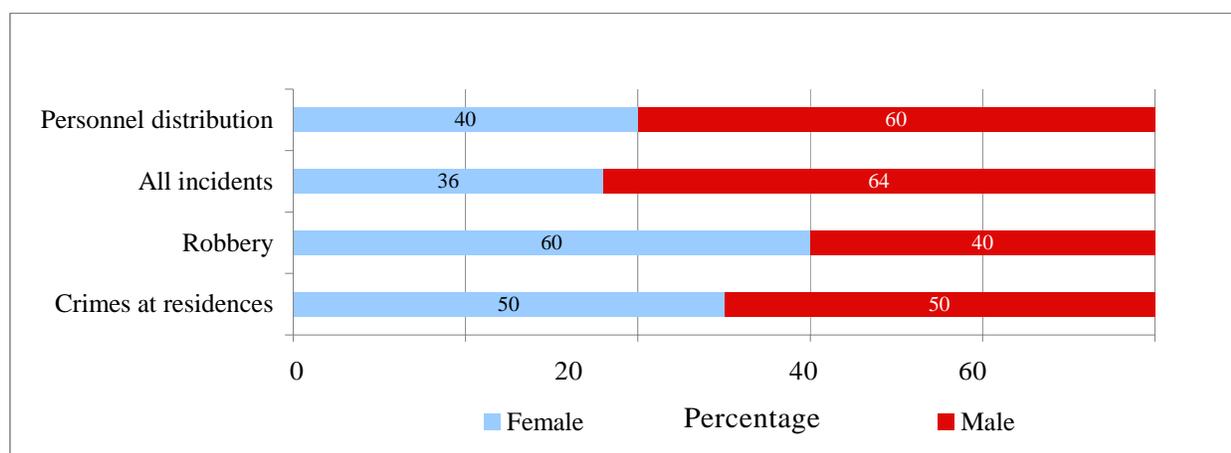
#### 4. Other incidents of violence

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

<sup>4</sup> 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](http://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

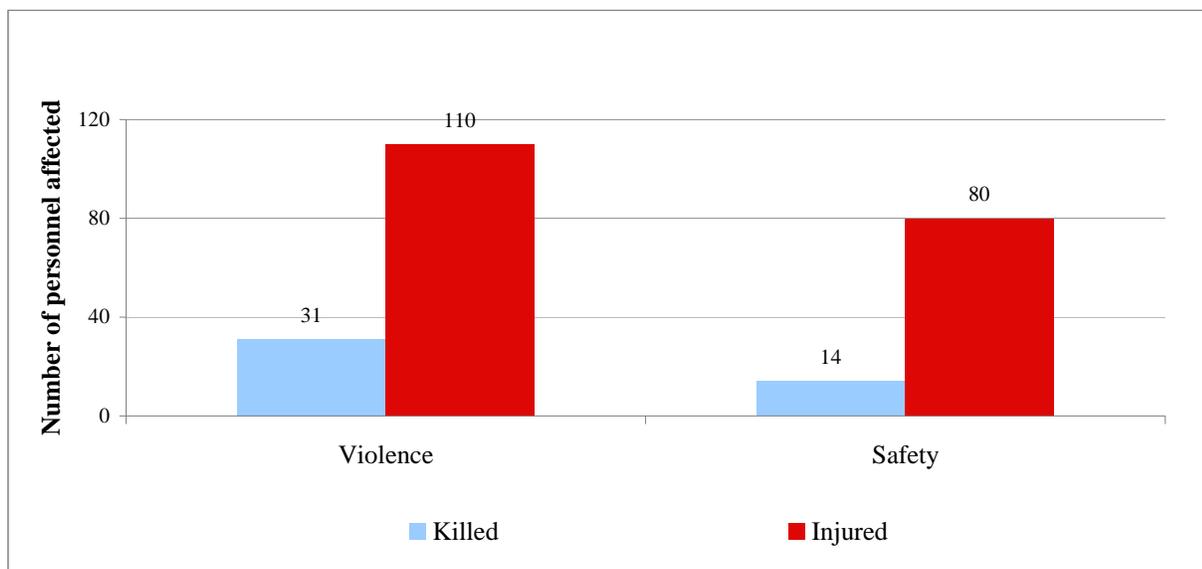
19. Abductions of United Nations civilian personnel continued, with 22 civilian personnel abducted in 2009. Abductions occurred in 11 countries, all but one with a security phase in effect. The number of personnel abducted was divided equally between internationally and nationally recruited personnel. 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

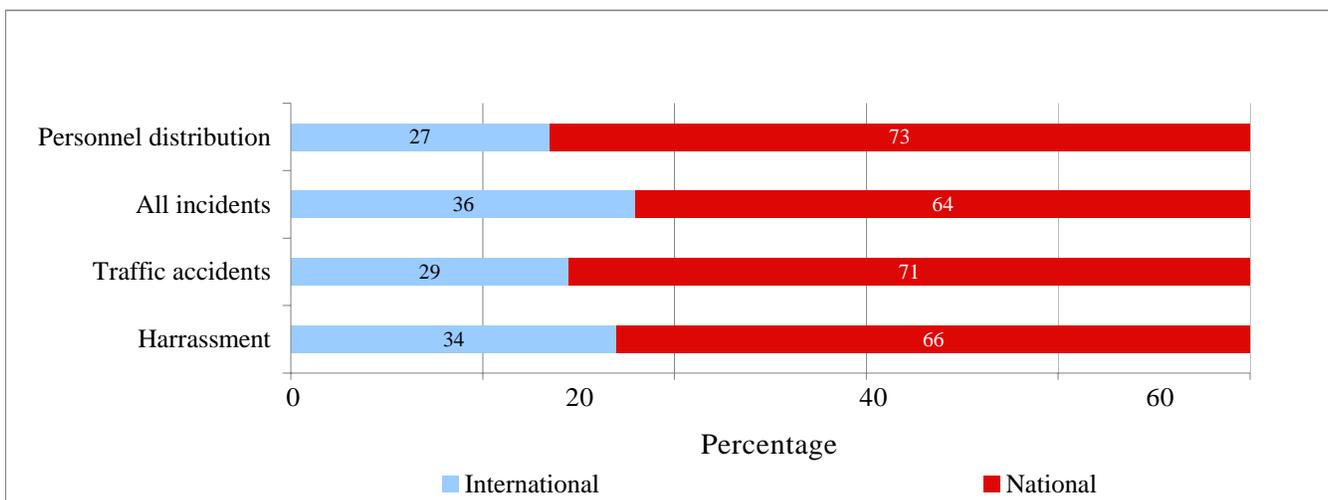
accidents caused 93 per cent (13) of the deaths and 80 per cent (64) of the injuries. Road hazards continue to be the second major cause of death and injury of United Nations civilian personnel after terrorism. The death and injury rate associated with road hazards was significantly elevated at some 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.

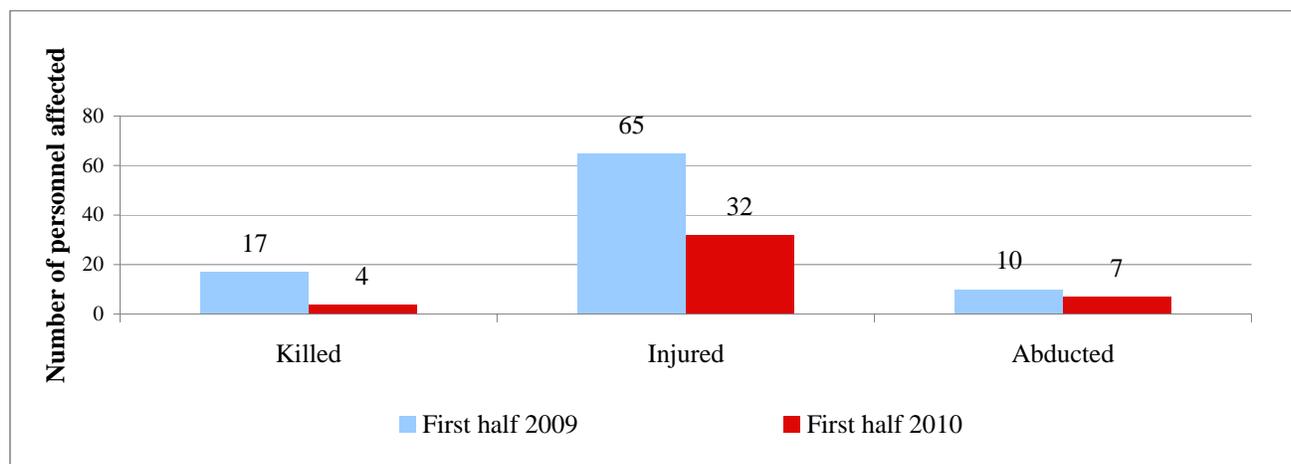
Figure IX  
National and international personnel by specific type of incident (2009)



## 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).

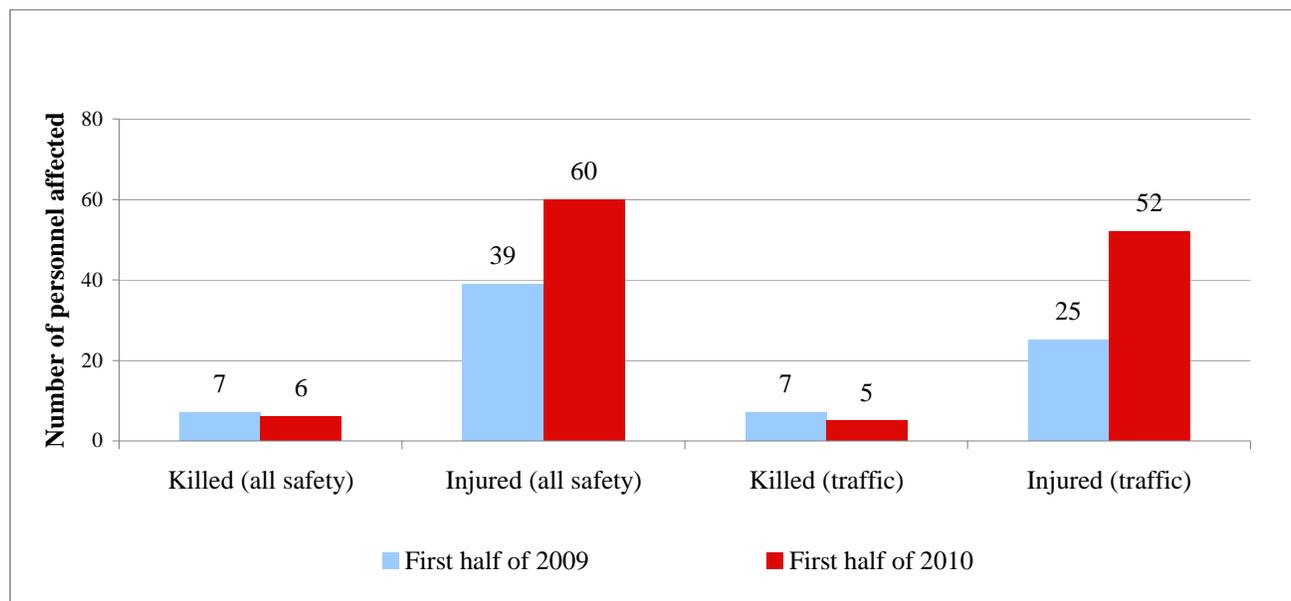
Figure X  
Staff affected by violence in the first six months of 2009 and the first six months of 2010



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”.<sup>5</sup> 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.

---

<sup>5</sup> 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.<sup>6</sup>

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.

---

<sup>6</sup> 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”<sup>7</sup>). 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.

---

<sup>7</sup> 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.<sup>8</sup> 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.

---

<sup>8</sup> 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,<sup>9</sup> 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.

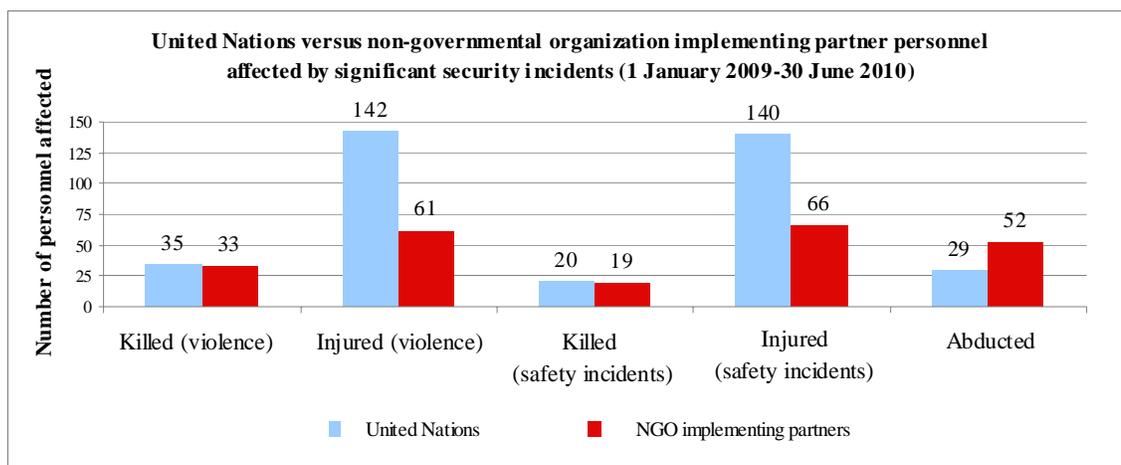
## **VII. Security collaboration between the United Nations and non-governmental organizations**

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 partners<sup>10</sup> 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.

<sup>9</sup> 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.

<sup>10</sup> 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.

## Annex I

## 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 <sup>a</sup> of personnel	22	11	11	18	4	11	No security phase (1), security phase (21), of which Security Phase 3 or above (11)
Robbery <sup>b</sup> 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 <sup>c</sup>	26	7	19	13	13	17	No security phase (6), security phase (20), of which Security Phase 3 or above (9)
Aggravated assault <sup>d</sup> of personnel	72	29	43	43	29	31	No security phase (10), security phase (62), of which Security Phase 3 or above (33)
Burglary <sup>e</sup> of residence	436	209	227	257	179	82	No security phase (160), security phase (276), of which Security Phase 3 or above (118)
Intimidation <sup>f</sup> of personnel	249	82	167	150	99	50	No security phase (40), security phase (209), of which Security Phase 3 or above (120)
Harassment <sup>g</sup> of personnel	29	12	17	19	10	19	No security phase (10), security phase (19), of which Security Phase 3 or above (10)
Arrest <sup>h</sup> 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)
<b>Total</b>	<b>1 486</b>	<b>541</b>	<b>945</b>	<b>943</b>	<b>543</b>		

(Footnotes on following page)

---

(Footnotes to Annex I)

- 
- <sup>a</sup> 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.
  - <sup>b</sup> Act or instance of unlawfully taking property by the use of violence or threat of violence.
  - <sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or crime aggravated by use of force and/or physical assault.
  - <sup>d</sup> Unlawful act which places personnel in fear of immediate bodily harm or battery.
  - <sup>e</sup> Unauthorized and forceful entry with intent to commit a felony or crime.
  - <sup>f</sup> Act of making timid or fearful or of deterring by threats.
  - <sup>g</sup> Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose causing substantial emotional distress.
  - <sup>h</sup> 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
<b>Total</b>	<b>752</b>	<b>917</b>

## Annex III

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

<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
<b>Total</b>	<b>235</b>

<sup>a</sup> As reported to the Department of Safety and Security.



# General Assembly

Distr.: General  
7 September 2011

Original: English

---

## Sixty-sixth session

Item 70 of the provisional agenda\*

### **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 65/132, requested the Secretary-General to submit to it, at its sixty-sixth 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 an update on the safety and security of United Nations 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 65/132 that fall under its responsibility.

The present report also describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of a modern, professional security management system to ensure the safety, security and well-being of personnel and the security of United Nations premises and assets to enable the conduct of United Nations activities.

---

*Note:* When the report was in the final stages of completion, the United Nations House in Nigeria was attacked by a suicide bomber on 26 August 2011. This heinous attack killed 23 and wounded over 100 people. While this attack falls outside of the period covered by the present report, it is a tragic reminder of the dangers faced by United Nations and associated personnel worldwide and reinforces the recommendations contained in the report.

---

\* A/66/150.



## **I. Introduction**

1. In its resolution 65/132, the General Assembly requested the Secretary-General to submit to it, at its sixty-sixth 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 an update on the safety and security of United Nations 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 65/132 that fall under its responsibility.

2. The present report contains a detailed analysis of security incidents that affected United Nations personnel<sup>1</sup> in the calendar year 2010 and compares those data, where applicable, to those for 2009. The report also provides information on security incidents in the first six months of 2011. 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 measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of a modern, professional security management system that supports designated officials and security management teams to enable United Nations programmes and activities.

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

4. United Nations and associated personnel operated in 2010 and the first half of 2011 in many dangerous situations. Member States and people around the world expected United Nations and associated personnel to be present at major crises, disasters or instances of political upheaval. This was an extraordinary period, with natural disasters such as earthquakes, floods and drought, as well as political unrest that led to both violent and peaceful changes of Government. Although there were fewer casualties from violence among United Nations personnel in 2010 than in previous years, violence in many areas reached very high levels. In many locations around the world, there was an erosion of respect for the understanding that humanitarian and United Nations operations should continue unhindered. Violent attacks on civilians, including humanitarian workers, and on host Governments occurred frequently. Programmes to enhance development, build State institutions and provide humanitarian assistance were delayed or hindered by terrorism and crime. Through it all, dedicated personnel continued to do their best to implement programmes designed to help others. The United Nations security management system focused on enabling, to the greatest extent possible, the United Nations and

---

<sup>1</sup> For the purpose of the present report, the term “United Nations personnel” refers to all personnel covered by the United Nations security management system, including United Nations system staff, United Nations Volunteers, individually deployed military and police personnel in Department of Peacekeeping Operations- or Department of Political Affairs-led missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

non-governmental organizations to fulfil their mandates in spite of security threats. New security policies and programmes were put in place, designed to enhance the security of United Nations personnel, notwithstanding that risks are an inevitable part of the United Nations operational model. Security risk is an element to be managed, not merely avoided, and is one of the many challenges faced in the implementation of United Nations programmes worldwide. The United Nations security management system is on the right path but the future is likely to bring new challenges and threats.

## A. Personnel affected by security incidents in 2010

5. During the reporting period, the Department of Safety and Security and the United Nations security management system continued to enhance data collection and analysis on security incidents that affect United Nations personnel. The analysis in the present report is therefore derived from enhanced information management capabilities. Accurate data analysis is essential to draw correct conclusions about the security challenges facing the United Nations.

6. The United Nations security management system has responsibility for over 150,000 personnel in more than 170 countries. Some 30,000 United Nations personnel serve at headquarters locations<sup>2</sup> and more than 120,000<sup>3</sup> serve in non-headquarters duty stations, including field offices.

7. Some of the main findings from the analysis of reported significant security incidents<sup>4</sup> in 2010 are:

(a) Of the 150,000 personnel in the United Nations system, 1,438, or about 1 per cent, were affected by significant security incidents;

(b) A total of 24 United Nations personnel lost their lives in significant security incidents, compared to 45 in 2009;

(c) Five personnel lost their lives as a result of violence and 19 others were killed in safety-related incidents, compared to 31 and 14 respectively in 2009;

(d) A total of 232 personnel were injured in significant security incidents (compared to 190 in 2009), 68 as the result of violence and 164 in safety-related incidents;

<sup>2</sup> For the purpose of the present 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.

<sup>3</sup> These numbers for United Nations personnel are derived from statistics of the organizations in the United Nations common system, headcount of field staff for cost-sharing in the United Nations security management system, staff lists under country-specific security plans and information generated by the “Travel request information process” and are the same as in 2009.

<sup>4</sup> In the present report, “significant security incidents” are reported incidents that adversely affect the United Nations operating environment in a significant way, including robberies, aggravated assaults, acts of intimidation and harassment, crimes against residences, arrests and detentions and safety-related incidents, such as road traffic and aviation accidents. Minor security events affecting United Nations 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.

(e) Among the 19 personnel killed and 164 injured in safety-related incidents, 16 died and 147 were injured because of road traffic accidents;

(f) Of all United Nations personnel affected by security incidents, 99 per cent were based in the field.

8. Some of the main conclusions to be drawn from the analysis of these significant security incidents are:

(a) Contrary to 2009, when terrorism was the prime cause of death and injury from violence for United Nations personnel, in 2010, all deaths, and the majority of injuries, from violence were caused by acts of criminality;

(b) United Nations personnel based in high-threat locations were twice as affected by security incidents as those based in low-threat locations;

(c) Road traffic accidents were the primary cause of death and injury of United Nations personnel;

(d) Internationally recruited personnel continued to be disproportionately more affected by security incidents than locally recruited personnel, yet all five United Nations personnel killed by violence were locally recruited;

(e) Female personnel were disproportionately more affected by robbery, crimes at residences, aggravated assault, sexual assault and harassment than their male counterparts.

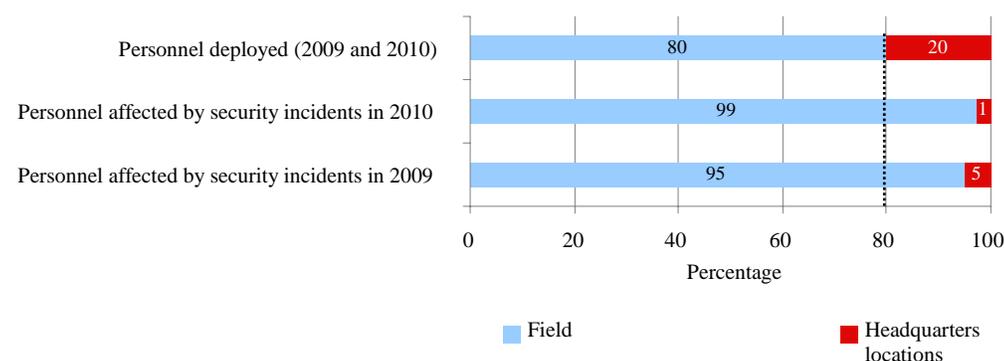
9. In 2010, the United Nations was affected by a catastrophic natural disaster. The earthquake in Haiti killed 58 United Nations personnel and 43 members of the police and military contingents of the United Nations Stabilization Mission in Haiti. This tragic incident was the first instance of mass casualties affecting the United Nations caused by a natural disaster.

### 1. Significant security incidents affecting United Nations civilian personnel

10. In 2010, approximately 1,438 United Nations personnel, about 1 per cent of the total, were reported to have been affected by significant security incidents. This percentage is similar to that for 2009. Of those affected, 99 per cent were in the field and 1 per cent at headquarters locations (see fig. I).

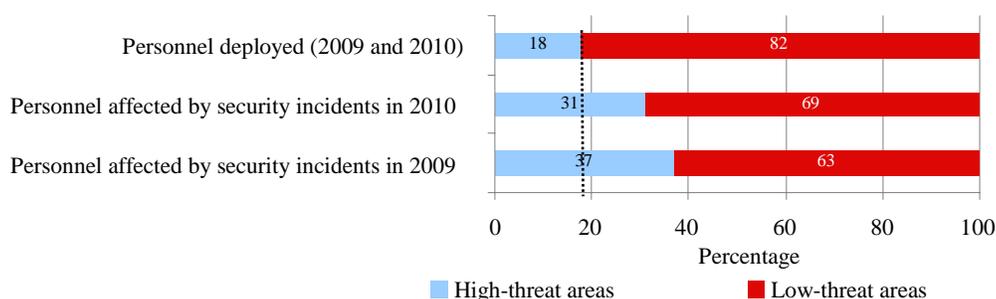
Figure I

#### Personnel deployed versus personnel affected by security incidents, worldwide (2010 and 2009)



11. Eighteen per cent of all United Nations personnel were deployed to high-threat locations and they suffered 31 per cent of the significant security incidents. This indicates that personnel operating in high-threat locations continue to be disproportionately more exposed to significant security incidents (see fig. II).

Figure II  
**Personnel deployed versus personnel affected by security incidents in high-threat locations (2010 and 2009)**



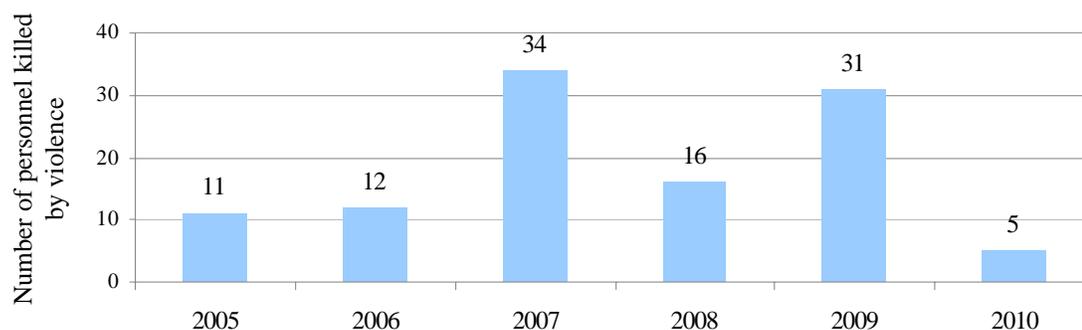
12. About half of all personnel affected by security incidents were engaged in activities directly related to their official functions with the United Nations when the incidents occurred. The remaining half were affected when off duty (e.g., at their residence or on leave).

## 2. Critical security incidents caused by violence

13. Of the 1,438 United Nations personnel involved in significant security incidents in 2010, 18.6 per cent (268) were affected by critical incidents, i.e., those resulting in death, injury or abduction. This percentage is similar to that for 2009 (17 per cent).

14. Of those 268 personnel, 85 were involved in incidents of violence. Five were killed and 56 injured by criminal acts, 4 were injured because of acts of terrorism, 8 were injured in hostilities associated with armed conflicts and 12 were abducted. Figure III shows that the number of personnel killed by violence in 2010 was lower than in previous years.

Figure III  
**Personnel killed by violence (2005-2010)**

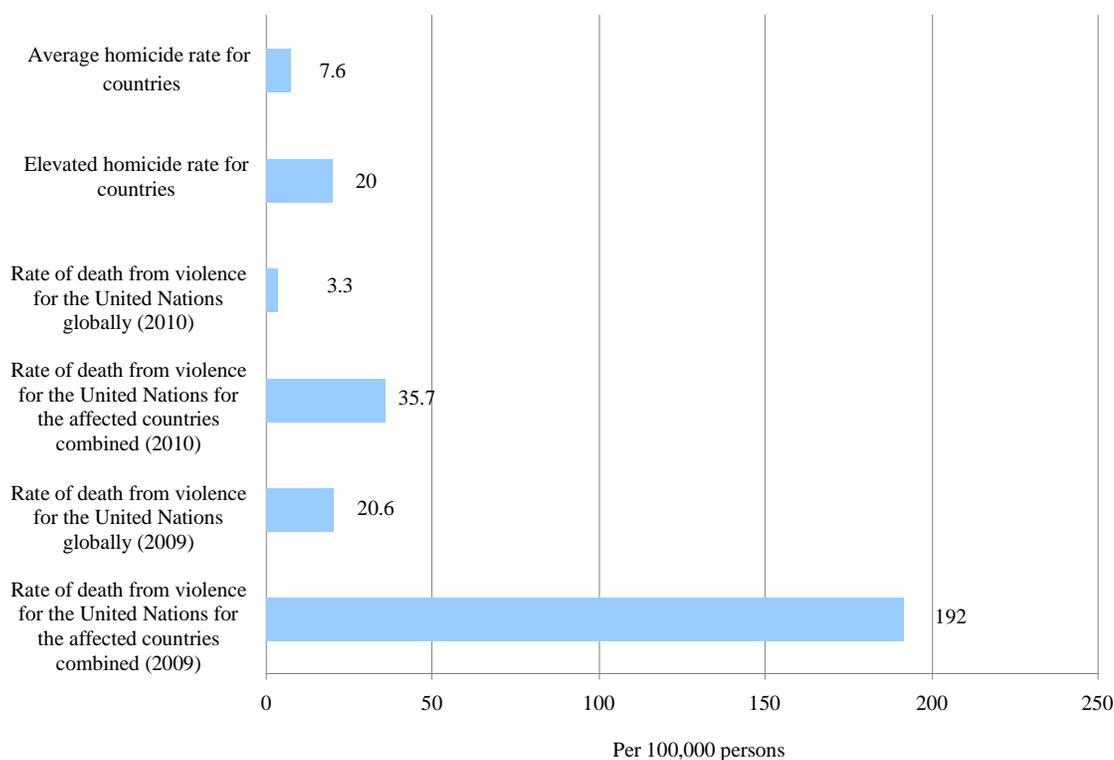


### 3. Comparing homicide rates

15. Continuing with the statistical comparisons provided in the previous reporting period, the present report compares casualties among United Nations personnel from violence with violent crime statistics of Member States, using per capita benchmarks. The homicide rate in most countries is between 1 and 10 per 100,000 inhabitants.<sup>5</sup> In countries experiencing elevated levels of violent crime, the homicide rate can be as high as 20 or 30 per 100,000 inhabitants. With 5 United Nations personnel out of 150,000 killed by violence in 2010, the overall rate of death from violence for the United Nations is 3.3 per 100,000 personnel. This is significantly lower than the rate of 20.6 per 100,000 in 2009 and is a rate that is normally associated with countries with low violent crime.

16. All five personnel killed by violence in 2010 were killed in four high-threat countries. Analysis of the data shows that, in 2010, the rate of death from violence for the United Nations for these four countries combined was 35.7 per 100,000 personnel, a rate that is normally associated with countries with high violent crime (see fig. IV).

Figure IV  
Comparing homicide rates, 2010 and 2009



<sup>5</sup> The *Global Burden of Armed Violence* report (Geneva, Geneva Declaration Secretariat, 2008), Executive Summary, p. 5, gives the global average homicide rate as 7.6 per 100,000, available from [www.genevadeclaration.org](http://www.genevadeclaration.org).

#### 4. Abductions

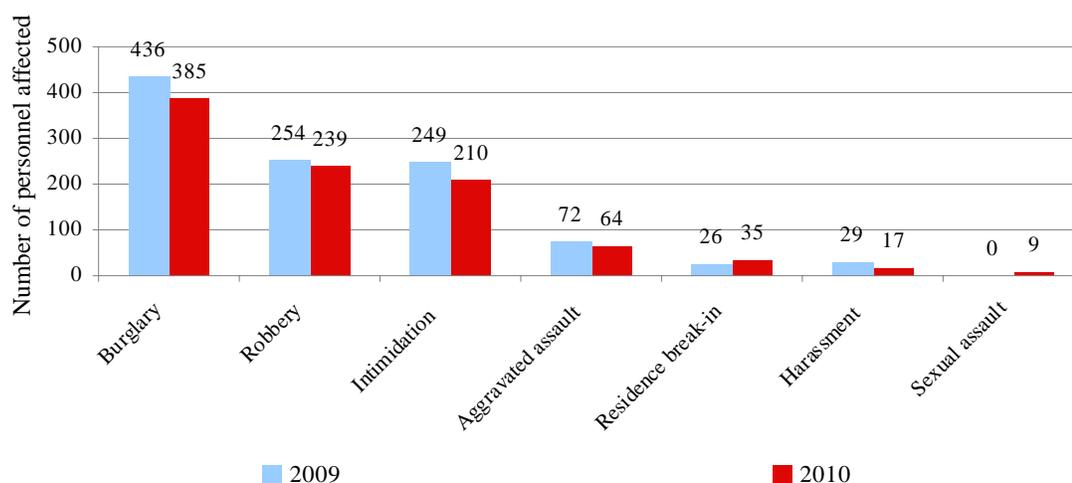
17. In 2010, 12 United Nations personnel were abducted, compared to 22 in 2009. These abductions occurred in eight countries, 75 per cent of which were high-threat locations. Of the 12 abductions, 9 are known to have been financially motivated. The number of personnel abducted was divided equally between internationally and locally recruited personnel (see fig. VIII below). One protracted hostage situation lasted for three months, while all the others ended within hours or days.

#### 5. Other incidents of violence

18. United Nations personnel were also affected by violence that did not result in death, abduction or injury. In 2010, 239 personnel were affected by robberies, 35 were affected by break-ins to their residences and 64 were subjected to aggravated assault. In 2010, 227 United Nations personnel were subjected to acts of intimidation and harassment. Figure V shows the number of personnel affected by various types of security incident that did not result in injury, abduction or death in 2009 and 2010 (see annex I for more details).

Figure V

**Number of United Nations personnel affected by type of security incident (2009 and 2010)**



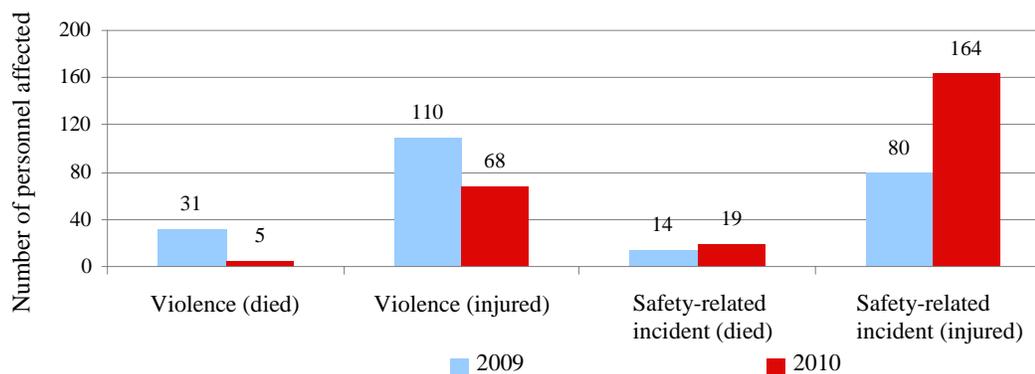
#### 6. Safety-related incidents

19. In 2010, 19 personnel lost their lives and 164 were injured in safety-related incidents, which means that more United Nations personnel were killed and injured in safety-related incidents than by violence. Of these safety-related incidents, road traffic accidents caused 84 per cent (16) of the deaths and 90 per cent (147) of the injuries, making road hazards the primary cause of death and injury of United Nations personnel in 2010.

20. United Nations personnel were also affected by other safety-related incidents. Ten personnel were injured in workplace accidents, two were injured in fires at work and two were injured in an aviation accident. In addition, three personnel died and three were injured during recreational activities.

21. Figure VI compares the number of personnel killed and injured by violence and in safety-related incidents in 2009 and in 2010.

Figure VI  
Violence versus safety-related incidents (2009 and 2010)



## 7. Road traffic hazards

22. About 55 per cent of all United Nations casualties from road traffic accidents were associated with the use of official United Nations vehicles, 29 per cent were related to the use of private vehicles, 7 per cent involved public transportation and 9 per cent of those affected were pedestrians.

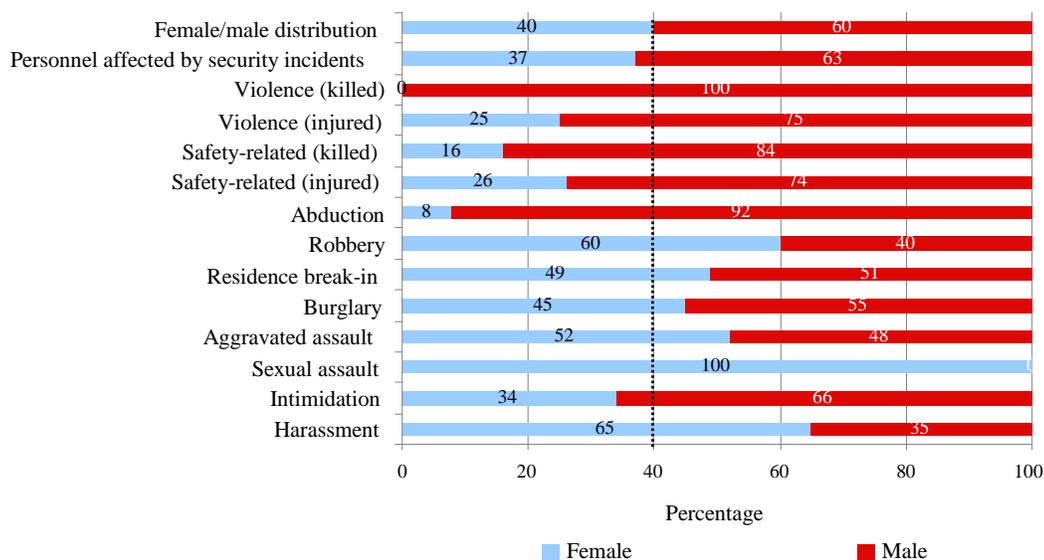
23. In addition to the 16 United Nations personnel killed and 147 injured in road traffic accidents, 33 non-United Nations persons died and 152 were injured in road traffic accidents involving United Nations vehicles in 30 countries.

## 8. Comparisons of significant security incidents by gender

24. Females comprise 40 per cent of all United Nations personnel and 37 per cent of personnel affected by significant security incidents. Therefore, in 2010, as in 2009, female personnel were less affected by significant security incidents in proportion to their population. Males comprise 60 per cent of all personnel, but 100 per cent of those killed and 75 per cent of those injured by violence.

25. Female personnel were disproportionately more affected by some types of incident. For example, female personnel comprised 60 per cent of the total affected by robberies, 49 per cent of that affected by residential break-ins, 45 per cent of that affected by burglary, 52 per cent of that affected by aggravated assault, 52 per cent of that affected by harassment and 100 per cent of personnel affected by sexual assault. Considering that females comprise 40 per cent of all personnel, they were disproportionately more exposed to the above-mentioned types of incident than male personnel (see fig. VII).

Figure VII  
**Female and male personnel involved in security incidents (2010)**

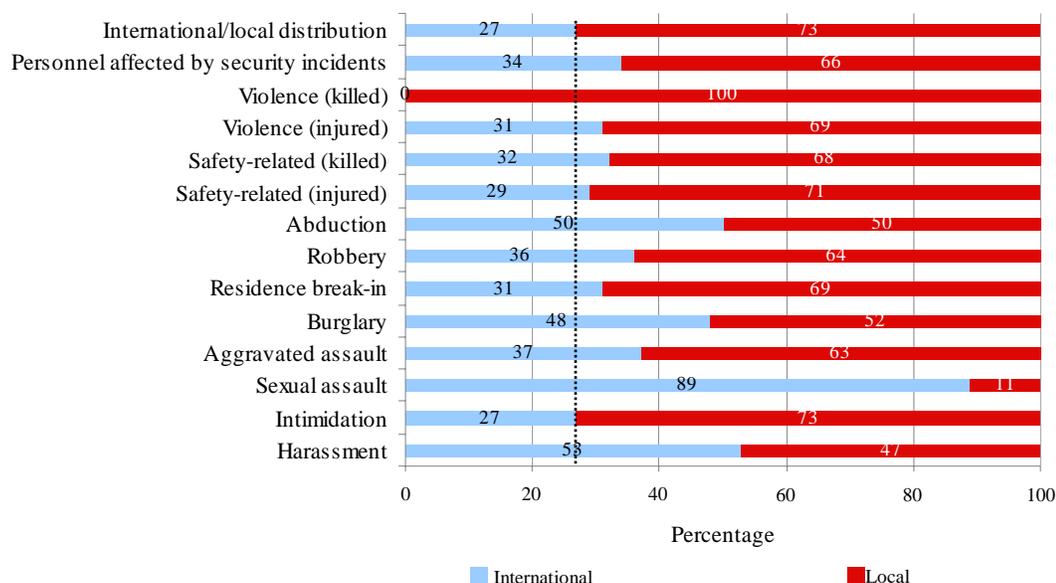


## 9. Comparisons of significant security incidents among international and local personnel

26. Out of 150,000 United Nations personnel, approximately 27 per cent are internationally recruited and they suffered 34 per cent of significant security incidents. Approximately 73 per cent of personnel are locally recruited and they suffered 66 per cent of significant security incidents. These figures indicate that, in both 2010 and 2009, international personnel were disproportionately more affected by security incidents.

27. However, in 2010, all five United Nations personnel killed by violence were locally recruited. In addition, harassment and intimidation have a greater impact on locally recruited personnel owing to their ties with local communities. Furthermore, in terms of absolute numbers of personnel and the number of incidents to which they were subjected, locally recruited personnel are the most affected, so their security must remain a high priority of the United Nations and host Governments.

Figure VIII  
**International and local personnel involved in security incidents (2010)**



## B. United Nations operations in high-threat environments

28. Despite efforts by host Governments, the United Nations system still found itself facing significant security challenges during the reporting period. An understanding of the security challenges that the United Nations faces requires more than the analysis of statistics on United Nations personnel affected by significant security incidents, because many incidents that affected the United Nations did not result in the injury or death of personnel.

29. United Nations personnel were most affected by security incidents in Afghanistan, the Darfur region of the Sudan and Somalia in 2010. There, United Nations personnel were affected by armed conflicts, banditry, abductions, hostage-taking, terrorism, intimidation and harassment, as well as by safety-related accidents. Those locations present extraordinary security challenges to the United Nations and remain a serious concern, especially considering that complex emergencies affecting the local population also occur at these locations.

30. In those three locations alone, there were 26 armed attacks on United Nations premises (including 5 rocket and mortar attacks), 13 attacks using improvised explosive devices, 36 ambushes of United Nations convoys and 31 cases of hijacking of United Nations vehicles.

31. In more than 80 countries, United Nations personnel were victims of robbery, aggravated assault and crime at their residences. In some of those locations also, United Nations personnel were kidnapped.

32. Even under such challenging conditions, sound security principles and practices enabled the United Nations to safely implement programmes, including emergency relief programmes, to support communities in need. The security

principles and practices provided real-time security management guidance and support to United Nations personnel. Those successes were made possible through the cooperation, and in many instances the extraordinary support, of security components of agencies, funds, programmes and organizations that comprise the United Nations security management system.

### **C. Significant security incidents in the first six months of 2011**

33. In the first six months of 2011, 9 United Nations personnel were killed and 46 were injured by violence. Three United Nations personnel were killed during the attack on the office of the United Nations Assistance Mission to Afghanistan in Mazar-i-Sharif. Four internationally recruited contractors were also killed during this attack. Two personnel were killed when United Nations vehicles were ambushed, two were killed as a result of military hostilities and two died because of criminal attacks.

34. Of the 46 United Nations personnel injured, 33 were injured in criminal attacks, 5 were injured as the result of military hostilities, 5 from actions associated with civil unrest and 3 by acts of terrorism. Fourteen United Nations personnel were abducted. Of the 14 abductions, 12 cases are known to be financially motivated. One protracted hostage situation lasted for two months, while all the others ended within hours or days.

35. During the first six months of 2011, 33 United Nations personnel died and 73 were injured in safety-related incidents. Road traffic accidents killed 7 and injured 63.

36. Thirty-two people were killed when a United Nations aircraft crashed in Kinshasa; 20 United Nations personnel and 2 United Nations military personnel on board lost their lives in that tragic accident. Four other United Nations personnel were killed when a military aircraft crashed in the Plurinational State of Bolivia.

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

37. 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 eligible family members and property and the Organization's property rests with the host Government. The General Assembly, in paragraph 15 of its resolution 65/132, 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 a United Nations operation. The General Assembly 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 and Associated Personnel also applies in this regard.

38. The United Nations continued the long-established practice of including in host country agreements provisions on the obligation of the host Government to provide safety and security to United Nations and associated personnel, and references to relevant provisions of the Convention on the Privileges and Immunities of the United Nations and related legal instruments. Recently concluded status-of-forces agreements and those under negotiation by the United Nations include references to the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel.

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

40. The Secretary-General urges Governments, in accordance with paragraph 16 of General Assembly resolution 65/132, to cooperate with the United Nations to ensure the timely conclusion of appropriate host country agreements, status-of-forces agreements and other related legal instruments that include adequate provisions on the safety and security of United Nations and associated personnel, including key provisions of, inter alia, the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel and the Optional Protocol thereto.

#### **IV. Arrest and detention**

41. In 2010, 211 United Nations personnel were detained or arrested, 89 per cent of whom were locally recruited. Of all detentions, 24 per cent (50 cases) were considered job-related, in that the personnel were detained in the course of, or in connection with, their official duties. Most cases were resolved and the detained personnel were released within hours, days or weeks. In only three cases was the United Nations denied access to a detainee and given no reasons for the arrest.

42. The remaining 76 per cent (161) of the cases of arrest and detention were not job-related. In those cases, personnel were detained for alleged civil or criminal offences.

#### **V. Strengthening the United Nations security management system**

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

43. During the reporting period, the Under-Secretary-General for Safety and Security continued to increase contact and dialogue with the relevant authorities of Member States at the country level and at United Nations headquarters locations, in which ways were examined to strengthen collaboration between host Governments

and the United Nations on security issues, including security-related information sharing, threat analysis, risk assessment, contingency planning and other aspects of security risk management, including protective measures for United Nations premises.

44. Through increased interaction with Member States, the Under-Secretary-General for Safety and Security continued to inform them on steps taken and resources required to implement the new strategic direction of the United Nations security management system. The new strategic direction focuses on enabling safe programme delivery through security risk management and a refined and professional information-based security management system. The Department of Safety and Security continues to promote collaboration with host Governments on security as a strategic focus of the United Nations security management system.

45. One of the key areas for collaboration between the United Nations and host Governments is that of holding accountable those responsible for threats and acts of violence against United Nations and associated personnel. The Under-Secretary-General for Safety and Security also held bilateral meetings with the relevant authorities of Member States to impress upon them the need to investigate fully attacks on United Nations and associated personnel, and to bring to justice the perpetrators of such acts. Notwithstanding high-level efforts to bring investigations into such attacks to a successful conclusion, there continue to be many unresolved cases in regard to the arrest, prosecution and punishment of perpetrators.

## **B. Refining the United Nations security management system**

46. The previous report (A/65/344 and Corr.1) highlighted developments and innovations in the continued transformation of the United Nations security management system that was focused on enabling programme delivery by finding ways to keep United Nations personnel where they need to be and as safe as possible. In response, the General Assembly, in its resolution 65/132, welcomed the progress made towards the further enhancement of the United Nations security management system and supported the focus on enabling the United Nations system to deliver its mandates, programmes and activities by effectively managing risks to personnel. The present report illustrates how the United Nations security management system put into operation the fundamental shift in mindset from “when to leave” to “how to stay” and further enhanced the United Nations security management system.

47. Key to the operationalization and further enhancement of the United Nations security management system were the cooperation and collaboration between all members of the Inter-Agency Security Management Network, under the leadership of the Under-Secretary-General for Safety and Security.

### **1. Abolishment of the security phase system and related changes**

48. On 1 January 2011, the security phase system was abolished on the basis of long-standing recommendations. In line with the security risk management approach, the introduction of the security level system provided security managers with an independent and objective tool that was not linked to security measures or security-related entitlements. That change enabled security managers to adopt a

wider range of security measures to address risks to personnel and support United Nations programmes and activities.

49. To support the new approach, the Department of Safety and Security developed a number of new policies. A new policy on evacuation, relocation and alternate work modalities was approved by the Inter-Agency Security Management Network and the High-level Committee on Management. This policy supports more nuanced, context-specific and risk-based decisions on how and when to move personnel or eligible family members away from situations of unacceptable risk and provides support to designated officials in discharging their responsibilities. This kind of flexibility was not possible under the security phase system.

50. A new policy on security clearances and a streamlined, user-friendly computer-based system (the “Travel request information process”) were developed to facilitate the process of submitting and obtaining security clearances. The new policy and the new software system resulted in increased registration of official United Nations travel.

51. The efficient implementation of the “Travel request information process” for security clearances and the promulgation of the new policy on evacuation and relocation assisted managers to respond quickly and effectively to a range of challenging security situations in the first half of 2011, most notably in the Middle East and North Africa.

52. The abolition of the security phase system also required new approaches and enhanced coordination with the Human Resources Network of the High-level Committee on Management to ensure that the remuneration of United Nations system personnel and eligible family members in relocation or evacuation status is granted in line with the policy changes in the security management system.

## **2. Road safety initiatives**

53. In response to ongoing concerns about the impact of road safety hazards on United Nations personnel and others, as well as in response to a request of the General Assembly in paragraph 23 of resolution 65/132, the Department of Safety and Security drafted a road safety policy that was approved by the Inter-Agency Security Management Network. This policy encompasses the various road safety policies and initiatives of the organizations of the United Nations security management system, including the United Nations Secretariat’s administrative instruction on road and driving safety (ST/AI/2010/06). The policy outlines the approach of the United Nations security management system to managing risks from road traffic hazards (for example, through better planning and support of medical response) and details the responsibilities of United Nations system organizations and United Nations drivers and passengers for preventing road traffic accidents and for mitigating their effects if they happen. The policy also emphasizes that unsafe driving practices and road traffic accidents involving United Nations vehicles can generate resentment among the local population towards the United Nations and potentially cause additional security incidents. If the policy is approved by the High-level Committee on Management, this will be the first time that the United Nations system has a unified policy on road safety. This will permit more effective system-wide road safety training and awareness campaigns.

54. In response to the General Assembly's request in regard to the strengthening of data collection and analysis concerning road traffic accidents involving United Nations personnel and vehicles, as well as non-United Nations civilians affected by accidents involving United Nations vehicles (see resolution 65/132, para. 23), the Department of Safety and Security adjusted its security incident reporting requirements, which resulted in the collection of better data on road traffic accidents, as detailed in previous sections above.

### **3. Measures to improve the safety and security of locally recruited personnel**

55. During the reporting period, the security and safety of locally recruited personnel remained an important issue for the United Nations and Member States and a priority for the United Nations security management system. During crises, the United Nations security management system demonstrated a unified sense of purpose in supporting locally recruited personnel. Designated officials, in consultation with security management teams, identified relocation options for locally recruited personnel and their eligible family members when necessary. Considerable success was achieved in establishing vital and sustainable communication links with locally recruited personnel throughout crises. The United Nations system provided salary advances when necessary and implemented alternate work modalities in some cases. The welfare of locally recruited personnel was a paramount concern during crises and the Department of Safety and Security provided improved modalities and a wider scope of stress counselling for locally recruited personnel affected by crises. The Department of Safety and Security and the United Nations security management system are continuing to identify areas in which to provide greater support to locally recruited personnel, including the enhancement and wider application of security training.

### **4. Measures to improve the safety and security of female personnel**

56. It was previously reported to the General Assembly that the Inter-Agency Security Management Network had endorsed a special security-training package for female personnel (see A/65/344, para. 60). During the reporting period, the training package, entitled "Women's security awareness training", was posted on the United Nations security management system website for use by trainers system-wide. The World Food Programme spearheaded this training initiative, which addresses security for women and promotes gender awareness. The topic is being presented to all newly recruited security officials.

### **5. Other United Nations security management system developments**

57. The Department of Safety and Security re-examined the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide during 2010 and the first half of 2011. The Department conducted pilot tests of three initiatives to strengthen host country collaboration on security issues, focusing on host country agreements, host country liaison committees and model host country security agreements. The pilot tests showed that those initiatives would not be feasible and would not adequately address the root issues regarding host country collaboration. The Inter-Agency Security Management Network agreed to explore a more holistic approach to strengthening collaboration with host country authorities that would involve the inclusion of host country collaboration in security management training and compliance evaluations,

enhanced communications with Member States and the development of a methodology that would provide a reliable picture of host country collaboration and allow for focused remedial action.

58. The Independent Panel recommended a revision of the 2007 framework of accountability for the United Nations security management system. The General Assembly, by its resolution 65/260, took note of the revised framework submitted in the Secretary-General's report in 2010 (A/65/320 and Corr.1). Subsequently, the Department of Safety and Security disseminated the revised framework throughout the United Nations security management system. Executive heads of United Nations system agencies, funds, programmes and organizations were requested to distribute the revised framework within their respective organizations, and designated officials and members of security management teams were also requested to distribute the revised framework to all personnel in the field. In addition, following an earlier decision by the Chief Executives Board for Coordination in October 2009, organizations within the United Nations security management system were reminded to establish their own internal frameworks of accountability for security. To date, 11 United Nations security management system organizations have already done so.

## **VI. Contributions of the Department of Safety and Security to the security of personnel**

59. The Department of Safety and Security continued to advance its strategic vision of a modern, professional security department that supports designated officials and security management teams to enable United Nations programmes and activities. Building on its achievements during 2009 and the first half of 2010, the Department continued to enhance significantly its field support, policies, recruitment, training and information gathering and analysis.

### **A. Field support**

60. The Department supported the field by increasing the protection available at premises where United Nations personnel work and live, including by conducting reviews of security systems and making recommendations to enhance protection or that facilities and residences in high-risk places be relocated to safer locations. It spearheaded efforts to provide better equipment, including personal protection equipment, armoured vehicles and communications, in support of programmes in the field.

61. The Department developed a broader evaluation process to assess the effectiveness of the whole United Nations security management system in field locations. Compliance evaluation teams visited 19 duty stations and conducted evaluations at 841 agency, fund and programme locations. The Department continued to deploy compliance readiness review missions on short notice to obtain a clear and accurate snapshot of how the local security management system works on a day-to-day basis. It also launched a minimum operating security standards self-assessment web-based application to enhance the security management capacities at field locations.

62. The Department coordinated the security of 116 large conferences away from headquarters locations. The Department also undertook a review of the physical security arrangements at each headquarters duty station and developed a methodology for peer-review assessment of security measures. In addition, the United Nations Security and Safety Services Network endorsed a standard access control identification system for global implementation.

63. The Department continued to address the psychosocial needs of United Nations personnel and to enhance the operational readiness and capacity of the United Nations system regarding critical incident stress management. The Department supported 13,325 personnel in 30 duty stations with critical incident stress management services, as well as training 1,389 managers to strengthen their responsiveness to the psychological needs of their personnel. Department counsellors responded to a significant number of critical incidents, including four hostage incidents in the Sudan, civil unrest and inter-ethnic violence in Kyrgyzstan, a restaurant bombing in Uganda, the attack on the United Nations compound in Mazar-i-Sharif, the protracted crisis in Côte d'Ivoire and the crises throughout the Middle East and North Africa. The Department was required to respond with critical incident stress management services to multiple crises simultaneously.

64. Those crises underlined the importance of the critical incident stress intervention cells that the Department established during the reporting period. The cells comprise trained counsellors, family focal points and peer helpers. They were able to respond more quickly and more effectively in such locations as the Democratic Republic of the Congo and the Sudan than in such locations as Tunisia, Egypt, Libya and the Syrian Republic, where there were not adequate resources for the where appropriate critical stress management structure.

65. Capacity-building, advocacy and improved inter-agency cooperation were key to the Department's sustainable support system for the psychosocial needs of United Nations personnel. The Department trained 87 mental health professionals in the Middle East, West African, Caribbean and Latin American regions. This meant that more than 50 security management teams were able to access the services of mental health professionals in their areas of responsibility. The Department also organized the sixth annual meeting of Secretariat-affiliated counsellors at which 44 counsellors from United Nations Headquarters, the United Nations Office at Vienna and agencies, funds, programmes and organizations worked towards harmonizing their interventions and procedures. The benefit of system-wide coordination among counsellors was particularly notable following the attacks in Afghanistan, the plane crash in the Democratic Republic of the Congo and the crisis in Côte d'Ivoire.

66. The Department worked closely with the Office for the Coordination of Humanitarian Affairs in the preparation and implementation of the Office's study of best practices for enabling humanitarian operations in complex security environments. The report from that study<sup>6</sup> was widely distributed within the Department. The Department will also examine the feasibility of incorporating the applicable recommendations of the study in security management policy and practice.

---

<sup>6</sup> "To Stay and Deliver — Good practice for humanitarians in complex security environments", available from [http://ochanet.unocha.org/p/Documents/Stay\\_and\\_Deliver.pdf](http://ochanet.unocha.org/p/Documents/Stay_and_Deliver.pdf).

67. The Department became a key contributor to the work of the International Civil Service Commission and the Human Resources Network of the High-level Committee on Management in respect of hazard pay and the security component of duty station classification for the purpose of the hardship allowance. The Department further enhanced its role by providing practical, technical and policy advice to ensure the smooth and clear implementation of security and human resources policies across the United Nations common system. That enhanced role was critical in view of the abolishment of the security phase system and the harmonization of the conditions of service of personnel of the organizations of the United Nations common system serving in non-family duty stations (see General Assembly resolution 65/248).

## **B. Policies and guidelines**

68. The Department continued its ongoing initiative to support the United Nations security management system with sound security policies that conform to the risk management philosophy, including by transiting from the current *Field Security Handbook* to the new *Security Policy Manual*. The Department launched the security policy portion of its web portal, which provides security managers and all personnel access to up-to-date security-related policies.

69. The Department established global standards for operations of the Security and Safety Services under the Department of Safety and Security, ranging from providing security at major facilities and implementing successful close protection programmes to supporting the complex security needs in relation to high-level events. It updated the “Guidelines on external conferences”, prepared a United Nations weapons manual to complement the revised policy on the use of force and prepared guidelines on fire safety and prevention. The “Manual of guidance on protective services” and the close protection training programme were promulgated to the entire security management system.

## **C. Recruitment**

70. The Department undertook a major recruitment campaign to extend support to the field and the geographical coverage of its security officials by filling 97 new posts that had been approved by the General Assembly for the biennium 2010-2011. As a result, the Department appointed 36 security coordination officers, 29 local security assistants, 10 security information analysts for the Department’s 5 security information operation centres and 9 stand-alone analysts. The Department headquarters also enhanced its analytical support for the field with four additional analysts in New York. Special emphasis was placed on improving gender balance and geographic diversity among security officials. In addition to 15 cost-shared counselling posts, five new critical incident stress counsellors were recruited in Bolivia (Plurinational State of), Chile, Peru, Somalia and Zimbabwe. The Department recruited an Aviation Risk Management Officer at its headquarters to provide advice to the United Nations system on air travel safety and to develop a methodology to identify and assess aviation risks for all United Nations personnel using international and domestic commercial passenger airlines.

## **D. Training**

71. To enhance the decision-making capacity of senior security managers in the field, the Department continued to place high priority on training for designated officials and security management teams. The Department trained 38 designated officials and 507 security management team members during the reporting period. Since 2009, the Department has provided security management training for 108 designated officials, 91 of whom are still serving in that capacity.

72. In preparation for the official launch of the new security level system on 1 January 2011, the Department conducted extensive training on the new system, targeting designated officials, security management teams and security advisers in high-threat countries. In addition, training on the new system was provided for security officers at regional conferences.

73. The Department conducted its country-specific training programme, "Secure and safe approaches in field environments", for 4,725 United Nations personnel in 21 countries, bringing the total number of personnel trained since 2009 to 8,704. That training imparts country-specific security knowledge, including on cultural awareness issues, to lower the risks to United Nations personnel serving in the location in question and continues to be an efficient and cost-effective way to conduct security training; 211 international and local security professionals were certified as trainers in "Secure and safe approaches in field environments".

74. The pilot training cell in Nairobi was effective in providing timely training for United Nations personnel in Africa, Asia and the Middle East while greatly reducing administrative costs. United Nations security management system training and mobile medical team training has been reinforced and the programme has been expanded to its authorized level.

75. The Department increased the number of specialized training courses for security analysts from two to six, training 44 of its own personnel and 74 personnel from other organizations in the United Nations security management system.

76. The Department conducted a course in Romania for close protection officers, and 54 United Nations security officers were trained during the reporting period. Another area of specialized training is that of hostage incident management, where the Department provided training to 113 personnel from the Department of Peacekeeping Operations, the United Nations Office for Project Services, the United Nations Development Programme, the World Food Programme, the United Nations Mission in the Sudan, the African Union/United Nations Hybrid Operation in Darfur and the United Nations Assistance Mission in Afghanistan.

77. The Department introduced a new security awareness campaign called "SAFEUN" at 11 headquarters duty stations. It was designed by the United Nations Office for Project Services and is intended to enhance the safety and security awareness of United Nations personnel.

## **E. Information gathering and analysis**

78. Through greater use of geographic information systems and data collection and building on its expanded network of analysts globally, the Department was better able to conduct vital analyses of security situations, provide security advice more

effectively to a wider range of stakeholders and enhance its collaboration with its implementing partners. In order to continue to build an information-based security management system, the Department started to integrate data from different applications (e.g., the security level system, the premises vulnerability questionnaire, the travel request information process) into a consolidated management tool to enable security managers to make more efficient and effective security-related decisions. The launch of the new security clearance portal called the “Travel request information process”, in parallel with the introduction of the security level system on 1 January 2011, was the first step in this consolidation process. The number of security clearances processed through the new tool, approximately 4,000 per day, represents an almost 100 per cent increase over the previous systems.

79. The investment in the expansion of the Department’s security information operation centres and in the training on the new security level system for security management teams, designated officials and a range of officials throughout the United Nations system, as well as the improved management of information all contributed to the effective management of security risks while achieving programmatic goals.

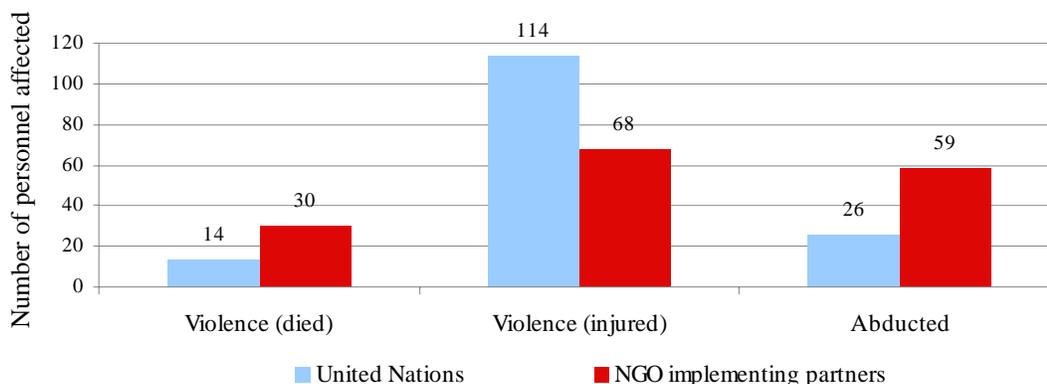
## **VII. Security collaboration between the United Nations and non-governmental organizations**

80. Information received by the Department shows that non-governmental organization (NGO) personnel faced more significant security challenges in 2010 than did the United Nations. Although reporting on incidents affecting NGOs in general is not standardized, the information received from United Nations NGO implementing partners<sup>7</sup> shows that, from 1 January 2010 to 30 June 2011, 30 personnel of implementing partners were killed and 68 injured by violence. During the same period, 59 implementing partner personnel were abducted (see fig. IX). These numbers are similar to those for the previous reporting period. Annex III provides details about personnel of implementing partners affected by significant security incidents.

---

<sup>7</sup> An 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 IX  
**United Nations versus non-governmental organization implementing partner  
 personnel affected by significant security incidents (1 January 2010-30 June 2011)**



81. During the reporting period, the Inter-Agency Standing Committee Steering Group on Security/Saving Lives Together Task Force revised the Saving Lives Together framework, with the aim of streamlining the recommendations and providing clear guidance on roles and responsibilities. This process highlighted the need for reliable funding to meet the growing demand for security collaboration. Subsequently, for the first time since Saving Lives Together was established, donors funded the Department's efforts to support the framework. As a result, the implementation of the Department's NGO liaison capacity project is making good progress. This initiative has the strong engagement and support of all Saving Lives Together partners, including United Nations humanitarian agencies and more than 300 international NGOs linked to four major NGO consortia (Interaction, the International Council of Voluntary Agencies, the Steering Committee for Humanitarian Response and the European Interagency Security Forum).

82. To expand its support for security collaboration with NGOs, the Department created 13 new posts for liaison officers, who work in the Saving Lives Together framework to provide security support to the United Nations international NGO partners operating in the humanitarian cluster system. These liaison officers also perform a number of duties relating to the "Saving Lives Together" project. Two liaison officers are based at the Department's headquarters, eight have been deployed to the field and three are still in the recruitment process. The selection process and training for the liaison officers is as rigorous as for other security officials in the Department. Feedback from implementing partners indicates that the liaison officers have been successful in making the "Saving Lives Together" project workable in the field.

83. Donors have supported the establishment of the International NGO Safety Office, based in the United Kingdom of Great Britain and Northern Ireland, to coordinate the actions of NGO security platforms in such locations as Afghanistan, Gaza, Pakistan and Somalia. This office, together with the Department's liaison officers and NGO safety platforms, creates a powerful security management tool for the benefit of the humanitarian community.

## VIII. Observations and recommendations

84. I remain concerned at the number of United Nations and associated personnel affected by security incidents. I am greatly distressed by the death of 24 and the injury of 232 United Nations personnel in 2010, including the 5 colleagues who were killed and 68 injured by violence. I am also distressed by the death and injury of other humanitarian relief personnel. I was profoundly saddened by the death and injury of our United Nations and associated personnel in the Haiti earthquake.

85. While I deeply regret the loss of life and injury, I am encouraged by the substantial reduction in the number of United Nations personnel killed and injured by violence in 2010. Although the United Nations continues to face direct and indirect threats of violence from many sources, I am confident that the Department of Safety and Security, along with the United Nations security management system, will continue to develop sound and innovative ways to improve the security of United Nations personnel, including in high-threat locations. Such constant vigilance is important because the United Nations will continue to face these threats, as well as new and at present unknown threats, in the future.

86. I commend how these sustained efforts to keep our personnel safe have allowed the United Nations to continue to implement its programmes and mandates even in the most challenging of environments. I am encouraged by the continual refinement of the United Nations security management system, including the development of new policies following the abolition of the security phase system, and by the flexibility that these new policies give designated officials to manage the security problems they face. I cannot overemphasize the importance of security collaboration between the United Nations and host countries on contingency planning, information sharing and risk assessment, as a strategic priority of the United Nations security management system.

87. I am encouraged by the continued 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.

88. While the United Nations, in cooperation with the humanitarian community will continue to intensify efforts to refine the security management system, the support of host Governments and local authorities remains the first line in the protection of United Nations and associated personnel. I urge all Member States to take concrete steps, at the national and international levels, to ensure, through their individual and collective actions, the safety and security of United Nations and associated personnel.

89. I call on Member States to continue observing the internationally agreed principles on the protection of United Nations and associated personnel. I reiterate that, in conducting critical humanitarian activities and in operating in high-threat environments, including conflict situations, United Nations and associated personnel will often be exposed to high risks. I continue to stress that managing those risks in key locations in the world, whether for regular

---

activities or for sudden-onset emergencies, will require security investments commensurate with programme needs.

90. 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.

91. I urge Member States to continue to facilitate administrative, visa and customs procedures for United Nations personnel and programmes, particularly for humanitarian emergencies and in high-threat environments.

92. 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 Member States and the United Nations system will continue to take the necessary steps to strengthen pragmatic approaches to safety and security issues.

93. 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 have lost their lives in the line of duty, and I highly commend those who continue to work in challenging and dangerous conditions.

94. I wish to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations and associated personnel and continue its support to the United Nations security management system.

### United Nations personnel affected by security incidents from 1 January to 31 December 2010

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Internationally recruited personnel</i>	<i>Locally recruited personnel</i>	<i>Male personnel</i>	<i>Female personnel</i>	<i>Number of countries concerned</i>	<i>Circumstances of security incidents</i>
Loss of life of personnel as a result of acts of violence	5	—	5	5	—	4	All casualties were victims of crime, high-threat duty stations (4)
Loss of life of personnel as a result of safety-related incidents	19	6	13	16	3	14	Traffic accident (16), other accident (3), high-threat duty stations (6)
Injury of personnel as a result of acts of violence	68	21	47	51	17	29	Terrorism (4), armed conflict (8), crime (56), high-threat duty stations (27)
Injury of personnel as a result of safety-related incidents	164	47	117	121	43	53	Traffic accident (147), other accident (17), high-threat duty stations (32)
Abduction <sup>a</sup> of personnel	12	6	6	11	1	8	High-threat duty stations (8)
Robbery <sup>b</sup> of personnel	239	86	153	95	144	55	High-threat duty stations (29)
Residence break-in <sup>c</sup>	35	11	24	18	17	16	High-threat duty stations (9)
Aggravated assault <sup>d</sup> of personnel	64	24	40	31	33	29	High-threat duty stations (27)
Sexual assault of personnel	9	8	1	—	9	6	High-threat duty stations (2)
Burglary <sup>e</sup> of residence	385	186	199	213	172	83	High-threat duty stations (83)
Intimidation <sup>f</sup> of personnel	210	57	153	139	71	52	High-threat duty stations (99)
Harassment <sup>g</sup> of personnel	17	9	8	6	11	10	High-threat duty stations (5)
Arrest <sup>h</sup> and detention of personnel	211	34	177	194	17	51	High-threat duty stations (115)
<b>Total</b>	<b>1 438</b>	<b>495</b>	<b>943</b>	<b>900</b>	<b>538</b>		<b>High-threat duty stations (446)</b>

<sup>a</sup> 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.

<sup>b</sup> Act or instance of unlawfully taking property by the use of violence or threat of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit felony or crime, aggravated by use of force and/or physical assault.

<sup>d</sup> Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit felony or crime.

<sup>f</sup> Act of making timid or fearful or of deterring by threats.

<sup>g</sup> Systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex II

### Comparison of security incidents that affected United Nations personnel in 2009 and 2010

<i>Category of security incident</i>	2009	2010
	<i>Number of personnel affected</i>	
Loss of life of personnel as a result of acts of violence	31	5
Loss of life of personnel as a result of safety-related incidents	14	19
Injury of personnel as a result of acts of violence	110	68
Injury of personnel as a result of safety-related incidents	80	164
Abduction of personnel	22	12
Robbery of personnel	254	239
Residence break-in	26	35
Aggravated assault of personnel	72	64
Sexual assault of personnel	—	9
Burglary of residence of personnel	436	385
Intimidation of personnel	249	210
Harassment of personnel	29	17
Arrest and detention of personnel	163	211
<b>Total number of United Nations personnel affected</b>	<b>1 486</b>	<b>1 438</b>

**Annex III****Critical and severe security incidents affecting personnel of  
United Nations NGO implementing partners in the period  
1 January 2010-30 June 2011**

<i>Category of security incident affecting NGO implementing partners</i>	<i>Number of personnel affected</i>
Loss of life as a result of acts of violence	30
Injury as a result of acts of violence	70
Abduction	59
Other security incidents	119
<b>Total (as reported to the Department of Safety and Security)</b>	<b>278</b>



# General Assembly

Distr.: General  
4 October 2012

Original: English

---

## Sixty-seventh session

Agenda item 70

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution 66/117, requested the Secretary-General to report to it at its sixty-seventh session 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 an update on the safety and security of United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations contained in resolution 66/117 that fall under the Department's responsibility.

The report describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of a modern professional security management system that ensures the safety, security and well-being of personnel, the security of United Nations premises and assets, thus enabling the conduct of United Nations activities.



## I. Introduction

1. In its resolution 66/117, the General Assembly requested the Secretary-General to submit to it at its sixty-seventh 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 an update on the safety and security of humanitarian personnel and protection of United Nations personnel over the past year, and on the efforts of the Department of Safety and Security to implement the recommendations contained in resolution 66/117 that fall under its responsibility.

2. The present report contains a detailed analysis of security incidents that affected United Nations personnel<sup>1</sup> in the calendar year 2011 and compares the data, where applicable, to those for 2010 and previous years. Moreover, the report provides information on security incidents in the first six months of 2012. Such analysis presents a clearer picture of the threats that the United Nations system faces as it delivers its mandates and programmes, including humanitarian assistance.

3. The report describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of building a modern professional security management system that supports designated officials and security management teams worldwide to enable the conduct of United Nations programmes and activities.

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

4. Threats against humanitarian and United Nations personnel continued to rise during the period under review. Amid heightened threats against the United Nations, the bombing of the United Nations office in Abuja in 2011 marked the single most serious event in the reporting period. In that incident, a suicide bomber attacked the United Nations House in Abuja on 26 August 2011, killing 23 people and wounding over 100. Thirteen United Nations personnel<sup>2</sup> and 10 non-United Nations persons lost their lives, and 77 United Nations personnel were injured.

5. Meanwhile, the Organization continues to carry out its mandated activities and programmes based on a strategic vision that focuses on “how to stay” and deliver mandated programmes. As such, United Nations and associated personnel continued to operate in 2011 and the first half of 2012 in various areas considered as high-threat locations, including both conflict and post-conflict environments. Member

---

<sup>1</sup> For the purpose of the present report, the term “United Nations personnel” refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in Department of Peacekeeping Operations or Department of Political Affairs-led missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

<sup>2</sup> Eleven United Nations personnel lost their lives in the immediate aftermath of the bomb blast; two more died after having been medically evacuated. At least 125 United Nations and non-United Nations persons were injured in the attack.

States and populations around the world continue to expect United Nations and associated personnel to be present in crisis situations, natural disasters or political upheavals. These situations often result in dire humanitarian consequences which call for a United Nations presence.

6. At the same time, there continued to be an erosion of respect for the work of the United Nations system and humanitarian organizations. Violent attacks on civilians, including humanitarian workers, and acts of extremism continued to hinder or delay United Nations programmes which aim to provide humanitarian assistance, enhance development, build State institutions and support political transition or post-conflict peace consolidation. Still, dedicated personnel continued to do their best to carry out programmes designed to help civilians in distress. Despite new challenges and threats, the United Nations security management system<sup>3</sup> continued to refine its operational and policy frameworks to meet the demands for increased United Nations operations in a larger number of dangerous locations.

#### **A. Personnel affected by security incidents in 2011**

7. During the reporting period, the Department of Safety and Security and the United Nations security management system continued to enhance information collection on and analysis of security incidents affecting United Nations personnel. Accurate information analysis remains essential to drawing reliable conclusions on the security challenges facing the United Nations.

8. Currently, the United Nations security management system is applicable for over 150,000 personnel in more than 187 countries. Some 30,000 United Nations personnel serve at headquarters locations<sup>4</sup> and more than 120,000<sup>5</sup> serve in non-headquarters duty stations, including field offices. In 2011, the Department of Safety and Security and the organizations of the United Nations system launched a significant security incident reporting system to enhance information collection and analysis of security incidents that affect United Nations personnel. The reporting system, designed to be integrated with geographic information systems, provides for a standardized way to record security events separately from the recording of the impact of the event. It provides an overview of events affecting United Nations personnel, premises, property and programmes worldwide.

---

<sup>3</sup> The United Nations security management system includes all organizations of the United Nations system, as well as those non-United Nations entities that have a memorandum of understanding with the United Nations on security management.

<sup>4</sup> For the purposes of the present report, "headquarters locations" are defined as the headquarters of the organizations of the United Nations system that are members of the United Nations security management system.

<sup>5</sup> The numbers for United Nations personnel are derived from the statistics of the organizations in the United Nations common system.

9. Some of the main findings from the analysis of reported significant security incidents<sup>6</sup> in 2011 are as follows:

(a) Of the 150,000 personnel in the United Nations system, 1,759, or 1.2 per cent, were affected by significant security incidents in 2011, compared to 1 per cent in 2010 and 2009;

(b) A total of 70 United Nations personnel lost their lives in significant security incidents, compared to 24 and 45, respectively, in 2010 and 2009;

(c) Twenty-six personnel lost their lives as a result of violence and 44 were killed in safety-related incidents, compared to five and 19 in 2010 and 31 and 14 in 2009;

(d) A total of 311 personnel were injured in significant security incidents (compared to 232 in 2010 and 190 in 2009), 145 as the result of violence and 166 in safety-related incidents;

(e) Among the 44 personnel killed in safety-related incidents, 31 died in three aviation accidents, 10 as a result of road traffic accidents and three in workplace accidents (or occupational safety accidents);

(f) Of all United Nations personnel affected by security incidents, about 98 per cent were based in the field.

10. Some of the main conclusions to be drawn from the analysis of these significant security incidents are as follows:

(a) Contrary to 2010, when crime was the primary cause of death and injury from violence against United Nations personnel, in 2011, acts of extremism were the primary cause of 50 per cent of deaths and 60 per cent of injuries, with the majority of deaths and injuries caused by a single extremist attack on the United Nations common premises in Abuja on 26 August 2011;

(b) Contrary to 2010, when road traffic accidents were the primary cause of death from safety-related incidents, in 2011, 70 per cent of safety-related deaths were caused by aviation catastrophes;

(c) More locally recruited United Nations personnel were affected by security incidents than internationally recruited personnel. Of the 26 personnel killed by acts of violence, 19 were locally recruited while seven were internationally recruited. However, these figures reflect the greater proportion of locally recruited staff members, compared to internationally recruited staff members, in the total number of United Nations staff members;

(d) Female United Nations personnel were more affected by robberies and sexual assaults than their male counterparts.

---

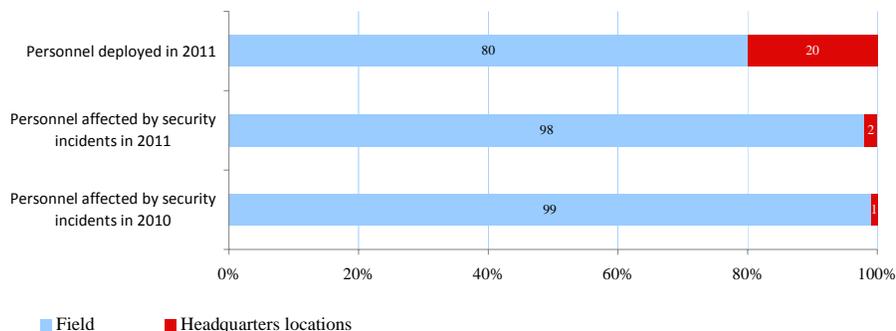
<sup>6</sup> In the present report, "significant security incidents" are reported incidents that adversely affect the United Nations operating environment in a significant way, including robberies, aggravated assaults, acts of intimidation and harassment, crimes against residences, arrests and detentions and safety-related incidents, such as road traffic and aviation accidents. Minor security events affecting United Nations personnel on a daily basis, involving, for example, lost and stolen identification documents or petty larceny, are not included. See annex I for details of all significant incidents.

## 1. Significant security incidents affecting United Nations civilian personnel

11. In 2011, approximately 1,759 United Nations personnel, about 1.2 per cent of all United Nations personnel, were reported to have been affected by significant security incidents. Of those affected, 98 per cent were in the field and two per cent at headquarters locations (see figure I).

Figure I

### Distribution between headquarters and field locations of personnel deployed and personnel affected by security incidents worldwide



12. More than half of all personnel affected by security incidents were engaged in activities directly related to their official functions when the incidents occurred.

## 2. Critical security incidents caused by violence

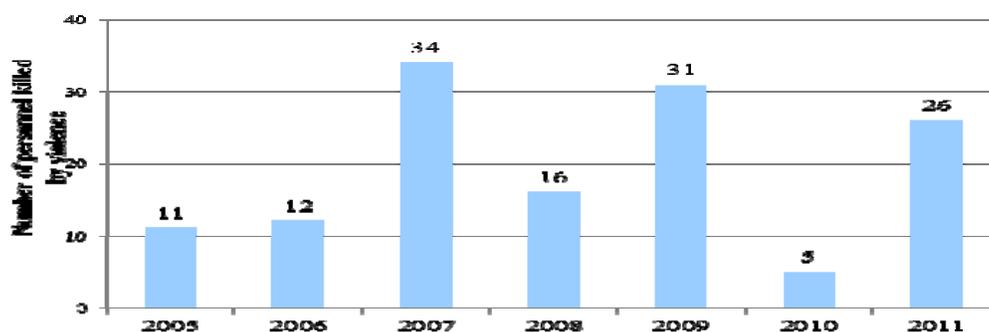
13. Of the 1,759 United Nations personnel involved in significant security incidents in 2011, 22.8 per cent (402) were affected by critical incidents, i.e. those resulting in death, injury or abduction. This represents an increase in the number and percentage of United Nations personnel affected by critical security incidents for the past two years, with 18.6 per cent (268) for 2010 and 17 per cent (257) for 2009.

14. In addition to the attack on the United Nations common premises in Abuja, three United Nations personnel were killed during the violent mob attack on the office of the United Nations Assistance Mission in Afghanistan in Mazar-i-Sharif on 1 April 2011. Four internationally recruited contractors were also killed in that attack.

15. These incidents reflect the continuing vulnerability of United Nations premises to violent and deliberate attacks by extremist elements. They underscored the continuing need to enhance the protection of United Nations premises and to take further action to reinforce and supplement the capacity of host countries.

16. While the number of United Nations personnel killed by violence in 2011 (26) represents a considerable increase over the number for 2010 (5), it is lower than the number for 2009 (31). The number of personnel killed by violence from between 2005 and 2011 is shown in figure II.

Figure II  
Personnel killed by violence (2005-2011)



### 3. Abductions

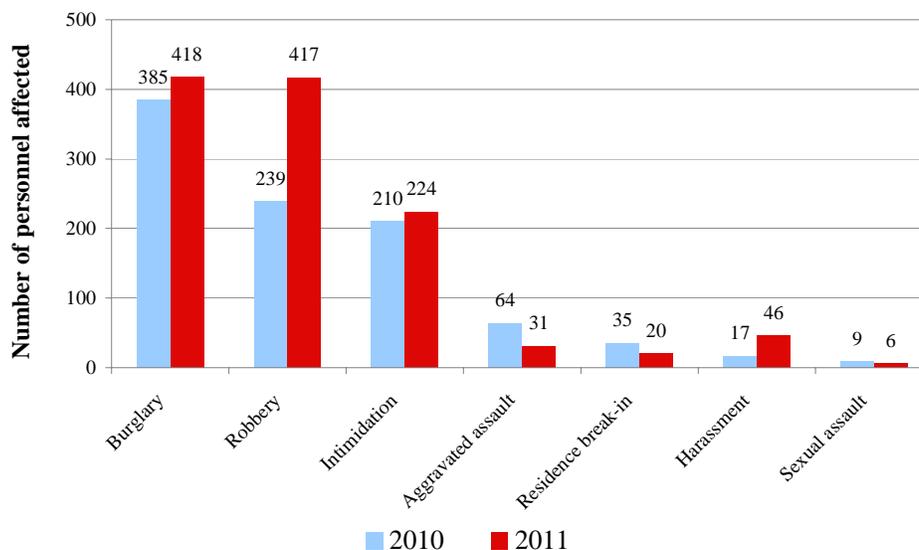
17. In 2011, 21 United Nations personnel were abducted, compared to 12 in 2010 and 22 in 2009. These abductions occurred in 14 countries. Of the 21 abductions, 17 are known to have been financially motivated. One protracted hostage situation involving two personnel lasted 45 days. All hostage incidents successfully ended except for one case, in which a hostage died of natural causes.

18. The Department of Safety and Security continued to enhance its standby capacity and policy on hostage incident management. In the current reporting period, the Department, in cooperation with partners in the United Nations security management system, developed policy and guidelines on hostage incident management that came into effect on 14 April 2012.

### 4. Other incidents of violence

19. United Nations personnel were affected by violence that did not result in death, abduction or injury. In 2011, 417 personnel were affected by robberies, 20 by break-ins to their residences and 31 by aggravated assault. In 2011, 224 United Nations personnel were subject to acts of intimidation and harassment. For most categories of violent incident, except for aggravated assaults, residential break-ins and sexual assaults, the number of incidents occurring that did not result in death, abduction or injury rose in 2011 compared to the previous year. Figure III shows the number of personnel affected by various types of security incidents that did not result in injury, abduction or death in 2010 and 2011 (see annex I for more details).

Figure III  
**Number of United Nations personnel affected by security incidents not resulting in injury, abduction or death (2010 and 2011)**

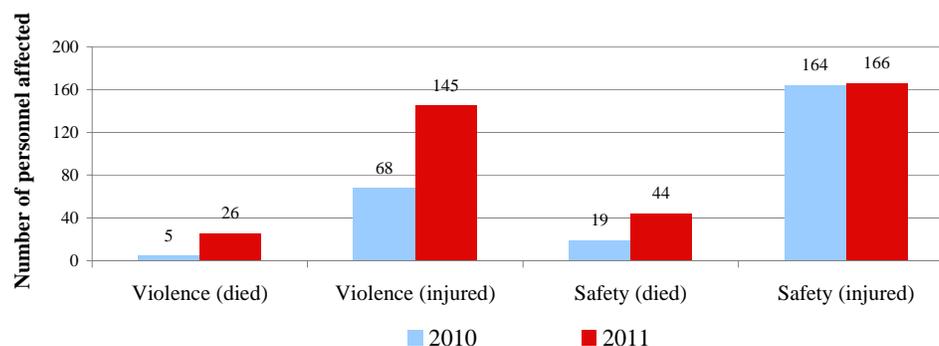


## 5. Safety-related incidents

20. In 2011, 44 personnel lost their lives and 166 were injured in safety-related incidents. These numbers indicate that more United Nations personnel were killed and injured in safety-related incidents than by acts of violence. Of the total deaths caused by safety-related incidents, aviation accidents caused 70 per cent (31), road traffic accidents, 22 per cent (10) and workplace accidents, 6 per cent (3). Aviation accidents thus became the primary cause of safety-related death of United Nations personnel in 2011. Of the total number of injuries caused by safety-related incidents, road traffic accidents accounted for 84 per cent (141) and workplace safety incidents accounted for 15 per cent (25).

21. Figure IV compares the number of personnel killed and injured by acts of violence and in safety-related incidents in 2010 and in 2011.

Figure IV  
**Violence versus safety-related incidents (2010 and 2011)**



## **6. Aviation accidents**

22. In 2011, 31 personnel lost their lives in aviation accidents. Of these, 25 United Nations civilian personnel, including the crew, lost their lives as a result of the crash of the United Nations aircraft in Kinshasa on 4 April 2011. Two military personnel died in that accident. Moreover, four United Nations personnel died as a result of the crash of a military aircraft while conducting a monitoring mission in Bolivia. In another accident, two United Nations civilian staff members were killed on board commercial aircraft that crashed in the Democratic Republic of the Congo.

23. During the period under review, to enhance the Organization's capacity in promoting aviation risk management, the Department of Safety and Security, in cooperation with the International Civil Aviation Organization, established an aviation risk management unit to which staff members with relevant expertise were assigned. The Department aims to assist the United Nations security management system in applying a comprehensive approach to promoting safe air travel by United Nations personnel.

## **7. Road traffic accidents**

24. In 2011, road traffic accidents killed 10 United Nations personnel and injured 141, compared to 16 killed and 147 injured in 2010. About 60 per cent of all road traffic incidents were associated with the use of official United Nations vehicles. In addition, 36 non-United Nations persons died in road traffic accidents involving United Nations vehicles in 15 countries, compared to the deaths of 33 such persons in 30 countries in 2010.

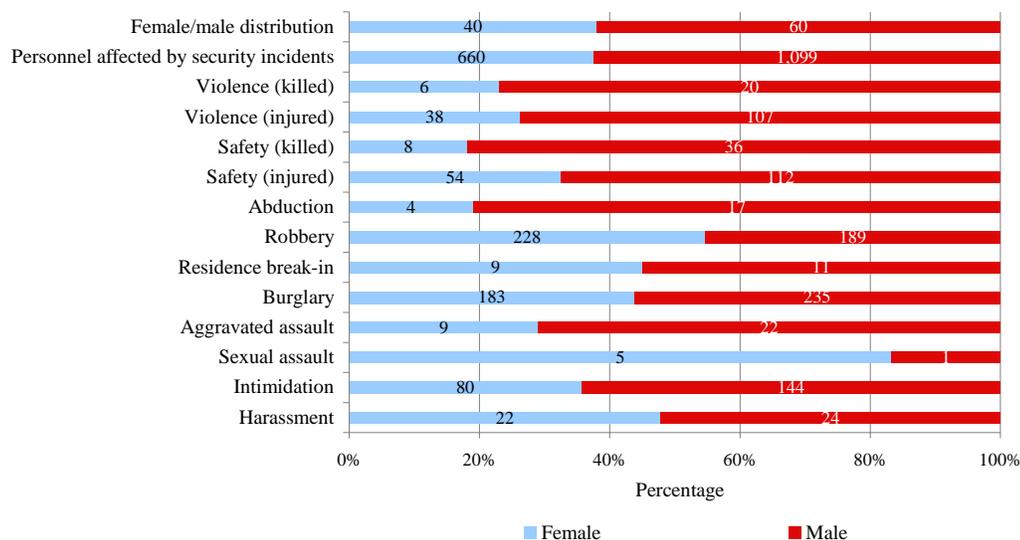
25. In response to the significant numbers of road traffic accident deaths and injuries, the Department's Training and Development Section launched a new road safety awareness campaign in February 2012. The campaign focussed on three key issues: speeding, driving under the influence and texting while driving.

## **8. Comparisons of significant security incidents by gender**

26. In 2011, females comprised some 40 per cent of all United Nations personnel and almost 37.5 per cent of personnel affected by significant security incidents. Thus in 2011, as in 2010, female personnel were less affected by significant security incidents than male personnel. Of the 26 personnel killed by acts of violence, 20 (about 77 per cent) were men and six (about 23 per cent) were women. Of the 145 personnel injured by violence, 107 (about 74 per cent) were men and 38 (about 26 per cent) were women.

27. Female personnel were more affected by some types of incident. For example, female personnel comprised about 55 per cent of the total number affected by robberies and about 83 per cent of those affected by sexual assault. Figure V shows the number of female and male United Nations personnel affected by security incidents.

Figure V  
**Female and male personnel affected by security incidents (2011)**



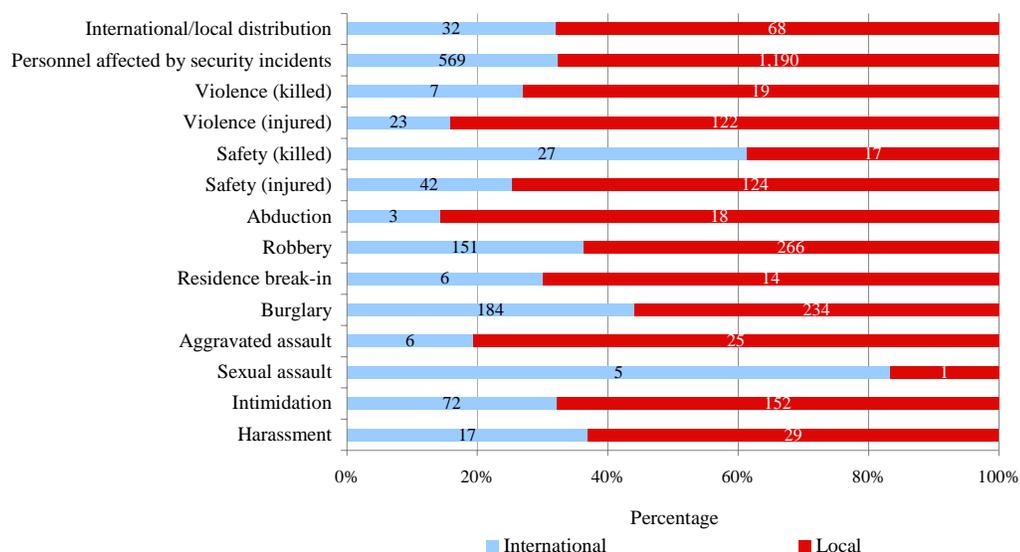
## 9. Comparisons of significant security incidents among international and locally recruited personnel

28. Out of 150,000 United Nations personnel, approximately 27 per cent<sup>7</sup> are internationally recruited and they suffered 32 per cent of significant security incidents in 2011. Approximately 73 per cent are locally recruited and they suffered 68 per cent of significant security incidents. Of the 1,759 civilian personnel affected by security incidents, 1,190 were locally recruited personnel while 569 were internationally recruited personnel. Thus in 2012, as in 2011, more locally recruited personnel were affected by security incidents than internationally recruited personnel.

29. In 2011, of the 26 United Nations personnel killed by violence, 7 were internationally recruited personnel while 19 were locally recruited personnel. Harassment, intimidation and arrest and detention had a greater impact on locally recruited personnel owing to their ties with local communities. The security of locally recruited personnel remains a priority for the United Nations system.

<sup>7</sup> As established in 2010.

Figure VI  
**International and locally recruited personnel involved in security incidents (2011)**



## B. United Nations operations in high-risk environments

30. Under exceedingly challenging security conditions in 2011, United Nations personnel continued to carry out critical mandates and programmes in high-risk countries and areas. In those areas, from January 2010 to December 2011, armed conflicts, civil unrest and complex humanitarian emergencies posed increasing threats to United Nations personnel.

31. In 2011, there were 12 armed attacks on United Nations premises, 8 cases of invasion of United Nations premises and 25 cases of hijacking of United Nations vehicles. Most of these incidents took place in high-risk areas in Afghanistan, Libya, Somalia, the Sudan and Yemen.

## C. Significant security incidents in the first six months of 2012

32. In the first six months of 2012, seven United Nations personnel were killed and 42 were injured by violence. In the same period, 10 personnel died and 95 were injured in safety-related incidents. Of these, six were killed and 77 injured in road traffic incidents.

33. In the first six months of 2012, the United Nations faced an unprecedented increase in abductions of its personnel. During this period, 27 personnel were abducted. While all United Nations personnel were safely released, the abductions of 13 personnel were politically motivated and resulted in hostage situations. One hostage incident lasted two months.

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

34. The United Nations security management system is based on the fundamental principle that the host Government has the primary responsibility for the security and protection of United Nations personnel and their eligible family members and property, and the Organization's property.

35. The General Assembly, in paragraph 15 of its resolution 66/117, 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 mandate of a United Nations operation. The Assembly also requested the Secretary-General to seek the inclusion, in negotiations 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. Since its entry into force on 19 August 2010, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel has been applicable in this regard.

36. In line with paragraph 16 of resolution 66/117, the Organization continues to seek the inclusion of key provisions of the Convention on the Safety of United Nations and Associated Personnel, including those concerning the prosecution or extradition of offenders, in existing status-of-forces, status-of-mission, host country and other related agreements between the United Nations and host countries.

37. Recently concluded status-of-forces and status-of-mission agreements, and those under negotiation by the United Nations, include references to the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel.

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

### **IV. Arrest and detention**

39. In 2011, 195 United Nations personnel were detained or arrested, with locally recruited personnel accounting for 87 per cent. Out of all detention cases, 22 per cent (42 cases) were considered job-related as the personnel were detained in the course of, or in connection with, their official duties. Most cases were resolved and the detained personnel were released within hours, days or weeks. In four cases, the United Nations was denied access to the detainee and given no reasons for the arrest. The remaining 78 per cent (150) of the cases of arrest and detention were not job-related. In those cases, personnel were detained for alleged civil or criminal offences.

40. Earlier this year, the Department of Safety and Security, together with the Inter-Agency Security Management Network, established the United Nations security management system policy on arrest and detention, which entered into force on 14 April 2012.

## **V. Strengthening the United Nations security management system**

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

41. Relations with host country authorities are fundamental for United Nations security management. During the reporting period, the Under-Secretary-General for Safety and Security continued to increase dialogue with the relevant authorities of Member States at the country level and at the United Nations Headquarters level to strengthen collaboration between host Governments and the United Nations on security matters. Areas of collaboration included security-related information-sharing, threat analysis, risk assessment, contingency planning and other aspects of security risk management, including protective measures for United Nations premises. At the strategic level, the Department continued to provide inputs on issues concerning the security of United Nations personnel to the Secretary-General for meetings with Member States.

42. Through increased interaction with Member States, the Under-Secretary-General for Safety and Security continued to provide information on steps taken and resources required for the strategic direction of the United Nations security management system, which focuses on enabling United Nations programme delivery through security risk management within a modern information and analysis-based multidimensional security management framework.

43. To enhance collaboration on holding accountable those responsible for threats and acts of violence against United Nations and associated personnel, the Under-Secretary-General for Safety and Security continued to hold meetings with the relevant authorities of Member States to impress upon them the need to investigate fully attacks on United Nations and associated personnel and to bring to justice the perpetrators of such acts. Notwithstanding high-level efforts to bring investigations into such attacks to a successful conclusion, there remained unresolved cases related to the arrest, prosecution and punishment of perpetrators of acts against United Nations personnel.

44. The Department continued to lead the efforts of the United Nations security management system to pursue a more holistic approach to collaboration with host Governments on security matters. A positive development in this regard was the establishment of a United Nations security management system policy outlining areas of collaboration between the United Nations and host Governments on the security and safety of United Nations personnel. In April 2012, the Organization promulgated the policy,<sup>8</sup> which requires regular reviews of host Government collaboration on the security of the United Nations. The policy is intended to assist United Nations designated officials for security, security management teams and security professionals in maintaining close liaison with host Government authorities, building an effective information-sharing mechanism and jointly analysing the security threats against the United Nations.

---

<sup>8</sup> All United Nations security management system policies are applicable to all organizations participating in the system.

## **B. Refining the United Nations security management system**

45. The United Nations security management system continued its efforts to put into action the fundamental shift in mindset from “when to leave” to “how to stay” and to deliver programmes and carry out activities even in high-risk areas.<sup>9</sup> Since 2009, the Department and the organizations of the security management system have adopted a security risk management approach that aims, through security mitigating measures, to enable United Nations programmes to go forward even in increasingly dangerous environments.

46. Based on the “how to stay” approach to security management, the Organization further enhanced the security management system through continued cooperation and collaboration between all members of the Inter-Agency Security Management Network under the leadership of the Under-Secretary-General for Safety and Security.

### **1. Developments in the security risk management framework**

47. Following the introduction of the security level system in January 2011, the Organization continued to take measures to improve its security risk management tools. An inter-agency working group under the auspices of the Inter-Agency Security Management Network is undertaking measures to improve the methodology for security risk management, including streamlining elements in the process such as the security risk assessment. The working group is developing a computer-based tool to enable the United Nations security management system to track key variables to support security management decisions. United Nations security professionals will soon pilot this computer-based tool. Following the initial pilot testing, the security management system will share information and increase cooperation regarding the use of this tool with Member States, in a similar manner as was done when the security level system was introduced.

### **2. Road safety initiatives**

48. During the reporting period, the Department, in cooperation with United Nations system organizations, continued to take various initiatives to promote road safety for United Nations personnel in line with paragraph 23 of General Assembly resolution 66/117. These efforts included increased training and policy measures aimed at reducing road accidents. To increase awareness among United Nations personnel on road safety, the Department launched a web-based video campaign on road safety, supported by a descriptive brochure that is available for all United Nations personnel. The Organization remains conscious of the importance of road safety in carrying out United Nations humanitarian operations and preventing casualties among civilians and United Nations and associated personnel. The initial road safety awareness campaign will be followed up by further production of materials aimed at maintaining awareness and reducing road traffic accidents.

49. Meanwhile, the Department of Safety and Security continued to collect and analyse information and reports on road safety incidents, including civilian casualties resulting from road accidents involving United Nations personnel. To ensure compliance with the first United Nations common road safety policy, approved in

<sup>9</sup> See document CEB/2009/HLCM/18 of the Chief Executives Board for Coordination.

2011, the Department distributed the policy across the United Nations system, to executive heads, designated officials and United Nations security professionals in all duty stations.

### **3. Measures to improve the safety and security of locally recruited personnel**

50. The safety and security of locally recruited personnel remained an important issue for the United Nations security management system. During crises that took place in the reporting period, the United Nations security management system demonstrated its adherence to fulfilling its “duty of care” by supporting locally recruited personnel. Designated officials, in consultation with security management teams, identified relocation options for locally recruited personnel and their eligible family members when necessary. In addition, the security management system continued to take additional security measures to protect locally recruited personnel, especially in crisis events, including the provision of vital and sustainable communication links, salary advances, alternate work modalities, critical incident stress counselling and security training. The security management system took additional efforts to ensure the mainstreaming of consideration for locally recruited personnel in all its security and safety policies.

### **4. Measures to improve the safety and security of female personnel**

51. During the reporting period, the United Nations security management system continued to make efforts to address security concerns faced by female personnel. In addition to ongoing training and awareness-raising activities, efforts were taken to mainstream gender considerations in all security management policy development and deliberations. The Department has made available to all United Nations personnel, through a website, a comprehensive learning package targeting both genders, called the “Women’s security awareness programme”.

### **5. Other United Nations security management system developments**

52. Noting the recommendations made by the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide in 2008 and the results of the management review of the Department in August 2009, the Department and its partners in the United Nations security management system took additional measures to enable the conduct of United Nations mandated programmes, even in highly challenging security situations. These measures included addressing any policy and operational deficiencies in the security management system; designing a new, stronger, more dynamic and proactive security and risk management architecture; ensuring that the safety and security of United Nations personnel is an integral part of programme planning at all levels; acting collectively to implement a comprehensive plan for a strengthened and enhanced system-wide security management system; and mainstreaming security at all levels of United Nations system activities.

## **C. Significant new developments in the United Nations security management system**

53. The Department of Safety and Security continues to face increased demands for its services to enable United Nations operations. During the period under review,

with the establishment of the International Residual Mechanism for Criminal Tribunals,<sup>10</sup> the Department, in cooperation with relevant United Nations system organizations, assumed additional responsibility in managing the security and safety programmes for the premises of the Mechanism through the Department's Division of Headquarters Security and Safety Services.

## **VI. Contributions of the Department of Safety and Security to the security of personnel and main achievements**

54. Building on its achievements to date, the Department continued to enhance its field support, policies, recruitment, training and information gathering and analysis.

55. The United Nations security management system made positive developments towards achieving the aim of building a modern information-based security management system. The application of information technology, the reinforcement of analytical capacity and the refinement of security risk management tools have all been key to promoting an organizational culture of effective security management and awareness among United Nations personnel at all levels.

### **A. Field support**

56. The Department continued to support the field by increasing the protection available at premises where United Nations personnel work and live, including by conducting reviews of security systems and making recommendations to enhance protection of facilities and residences of United Nations personnel in high-risk locations.

57. To ensure compliance with existing policies and identify any policy or operational gaps in security management, the Department continued to develop a broader evaluation process to assess the effectiveness of the United Nations security management system in field locations in an integrated manner. During the reporting period, the Department conducted seven compliance missions. The compliance teams visited and evaluated the security arrangements at 254 premises of member organizations of the security management system. The compliance teams issued 72 recommendations on strengthening the security preparedness of the duty stations visited.

58. The reporting period saw an increased demand for the Department's security management support in response to complex humanitarian emergencies in various regions of the world. This included support for complex United Nations operations in Côte d'Ivoire, Libya and the Syrian Arab Republic as well as crisis management operations in Afghanistan and Nigeria. The Department undertook an integrated surge deployment of its operational security personnel and uniformed security personnel from headquarters locations, who assumed responsibilities outside their normal scope of duties.

---

<sup>10</sup> The Security Council, by its resolution 1966 (2010), established the International Residual Mechanism for Criminal Tribunals to carry out the residual functions of the international tribunals for the former Yugoslavia and Rwanda.

59. The Department provided well-coordinated security support to complex human rights commissions of inquiry on Libya and the Syrian Arab Republic. In addition, the Department provided security assets to support the field visits of a number of human rights working groups, special rapporteurs and independent experts across the world.

60. During the reporting period, no serious incident occurred at United Nations headquarters locations despite continuous and increased threats to these high-profile locations. This was largely due to effective preventive measures undertaken by the United Nations uniformed security services, continuous risk management, robust physical security and access control measures and contingency planning for crisis management. The Department of Safety and Security continues to design security programmes to enable programmes and activities, including intergovernmental meetings, international conferences and other events sponsored by the United Nations system, to be conducted within and outside these locations. The Department organized 689 close protection operations to enable senior officials and other relevant personnel to carry out their functions to achieve United Nations system mandated activities, including humanitarian programmes in high-risk areas.

61. To promote the well-being of United Nations personnel in crisis settings, the Department, through its Critical Incident Stress Management Unit, continued to provide critical incident stress management support to United Nations personnel in crisis events and emergencies. This effort aims to enhance the Organization's operational capacity and preparedness. During the Abuja crisis incident, the Department, the United Nations medical emergency response team and the Secretariat's emergency preparedness and response team operated together for the first time. Subsequently, the working group of the Inter-Agency Security Management Network on critical incident stress management held consultations on the experience from the Abuja incident and agreed to improve the operating standards for critical incident stress prevention and management.

62. During the period under review, the Department provided psychosocial services to 23,025 United Nations personnel, including 8,795 United Nations individuals who received counselling services and 11,899 who received training in stress management. Ninety-one new mental health professionals were certified and 232 personnel trained as peer helpers to strengthen the critical incident intervention cells in nine countries. Following the Abuja bombing, the Department provided counselling for 822 personnel. The Department continues to provide critical incident counselling services to personnel working in high-risk locations.

## **B. Policies and guidelines**

63. The Department of Safety and Security continued its ongoing efforts to support the United Nations security management system in developing sound security policies that are multi-dimensional, in line with its strategic aim. During the reporting period, the Department facilitated the development of key policies aimed at improving the safety and security of United Nations personnel, including policies on relations with the host country, arrest and detention, close protection, hostage-taking and fire safety.

64. In addition, following the attack on the United Nations common premises in Abuja, the United Nations system organizations agreed that there was a need to

establish a policy for the security management system to conduct inter-agency fact-finding assessments when needed, similar to the boards of inquiry constituted by the Departments of Peacekeeping Operations and Field Support following the attack on the United Nations compound in Mazar-i-Sharif, Afghanistan, on 1 April 2011 and the attack on the Bakhtar guesthouse in Kabul on 28 October 2009.

65. Following inter-agency consultations on convening a board of inquiry for the Abuja incident, the Department of Safety and Security, in consultation with the Departments of Peacekeeping Operations and Field Support and other participants in the United Nations security management system, developed a policy for the security management system on boards of inquiry. The Inter-Agency Security Management Network approved the submission of the proposed policy for consideration by the High-level Committee on Management of the Chief Executives Board for Coordination. The policy provides the means by which the security management system may establish an inter-agency board of inquiry to deal with the aftermath of serious security incidents.

66. In view of the need to develop a common policy for securing United Nations premises worldwide, the organizations of the United Nations system undertook an extensive global review of the vulnerability and security of existing United Nations premises during the period under review. In June 2012, the Inter-Agency Security Management Network approved the policy of the United Nations security management system on the security of United Nations premises, to be submitted for consideration and approval by the High-level Committee on Management in September 2012.

67. To enhance awareness and ensure the uniform application of and compliance with established and standardized safety and security policies, the Department continues to make available, through its web portal, up-to-date information on security-related policies and guidelines.

### **C. Recruitment**

68. Building on the recommendations of the 2009 management review and taking into consideration the continuous review of its staffing, and pursuant to General Assembly resolution 66/246, the Department continued to make efforts to achieve its goals of strengthening the management and professionalism of its personnel by strengthening the complex management of responsibilities of its chief security advisers in high-risk locations and the oversight of critical substantive areas of the Department at Headquarters, including the Compliance Section of its Policy, Planning and Coordination Unit and the Threat and Risk Assessment Unit. Moreover, the Department enhanced its training services in Nairobi and its support to field operations with the deployment of additional personnel to bring training service providers closer to field operations, particularly in Africa and the Middle East.

69. The Department strengthened its five security information and operations centres in the field with the establishment of 10 locally recruited positions.

70. The Department was able, through reprioritizing, to use an increased number of entry-level positions to attract young professionals with diverse skill sets and improve geographic diversity and gender balance.

## **D. Training**

71. The Department continued to place emphasis on the delivery of training aimed at improving security skills and security awareness. In accordance with General Assembly resolution 66/117, the Department focused in particular on three target groups: United Nations security professionals, managers with security responsibilities and United Nations personnel.

72. The Organization updated the United Nations security awareness online training course, “Basic security in the field”, and launched the revised version on United Nations system websites in November 2011. The revised version will soon be translated into all United Nations official languages.

73. The Department of Safety and Security, in cooperation with its partners in the United Nations security management system, continues to revise its practical security awareness programme, “Safe and secure approaches to field environments”, and to make it available in a greater number of field duty stations. To date, the Department has successfully conducted the training programme in 32 high-risk locations worldwide. Moreover, the Department extended this initiative to eligible family members of United Nations personnel and has so far given the training to more than 120 eligible family members. In total, more than 19,000 United Nations personnel have completed the training programme, including 1,500 during the first six months of 2012.

74. Moreover, the Department reviewed its training capacity to promote cost-effective training practices that reach wider geographical areas. It has created a training strategy based on competency-based learning that combines traditional learning programmes and web-based distance learning to facilitate greater access to learning materials. In addition, the Department is developing a training-of-trainers programme to extend the outreach to target audiences across the United Nations system.

75. Notable progress may be measured in the number of United Nations personnel who have undergone the revised “Basic security in the field” training. To date, 85,123 United Nations personnel have completed the course since its launch in November 2011. In 2011, the number of United Nations personnel using the training course on a given day reached its peak at more than 900. Up to 74,838 United Nations staff members have completed advanced security in the field training.

## **E. Information gathering and analysis**

76. Through greater use of geographic information systems and data collection, and building on its expanded network of analysts globally, the Department improved its ability to conduct vital analyses of security situations, aiming to provide security advice more effectively to a wider range of stakeholders and enhance its collaboration with its implementing partners.

77. In addition to the use of various interactive geographical information systems, the Department developed computer-based briefing notes designed to display information concerning the country or geographical areas in which the United Nations

system is present. Using information technology, the Department has collected geographical information on some 6,000 United Nations system office locations.<sup>11</sup>

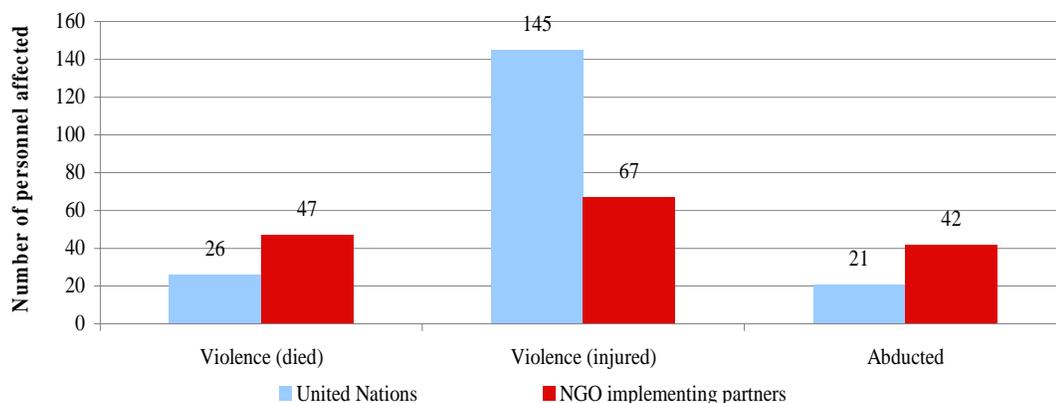
78. Following the establishment of a policy on security clearances and a streamlined, user-friendly computer-based system to facilitate the process of obtaining security clearances for the official travel of United Nations personnel, the Department processed 2 million security clearances, averaging 5,500 per day.

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

79. Information received by the Department shows that personnel of non-governmental organizations continued to face unabated security challenges in 2011. Although reporting on incidents affecting non-governmental organizations in general is not standardized, the information received from non-governmental implementing partners<sup>12</sup> shows that, from 1 January 2011 to 30 June 2012, 47 personnel of implementing partners were killed and 67 injured by violence, and 42 were abducted (see figure VII). These numbers are similar to those for the previous reporting period. Annex IV provides details about personnel of non-governmental implementing partners affected by significant security incidents.

Figure VII

**United Nations versus non-governmental organization implementing partner personnel affected by significant security incidents (1 January 2011-30 June 2012)**



80. During the reporting period, the Department continued to build on the progress achieved in the “Saving Lives Together” framework, which supports United Nations security collaboration with non-governmental implementing partners. With the aim of developing an inclusive mechanism for the governance of the framework, United

<sup>11</sup> In this context, “office location” refers to the use of an individual office or facility by an organization of the United Nations common system. Accordingly, a single building may count as more than one office location if it is used by several such organizations.

<sup>12</sup> An implementing partner is defined as a non-governmental organization that has entered into an agreement with a United Nations system organization to implement a particular project or programme.

Nations system stakeholders<sup>13</sup> agreed to form the Saving Lives Together Oversight Committee to manage and guide the Saving Lives Together initiative. The Committee has the overarching objective of maintaining a systematic approach to implementing “Saving Lives Together” measures with clearly defined and shared responsibilities between the United Nations system and non-governmental partners. The Inter-Agency Security Management Network recently endorsed the terms of reference for the Oversight Committee, with some members of the Network participating in the Committee as well as non-governmental members including the InterAction Security Advisory Group, the International Council of Voluntary Agencies, the Steering Committee for Humanitarian Response and a network dedicated exclusively to security management, the European Interagency Security Forum.

## **VIII. Observations and recommendations**

**81. The tragic event in Abuja in 2011 was a stark reminder of the increasingly challenging security environment in which the United Nations and the humanitarian community operate.**

**82. Amidst unabated threats towards the United Nations, I am deeply concerned about the marked increase in the number of United Nations and humanitarian personnel affected by security incidents. I am greatly distressed by the death of 70 and the injury of 311 United Nations personnel in 2011. I am distressed by the notable rise in the number of deaths of other humanitarian relief personnel affected by acts of violence. I remain profoundly saddened by the deaths and injuries of our United Nations personnel in the tragic event in Abuja and in other attacks in 2011.**

**83. Although the United Nations continues to face direct and indirect threats of violence from diverse sources and an increased demand for United Nations operations, particularly in locations where the threats are most acute, the Department of Safety and Security, along with the United Nations security management system, will continue the vigorous efforts within its purview to contribute to the Organization’s goal of having in place a modern, responsive and flexible security management architecture that enables United Nations personnel to deliver, in cooperation with humanitarian partners, their humanitarian and other related mandates in this challenging time.**

**84. I cannot overemphasize the importance of security collaboration between the United Nations system and host countries in contingency planning, information sharing and risk assessment, as a strategic priority of the United Nations security management system.**

**85. I wish to reiterate that security management, which is essential to the conduct of United Nations programmes, particularly those addressing the humanitarian consequences of crisis situations in various parts of the world, is a collective responsibility. It requires joint multidimensional efforts by the**

---

<sup>13</sup> In this context, United Nations stakeholders include the Department of Safety and Security, the Office for the Coordination of Humanitarian Affairs, the United Nations Children’s Fund, the Office of the United Nations High Commissioner for Refugees and the World Food Programme.

**United Nations and its partners, including host Governments, Member States, humanitarian partners and other non-governmental implementing partners.**

**86. While the United Nations, in cooperation with the humanitarian community, will continue to intensify efforts to refine the Organization's security management system, the support and acceptance of host Governments, local authorities and the population remains the first line of defence in the protection of United Nations and associated personnel. I urge all Member States to take concrete steps at the national, regional and international levels to ensure, through their individual and collective actions, the safety and security of United Nations personnel.**

**87. I wish to underline that security management and the protection of the United Nations is inextricably linked with the public perception of the United Nations system and its mandated activities. The public view of the United Nations has a direct impact on the safety and security of the personnel assigned to fulfil its mandates worldwide.**

**88. I call upon Member States to continue observing the internationally agreed principles on the protection of United Nations personnel. 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.**

**89. I urge Member States to continue to facilitate administrative, visa and customs procedures for United Nations personnel and programmes, particularly for humanitarian emergencies and in high-threat environments.**

**90. Noting the importance of the "Saving Lives Together" framework and other steps to improve security collaboration between the United Nations system and non-governmental organizations, I reiterate my call to Member States and other United Nations partners, including regional and international organizations, to provide full support to this important security initiative.**

**91. On behalf of all United Nations personnel, I wish to express my deep appreciation to Member States for their ongoing support of the Department of Safety and Security, and I am optimistic that Member States and the United Nations system will continue to take the necessary steps to strengthen pragmatic approaches to security management.**

**92. 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 have lost their lives in the line of duty. I highly commend those who continue to work in challenging and dangerous conditions.**

**93. I wish to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations and associated personnel and continue its support to the United Nations security management system.**

### United Nations civilian personnel affected by security incidents from 1 January to 31 December 2011

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Internationally recruited personnel</i>	<i>Locally recruited personnel</i>	<i>Male personnel</i>	<i>Female personnel</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Loss of life as a result of acts of violence	26	7	19	20	6	9	Armed conflict (3), terrorism (13), crime (7), civil unrest (3)
Loss of life as a result of safety-related incidents	44	27	17	36	8	15	Aviation accident (31), road traffic accident (10), occupational safety accident (3)
Injury as a result of acts of violence	145	23	122	107	38	37	Armed conflict (1), terrorism (89), crime (51), civil unrest (4)
Injury as a result of safety-related incidents	166	42	124	112	54	55	Road traffic accident (141), occupational safety accident (25)
Abduction <sup>a</sup> of personnel	21	3	18	17	4	14	
Robbery <sup>b</sup> of personnel	417	151	266	189	228	72	
Residence break-in <sup>c</sup>	20	6	14	11	9	14	
Aggravated assault <sup>d</sup> of personnel	31	6	25	22	9	14	
Sexual assault of personnel	6	5	1	1	5	5	
Burglary <sup>e</sup> of residence	418	184	234	235	183	87	
Intimidation <sup>f</sup> of personnel	224	72	152	144	80	49	
Harassment <sup>g</sup> of personnel	46	17	29	24	22	26	
Arrest <sup>h</sup> and detention of personnel	195	26	169	181	14	44	
<b>Total</b>	<b>1 759</b>	<b>569</b>	<b>1 190</b>	<b>1 099</b>	<b>660</b>		

<sup>a</sup> 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.

<sup>b</sup> Act or instance of unlawfully taking property by the use of violence or threat of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit felony or crime aggravated by use of force and/or physical assault.

<sup>d</sup> Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit felony or crime.

<sup>f</sup> Act of making a person timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose causing substantial emotional distress.

<sup>h</sup> Acts executed by state actors.

## Annex II

**Number of United Nations civilian personnel affected by security incidents in 2009, 2010 and 2011**

<i>Category of security incident</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>
Loss of life as a result of acts of violence	31	5	26
Loss of life as a result of safety-related incidents	14	19	44
Injury as a result of acts of violence	110	68	145
Injury as a result of safety-related incidents	80	164	166
Abduction of personnel	22	12	21
Robbery of personnel	254	239	417
Residence break-in	26	35	20
Aggravated assault of personnel	72	64	31
Sexual assault of personnel	–	9	5
Burglary of residence of personnel	436	385	418
Intimidation of personnel	249	210	224
Harassment of personnel	29	17	46
Arrest and detention of personnel	163	211	195
<b>Total</b>	<b>1 486</b>	<b>1 438</b>	<b>1 759</b>

## Annex III

**Number of United Nations civilian personnel affected by security incidents in the first six months of 2009, 2010 and 2011**

<i>Category of security incident</i>	<i>First six months of 2010</i>	<i>First six months of 2011</i>	<i>First six months of 2012</i>
Loss of life as a result of acts of violence	4	9	7
Loss of life as a result of safety-related incidents	6	33	10
Injury as a result of acts of violence	32	46	42
Injury as a result of safety-related incidents	60	73	95
Abduction of personnel	7	14	25
Robbery of personnel	161	204	257
Residence break-in	13	19	12
Aggravated assault of personnel	47	17	20
Sexual assault of personnel	6	7	2
Burglary of residence of personnel	240	234	279
Intimidation of personnel	170	135	134
Harassment of personnel	7	8	34
Arrest and detention of personnel	112	118	186
<b>Total number of United Nations civilian personnel affected</b>	<b>865</b>	<b>917</b>	<b>1 103</b>

**Annex IV****Critical security incidents affecting personnel of non-governmental implementing partners of the United Nations in the period from 1 January 2010 to 30 June 2011 (as reported to the Department of Safety and Security)**

<i>Category of security incident</i>	<i>Number of personnel affected</i>
Loss of life as a result of acts of violence	47
Injuries as a result of acts of violence	67
Abduction of personnel	42
<b>Total</b>	<b>156</b>

**Sixty-eighth session**

Agenda item 70

**Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance****Safety and security of humanitarian personnel and protection of United Nations personnel****Report of the Secretary-General***Summary*

The General Assembly, in its resolution [67/85](#), requested the Secretary-General to submit to it, at its sixty-eighth 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 an update on the safety and security of United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations contained in resolution [67/85](#) that fall under the Department's purview.

The report describes the measures taken by the Department of Safety and Security and the United Nations security management system to realize the strategic vision of a modern, professional and effective security management system in ensuring the protection of United Nations personnel, premises and assets for the conduct of United Nations activities. The report provides an assessment of United Nations security management policies, efforts, initiatives and multi-faceted strategies in the evolving global security environment.



## I. Introduction

1. In its resolution 67/85, the General Assembly requested the Secretary-General to submit to it, at its sixty-eighth 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 an update on the safety and security of United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations contained in resolution 67/85 that fall under its purview.

2. The present report contains an analysis of security incidents that affected United Nations personnel<sup>1</sup> in the calendar year 2012 and compares the data, where applicable, to those of 2011 and previous years. Moreover, the report provides information on security incidents in the first six months of 2013. Such analysis presents a picture of the threats that the United Nations system faces as it delivers its programmes, including humanitarian assistance.

3. The report describes the measures taken by the Department of Safety and Security and the United Nations security management system to realize the strategic vision of a modern, professional and effective security management system that supports designated officials and security management teams worldwide. That system is aimed at providing the highest level of security for United Nations personnel and premises to enable United Nations programmes and activities to be carried out to the maximum extent possible. Pursuant to resolution 67/85, the report contains an assessment of the policies, strategies and initiatives of the United Nations system in the field of safety and security.

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

4. Diverse security threats against United Nations personnel remain acute. Deliberate attacks and an alarming rise in abductions reflect the dangerous environments in which United Nations personnel serve. In the current global security environment, the United Nations is often an alternative and relatively soft target. The asymmetrical nature of global conflicts has been increasingly prominent. Meanwhile, demands for the United Nations to operate in challenging security environments continue to grow.

5. United Nations and associated personnel continued to operate in 2012 and the first half of 2013 in increasingly high-risk areas, including amid armed conflicts and in volatile post-conflict environments. Member States and people around the world rightfully expect the United Nations to be present in situations of crisis, natural

---

<sup>1</sup> For the purpose of the present report, the term “United Nations personnel” refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in Department of Peacekeeping Operations- or Department of Political Affairs-led missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

disaster and political upheaval, which often result in dire humanitarian situations that require a United Nations presence to aid the affected population.

6. United Nations premises remained vulnerable to violent deliberate attacks by extremist elements. On 19 June 2013, in a complex extremist attack on the United Nations common compound in Mogadishu, eight United Nations and associated personnel were killed: a staff member of the United Nations Development Programme, three contractors and four Somali security guards. An unconfirmed number of Somali civilians were also killed in that appalling attack. It followed another attack, against the International Organization for Migration (IOM) in Kabul on 24 May 2013. One IOM staff member died as a result of that attack.

7. In view of unabated security challenges and threats, the United Nations security management system<sup>2</sup> continued to refine its policies and operations to meet the evolving demands for a United Nations presence worldwide.

## A. Personnel affected by security incidents in 2012

8. Accurate information analysis is essential to make an accurate assessment of the security challenges facing the United Nations. During the reporting period, the Department and the United Nations security management system continued to enhance information gathering and the analysis of security incidents affecting United Nations personnel.

9. Currently, the United Nations security management system is responsible for over 150,000 personnel in more than 187 countries. Some 30,000 United Nations personnel serve at headquarters locations<sup>3</sup> and more than 120,000<sup>4</sup> serve in non-headquarters duty stations, including field offices.

10. The main findings from the analysis of reported significant security incidents in 2012 are as follows:

(a) The total number of United Nations personnel affected by significant security incidents increased to 1,793, compared to 1,759 in 2011;

(b) Thirty-five United Nations personnel lost their lives in significant security incidents, compared to 70 in 2011;

(c) Twenty United Nations personnel lost their lives as a result of violence, while 15 were killed in safety-related incidents, compared to 26 and 44, respectively, in 2011;

(d) A total of 321 personnel were injured in significant security incidents (compared to 311 in 2011), 112 as the result of violence and 209 in safety-related incidents;

<sup>2</sup> The United Nations security management system comprises all the organizations of the United Nations system, as well as those non-United Nations entities that have a memorandum of understanding with the United Nations on security management.

<sup>3</sup> For the purpose of the present 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.

<sup>4</sup> The numbers of United Nations personnel are derived from the statistics of the organizations in the United Nations common system.

(e) Of the 20 personnel who lost their lives as a result of violence, three were killed in military hostilities, one died in an extremist attack and 15 were the victims of crime; one death is still under investigation;

(f) Of the 15 personnel killed in safety-related incidents, 12 died as a result of road traffic accidents, one died in an aviation accident and two died in occupational safety accidents.

11. Some of the main conclusions drawn from the analysis of those significant security incidents are as follows:

(a) In 2012, crime was the primary cause of death or injury, while in 2011, 50 per cent of deaths and 60 per cent of injuries resulted from a single attack on the United Nations premises in Abuja on 26 August 2011;

(b) In 2012, road traffic accidents were the primary cause of death and injury from safety-related incidents;

(c) Of the 20 personnel killed by acts of violence, all but one were locally recruited United Nations personnel;

(d) Female United Nations personnel were more affected by violent crime, including robbery, sexual assault and burglary, than male personnel.

### **1. Significant security incidents affecting United Nations personnel**

12. In 2012, of 1,793 United Nations personnel affected by significant security incidents, 97 per cent were in the field and 3 per cent were at headquarters locations.

### **2. Critical security incidents caused by violence**

13. Of the 1,793 United Nations personnel affected by significant security incidents in 2012, 22 per cent (387) were affected by critical incidents, that is to say incidents resulting in death, injury or abduction. That number marks an increase in the overall number of United Nations personnel affected by critical security incidents compared to 2010 (268) and 2009 (257), while it represents a decrease compared to the number affected by critical incidents in 2011 (402). The higher number for 2011 was largely attributable to the tragic event in Abuja and an aviation accident.

14. In 2012, 20 United Nations personnel were killed by violence, compared to 26 in 2011, and 5 in 2010. (See annex V, figure II, for the numbers of United Nations personnel killed by violence from 2005 to 2012.)

### **3. Abductions**

15. The marked increase in abductions of United Nations personnel since 2010 is a serious concern. In 2012, 31 United Nations personnel were abducted, compared to 21 in 2011, 12 in 2010 and 22 in 2009. Abduction incidents in 2012 resulted in three critical hostage situations: two in Yemen involving six United Nations personnel and one in Darfur, the Sudan, where a United Nations staff member remained in captivity for 87 days. Most of the abductions and hostage-taking occurred in the Sudan, the Syrian Arab Republic and Yemen. All the hostage incidents were successfully resolved.

16. The number of abductions continues to rise. During the first six months of 2013, as noted in paragraph 27 below, 15 United Nations personnel were abducted. Of those personnel, 12 were abducted in the Syrian Arab Republic.

17. With the promulgation of the United Nations security management system policy and guidelines on hostage incident management on 14 April 2012,<sup>5</sup> the Department continued to strengthen its response capacity to manage hostage incidents. That capacity comprises a network of staff trained in hostage incident management teams who are available for immediate deployment.

#### **4. Other incidents of violence**

18. During 2012, 408 United Nations personnel were affected by robberies, 31 were affected by break-ins to their residences and 44 were subjected to aggravated assault, 209 to acts of intimidation and 52 to harassment. Figure III in annex V shows the number of personnel affected in 2011 and in 2012 by such security incidents, which did not result in injury, abduction or death.

#### **5. Safety-related incidents**

19. In 2012, 15 personnel lost their lives and 209 were injured in safety-related incidents. Of the total number of deaths caused by safety-related incidents, 12 resulted from road traffic accidents, two from occupational safety accidents and one from an aviation accident, whereas in 2011, aviation accidents were the primary cause of death and injury of United Nations personnel.

20. Figure IV in annex V compares the number of personnel killed and injured by violence and in safety-related incidents during 2011 and 2012.

#### **6. Road traffic accidents**

21. In 2012, 12 United Nations personnel were killed and 180 were injured in road traffic accidents, compared to 10 killed and 141 injured in 2011. About 40 per cent of all road traffic incidents and 25 per cent of deaths in traffic accidents were associated with the use of official United Nations vehicles. In addition, 54 non-United Nations persons died in road traffic accidents involving United Nations vehicles in 20 countries in 2012, compared to the deaths of 36 such persons in 15 countries in 2011.

#### **7. Comparisons of significant security incidents by gender**

22. Females comprise some 40 per cent of all United Nations personnel and almost 37.5 per cent of personnel affected by significant security incidents. Female personnel were more affected by certain types of incident. For example, about 52 per cent of the personnel affected by robbery and about 100 per cent of those affected by sexual assault were female. (See annex V, fig. VII.)

---

<sup>5</sup> The Inter-Agency Security Management Network approved, for inclusion in the *Security Policy Manual*, policy on hostage incident management which subsumed the policy component of the previously approved "Hostage incident management guidelines". In addition, the Network endorsed the inclusion of revised guidelines on hostage incident management in the *Security Management Operations Manual*. The policy emphasizes that the United Nations security management system must manage in close coordination and cooperation with the host Government the risk posed by the taking hostage of United Nations personnel.

#### **8. Comparisons of significant security incidents among internationally and locally recruited personnel**

23. Approximately 27 per cent of the total of 150,000 United Nations personnel are internationally recruited. Internationally recruited personnel are affected by 35 per cent of significant security incidents (625 personnel). Locally recruited personnel were affected by 65 per cent of significant security incidents (1,168 personnel). See also annex V, figure V.

24. Of the 20 United Nations personnel killed by violence in 2012, 19 were locally recruited and one was internationally recruited. In addition, cases of harassment, arrest and detention, and intimidation had a greater impact on locally recruited personnel, owing to their association with the United Nations.

#### **B. United Nations operations in high-risk environments**

25. In 2012, United Nations personnel continued to carry out critical mandates in high-risk areas. There were 22 cases of intrusion into United Nations premises and six armed attacks on United Nations premises, including four cases in which the premises were affected by collateral military hostilities. This represents a marked increase compared to 2011, when there were 12 armed attacks on United Nations premises.

#### **C. Significant security incidents in the first six months of 2013**

26. In the first six months of 2013, there were two deliberate extremist attacks on United Nations premises, including one attack against the United Nations compound in Somalia and the other against IOM in Afghanistan.

27. In the first six months of 2013, 15 United Nations personnel were abducted. While all but one of those personnel were eventually safely released, the abductions of 13 of them resulted in hostage situations, with one such incident lasting two months.

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

28. The United Nations security management system is based on the fundamental principle that the host Government has the primary responsibility for the security and protection of United Nations personnel and their eligible family members and property, and the Organization's property.

29. The General Assembly, in paragraph 16 of its resolution [67/85](#), 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 mandate of a United Nations operation. The Assembly also requested the Secretary-General to seek the inclusion, in negotiations 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. Since its entry into force on 19 August 2010, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel has been applicable in this regard.

30. In line with paragraph 16 of General Assembly resolution 67/85, the Organization is continuing its efforts to seek the inclusion of key provisions of the Convention on the Safety of United Nations and Associated Personnel, including on the prosecution or extradition of offenders, in relevant agreements, such as status-of-forces and status-of-mission agreements, negotiated between the United Nations and host countries.

31. In addition to references to the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel, recently concluded status-of-forces and status-of-mission agreements and those under negotiation by the United Nations include references to the International Covenant on Civil and Political Rights.

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

#### **IV. Arrest and detention**

33. In 2012, 165 United Nations personnel were detained or arrested, with locally recruited personnel accounting for 97 per cent of those arrested or detained. While in 75 per cent of cases personnel were detained for alleged civil or criminal offences, in 25 per cent of them personnel were detained in the course of, or in connection with, their official duties. In 15 cases during 2012, the United Nations was denied access to the detainee and given no reasons for the arrest. As of 30 June 2013, 41 United Nations personnel remain in detention.

34. The Department, together with the organizations of the United Nations system and the Office of Legal Affairs of the Secretariat, continues to address the challenges with respect to arrests and detentions. The Department promulgated a United Nations security management system policy on arrest and detention on 14 April 2012.

#### **V. Strengthening the United Nations security management system**

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

35. Relations with host country authorities are fundamental to United Nations security management. During the reporting period, the Under-Secretary-General for Safety and Security and, as of 11 January 2013, the Acting Head of the Department of Safety and Security continued to maintain dialogue with the relevant authorities of Member States in order to strengthen collaboration between host Governments

and the United Nations on security matters. The Organization continued to promote collaboration with Member States, in particular host government authorities, in the areas of security-related information sharing, threat analysis, contingency planning and all aspects of security risk management, including protective measures for United Nations premises. At the strategic level, the security of United Nations personnel has been raised persistently during meetings with Member States.

36. Through regular interaction with Member States, the Department continued to provide information to them on steps taken and resources required for a modern, analysis-based and multidimensional security management system that enables the delivery of United Nations programmes.

37. To hold accountable those responsible for threats and acts of violence against United Nations personnel, the Department continued to work closely with the relevant authorities of Member States to ensure the full investigation of attacks against United Nations personnel. There remains an urgent need for progress on bringing to justice the perpetrators of acts against United Nations personnel.

38. Following the issuance of the United Nations security management system policy on relations with the host country on security<sup>6</sup> in April 2012, the Department led efforts to promote further collaboration with host Governments on security matters. Besides receiving strategic guidance and support from the Department, the designated officials for security and United Nations security professionals underwent mandatory training that highlighted relations with the host country as a critical aspect of their security management functions. This includes maintaining close liaison with host government authorities, building an effective information-sharing mechanism and jointly analysing security threats against the United Nations.

## **B. Assessment of the development, implementation and outcomes of policies, initiatives and efforts**

39. With ongoing efforts in line with the shift from the “when to leave” to the “how to stay” approach to security management, the Organization is continuing to refine its security management system. A main challenge is the need to balance security risk and programme imperatives, particularly for activities in high-risk areas. The Organization has developed guidelines and tools to support a risk management approach for programme activities and to describe how the Organization could accept higher levels of residual risk when there is a need to implement vital programmes (see [A/66/680](#)). At the same time, there is a continuing need for improvement not only with regard to policy development but also with regard to awareness, understanding and effective application of United Nations security management system policies and tools at all levels. The Department continued to underline the commitment required of all actors in the United Nations security management system, from the senior leadership to each individual staff member, in order to mainstream security into the consideration of programmes. Meanwhile, the Department continued to collaborate closely with members of the Inter-Agency Security Management Network in addressing any emerging gaps in policies, initiatives and efforts taken since the above-mentioned shift in 2009.

---

<sup>6</sup> All United Nations security management system policies are applicable to all United Nations security management system organizations.

40. The Department has initiated efforts to focus discussions within the United Nations security management system on immediate, medium-term and long-term strategic issues. The discussions, facilitated by the Department, are intended not only to identify and build on current strengths, but also to address strategic, operational and administrative gaps.

41. To address security threats against United Nations premises at the policy and operational levels, the Department, in collaboration with organizations of the United Nations system, has devised a global strategy to increase the Organization's capacity in security management. That strategy focuses on (a) strengthening security risk management, (b) implementing compliance with the minimum operating security standards, (c) enhancing surge capacity to response to emergencies and (d) devising effective physical security measures, supported by the United Nations security management system common policy on the security of United Nations premises.

### **1. Strategic approach and integration of security management with programmes**

42. Based on lessons learned from major tragic events affecting the United Nations since 2003, the Organization continued to strive for an improvement in security management consistent with the changing global security environment. One of the main challenges facing the United Nations and its humanitarian partners today is to be able to provide urgently needed humanitarian assistance to populations in the midst of armed conflicts. Continuing demands for the United Nations to deliver life-saving humanitarian programmes in high-threat environments necessitate an integrated approach to both programme delivery and security management. Such an approach integrates security management into the management of United Nations programmes intended to help populations in distress or in complex emergencies with dire humanitarian consequences.

43. Following the development of the "programme criticality" concept<sup>7</sup> in 2011, the United Nations system, in 2013, undertook a review of the programme criticality framework developed under the auspices of the High-level Committee on Management. The framework puts in place guiding principles and a structured approach to ensure that critical programme activities can be balanced against security risks. In January 2013, the heads of the United Nations Development Group, the Office for the Coordination of Humanitarian Affairs and the Departments of Safety and Security, Political Affairs, Peacekeeping Operations and Field Support jointly issued a letter to United Nations offices in 27 countries informing them of the programme criticality concept. In March 2013, the High-level Committee on Management approved the revised programme criticality framework and its roll-out.

44. Since 2009, the United Nations security management system has implemented the recommendations of the Independent Panel on the Safety and Security of United Nations Personnel and Premises Worldwide that are under its remit and, subsequently, the recommendations resulting from the management review of the

---

<sup>7</sup> See the report of the Secretary-General on the conclusions of the High-level Working Group on Programme Criticality (A/66/680) and the report of the Advisory Committee on Administrative and Budgetary Questions on the conclusions of the High-level Working Group on Programme Criticality (A/66/720).

Department in August 2009.<sup>8</sup> As part of the efforts to address medium- and long-term strategies the Department, in cooperation with its partners in the United Nations security management system, has implemented measures that go beyond the recommendations of the Independent Panel and is examining additional measures within its purview to strengthen the Organization's security management capacity. Those efforts include ongoing measures to improve physical security and to assess how the Inter-Agency Security Management Network and the Department could function more effectively and efficiently. Moreover, the Organization's strategic approach has focused on the need for further action to address issues relating to locally recruited personnel, the security of United Nations premises and the professionalization of its security personnel.

## **2. Developing security risk management tools**

45. Mitigating security risks remained a cornerstone of United Nations security management in the reporting period. Following the development of the security risk management policy in 2011, the Organization continued to improve its security risk management concept and tools to manage security risks to United Nations personnel, premises and assets. A working group of the Inter-Agency Security Management Network has further refined the security risk management concept and computer-based tools. Following a pilot test of the security risk management tools, the working group is developing a manual and training module. The Department plans to conduct the field testing of the web-based security risk management tools in 2014.

## **3. Developing a significant security incident reporting system**

46. The launch of the computer-based significant security incident reporting system<sup>9</sup> in July 2012 made it possible for incidents around the world to be reported electronically. To date, the significant security incident reporting system has recorded some 4,600 events with an impact on United Nations personnel, premises and property.

47. The Department continued to coordinate efforts through a working group of the Inter-Agency Security Management Network to improve current incident reporting. The Department aims to develop further a system that meets the needs of the United Nations system to improve the situational awareness of security professionals and actors in the United Nations security management system. The working group is developing a new taxonomy<sup>10</sup> of incidents and their impact which it expects to finalize by the end of 2013. Following approval of the taxonomy by the Network, the Department will launch a new reporting system in 2014 and will ensure that security professionals are fully trained in its use.

---

<sup>8</sup> The Organization completed the conduct of the management review of the Department of Safety and Security in August 2009 in line with General Assembly resolution 61/263 and the United Nations System Chief Executives Board's recommendation of March 2009, following the issuance of the report of the Independent Panel on the Safety and Security of United Nations Personnel and Premises in 9 June 2008.

<sup>9</sup> The significant security incident reporting system, designed to be integrated with geographic information systems, provides a standardized way to record security events separate from the recording of the impact of the event. It provides an overview of incidents affecting United Nations personnel, premises, property and programmes worldwide.

<sup>10</sup> Definitions of various types of security and safety incidents to be reported.

#### **4. Road safety initiatives**

48. During the reporting period, the Department, in cooperation with organizations of the United Nations system, continued to make efforts to promote road safety for United Nations personnel, in line with paragraph 24 of General Assembly resolution [67/85](#). Following the launch of the Road Safety Awareness Campaign in February 2012, the Department's Training and Development Section continued to increase road safety awareness among United Nations personnel at all levels. The Department has taken steps to promote awareness among the designated officials for security of the United Nations road safety policy and the important impact of United Nations road safety incidents on public perception of the Organization. Road safety awareness remains a key aspect of the safety management responsibility of United Nations personnel at all levels.

49. The Organization is conscious of the importance of road safety in preventing casualties among non-United Nations civilians and United Nations personnel. Following the promulgation of the United Nations common policy on road safety in 2011, the Department continues to collect and analyse information and report on road traffic incidents, including non-United Nations casualties resulting from road accidents involving United Nations personnel. Since the Department started collecting road traffic incident information in 2011, it has collected reliable data which, in the future, are expected to facilitate a more meaningful analysis of road safety incidents involving United Nations personnel.

#### **5. Compliance with policies and guidelines**

50. To ensure compliance with existing security management policies, the Department initiated a new approach to the evaluation of security programmes. That approach provides for a broad and comprehensive evaluation of security management measures, including minimum operating security standards worldwide. During the reporting period, the Department evaluated the status of security management measures, including compliance with the minimum operating security standards in 16 duty stations. The Department provided practical recommendations, monitored follow-up action and shared evaluation information with all the actors concerned.

51. The Department also deployed compliance missions to evaluate 683 premises of United Nations security management system organizations. This resulted in the issuance of 174 recommendations by the mission teams to improve various aspects of security programmes worldwide. The Department has made available, through its web portal, the security programme evaluation results and up-to-date information on compliance with safety and security policies.

#### **6. Measures to improve the safety and security of locally recruited personnel**

52. The security of locally recruited personnel is a priority for the United Nations system. The Organization continues to devote attention to addressing further its "duty of care" for locally recruited personnel. Additional security measures to protect locally recruited personnel, especially in crisis situations, have included establishing vital communication links with locally recruited personnel, ensuring the provision of salary advances, establishing alternative modalities of work, providing critical incident stress counselling and making available security training. Designated officials, in consultation with security management teams, identified relocation options for locally recruited personnel and their eligible family members

when necessary. The Department continued to mainstream considerations concerning locally recruited personnel into all of its security and safety policies.

#### **7. Measures to improve the safety and security of female personnel**

53. The Department continued its efforts to address the security concerns of female personnel. It has ensured the mainstreaming of gender perspectives into all United Nations security management system policies and guidelines. Through a website, operated by the Department, a comprehensive learning package targeting both genders, entitled “Women security awareness programme”, has proven effective in increasing awareness of security concerns for female personnel.

## **VI. Contributions of the Department of Safety and Security to the security of personnel, and main achievements**

54. The application of information technology, the dissemination and management of information, the reinforcement of analytical capacity and the refinement of security management tools remained key to promoting an organizational culture of effective security management and awareness among United Nations personnel at all levels.

### **A. Field support**

55. The Department continued to provide operational support to the security management structures, which include security professionals and managers in more than 150 countries. It assisted in the oversight of day-to-day security management and support, from crisis response to the management of critical incidents in the field.

56. The Department’s critical incident stress counsellors provided psychosocial services to 23,025 United Nations personnel in 28 countries. In eight of those countries, 8,795 United Nations staff members participated in counselling sessions. The Department has expanded its network of mental health professionals by training and certifying 91 professionals to provide counselling support to personnel in the Middle East, Asia and the Pacific, West Africa and East Africa. This marked an increase in geographical coverage, from 50 countries in 2011 to 93 in the reporting period.

### **B. Development of policies and guidelines**

57. The development of common policies and guidelines remained a key prerequisite for building a strengthened and unified United Nations security management system. In the reporting period, the Department, in tandem with the Inter-Agency Security Management Network, facilitated the development of an additional six policies for the United Nations security management system on: security of United Nations premises; improvised explosive devices; United Nations security management system boards of inquiry; security training and certification; special events organized or sponsored by United Nations security management system organizations (and related guidelines); fire safety and armed private security companies (and related guidelines, model contract and statement of work). Those policies came into effect in 2012 following endorsement by the High-level

Committee on Management and the United Nations System Chief Executives Board for Coordination.

58. In collaboration with organizations of the United Nations system, the Department has developed draft policies on lists of United Nations personnel, collaboration with non-governmental organizations and air safety, for consideration within the inter-agency security management mechanism.

59. To enhance awareness and ensure the uniform application of established and standardized safety and security policies, the Department has made available, through its web portal, up-to-date information on security policies and guidelines.

### **C. Securing United Nations premises, close protection and security arrangements for special events**

60. The Organization undertook a global review of the vulnerability and security of existing United Nations premises to support efforts to develop a United Nations security management system policy on the security of United Nations premises. In December 2012, the Department launched an expanded database of information on more than 6,800 office locations. To date, it contains information on 3,000 premises, that assists in the management of physical security surveys of United Nations premises.

61. From 1 January 2012 to 30 June 2013, the Department coordinated the assessment of, and when required, close protection services for 877 United Nations operations, including security arrangements for the travel of 136 senior United Nations officials to 172 countries. The Department provided security arrangements, in collaboration with host government authorities, for 233 United Nations-sponsored special events and conferences held outside of United Nations system premises in 91 countries. They included 14 major events, such as the United Nations Conference on Sustainable Development, held in Rio de Janeiro, Brazil, and the eighteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, held in Doha.

### **D. Recruitment**

62. Despite financial challenges within the Secretariat and the organizations of the United Nations system, the Department continued to meet the increasing demands to enable United Nations operations by deploying its personnel to the field to carry out security management functions. The Department is continuing its efforts to further promote gender balance and diversity in the appointment and deployment of its personnel.

### **E. Training**

63. The Department continued to place emphasis on the delivery of training aimed at improving security skills and security awareness, in accordance with General Assembly resolution [67/85](#). The Department focused on three target groups: United Nations security professionals, managers with security responsibilities and United Nations personnel.

64. Since the launch of the updated United Nations security awareness online training course, “Basic security in the field II”, 119,000 personnel have successfully completed the course. In early 2013, the Department launched an online course aimed at senior United Nations staff and members of the Security Management Team. To date, 494 personnel have completed that course. During the first six months of 2013, 35,366 personnel completed web-based security training.

65. In 2012 and the first six months of 2013, over 1,600 security professionals attended in-person security training courses. During the same period, over 500 staff members participated in the “Emergency trauma bag — first responder course”.

66. The Department, in cooperation with its partners in the United Nations security management system, continued to revise its practical security awareness programme, “Safe and secure approaches in field environments”, to make it accessible to field personnel. The Department extended this initiative to eligible family members of United Nations personnel and more than 120 eligible family members have received the training so far. To date, more than 19,000 United Nations personnel have completed this training programme, including more than 4,600 in 2012 and the first half of 2013. In order to ensure consistency in close protection arrangements, the Department has developed a “close protection officers certification course” and all personnel assigned to close protection operations must complete this course by 1 January 2015. To date, 85 close protection officers have successfully completed the course.

67. To promote cost-effective training practices that reach wider geographical areas, the Department has created a training strategy based on competency-based learning that combines traditional learning programmes and web-based distance learning to facilitate greater access to learning materials. To extend the outreach to target audiences across the United Nations system, the Department is developing a training-of-trainers programme. The Department has put in place a strategy to coordinate security training with the organizations of the United Nations system in order to undertake a joint global security training effort.

## **F. Information gathering and analysis**

68. The Department has devised tools to ensure that all actors within the United Nations security management system have at their disposal relevant and timely information.

69. Following the establishment of a policy on security clearances<sup>11</sup> and a user-friendly computer-based system for the travel request information process to facilitate the processing of security clearances for the official travel of United Nations personnel, the Department processes an average of 150,000 security clearances per month, equivalent to 1.8 million clearances annually.

---

<sup>11</sup> The United Nations security management system policy on security clearance procedures and travel request information, included in the *Security Policy Manual*, came into effect in January 2011.

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

70. While reporting on security incidents affecting non-governmental organizations has yet to be standardized, information received by the Department indicates that personnel of non-governmental humanitarian organizations continue to face significant security challenges. From 1 January 2012 to 30 June 2013, reports received by the Department indicate that at least 27 personnel of non-governmental organizations (NGOs) were killed,<sup>12</sup> 109 were injured as a result of violence and 49 were abducted. The number of abductions increased from 42 cases in the previous reporting period. (See annex V, fig. VI, for the reported numbers of personnel of non-governmental implementing partners affected by significant security incidents.)

71. The Department continued to strengthen cooperation with non-governmental organizations on security management. In consultation with the United Nations humanitarian agencies, the Office for the Coordination of Humanitarian Affairs and NGO partners, the Department has further integrated responsibilities for the implementation of the “Saving lives together” framework into regular functions of its relevant units. This new approach is intended to make coordination and the exchange of security information more systematic and reliable, both at the headquarters and field levels.

72. The Department has made available its communications centre to NGO partners in order to ensure a reliable 24/7 United Nations contact and emergency response when needed. Moreover, the Department has undertaken a comprehensive survey to assess the level and scope of security cooperation with NGOs on security issues. In collaboration with the United Nations agencies, funds and programmes and NGO partners, the Organization has supported an ongoing independent review to identify best practices, as well as areas for the improvement of collaboration between the United Nations and the humanitarian NGOs.

## VIII. Observations and recommendations

**73. United Nations personnel serve courageously in the most dangerous places in the world, performing duties essential to the restoration and maintenance of human dignity and development. Their safety and security is the Secretary-General’s highest priority.**

**74. United Nations personnel serve in an increasingly dangerous environment and encounter a variety of threats not previously encountered in the history of the Organization. The current asymmetric nature of warfare, seen in suicide bombings, the use of improvised explosive devices and random mass shootings, has a direct impact on the personnel and on the operations of the United Nations. Direct attacks against the United Nations are a distressing phenomenon that has developed over the past decade and those attacks are becoming more intense and more sophisticated. The most recent examples were the extremist attacks against the United Nations in Somalia and against the International**

---

<sup>12</sup> This reflects only the figures reported to the United Nations in seven countries. However, a considerable number of NGOs choose not to share such information with the United Nations.

**Organization for Migration, which is a member of the United Nations security management system. The almost two-fold increase in the abduction of United Nations and humanitarian personnel in just the past six months is also a new and alarming trend.**

**75. The Secretary-General is profoundly saddened and deeply concerned at the tragic loss of life and serious injuries affecting United Nations and humanitarian personnel during the reporting period. The United Nations has suffered 35 deaths and 321 injuries in the past 18 months. In addition, the deaths of at least 27 other humanitarian personnel have been reported. The Secretary-General is also deeply concerned at the unlawful detention and arrest of United Nations personnel, as well as at the lack of access by the United Nations to those detained and arrested in some cases. The majority of those cases involve locally recruited personnel, who are most vulnerable to arrest and detention by Governments that do not respect the rights and privileges of those working for the United Nations. The Secretary-General strongly urges those Member States holding United Nations personnel to allow access to them and to recognize their rights and privileges.**

**76. The Secretary-General is especially concerned about the safety and security of locally recruited staff. They make up the great majority of United Nations personnel serving in the field and suffer the most from situations of insecurity and acts of violence. With the help of the General Assembly, much has been done to support them in their work, but the Secretary-General believes that the United Nations needs a stronger approach to provide for their safety and security and he will be looking at ways to achieve it.**

**77. The Secretary-General underscores the need to bring to justice the perpetrators of heinous crimes and acts of violence against United Nations and humanitarian personnel. There can be no impunity for anyone who carries out such acts and the Secretary-General seeks the sustained and tenacious support of host Governments and Member States in seeking justice for those who have lost their lives or have been injured while serving with the United Nations or humanitarian organizations.**

**78. The security of United Nations and humanitarian personnel is firstly the responsibility of the host Government. The Secretary-General calls upon all Member States on whose territory United Nations and humanitarian personnel are serving, to redouble their efforts to ensure their security and safety.**

**79. On behalf of all United Nations personnel, the Secretary-General wishes to express his deepest appreciation to Member States for their continued support to and engagement with the Department of Safety and Security. The Secretary-General is confident that Member States and the United Nations system will continue to take the necessary steps to strengthen security management. The Secretary-General requests 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.**

**80. The Secretary-General is encouraged by the many reforms and improvements made in the United Nations security management system that would not have been possible without the full support of the General Assembly, for which the Secretary-General is most grateful. The United Nations has been**

able to introduce and implement a sophisticated security risk management system, greatly increase its security training for both security professionals and all staff members, introduce mandatory training on safe and secure approaches in field environments for personnel assigned to particularly dangerous countries, develop a world-class hostage incident management capacity, significantly improve and update its security policy portfolio and greatly expand its use and employment of stress counsellors. The Secretary-General is committed to building upon those advances and to strengthening them.

81. The Secretary-General recognizes that there are areas where improvements and reform are urgently needed in order to provide the highest level of security for United Nations personnel and operations. He has tasked the Department of Safety and Security to develop, from within existing resources initially, a physical security capacity in order to assess and take action on the physical security of United Nations premises worldwide in a more organized, coherent and rapid fashion. Much remains to be done to improve the physical security of United Nations premises and the support of Member States for that initiative is most appreciated.

82. The Secretary-General recognizes and salutes the service of the United Nations security professionals who serve in the field worldwide. Those brave and select officers, belonging either to the Department of Safety and Security, to the Department of Field Support or to United Nations agencies, funds and programmes, are essential to ensuring the safety of United Nations personnel and the continuing operations of the United Nations. The Secretary-General regrets that many of those officers, depending on specific contractual and recruitment arrangements, must serve for prolonged and indefinite periods in the field in the most dangerous countries, with little opportunity to be assigned to less hazardous duty stations. Their situation underlines once again the need for a flexible system of human resources management, particularly for security personnel, that promotes career development, mobility and an equitable sharing of security burdens.

83. The Secretary-General supports the shift in the security philosophy of United Nations field operations from a model that focused narrowly on internationally recruited staff, with insufficient regard for the importance of ongoing United Nations operations and programmes, to an approach which is characterized as “stay and deliver”. Using security risk management techniques aimed at mitigating outstanding risks and carefully calibrating its operations in consonance with the security environment and threats, the United Nations has been able to continue delivering critical programmes despite severe security challenges. The Secretary-General recognizes that people in need worldwide count on the United Nations for lifesaving humanitarian assistance and remains committed to ensuring the provision of that assistance, while also ensuring the maximum degree of safety and security for United Nations personnel, both internationally and locally recruited.

84. On behalf of the United Nations, the Secretary-General wishes to express his deepest condolences to the families of all United Nations and associated personnel and all humanitarian and security personnel who have lost their lives in the line of duty. The Secretary-General highly commends and pledges

**his utmost support for those who continue to work in challenging and dangerous conditions.**

**85. The Secretary-General wishes to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations and associated personnel and continue to support the United Nations security management system.**

## Annex I

**United Nations civilian personnel affected by security incidents  
from 1 January to 31 December 2012**

<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>
Loss of life as a result of acts of violence	20	1	19	16	4	13	Armed conflict (3), terrorism (1), crime (15), undetermined (1)
Loss of life as a result of safety-related incidents	15	4	11	11	4	12	Aviation accident (1), road traffic accident (12), occupational safety accident (2)
Injury as a result of acts of violence	112	40	72	91	21	29	Armed conflict (11), terrorism (7), crime (90), civil unrest (4)
Injury as a result of safety-related incidents	209	49	160	156	53	69	Road traffic accident (180), fire accident (2), occupational safety accident (27)
Abduction <sup>a</sup> of personnel	31	8	23	27	4	13	
Robbery <sup>b</sup> of personnel	408	179	229	195	213	71	
Residence break-in <sup>c</sup>	31	11	20	16	15	16	
Aggravated assault <sup>d</sup> of personnel	44	8	36	29	15	17	
Sexual assault of personnel	4	3	1	–	4	4	
Burglary <sup>e</sup> of residence	493	223	270	274	219	93	
Intimidation <sup>f</sup> of personnel	209	73	136	131	78	45	
Harassment <sup>g</sup> of personnel	52	21	31	27	25	28	
Arrest <sup>h</sup> and detention of personnel	165	5	160	161	4	27	
<b>Total</b>	<b>1 793</b>	<b>625</b>	<b>1 168</b>	<b>1 134</b>	<b>659</b>		

<sup>a</sup> Act of restraint through the use or threat of force or through fraudulent persuasion, including hostage-taking involving demands as a condition for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property by the use of violence or threat of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or crime, aggravated by use of force and/or physical assault.

<sup>d</sup> Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>f</sup> Act of making a person timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose and cause substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex II

**Number of United Nations civilian personnel affected by security incidents in 2009, 2010, 2011 and 2012**

<i>Category of security incident</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>
Loss of life as a result of acts of violence	31	5	26	20
Loss of life as a result of safety-related incidents	14	19	44	15
Injury as a result of acts of violence	110	68	145	112
Injury injured as a result of safety-related incidents	80	164	166	209
Abduction of personnel	22	12	21	31
Robbery of personnel	254	239	417	408
Residence break-in	26	35	20	31
Aggravated assault of personnel	72	64	31	44
Sexual assault of personnel	–	9	5	4
Burglary of residence of personnel	436	385	418	493
Intimidation of personnel	249	210	224	209
Harassment of personnel	29	17	46	52
Arrest and detention of personnel	163	211	195	165
<b>Total</b>	<b>1 486</b>	<b>1 438</b>	<b>1 759</b>	<b>1 793</b>

## Annex III

**Number of United Nations civilian personnel affected by security incidents in the first six months of 2010, 2011, 2012 and 2013**

<i>Category of security incident</i>	<i>First six months of 2010</i>	<i>First six months of 2011</i>	<i>First six months of 2012</i>	<i>First six months of 2013</i>
Loss of life as a result of acts of violence	4	9	7	11
Loss of life as a result of safety-related incidents	6	33	10	8
Injury as a result of acts of violence	32	46	42	68
Injury as a result of safety-related incidents	60	73	95	120
Abduction of personnel	7	14	25	15
Robbery of personnel	161	204	257	251
Residence break-in	13	19	12	15
Aggravated assault of personnel	47	17	20	22
Sexual assault of personnel	6	7	2	1
Burglary of residence of personnel	240	234	279	277
Intimidation of personnel	170	135	134	64
Harassment of personnel	7	8	34	18
Arrest and detention of personnel	112	118	116	57
<b>Total</b>	<b>865</b>	<b>917</b>	<b>1 033</b>	<b>927</b>

**Annex IV****Critical security incidents affecting personnel of  
non-governmental organization implementing partners of the  
United Nations in the period from 1 January 2011 to 30 June 2012  
(as reported to the Department of Safety and Security)**

<i>Category of security incident</i>	<i>Number of personnel affected</i>
Loss of life as a result of acts of violence	11
Abduction of personnel	49
Other critical incidents	101
<b>Total</b>	<b>161</b>

## Annex V

Figure I  
**Distribution between headquarters and field locations of personnel deployed and personnel affected by security incidents worldwide (2012 and 2011)**

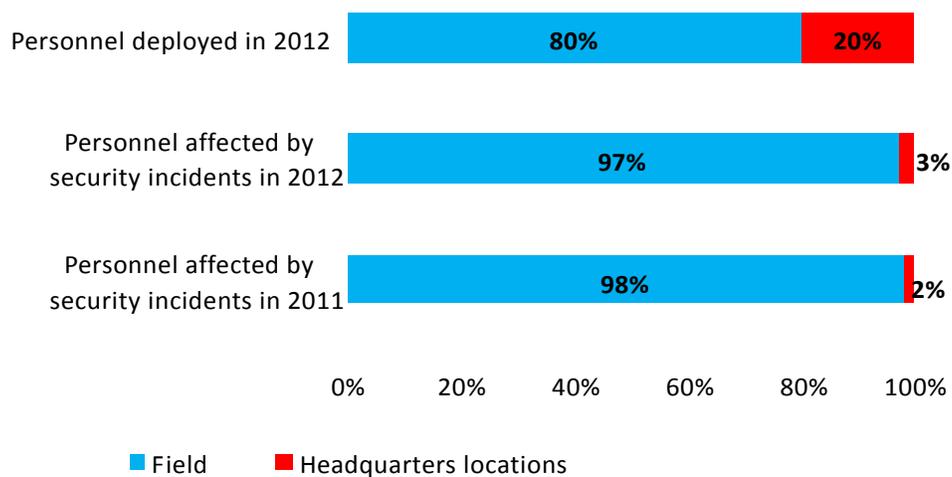


Figure II  
**Personnel killed by violence (2005-2012)**

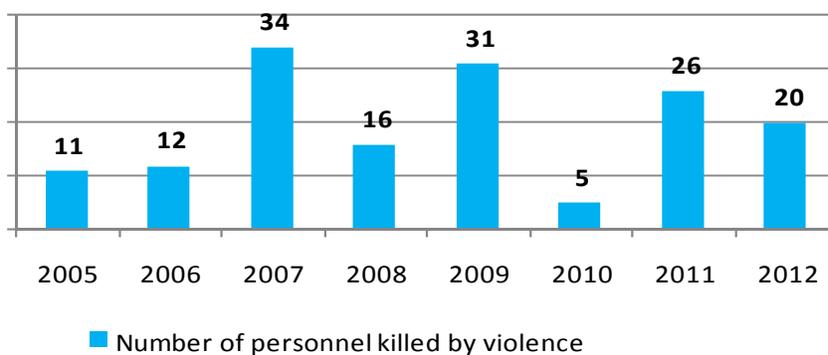


Figure III  
**Number of United Nations personnel affected by types of security incident (2011 and 2012)**

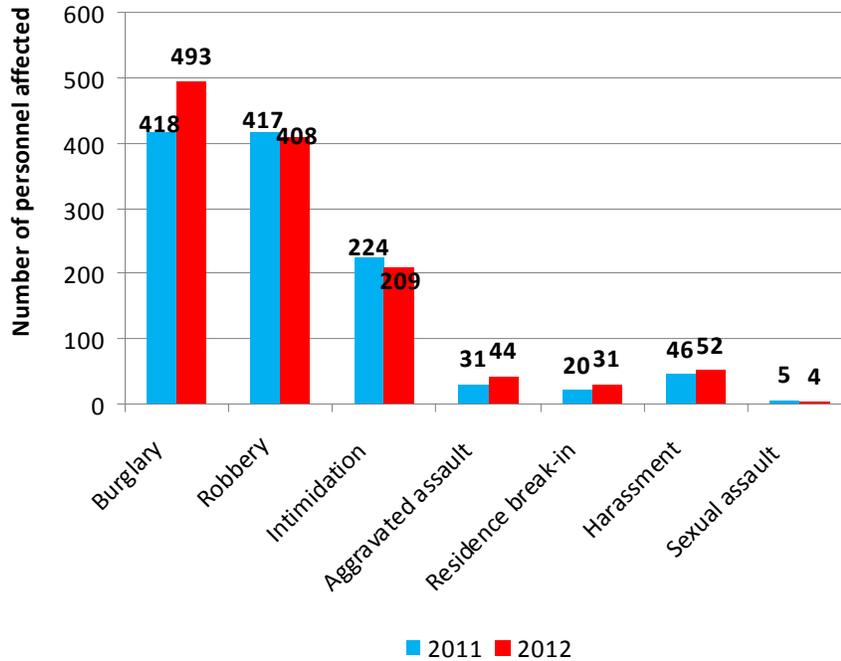


Figure IV  
**Violence versus safety-related incidents (2011 and 2012)**

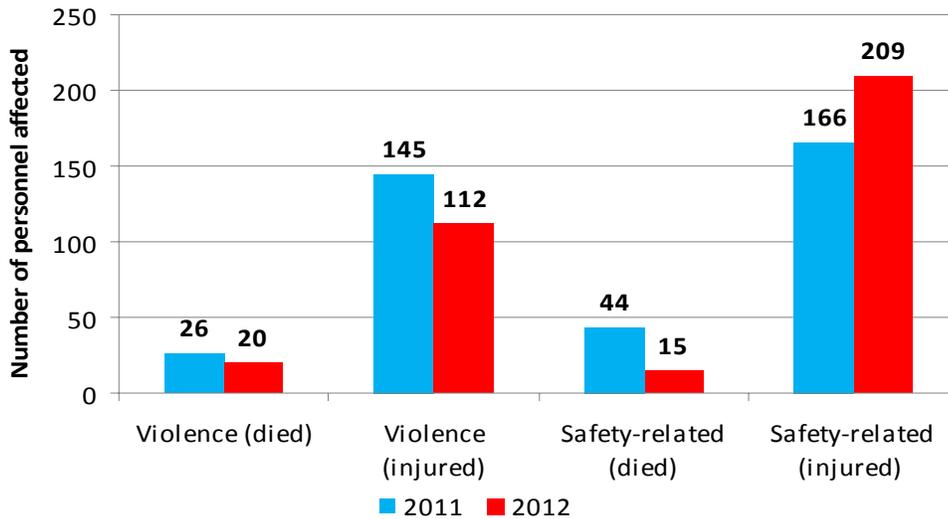


Figure V  
**Internationally and locally recruited personnel involved in security incidents (2012)**

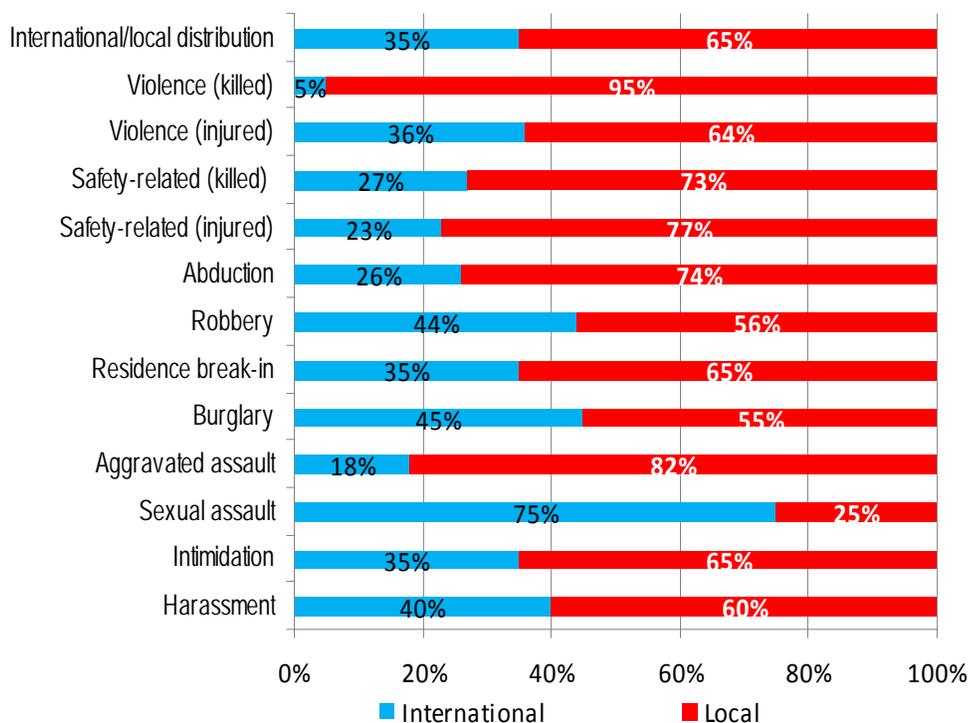


Figure VI  
**United Nations versus non-governmental organization implementing partner personnel affected by significant security incidents (1 January 2012-30 June 2013)**

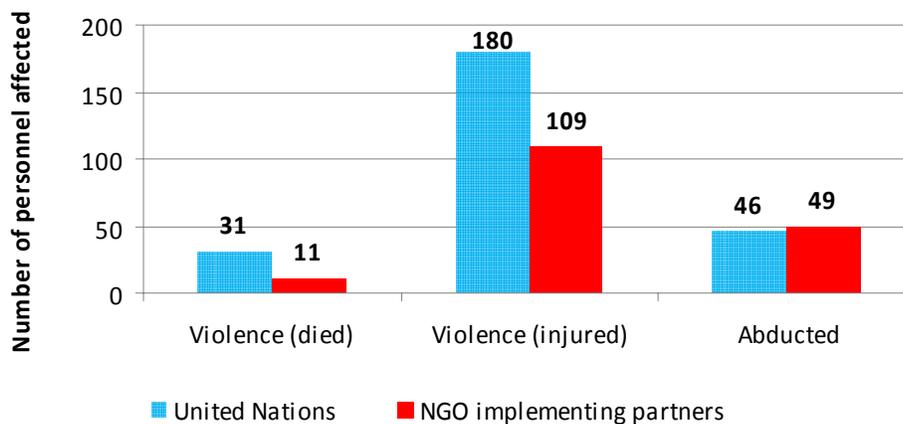
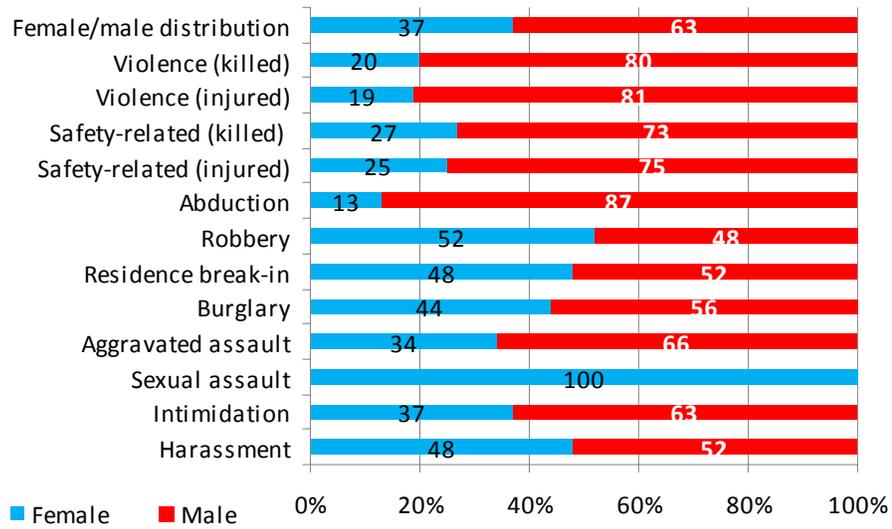


Figure VII  
**Female and male personnel affected by security incidents (2012)**





# General Assembly

Distr.: General  
29 September 2014

Original: English

---

## Sixty-ninth session

Agenda item 69

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution [68/101](#), requested the Secretary-General to submit to it, at its sixty-ninth 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 an update on the safety and security of United Nations 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 [68/101](#) that fall within the Department's purview.

The present report describes the measures taken by the Department of Safety and Security and the United Nations security management system to realize the strategic vision of a professional, effective and efficient security management system in ensuring the protection of United Nations personnel, premises and assets for the conduct of United Nations activities. The report provides an assessment of United Nations security management policies, efforts, initiatives and multi-faceted strategies in an evolving global security environment.



## I. Introduction

1. In its resolution 68/101, the General Assembly requested the Secretary-General to submit to it, at its sixty-ninth session, a 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 an update on the safety and security of United Nations 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 68/101 that fall within its purview.

2. The present report contains an analysis of security incidents that affected United Nations personnel<sup>1</sup> in the calendar year 2013 and compares the data, where applicable, to those of 2012 and the previous year(s). Additionally, the report provides information on security incidents in the first six months of 2014. Such analysis presents a picture of the threats that the United Nations system faces as it delivers its programmes, including humanitarian assistance.

3. The report describes the measures taken by the Department of Safety and Security and the United Nations security management system<sup>2</sup> in realizing the strategic vision of a modern, professional, effective and efficient security management system that supports United Nations designated officials and security management teams worldwide. The goal is to provide the highest level of security for United Nations personnel and premises consistent with the delivery and implementation of United Nations programmes and activities. In accordance with General Assembly resolution 68/101, the present report contains an assessment of the policies, strategies and initiatives of the United Nations system in the field of safety and security.

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

4. Threats against the United Nations are of increasing concern. In the current global security landscape, the United Nations is a target of violent attacks by parties to armed conflicts. The reporting period has witnessed complex attacks targeting United Nations personnel and premises.

5. Security threats have become more complex, with the use of unconventional tactics, including improvised explosive devices, suicide bombings and abductions. The line between criminals and hostile groups, including extremists with transnational strategies and using sophisticated tactics, is increasingly blurred.

---

<sup>1</sup> For the purpose of the present report, the term “United Nations personnel” refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in missions led by the Department of Peacekeeping Operations or the Department of Political Affairs, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

<sup>2</sup> The United Nations security management system includes all organizations of the United Nations system and other non-United Nations entities that have concluded a memorandum of understanding with the United Nations on security management.

6. In active theatres of conflict, violent attacks on humanitarian and civilian facilities have emerged as a cause of the deepest concern.

7. In 2013 and during the first six months of 2014, the United Nations conducted and expanded its operations in countries, missions and areas presenting unprecedented security challenges, including areas with active armed conflicts and volatile post-conflict environments as well as military confrontations, civil unrest and public disorder, sectarian violence, violent criminality, proliferation of extremism, political crisis, widespread human rights violations, dire humanitarian situations and emergencies and natural disasters. The number of countries, missions and areas characterized by these conditions as well as the number of United Nations personnel involved in operations in such locations increased significantly.

8. In areas of military hostilities, United Nations personnel have frequently been exposed to collateral risks and even direct attacks. During the reporting period, United Nations personnel, premises and assets in multiple locations were continuously targeted by extremist attacks involving the use of asymmetrical tactics. An increased level of criminality in multiple locations where United Nations personnel are present also constitutes a continuing security challenge.

9. Despite the challenging global security environment, during the reporting period the system-wide strategic approaches, policies and operational measures adopted by the United Nations security management system enabled the United Nations to conduct critical cross-border life-saving humanitarian operations in Iraq and the Syrian Arab Republic and respond to the political and human rights crises with dire humanitarian consequences in the Central African Republic, South Sudan, Mali and Ukraine. Moreover, the United Nations security management system has enabled the United Nations to expand its operations in Somalia, continue the delivery of its programmes and mandates in Libya and provide humanitarian assistance as well as recovery support to the victims of natural disaster in the Philippines.

10. To enable the effective delivery of wide-ranging United Nations programmes, mandates and activities worldwide, specifically in countries and areas associated with elevated threats and security risks, the Department of Safety and Security and the United Nations security management system continued to refine their policies as well as their strategic and operational approaches to meet the increasing demands.

## **A. Personnel affected by security incidents in 2013**

11. The United Nations security management system is currently responsible for the safety and security of more than 150,000 United Nations personnel in 187 countries. Some 30,000 United Nations personnel serve at headquarters locations<sup>3</sup> while more than 120,000<sup>4</sup> serve in non-headquarters duty stations, including field offices.

---

<sup>3</sup> For the purpose of the present 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.

<sup>4</sup> The numbers for United Nations personnel are derived from the 2010 statistics of the organizations in the United Nations common system.

12. The main findings from the reported critical and significant security incidents in 2013 are as follows:

(a) The total number of United Nations personnel affected by significant security incidents<sup>5</sup> was 1,216 compared with 1,793 in 2012, 1,759 in 2011 and 1,438 in 2010;

(b) A total of 28 United Nations personnel lost their lives in significant security incidents in 2013, compared with 35 in 2012, 70 in 2011 and 24 in 2010;

(c) Eighteen personnel lost their lives as a result of violence and 10 were killed in safety-related incidents, compared with 20 and 15 in 2012, 26 and 44 in 2011 and 5 and 19 in 2010, respectively;

(d) All 10 victims of safety-related incidents in 2013 lost their lives as a result of road traffic accidents;

(e) A total of 226 personnel were injured in significant security incidents (compared with 321 in 2012, 311 in 2011 and 232 in 2010), 82 as the result of violence and 144 in safety-related incidents;

(f) Of the 18 personnel who lost their lives as a result of violence, 7 were killed in military hostilities, 2 died in extremist attacks and 9 were victims of crime.

### **1. Critical security incidents caused by violence**

13. Of the 1,216 United Nations personnel involved in significant security incidents in 2013, 22 per cent (271) were affected by critical incidents, that is, incidents resulting in death, injury or abduction.

### **2. Abductions**

14. The continuing high number of abductions of United Nations personnel since 2010 remains a serious concern. In 2013, 17 United Nations personnel were abducted, following 31 abductions in 2012, 21 in 2011 and 12 in 2010. In the Syrian Arab Republic, United Nations personnel remained in captivity for eight months. Most of the abductions and hostage-taking incidents occurred in the Sudan, the Syrian Arab Republic and Yemen. During the first six months of 2014, nine United Nations personnel were abducted. All personnel abducted during the first six months of 2014 have been safely released. One internationally recruited staff member abducted in October 2013 in Yemen remains in captivity.

### **3. Other incidents of violence**

15. Although not resulting in death, abduction or injury, during 2013, 314 personnel were affected by robberies, 23 by break-ins of their residences and 35 by aggravated assault; 81 United Nations personnel were subjected to acts of intimidation. There were 28 incidents of harassment (see annex I and figure III in annex VI).

---

<sup>5</sup> “Significant security incidents” refer to all types of security and safety incidents including critical incidents resulting in death, injury or abduction, and other categories of security incidents as indicated in annex I (robbery, residence break-in, aggravated sexual assault, burglary, intimidation, harassment, arrest and detention).

#### **4. Safety-related incidents**

16. In 2013, 10 personnel lost their lives and 144 were injured in safety-related incidents. All the deaths caused by safety-related incidents were as a result of road traffic accidents (see figure IV in annex VI).

#### **5. Road traffic accidents**

17. Ten United Nations personnel were killed and a further 139 were injured in road traffic accidents in 2013, compared with 12 personnel killed and 180 injured in 2012. Approximately 50 per cent of all road traffic incidents and 33 per cent of deaths were associated with the use of official United Nations vehicles. In 2013, 32 non-United Nations personnel were killed and 291 were injured in traffic accidents involving United Nations official vehicles in 40 countries.

#### **6. Analysis of security incidents**

18. The number of United Nations personnel affected by critical and significant security incidents decreased in 2013 compared to the previous reporting period. In view of the present challenging security environment, this statistical decrease was marginal considering that the number of United Nations personnel affected by critical and significant security incidents is highly dependent on the number of mass casualties (i.e., deaths and injuries) sustained in single catastrophic incidents. No mass casualty events involving the United Nations occurred in the reporting period. In previous years, single mass casualty events had a profound impact on the overall number of deaths and injuries. An illustrative example is the suicide bomber attack in 2011 against the United Nations House in Abuja killing 14 United Nations personnel and injuring more than 60.

19. There were multiple direct extremist attacks targeting United Nations personnel, premises and assets in 2013 and during the first six months of 2014. Such attacks had the potential to cause catastrophic damage. The United Nations security management system security risk mitigation strategies as well as effective operational measures were effective in preventing the mass casualties that could have resulted from these attacks. Additional security measures, devised by the Department in tandem with the United Nations security management system, including enhanced physical security of premises, use of armoured vehicles, deployment of security guards and enhanced security training and awareness, all contributed to reducing the impact of these attacks and saved lives.

20. Another factor contributing to the overall decrease in the number of personnel affected by critical and significant incidents in 2013 was the fact that no United Nations personnel were killed as a result of aviation accidents. In 2011, 25 United Nations personnel lost their lives as a result of the crash of a United Nations aircraft in Kinshasa, which substantially increased the number of personnel killed in safety-related incidents that year.

21. The number of United Nations personnel killed or injured as a result of road traffic incidents remained high.

22. The total numbers of United Nations personnel affected by violent crime, including robbery, residential break-in and aggravated assault, has remained steady since 2009.

## **7. Comparisons of significant security incidents by gender**

23. Females accounted for some 40 per cent of United Nations personnel and almost 36 per cent of all personnel affected by significant security incidents. Female personnel were more affected by certain types of incidents. For example, about 52 per cent of the total number of personnel affected by robberies and almost 100 per cent of those affected by sexual assaults were female (see figure VII in annex VI).

## **8. Comparison of significant security incidents among international and locally recruited personnel**

24. Internationally recruited personnel comprised approximately 27 per cent of the total of 150,000 United Nations personnel. In 2013, 35 per cent of significant security incidents affected 406 internationally recruited personnel and 65 per cent of such incidents affected 810 locally recruited personnel (see figure V in annex VI).

25. Of the 18 United Nations personnel killed by violence in 2013, 13 were locally recruited personnel. In addition, incidents involving harassment, arrest and detention, and intimidation had a greater impact on locally recruited personnel.

## **B. United Nations operations in high-risk environments**

26. In 2013, there were 18 cases of intrusion into United Nations premises and 14 armed attacks, including six cases in which collateral military hostilities affected United Nations premises.

27. To enable the United Nations to carry out critical operations and programmes in high-risk environments, the Department of Safety and Security, in cooperation with the organizations of the United Nations system, continued to enhance its surge capacity for the timely deployment of security professionals in crises and complex emergencies. In 2013, the United Nations security management system enabled the delivery of critical mandates and programmes under conditions associated with high and very high security risks in several areas of Afghanistan, the Central African Republic, the Democratic Republic of the Congo, Iraq, Libya, Mali, Somalia, South Sudan, the Sudan, the Syrian Arab Republic and Yemen.

28. Its enhanced surge capacity enabled the Department to provide security support to United Nations programmes in areas that have been declared a level 3 emergency. In 2013, the United Nations declared four level 3 emergencies, in the Central African Republic, the Philippines, South Sudan and the Syrian Arab Republic.

## **C. Significant security incidents in the first six months of 2014**

29. On 17 January 2014, four international United Nations personnel were killed as a result of a complex attack on a restaurant in Kabul. On 7 April, two international United Nations personnel were assassinated in Galkayo, Somalia.

30. The number of aggravated and violent assaults on United Nations personnel and their residences increased significantly in the first six months of 2014 owing primarily to ongoing hostilities and civil unrest in the Central African Republic and

South Sudan. Nine United Nations personnel and their families were victims of violent attacks on their residences in the Central African Republic, with seven reported in South Sudan.

31. In the first six months of 2014, there were 9 cases of attacks on United Nations premises and assets in the Central African Republic and 10 similar attacks in South Sudan, resulting in massive looting of humanitarian goods and food aid.

#### **D. Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East**

32. Although area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) do not fall under the United Nations security management system and are not included in the overall statistics contained in the present report,<sup>6</sup> it is important to highlight the serious security incidents affecting UNRWA area staff because they are symptomatic of the environment in which the United Nations operates.

33. UNRWA employs more than 30,000 area staff in Gaza and the West Bank, Jordan, Lebanon and the Syrian Arab Republic. The majority of UNRWA area staff members work in the organization's five areas of operations and constitute the backbone of its workforce. They provide health, education, protection, infrastructure, relief and social services in aid of Palestine refugees.

34. Owing to prevailing security conditions in areas of UNRWA operations, UNRWA area staff and installations have been heavily affected by security incidents. From 1 January 2013 to 30 June 2014, 13 UNRWA area staff were killed and 21 injured as a result of acts of violence. In addition, 4 were abducted, 12 were reported missing and 68 detained or arrested (see annex V).

35. Most of the critical incidents occurred in the Syrian Arab Republic, where 10 UNRWA area staff members were killed, 16 injured, 2 abducted, 10 reported missing and 46 detained or arrested; 24 UNRWA area staff members were detained in the Syrian Arab Republic as of 30 June 2014.

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

36. The United Nations security management system is based on the fundamental principle that the host Government has the primary responsibility for the security and protection of United Nations personnel, property and assets.

37. In accordance with General Assembly resolution 68/101, the United Nations continued to take 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 mandate of a United Nations operation. Furthermore, the United Nations, in negotiating headquarters and other mission agreements, continued to seek the inclusion of the applicable conditions contained in the relevant

<sup>6</sup> See footnote 1 for the organizations covered by the United Nations security management system.

international conventions, including the Convention on the Safety of United Nations and Associated Personnel and its Optional Protocol. Recently concluded status-of-forces and status-of-mission agreements and those under negotiation by the United Nations include references to the International Covenant on Civil and Political Rights.

38. United Nations officials continued to maintain constructive engagement with Member States on issues relating to the human rights, privileges and immunities and the safety and security of United Nations personnel and to seek their support in improving the operational environment for the United Nations.

39. In promoting transparency and ongoing efforts under the Secretary-General's Rights up Front initiative, the Department continues to strengthen its cooperation and information-sharing on issues within its purview with relevant subsidiary bodies of the Human Rights Council.

#### **IV. Arrest and detention**

40. In 2013, 138 United Nations personnel were detained or arrested; 88 per cent of them were locally recruited personnel and about 80 per cent were detained or arrested following traffic accidents and for alleged civil or criminal offences. In 2013, in 21 cases of arrest or detention, the United Nations was denied access to the detainee and given no reasons for the arrest.

41. In the first six months of 2014, 41 United Nations personnel were detained or arrested. As of 30 June 2014, 52 United Nations personnel remained in detention, including 10 personnel convicted for civil or criminal offences.

42. The numbers of United Nations personnel detained or arrested by host country authorities have declined since 2009 but remain unacceptably high. The Department of Safety and Security continues to intensify its efforts, together with relevant United Nations entities and in cooperation with the host Government, to address this issue. Ongoing efforts include improving the reporting system in accordance with the United Nations security management system policy on arrest and detention, adopted on 14 April 2012, and proactive engagement with host government authorities.

#### **V. Strengthening the United Nations security management system**

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

43. Relations with host country authorities are fundamental to United Nations security management. During the reporting period, the senior leadership of the Department of Safety and Security maintained dialogues with the relevant authorities of Member States in order to strengthen collaboration between host Governments and the United Nations on security matters. The Organization continued to promote collaboration with Member States, in particular host government authorities, in the areas of security-related information-sharing,

situational awareness, threat analysis, contingency planning and other relevant aspects of security risk management. This collaboration focused not only on protective physical security measures for United Nations premises but also on efforts to address security management from a preventive and integrated perspective. At the strategic level, senior United Nations officials have consistently raised issues concerning the security of United Nations personnel during meetings with Member States.

44. Through regular interaction with Member States, the Department continued to provide information on steps taken and resources required to enable the delivery of United Nations programmes through a modern, analysis-based and multidimensional security management system. The United Nations policy approach towards collaboration with the host Government focuses on maintaining close liaison with host government authorities, building an effective information-sharing mechanism and jointly analysing security threats against the United Nations.<sup>7</sup>

45. A critical aspect of collaboration with the host Government is the effort to address impunity. In an attempt to hold accountable those responsible for threats and acts of violence against United Nations personnel, the Department and the designated officials continued to work closely with Member States to ensure that attacks against the United Nations are fully investigated.

46. Since January 2014, the Organization has been examining means by which the United Nations security management system, in cooperation with the host Government, could follow up more effectively on cases involving acts of violence committed against United Nations personnel. This exercise aims to ensure that serious acts against the United Nations are fully investigated and that comprehensive follow-up with survivors and victims' families is maintained.

## **B. Assessments of the development, implementation and outcomes of policies, initiatives and efforts**

47. The United Nations continues to refine its security management system in line with the Organization's shift from a "when to leave" to a "how to stay" approach. One of the main challenges is how to balance security risks and programme imperatives, particularly for activities in high-risk areas (see [A/66/680](#)).

48. At the same time, there is a need to re-examine further the strategic approach towards enhancing the "duty of care" for United Nations personnel. The Department led the working group established by the High-level Committee on Management to review the issues related to reconciling "duty of care" for United Nations personnel with the need to "stay and deliver" in high-risk environments. The working group held its first meeting on 28 August 2014 with the participation of relevant United Nations entities.

---

<sup>7</sup> Following the issuance of the United Nations security management system policy on relations with the host country on security in April 2012, the Department has led efforts to promote further collaboration with host Governments on security matters. These include strategic guidance and support to the designated officials for security and United Nations security professionals highlighting relations with the host country as a critical aspect of their security management functions.

49. In addition to the improvement of policy development and increasing awareness, understanding and effective application of United Nations security management system policies and tools at all levels, there is a need to ensure that those tools and policies fully correspond to operational requirements on the ground. The Department continued to promote the required commitment of all actors within the United Nations security management system, from United Nations senior leadership to individual personnel, to mainstream security as part of programme considerations. At the same time, the Department continued to collaborate closely with members of the Inter-Agency Security Management Network in its work to initiate policies and take steps to address any emerging policy gaps. Current efforts include revisions of the security risk management policy and tools to ensure their applicability and effectiveness at the field level.

50. The Department has taken steps to focus discussions within the United Nations security management system on immediate, medium-term and long-term strategic issues. The ongoing strategic review, facilitated by the Department since February 2014, has aimed not only to build on current strengths but also to address any strategic, operational and administrative gaps. Its ultimate objective is to identify areas where further alignment of the Department's structures and activities with the demands of the current threatening environment in which the United Nations operates is needed, in accordance with the mandate of the Department as set out by the General Assembly.

#### **1. Strategic approach and integration of security management with programmes**

51. At the policy and operational levels, the Department, in collaboration with the organizations of the United Nations system, continues to devise a global strategy to further strengthen the security management capacity of the United Nations.

52. The overarching strategic approach of the United Nations to security management focuses on the following aspects: (a) strengthening security risk management policy and tools as well as their application; (b) increasing situational awareness and analysis capacity; (c) strengthening policy development and promoting best practices; (d) increasing compliance with minimum operating security standards and improving monitoring and evaluation; (e) enhancing surge capacity for emergency response; (f) devising effective physical security measures; (g) developing the expertise of security professionals and strengthening support to the designated officials and the security management teams in the field; and (h) promoting an effective and preventive security management approach that is multidimensional.

53. Following the development of the programme criticality concept in 2011 (see [A/66/720](#) and [A/66/680](#)), the Working Group on Programme Criticality of the High-level Committee on Management at the beginning of 2014 commissioned an independent review of the programme criticality framework and the results of its roll-out in 2013. The framework puts in place guiding principles and a structured approach to ensure that critical programme activities can be balanced against security risks. On the basis of the outcome of the independent review, completed in June 2014, the United Nations is considering efforts to address key issues, including the need for effective Headquarters support, oversight and accountability of the programme criticality mechanism and field-level involvement in programme criticality assessments.

54. Since 2009, the United Nations security management system has taken measures within its remit to implement the recommendations of the Independent Panel on the Safety and Security of United Nations Personnel and Premises Worldwide contained in the report of the Independent Panel issued on 9 June 2008. Together with its partners in the United Nations security management system, the Department continues to examine measures within its purview with the aim of taking additional steps beyond those recommended by the Independent Panel. These include measures to improve the physical security of United Nations premises and to assess how the United Nations security management system could function more effectively and efficiently. Moreover, the United Nations continued to take additional steps on issues related to locally recruited personnel and on the professionalization of its security personnel.

## **2. Developing security risk management tools**

55. Following the development of the security risk management policy in 2011, the United Nations continued to improve its security risk management concept and tools to manage security risks against the United Nations, its personnel, premises and assets. Ongoing efforts by a working group of the Inter-Agency Security Management Network aim at review of the current policy and further refinement of the security management concept, manual and computer-based tools, as well as training.

## **3. Situational awareness and analysis**

56. In responding to unconventional threats, the United Nations continued to enhance its information-gathering capacity in an effort to improve its situational awareness. The Department is considering how to coordinate efforts with relevant United Nations entities to synchronize the United Nations data collection on security incidents and to enhance security information analysis through well-coordinated and integrated capacity.

## **4. Road safety initiatives**

57. During the reporting period, the Department, in cooperation with organizations of the United Nations system, continued to promote road safety for United Nations personnel in accordance with General Assembly resolution [68/101](#). Following the launch of a road safety awareness campaign in February 2012, the Department's Training and Development Section continued to increase awareness among United Nations personnel at all levels. Road safety awareness remains a key aspect of the safety management responsibility of United Nations personnel.

58. The Department continues to collect and analyse information and report on road safety incidents, including casualties among non-United Nations personnel resulting from road accidents involving United Nations personnel.

## **5. Compliance with policies and guidelines**

59. During the reporting period, the Department evaluated the effectiveness of security programmes and activities as well as the level of compliance with existing policies and guidelines by all relevant United Nations security management system actors across 17 duty stations. The Department assessed 809 premises and issued 135 recommendations on the security of United Nations premises. Further efforts

are under way to improve the methodology for security programme evaluation with updated assessment criteria. The Department's Compliance Evaluation and Monitoring Section, in cooperation with relevant United Nations system organizations, has initiated the development of evaluation tools for security professionals to conduct assessments at their designated field locations.

60. The follow-up action, taken in accordance with the 192 recommendations on compliance with policies and procedures issued by the Department, has contributed to improvement in the functioning of the security management team, the country security focal point network, the warden system and the overall field security management structure as well as security risk management measures.

#### **6. Measures to improve the safety and security of locally recruited personnel**

61. The security of locally recruited personnel is a priority for the United Nations system. The Organization continues to devote attention to devising further additional security measures to protect locally recruited personnel, especially in crises. The Department continues to mainstream considerations affecting locally recruited personnel in all its security and safety policies. Efforts are under way to review policies and procedures, in consultation with the Human Resources Network, with regard to alternate work modalities, relocation and evacuation of locally recruited personnel.

#### **7. Measures to improve the safety and security of female personnel**

62. The Department continued its efforts to address the security concerns of female personnel. It has ensured the mainstreaming of gender perspectives in all United Nations security management system policies and guidelines. Through training and an interactive website, operated by the Department, a comprehensive learning package, entitled "Women security awareness programme", targeting both genders, has helped increase awareness of security concerns of female personnel.

## **VI. Contributions of the Department of Safety and Security to the security of personnel, and main achievements**

63. During the reporting period, the Department managed worldwide activities related to 249 United Nations-sponsored special events and conferences held outside United Nations system premises and organized in locations that are not normally under the Organization's control, including 16 major events in 12 countries. These events included the United Nations Climate Change Conference, held in Warsaw, the Seventh Joint Annual Meetings of the African Union Conference of Ministers of Economy and Finance and the Economic Commission for Africa Conference of African Ministers of Finance, Planning and Economic Development, held in Abuja and the seventh session of the United Nations Human Settlements Programme World Urban Forum, held in Medellín, Colombia.

### **A. Field support**

64. The Department, through its Division of Regional Operations, continued to provide operational support to the security management structures that include

security professionals and managers in more than 180 countries. It assisted in the oversight of day-to-day security management and provided support for responses to crises and critical incidents in the field.

## **B. Development of policies and guidelines**

65. The development of common policies and guidelines remained a key prerequisite in building a strengthened and unified United Nations security management system. The Department, in tandem with the Inter-Agency Security Management Network, continued to facilitate the development of additional policies and guidelines for the United Nations security management system, as well as other policies with security implications. These included policies on improvised explosive devices, residential security standards, lists of United Nations personnel, collaboration with non-governmental organizations (NGOs) within the Saving Lives Together framework, aviation safety, and safety and security incident reporting.

66. Moreover, the Department has undertaken efforts with other entities to ensure the mainstreaming of security considerations in the Organization's multidimensional policies. These included the Organization's policies on crisis management, sexual exploitation and abuse in peacekeeping operations and the use of guard units for the protection of United Nations special political missions.

67. To enhance awareness and ensure the uniform application of established and standardized safety and security policies, the Department has made available, through its web portal, up-to-date information on security policies and guidelines. The Department's Policy, Planning and Coordination Unit continued to maintain a database of recommendations by United Nations oversight bodies as well as of lessons learned and best practices in security management and other policies with implications for security management. In accordance with the mandate provided by the General Assembly, the Unit continued to provide strategic advice to and support for the United Nations security management system and the Inter-Agency Security Management Network on policy issues. It continued to provide United Nations system-wide services through policy advice and responses to queries on security management policies and related issues.

## **C. Securing United Nations premises, close protection and security arrangements for special events**

68. From 1 January 2013 to 30 June 2014, the Department coordinated the assessment of 2,050 United Nations operations and, when required, of close protection services for them, including security arrangements for the travel of 140 senior United Nations officials to 190 countries. In the same period, the Department coordinated the provision of close protection services seconded by Member States for two field missions to South Sudan and the Syrian Arab Republic. The Department has continued to coordinate protective services for field missions, including during the start-up of peacekeeping operations in the Central African Republic and Mali, as well as for the mission of the Panel of Experts on Yemen. Through its Security and Safety Services, the Department provided a temporary guard force to secure the United Nations premises in Libya. Moreover, it provided close protection services for the Security Council missions to the Democratic

Republic of the Congo, Ethiopia, Rwanda and Uganda in October 2013 and Mali in January and February 2014.

69. The Department continued to enhance the safety and security features of United Nations premises at Headquarters in New York as well as premises in Cambodia, Kenya and Lebanon. In Kenya, during the first quarter of 2014, there was a dramatic increase in the number of violent incidents affecting United Nations personnel. These included extremist attacks in Nairobi, Mombasa and north-eastern areas. In 2013, the most notable attack by extremists in Kenya was the attack on Westgate shopping mall in Nairobi on 21 September 2013.

70. The Department has initiated the establishment of a physical security unit, using existing resources, with the aim of assessing the physical security of United Nations premises worldwide in a more organized, coherent and timely fashion.

#### **D. Training**

71. The Department's Training and Development Section facilitated a comprehensive security training programme in line with the strategies adopted by the Inter-Agency Security Management Network. The Department delivered core and specialist training courses through online and in-person training. To date, more than 180,000 United Nations personnel have successfully completed the online basic security in the field course, including United Nations personnel who are required to update their security training triennially. The revised course will soon be available for distribution in all United Nations official languages.

72. During the reporting period, the Department delivered a total of 117 courses. Approximately 1,800 security professionals have attended the courses, organized in collaboration with United Nations agencies, funds and programmes.

73. Hostage incident management training, security certification programmes, local security assistant programmes and intermediate training programmes are among the specialist and core security training courses offered to promote awareness on security policies, practices and procedures.

74. More than 5,000 United Nations personnel have completed the online security management team course, which aims to broaden security managers' knowledge about the United Nations security management system. The Department provided training for 52 designated officials during the reporting period and continued its collaboration with the United Nations Development Group on the training of resident coordinators and humanitarian coordinators.

75. In cooperation with the United Nations Medical Services Division, the Department facilitated the emergency trauma bag-first responder course for more than 400 United Nations personnel working in challenging security environments.

76. About 4,506 United Nations personnel have completed the course on safe and secure approaches in field environments. The Department, in cooperation with the Department of Peacekeeping Operations, has trained a total of 457 security personnel in peacekeeping missions.

## **E. Critical incidents stress management**

77. From January 2013 to June 2014, the Department's Critical Incident Stress Management Unit continued to build United Nations country offices' capacities and preparedness for critical incident stress management and prevention. These efforts included maintaining 23 critical incident stress intervention cells at field locations, providing counselling as well as training of personnel on stress management. The Department has conducted 7,968 counselling sessions and deployed counsellors in response to 36 major crises in the Middle East, Africa and Asia. These crises included floods in Indonesia; an earthquake in the Philippines; hostage incidents and political unrest in South Sudan and the Syrian Arab Republic; the extremist attack on the Westgate mall in Kenya; the attack on the United Nations compound in Mogadishu; political and social unrest, as well as extremist attacks, in Mali; and civil conflict in the Central African Republic. Moreover, the Department has contributed to the Secretariat's interdepartmental effort on support to the survivors and affected families and has worked closely with other relevant entities to further harmonize the United Nations counselling system during critical incidents.

## **F. Information management**

78. Following the launching of the computer-based significant safety and security incident recording system in 2013, the Department continued to coordinate efforts in coordination with the Inter-Agency Security Management Network to improve current security incident recording and further refine the system. This year, the Network has approved a new taxonomy of security incidents and definitions to be applicable across the United Nations security management system.

79. Following the establishment of a policy on security clearances and a user-friendly computer-based system to facilitate the process of security clearances for the official travel of United Nations personnel (the travel request information processing system), the Department now processes an average of 150,000 security clearances per month, which amounts to 1.8 million clearances annually.

## **G. Aviation safety**

80. The Department has developed its capacity to support the Organization's efforts to provide aviation safety guidance for United Nations personnel. The Department, in cooperation with the United Nations security management system organizations, continues to undertake a comprehensive policy review with regard to aviation safety, as well as an assessment of risks posed to personnel travelling by air. The initiative provides timely information on those risks that may have an impact on air travel by United Nations personnel. To date, the Department has provided information on aviation safety in response to approximately 4,500 requests for information from field duty stations worldwide.

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

81. While reporting on incidents affecting non-governmental organizations has yet to be standardized, information received by the Department indicates that personnel of non-governmental humanitarian organizations continue to face significant security challenges. From 1 January 2013 to 30 June 2014, reports received by the Department indicate that at least 44 personnel of non-governmental organizations were killed,<sup>8</sup> 90 injured by violence and 99 abducted. The reported number of victims in all categories increased from the previous reporting period (see figure VI in annex VI).

82. The Department has continued to provide support and engage with non-governmental organizations on security. In April 2014, the United Nations security management system promulgated its Saving Lives Together framework, which provides a basis to facilitate security cooperation between the United Nations and its implementing and operational partners. In addition, the Department, in cooperation with concerned United Nations entities, has concluded an independent review of Saving Lives Together, with the aim of enhancing the framework and developing new operational guidance.

83. In order to improve collaboration between the United Nations and NGOs, the Department will increase opportunities for security managers of non-governmental organizations to participate in Department security training workshops. It is expected that this initiative will further reinforce a mutual understanding of security management processes and procedures, as well as the sharing of best practices between the United Nations and NGOs.

## VIII. Observations and recommendations

**84. The protection of United Nations and humanitarian personnel is one of the international community's significant challenges in the twenty-first century. As the evolving global security environment is far from improving, United Nations and humanitarian personnel face threats whose nature and scale are unprecedented in the Organization's history.**

**85. The United Nations and its humanitarian personnel and premises are no longer immune from hostilities and attacks by State and non-State actors who are parties to a conflict. Irrespective of the motivations for these threats, this trend calls for joint efforts by the international community to address in a more comprehensive manner the need to protect United Nations and humanitarian personnel.**

**86. Three inextricably linked factors that should prompt the world community to make concerted efforts to ensure the protection of United Nations and humanitarian personnel need to be highlighted: (a) a current and evolving global security environment marked by unconventional and diverse threats against United Nations and humanitarian personnel; (b) the increasing**

---

<sup>8</sup> This is the figure reported to the United Nations in seven countries. There are, however, a considerable number of NGOs that choose not to share this information with the United Nations.

requirement by Member States for the United Nations to be present in dangerous places, including in areas of active armed conflict and volatile post-conflict environments; and (c) the undeterred commitment of the United Nations to operate, regardless of the environment, in order to carry out life-saving programmes and to promote peace, human rights and development.

87. I wish to commend and pay tribute to the courageous United Nations and humanitarian personnel who serve across the globe, especially those serving in high-risk environments, to assist populations in dire need. Despite the evolving acute and diverse threats, United Nations and humanitarian personnel continue to carry out duties that are essential to the restoration of peace and security and the promotion of human rights and development.

88. I am saddened and distressed by the tragic loss of life of United Nations and humanitarian personnel, in particular the deaths of 28 United Nations personnel in 2013 and a further 16 in the first six months of 2014; the reported deaths of at least 44 NGO humanitarian personnel; and the loss of 13 UNRWA area staff during the reporting period. The deliberate killing of two United Nations personnel in Galkayo, Somalia, on 14 April 2014 is appalling.

89. In gross violation of internationally accepted norms and principles, the attacks on United Nations personnel and premises have shown no sign of abating. I wish to underscore that in the midst of escalating violence in active conflicts, United Nations shelters must remain safe.

90. The continuous and drastic rise in the number of abductions of United Nations and humanitarian personnel is a cause of great concern. There was a more than three-fold increase in the number of abductions involving humanitarian personnel of non-governmental organizations in 2013, with 99 reported incidents. This is unacceptable.

91. The importance of addressing impunity for crimes committed against United Nations and humanitarian personnel is paramount. I call upon host Governments and Member States to bring to justice perpetrators of violent acts against United Nations and humanitarian personnel.

92. The unlawful detention and arrest of United Nations personnel, particularly in cases where the United Nations lacks access to those arrested or detained, is of concern.

93. Despite our determination to deliver programmes in high-risk locations, the United Nations should not aim merely to maintain a presence; to fulfil its mandate, it must be able to “stay and deliver” these critical programmes. There is a need to uphold the “duty of care” towards United Nations personnel, particularly locally recruited personnel.

94. It is imperative that the Organization, Member States, humanitarian partners and the world community forge a forward-looking and comprehensive approach aimed at protecting United Nations and humanitarian personnel. Concerted measures to address the challenges in the context of the current global security situation should be preventive rather than responsive. This approach will allow the United Nations to “stay and deliver” its critical programmes in those challenging security environments where it must operate.

95. **Constructive engagement with all stakeholders and acceptance by the local population is an integral part of multidimensional security management. In the current global security environment, impartiality, both real and perceived, on the part of the United Nations and its mandates is essential for the protection of United Nations and humanitarian personnel. The ability to establish and maintain constructive engagement with all stakeholders in the environment in which the United Nations operates is an indispensable strategy in protecting United Nations and humanitarian personnel.**

96. **While physical security is a core component of United Nations security management, the sustainable security management approach requires an approach that is multidimensional. This includes the need to view security management as a joint effort undertaken in partnership with host Governments and Member States. The protection of United Nations and humanitarian personnel is the collective responsibility of the international community.**

97. **On behalf of all United Nations personnel, I wish to express my deepest appreciation to Member States for their continued support to and engagement with the Department of Safety and Security. 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.**

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

99. **I wish to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations and associated personnel and continue its support to the United Nations security management system.**

## Annex I

**United Nations civilian personnel affected by security incidents  
from 1 January to 31 December 2013**

<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>
Loss of life as a result of acts of violence	18	5	13	16	2	10	Armed conflict (7), terrorism (2), crime (9)
Loss of life as a result of safety-related incidents	10	2	8	9	1	9	Road traffic accident (10)
Injury as a result of acts of violence	82	33	49	69	13	23	Armed conflict (9), terrorism (5), crime (61), civil unrest (7)
Injury as a result of safety-related incidents	144	42	102	106	38	55	Road traffic accident (139), other safety accident (5)
Abduction <sup>a</sup> of personnel	17	10	7	16	1	5	
Robbery <sup>b</sup> of personnel	314	123	191	150	164	61	
Residence break-in <sup>c</sup>	23	9	14	15	8	12	
Aggravated assault <sup>d</sup> of personnel	35	12	23	21	14	14	
Sexual assault of personnel	4	2	2	–	4	3	
Burglary <sup>e</sup> of residence	322	121	201	172	150	81	
Intimidation <sup>f</sup> of personnel	81	15	66	61	20	14	
Harassment <sup>g</sup> of personnel	28	15	13	13	15	12	
Arrest <sup>h</sup> and detention of personnel	138	17	121	135	3	14	
<b>Total</b>	<b>1 216</b>	<b>406</b>	<b>810</b>	<b>783</b>	<b>433</b>		

<sup>a</sup> 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.

<sup>b</sup> Act or instance of unlawfully taking property by the use of violence or threat of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or crime aggravated by the use of force and/or physical assault.

<sup>d</sup> Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>f</sup> Act of making a person timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex II

**Number of United Nations civilian personnel affected by security incidents in 2010, 2011, 2012 and 2013**

<i>Category of security incident</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>
Loss of life as a result of acts of violence	5	26	20	18
Loss of life as a result of safety-related incidents	19	44	15	10
Injury as a result of acts of violence	68	145	112	82
Injury as a result of safety-related incidents	164	166	209	144
Abduction of personnel	12	21	31	17
Robbery of personnel	239	417	408	314
Residence break-in	35	20	31	23
Aggravated assault of personnel	64	31	44	35
Sexual assault of personnel	9	6	4	4
Burglary of residence of personnel	385	418	493	322
Intimidation of personnel	210	224	209	81
Harassment of personnel	17	46	52	28
Arrest and detention of personnel	211	195	165	138
<b>Total</b>	<b>1 438</b>	<b>1 759</b>	<b>1 793</b>	<b>1 216</b>

## Annex III

**Number of United Nations civilian personnel affected by security incidents in the first six months of 2011, 2012, 2013 and 2014**

<i>Category of security incident</i>	<i>First six months of 2011</i>	<i>First six months of 2012</i>	<i>First six months of 2013</i>	<i>First six months of 2014</i>
Loss of life as a result of acts of violence	9	7	11	10
Loss of life as a result of safety-related incidents	33	10	8	6
Injury as a result of acts of violence	46	42	68	21
Injury as a result of safety-related incidents	73	95	120	50
Abduction of personnel	14	25	15	9
Robbery of personnel	204	257	251	64
Residence break-in	19	12	15	23
Aggravated assault of personnel	17	20	22	36
Sexual assault of personnel	7	2	1	–
Burglary of residence of personnel	234	279	277	70
Intimidation of personnel	135	134	64	46
Harassment of personnel	8	34	18	10
Arrest and detention of personnel	118	116	57	41
<b>Total</b>	<b>917</b>	<b>1 033</b>	<b>927</b>	<b>386</b>

**Annex IV****Critical security incidents affecting personnel of non-governmental organization implementing partners of the United Nations in the period from 1 January 2013 to 30 June 2014 (as reported to the Department of Safety and Security)**

<i>Category of security incident affecting NGO implementing partners</i>	<i>Number of personnel affected</i>
Loss of life as a result of acts of violence	44
Abduction of personnel	99
Other critical incidents	90
<b>Total</b>	<b>233</b>

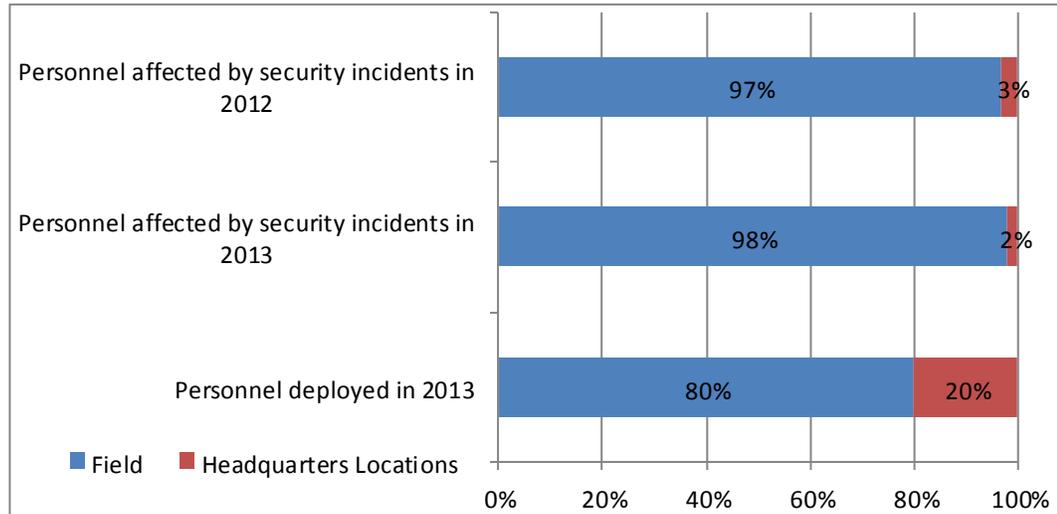
## Annex V

**Number of personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East affected by critical security incidents from 1 January 2013 to 30 June 2014**

<i>Category of security incident affecting UNRWA area staff</i>	<i>Number of staff affected in 2013</i>	<i>Number of staff affected in 2014</i>
Loss of life as a result of acts of violence	10	3
Injury as a result of violence	15	6
Abduction of area staff	3	1
Missing area staff	12	–
Arrest and detention of area staff	43	25
<b>Total</b>	<b>83</b>	<b>35</b>

**Annex VI**

**Figure I**  
**Distribution between headquarters and field locations of personnel deployed and personnel affected by security incidents worldwide (2013 and 2012)**



**Figure II**  
**Personnel killed by violence (2005-2013)**

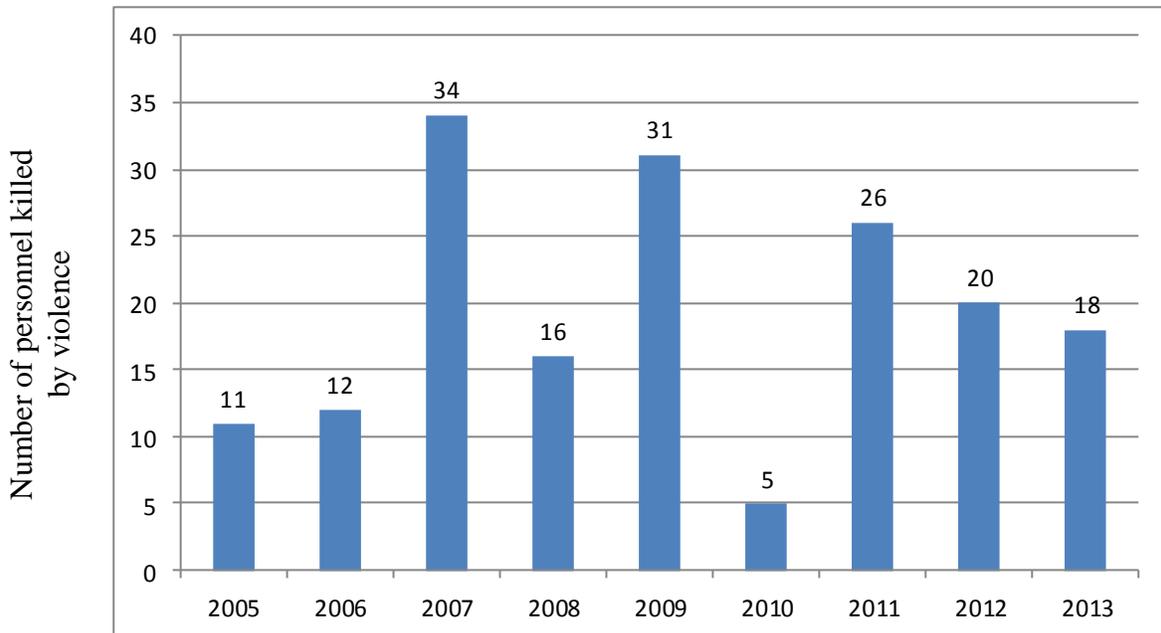


Figure III  
**Number of United Nations personnel affected by types of security incident (2012 and 2013)**

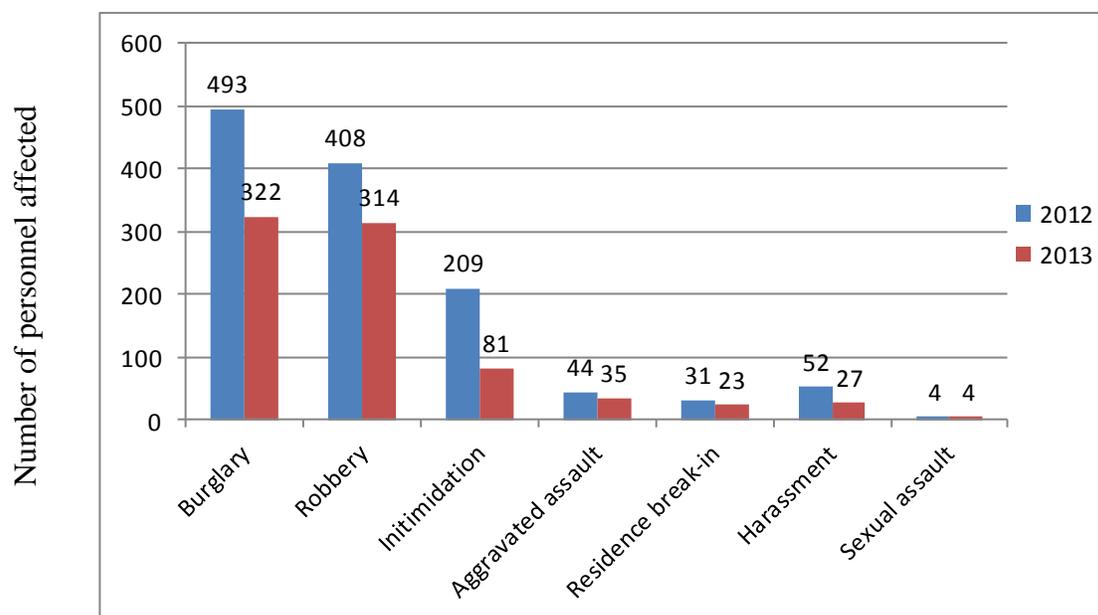


Figure IV  
**Violence versus safety-related incidents (2012 and 2013)**

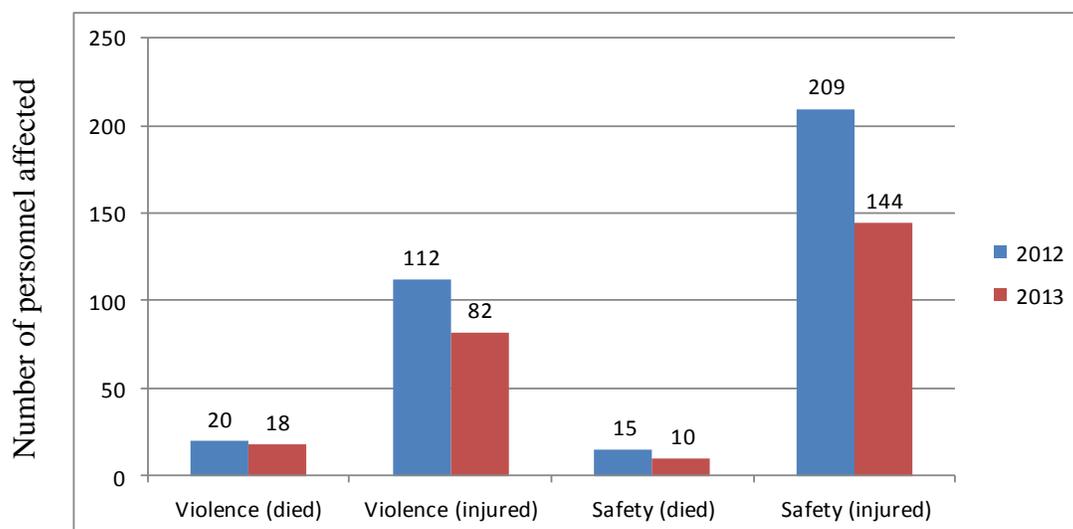


Figure V  
**Internationally and locally recruited personnel involved in security incidents (2013)**

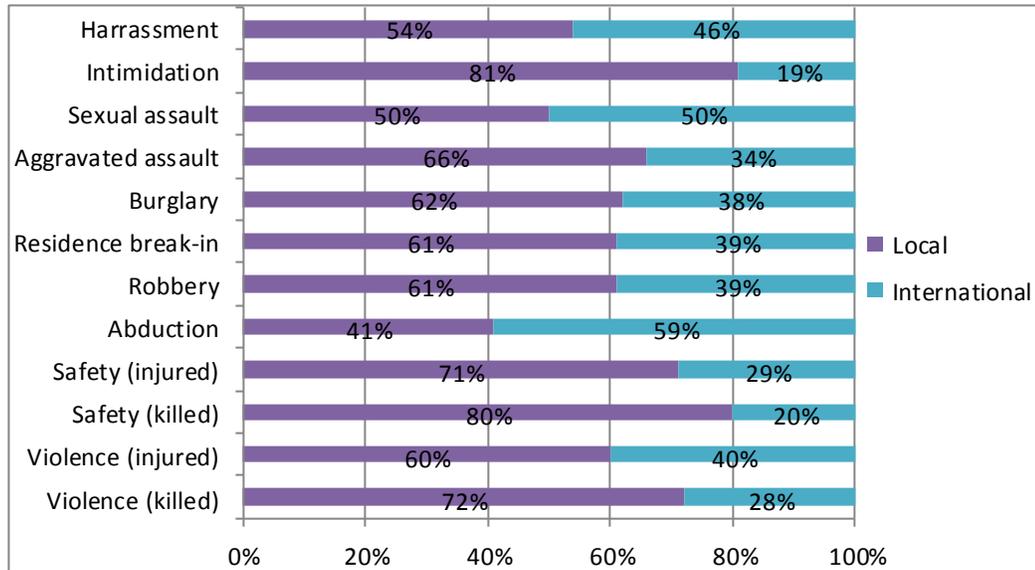


Figure VI  
**United Nations versus non-governmental organization implementing partner personnel affected by significant security incidents in the period from 1 January 2013 to 30 June 2014**

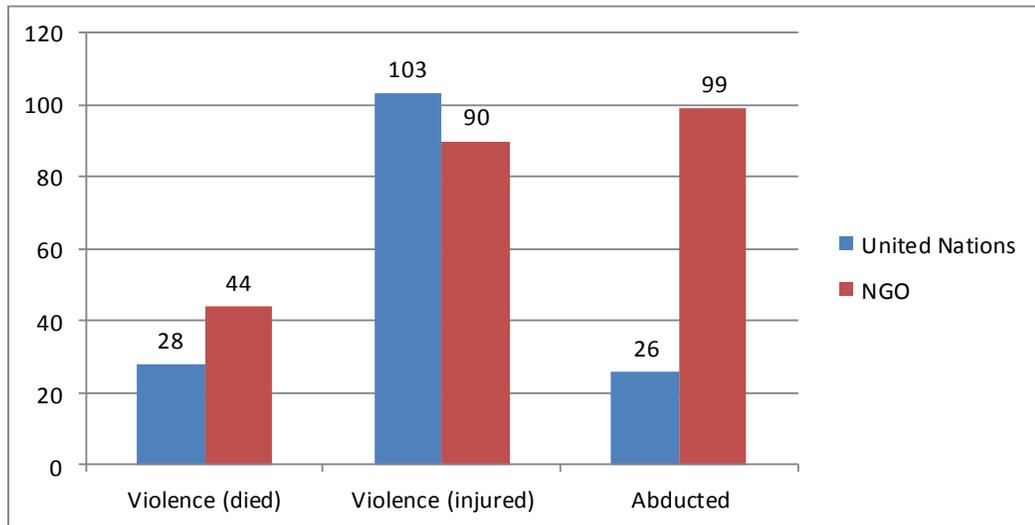
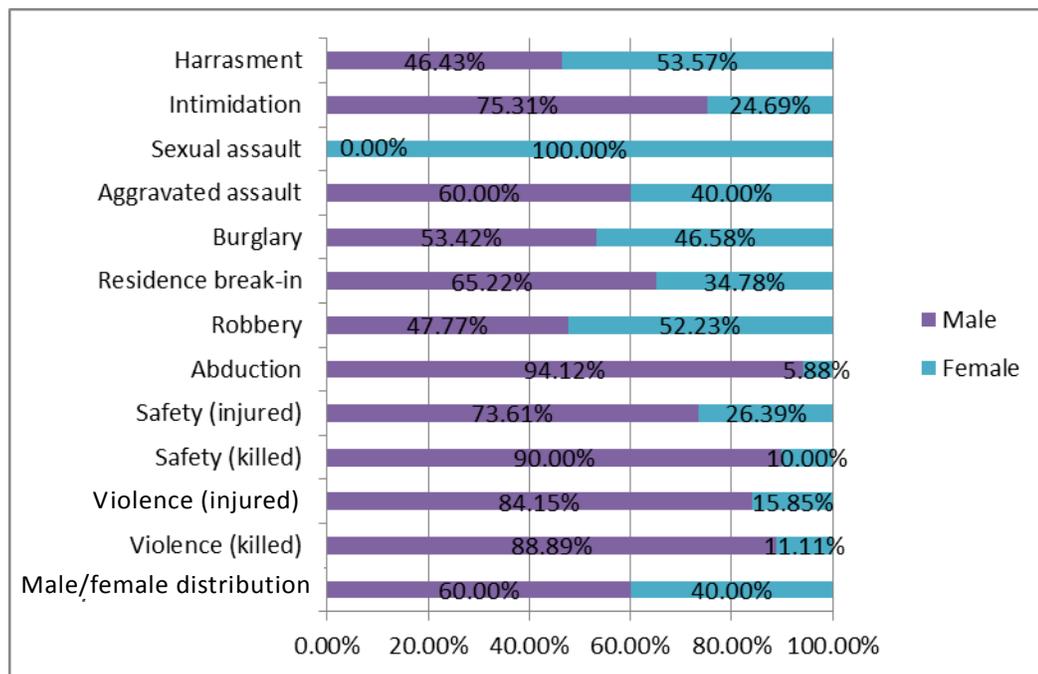


Figure VII  
**Female and male personnel affected by security incidents (2013)**





# General Assembly

Distr.: General  
21 September 2015

Original: English

---

**Seventieth session**

Agenda item 73

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution 69/133, requested the Secretary-General to submit to it, at its seventieth 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. It also requested the Secretary-General to include therein an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

The report presents an overview of the global security environment, associated security threats and challenges facing United Nations personnel and the response of the Organization to those threats and challenges. It also contains an analysis of emerging security trends, their key drivers and their implications for United Nations personnel. The Secretary-General highlights the role of the Department of Safety and Security in strengthening the safety and security of United Nations personnel and, in turn, enabling the United Nations to deliver its programmes across the globe. The report concludes with observations and conclusions for consideration by the General Assembly.



## I. Introduction

1. In its resolution 69/133, the General Assembly requested the Secretary-General to submit to it, at its seventieth 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. It also requested the Secretary-General's report to include therein an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2014 to June 2015. It presents an overview of the global security environment and the associated security threats and challenges facing United Nations personnel<sup>1</sup> and of the response of the United Nations to such threats and challenges.

3. The Secretary-General highlights the role and contributions of the Department of Safety and Security, established a decade ago by the General Assembly in its resolution 59/276, in providing strategic leadership to the United Nations security management system.<sup>2</sup>

## II. Security threats against and challenges for United Nations personnel

### A. Global security environment

4. The global security environment remained complex and dynamic during the reporting period. United Nations personnel continued to confront diverse and multifaceted threats, both directly, in cases in which the Organization was deliberately targeted, and indirectly, through collateral damage.

5. United Nations personnel continued to work in environments with significant security challenges that were marked by armed conflict, post-conflict instability, the proliferation of violent extremism and terrorism, rising crime, civil disorder and widespread human rights violations, most of which were fuelled by underlying political, economic and social crises. The actors who represented the primary threat were violent extremists, armed groups, organized criminal networks and opportunistic individuals manifesting little or no respect for the mandate or values of the United

---

<sup>1</sup> For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in missions led by the Department of Peacekeeping Operations or the Department of Political Affairs, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. The security management system is responsible for some 180,000 personnel, according to the United Nations Security Managers Information Network database.

<sup>2</sup> The security management system includes all organizations of the United Nations system and other non-United Nations entities that have concluded a memorandum of understanding with the United Nations on security management.

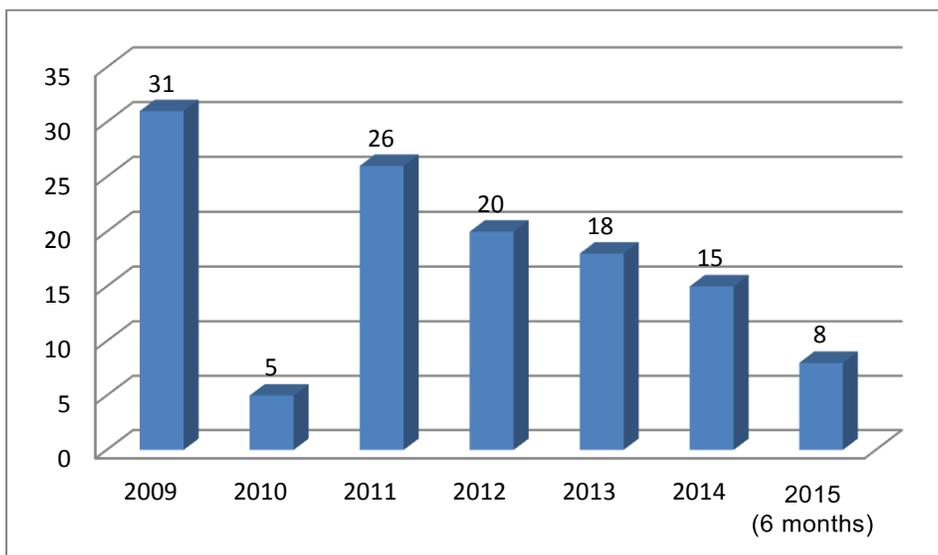
Nations. Such actors do not view the Organization as a neutral or impartial entity and, in some cases, they view its presence as an impediment to their objectives.

6. The rapid rise of the Islamic State in Iraq and the Levant is of great concern to the Organization, in particular given the already substantial threat posed by such older extremist movements as Al-Qaida, Boko Haram and Al-Shabaab. In 2014, 6 out of the 15 United Nations personnel who lost their lives as a result of violence were killed in acts of terrorism attributed to such groups. The persistent anti-United Nations propaganda that they convey, including through the Internet and various forms of social media, suggests that the threat of targeted attacks against the Organization will continue in the coming years.

7. Such groups and their growing number of affiliates threaten United Nations personnel and programmes in an increasing range of geographic areas. Meanwhile, in Iraq, Mali, Somalia, the Syrian Arab Republic and Yemen, the United Nations faces unprecedented security challenges as armed conflict has become intertwined with terrorism and with violent extremists who exploit local, national and regional vulnerabilities, including underlying ethnic, religious, sectarian or socioeconomic tensions.

8. The evolving global security environment outlined above has profound impacts for the Organization, both in terms of risks to personnel and the continuing implementation of programmes. While the dangers in the operating environment have increased, as demonstrated by a rise in the number of attacks against United Nations premises in the first six months of 2015 relative to 2014 (see annex II), the impact on personnel has been steadily declining, with less loss of life annually since 2011 (see figure I).

Figure I  
**United Nations personnel killed as a result of violence**



9. The favourable balance between security incidents and their impact on personnel may be the result of various factors, but it is most likely the result of improved security management practices throughout the security management

system, including the increased use of armoured vehicles, the safety and security training of personnel, enhanced physical security measures, security threat analysis and the application of programme criticality as a tool to determine acceptable risk. Those practices have strengthened the safety and security of personnel around the globe, thereby enabling the United Nations to stay and deliver its programmes. The practices have been successfully implemented despite a zero-growth budget environment, with no increase in the number of Department of Safety and Security posts over the past four years. However, it must be emphasized that a single high-impact incident can dramatically reverse that trend.

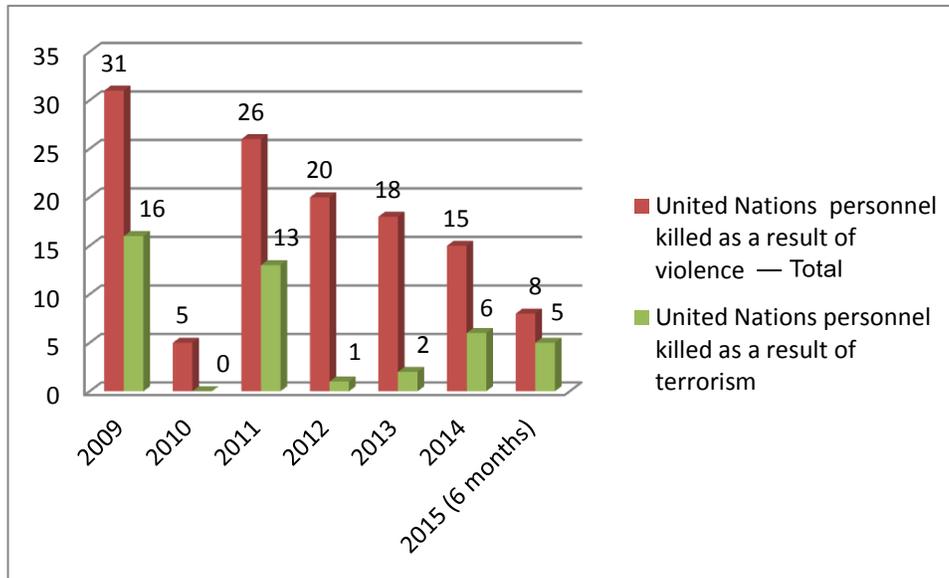
**B. Analysis of security incidents affecting the United Nations security management system**

**1. Types of incident and their impact on United Nations personnel**

*Direct attacks against United Nations personnel, premises and assets*

10. In 2014, 15 United Nations personnel lost their lives and 65 were injured as a result of acts of violence. An additional 8 personnel were killed and 42 injured during the first six months of 2015.<sup>3</sup> The total of 23 personnel killed over the reporting period represents a decrease relative to the previous 18-month reporting period, in which 28 personnel were killed (see annex I), despite the deterioration in the overall global security environment.

Figure II  
**Personnel fatalities as a result of terrorism**



<sup>3</sup> Deaths were reported in Afghanistan, Burkina Faso, the Central African Republic, Côte d’Ivoire, the Democratic Republic of the Congo, Kenya, Namibia, Nigeria, Pakistan, Somalia, and South Sudan and the Sudan.

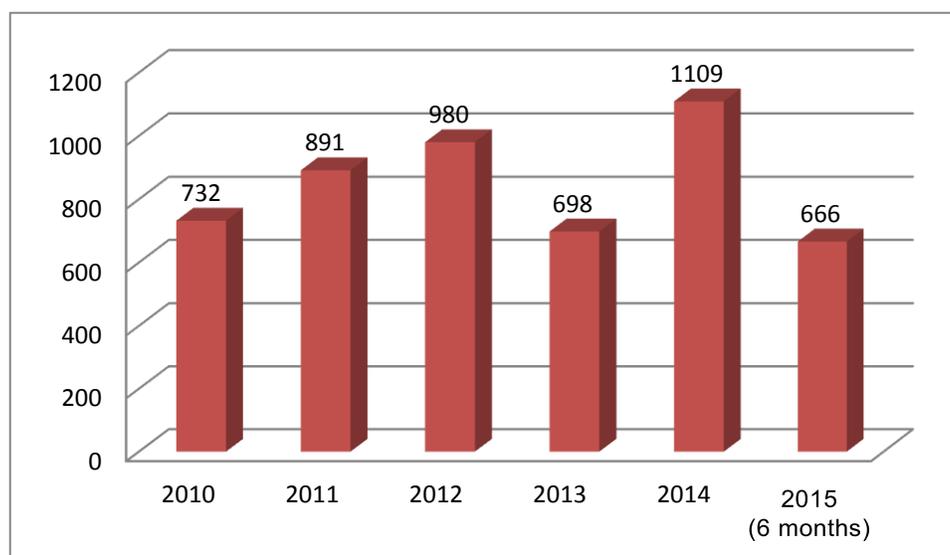
11. Six personnel were killed in 2014 as a result of terrorism and an additional five in the first six months of 2015 (see fig. II), the first recorded period in which deaths resulting from terrorism exceeded those resulting from other causes. However, it is too early to determine whether that situation will develop into a trend. On 17 January 2014, four personnel died in a complex attack at a restaurant in Kabul. On 4 July 2014, two personnel were killed in Gaalkacyo, Somalia. On 13 February 2015, a United Nations personnel member was among the victims of a complex attack on a Shia mosque in Peshawar, Pakistan. On 20 April 2015, four personnel were killed and five injured in the bombing of a United Nations vehicle in Garoowe, Somalia.

12. In addition, a number of direct attacks against United Nations premises and vehicles were recorded during the reporting period. In 2014, 9 armed attacks were launched on United Nations premises and 45 attacks on vehicles, and in the first six months of 2015, 16 armed attacks were launched on United Nations premises (see annex II), 15 of which occurred in Yemen alone. That significant increase in attacks compared with the decreasing numbers of United Nations personnel killed demonstrates the value of the investment in physical security measures. Recently, strong perimeter defences and guards enabled the Organization to repel attacks at Mogadishu International Airport. In a separate incident, one United Nations personnel member survived a car bombing against his convoy in Mogadishu because of the protection afforded by a newly deployed armoured vehicle.

### *Crime*

13. After declining in 2013, criminality targeting United Nations personnel increased in 2014 and is expected to increase once again in 2015 (see fig. III). In 2014, crime accounted for 8 (53 per cent) of the 15 deaths of United Nations personnel attributed to acts of violence.

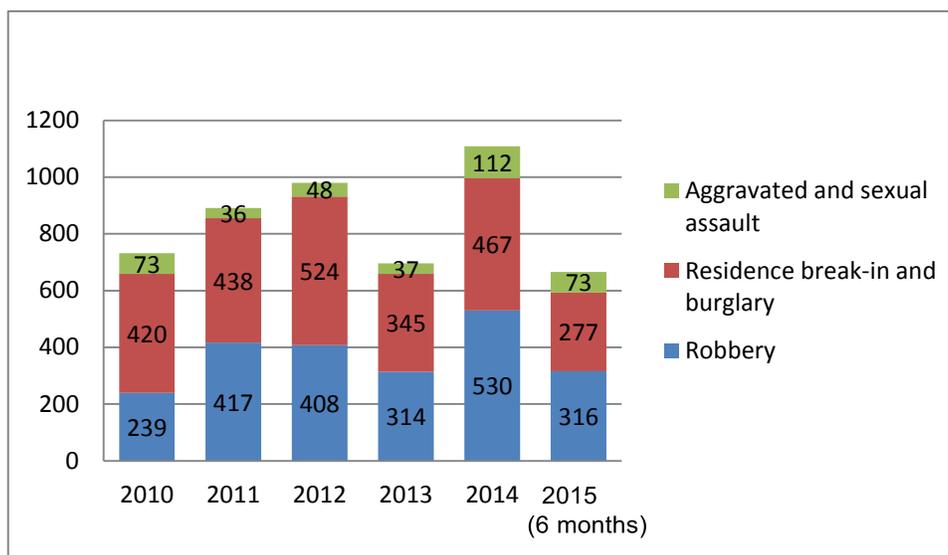
Figure III  
**Personnel affected by crime**



14. There is also concern about the number of United Nations personnel who were victims of aggravated and sexual assaults. The number of victims of those types of crime increased almost three fold, from 39 to 112, between 2013 and 2014, with 73 personnel victimized in the first six months of 2015 (see fig. IV).

Figure IV

**Crime: personnel affected, by category**



15. A surge in armed conflict and civil unrest, combined with deteriorating socioeconomic conditions, has been identified as a factor contributing to the dramatic increase in aggravated and sexual assaults in many duty stations. A new residential security measures policy was recently approved by the Inter-Agency Security Management Network in an attempt to strengthen the safety and security of United Nations personnel in and around their residences. The policy directly links the provision of residential security measures to the level of crime at the duty station.

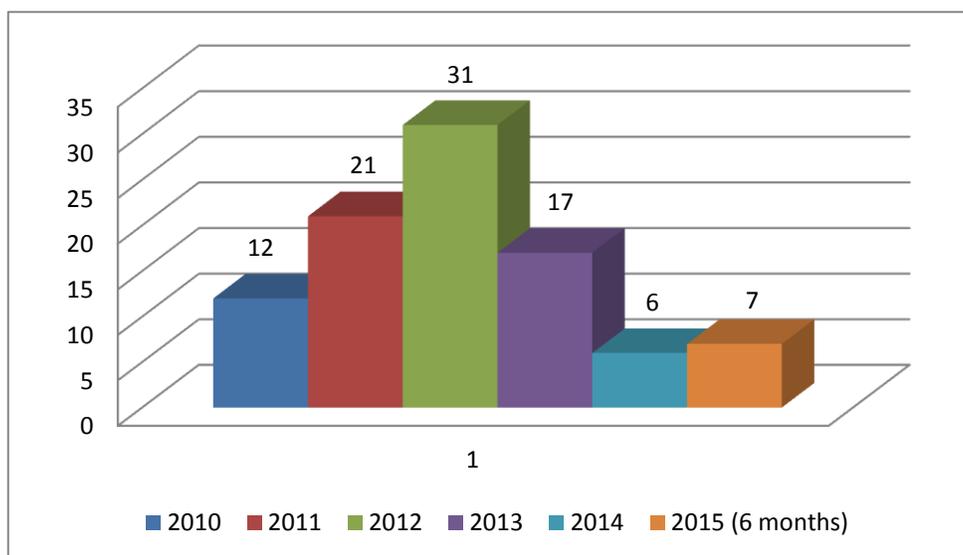
#### *Gender-related security incidents*

16. Female personnel continued to be proportionally more affected by crime and sexual assault than their male colleagues, but less affected by incidents overall. While female personnel represented approximately 40 per cent of all United Nations personnel in the field, they accounted for 46 per cent of crime victims and 100 per cent of sexual assault victims (see annex III). Female personnel constituted 13 per cent of deaths attributed to both violent acts and safety-related incidents.

#### *Abduction of United Nations personnel*

17. In 2014, six United Nations personnel were abducted, five of whom were locally recruited (see annexes I and III). All were subsequently released. While seven personnel were abducted during the first six months of 2015, it is too early to note any significant change in the downward trend that began in 2012 (see fig. V). Six of the seven personnel abducted during the first six months of 2015 have been released, while one remains in captivity in Iraq.

Figure V  
**Personnel affected by abduction**



18. Overall, the successful release of hostages is attributed to the professional hostage incident management capacity established within the Department of Safety and Security and the support of Member States. Efforts to prevent abductions are being undertaken through enhanced risk assessments and training.

*Intimidation and harassment*

19. The number of incidents of intimidation and harassment of United Nations personnel increased from 108 in 2013 to 295 in 2014. Thus far in 2015, 204 incidents have been reported in those two categories. Such incidents occur mostly in areas in which parties to a conflict operate without regard to the rule of law.

*Violations of the human rights, privileges and immunities of United Nations and other personnel*

20. The number of United Nations personnel detained or arrested has consistently decreased since 2010. In 2014, 128 civilian personnel were arrested. A total of 110 have since been released, while 15 remain in detention and 3 have been convicted of crimes in national courts. While a minority of arrests have involved legitimate national criminal charges, a majority of detentions and arrests can be linked to misperceptions or misunderstandings of the United Nations mandate, the failure to uphold the privileges and immunities of the United Nations as recognized under international law or poor coordination between local authorities and the United Nations, among other challenges. Most arrests occurred in South Sudan, the Sudan and the Syrian Arab Republic.

21. The declaring of United Nations personnel as *personae non gratae* has, in some instances, amounted to a form of intimidation, including instances in which the declaration has come in response to the highlighting of human rights issues by the personnel.

22. Member States are called upon to reaffirm their commitment to international law, including human rights and international humanitarian law, and to respect the privileges and immunities of the United Nations. United Nations personnel who seek to advance the principles and purposes of the Organization, in particular locally recruited personnel, must not fear or be subject to reprisals or punishment in response. Member States are urged to act against all unlawful detentions or arrests of United Nations personnel or obstruction to their freedom of movement. Moreover, Member States are urged to investigate all serious crimes and acts of violence committed against United Nations personnel within their respective jurisdictions and to seek the prosecution of all perpetrators in that regard.

*Safety-related incidents and road traffic accidents*

23. Road traffic accidents remained a leading cause of death and injury for United Nations personnel. In 2014, all 15 safety-related deaths and 91 of a total of 101 safety-related injuries were associated with road traffic accidents, with 30 per cent of those incidents involving United Nations vehicles. In addition, 29 non-United Nations personnel were killed and another 202 injured in road traffic accidents involving United Nations vehicles. Efforts to prevent and manage road safety incidents are discussed later in the present report.

*Public health-related incidents and incidents caused by natural disasters*

24. During the reporting period, the most important public health threat faced by United Nations personnel was the Ebola virus disease outbreak, which began in Guinea in December 2013 and later spread to neighbouring countries in West Africa. Although the Organization had to reorient its efforts to address the outbreak, few disruptions to programme delivery were reported owing to the implementation of alternate work modalities and other proactive security management measures, including the deployment of additional security personnel.

## **2. Impact of the global security environment on United Nations programmes**

25. The challenging global security environment has had a substantial impact on United Nations operations, with programmes temporarily disrupted, projects redefined, activities transferred and alternate work modalities adopted in response. In some cases, unpredictable or large-scale hostilities necessitated a temporary reduction or relocation of United Nations personnel from conflict areas. In all cases, the Organization was required to balance operational needs with security risks. While most evacuations have been of limited duration, the sustained high-risk environment in Libya has resulted in the prolonged evacuation of international personnel from the country since July 2014.

26. Inevitably, efforts to conduct safe and secure operations in high-risk locations have a financial price. In Somalia alone, one United Nations agency recently spent approximately \$1 million to improve the physical security of its compounds and enhance the security of its road movements.

27. Above all, disruptions to United Nations operations have had a direct impact on local populations. For example, in South Sudan, some humanitarian offices were looted and destroyed, causing donor funding to decrease and, in turn, programmes to suspend operations. Ultimately, the crisis in South Sudan has eroded development gains and had a severe impact on early recovery initiatives. Highlighted below are

two case studies in which the local security environment has recently had an impact on United Nations operations.

*Case study 1: Syrian Arab Republic*

28. The United Nations has had to take a cautious and flexible approach in providing humanitarian assistance to civilians in need. The Organization is constantly reviewing the criticality of its programmes, with the goal of making efficient, risk-based decisions. Cross-line missions, which move between Government-controlled and contested territories, have been extremely complicated to organize and have often been postponed or cancelled because of localized fighting, even when warring parties have granted permission to proceed. Meanwhile, the spread of violent extremist movements across the eastern regions of the Syrian Arab Republic has contributed to the closure of vital development projects in those regions. When United Nations personnel have been unable to travel to contested areas, local non-governmental organizations (NGOs) or third-party contractors have been sought to facilitate the physical implementation of programmes on the ground.

*Case study 2: Yemen*

29. The rapid spread of armed conflict, including air strikes, led to the temporary evacuation of internationally recruited United Nations personnel from Sana'a and Aden. Meanwhile, locally recruited personnel and local partners continued to operate under extremely difficult circumstances in order to provide assistance to local populations, often despite damage to their homes and injuries sustained by family members. The organizations sought to support them under those difficult circumstances through salary advances and relocation grants. Owing to the critical humanitarian situation in the country, United Nations programmes have been resuming their work progressively in Sana'a since June 2015. Nonetheless, constant negotiations are required to safeguard offices and maintain operations.

### **3. Security of locally recruited United Nations personnel**

30. Overall, locally recruited personnel made up 65 per cent of the United Nations personnel affected by safety and security incidents in 2014. While locally recruited personnel were involved in more incidents in absolute numbers, they were proportionally less affected than their international counterparts in incidents resulting in violent deaths (53 per cent). However, a greater percentage of locally recruited personnel have been affected in two specific areas, namely, safety accidents (87 per cent) and arrest and detention (90 per cent). Such personnel make up the bulk of drivers and they are therefore more vulnerable to road traffic accidents, which account for most safety incidents. In cases of arrest and detention, they are the most vulnerable to the abuse of authority by State officials.

## **C. Analysis of security incidents affecting humanitarian personnel and other United Nations personnel**

### **1. Security threats affecting humanitarian personnel, non-governmental organizations, health workers, medical personnel and other implementing partners**

31. From January 2014 to June 2015, 92 personnel of NGOs working in close cooperation with the United Nations lost their lives as a result of acts of violence, 84 were injured in similar circumstances and 167 were abducted, according to reports received by the Department of Safety and Security (see annex IV). Although the data, based entirely on voluntary reporting to the Department, are likely to be incomplete,<sup>4</sup> they nonetheless show that the current security environment has a disproportionate impact on NGO personnel relative to United Nations personnel.

32. Abductions and armed attacks against humanitarian workers, as leading causes of incidents, remain a matter of deep concern. Aid workers and health-care personnel, both international and local, carry out humanitarian operations, development programmes and life-saving activities in some of the most remote and high-risk environments and are, therefore, exposed to all forms of violent attacks. As indicated in case study 1, the relocation or evacuation of United Nations personnel has resulted in the delivery of critical programmes and activities by local NGOs, often at great personal risk to their personnel.

### **2. Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East**

33. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) employs more than 30,000 area staff in Gaza and the West Bank, as well as in Jordan, Lebanon and the Syrian Arab Republic. They provide health care, education, protection, infrastructure and relief and social services in aid of Palestine refugees. Owing to the prevailing security conditions in the areas of UNRWA operations, the loss of life and injuries to staff in those areas as a result of acts of violence were significantly worse in 2014 than in 2013, increasing by 80 per cent (see annex V).

34. UNRWA area staff are not covered under the security management system and, therefore, security incidents that had an impact on them are not included in the overall statistics contained in the present report. However, the serious security incidents that had an impact on UNRWA area staff are symptomatic of the environment in which the United Nations operates.

### **3. Comparison with peacekeepers**

35. Although not covered under the security management system, peacekeepers working for the United Nations in high-risk environments face threats that are similar to those encountered by United Nations civilian personnel, especially in locations in which they are co-located, such as the Central African Republic and Mali.

<sup>4</sup> Such external sources as the annual Aid Worker Security Report provided additional information in that regard.

36. Between November 2013 and October 2014, the number of direct attacks against peacekeepers more than doubled, rising from 7 to 16 attacks, relative to the previous 12-month period. In the first two weeks of October 2014 alone, 14 peacekeeping personnel were killed in hostile incidents.

### **III. Responses by the United Nations to threats and challenges**

37. In facing the complex and challenging global security environment, the United Nations has sought to respond at both the strategic and operational levels, with a view to enabling United Nations operations while ensuring the safety and security of United Nations personnel who are delivering programmes in the field. All such measures support the Organization's commitment to stay and deliver, and have been assessed as the primary reason for the containment of casualties amid rapidly deteriorating security situations.

#### **A. Strategic response from the Organization**

##### **1. Enhancing security collaboration between the United Nations and host Governments**

38. Security collaboration with host Governments is an integral part of the United Nations multidimensional strategy for protecting its personnel, premises and assets. The United Nations continued to promote the building of constructive relationships with host government authorities by enhancing situational awareness, sharing information and threat and risk analysis, coordinating prevention and mitigation measures and managing security in crisis situations. The United Nations has also trained designated officials for security on various aspects of security collaboration with host government authorities before deployment.

39. The United Nations and its personnel remain committed to respecting national laws and national and local customs and traditions in order to enhance their acceptance by local authorities and the communities that they serve. Such respect has been incorporated into various United Nations training curricula, including mandatory online security courses for United Nations personnel and specialist courses for security professionals, as well as into the predeployment civilian training presented by the Department of Peacekeeping Operations.

##### **2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations personnel**

40. The United Nations has taken tangible steps internally to bring perpetrators of serious crimes and acts of violence against United Nations personnel to justice. The Department of Safety and Security has been working to develop a centralized database that will register all serious crimes and acts of violence that result in the death of or serious injury to United Nations personnel. The data will be used to follow up with relevant host Governments so that perpetrators can be brought to justice, and to maintain contact with injured survivors or the families of deceased victims. An initial stocktaking exercise was recently completed in which more than 800 victims in more than 500 incidents that occurred between January 1992 and June 2014 were identified.

41. In parallel, the United Nations has worked tirelessly to secure the commitment of Member States to protect human rights and to respect the privileges and immunities of United Nations personnel. In negotiating headquarters and mission agreements, the Organization makes every effort to include applicable provisions contained within relevant international conventions, including the Convention on the Safety of United Nations and Associated Personnel and its Optional Protocol.

42. The United Nations, through the Secretary-General's Human Rights up Front initiative,<sup>5</sup> has undertaken unremitting efforts to prevent serious violations of human rights law and international humanitarian law. The initiative provides a forum for internal discussions and an avenue for collaboration between the United Nations and Member States, through relevant intergovernmental working groups of the Human Rights Council, on human rights issues, including the protection of humanitarian and United Nations personnel.

### **3. Strengthening the duty of care towards United Nations personnel**

43. In line with the Organization's "stay and deliver" approach, the United Nations has recognized the need to clarify its duty of care towards personnel operating in high-risk and very high-risk environments. In April 2014, the High-level Committee on Management established a working group, chaired by the Under-Secretary-General for Safety and Security, to undertake a comprehensive review of key duty-of-care issues. Comprehensive studies have been undertaken in five distinct high-risk environments (Afghanistan, Haiti, Mali/Somalia, the Syrian Arab Republic and countries affected by Ebola), with a view to finalizing its work by the end of 2015.

### **4. Integrating security management with programme delivery**

44. The United Nations has broadened the implementation of the programme criticality framework, in combination with the security risk assessment, in order to determine an acceptable level of risk to personnel operating in high-risk and very high-risk environments. The framework is a key element of the "stay and deliver" strategy. Since its introduction in 2012, the framework has been implemented in 18 countries: Afghanistan, the Central African Republic, the Democratic Republic of the Congo, Guinea, Iraq, Kenya, Libya, Mali, Mauritania, the Niger, Nigeria, Pakistan, Somalia, South Sudan, the State of Palestine, the Sudan, the Syrian Arab Republic, and Yemen.

45. At its sixty-ninth session, the General Assembly encouraged the continued and consistent implementation of the framework (see resolution 69/133). The United Nations is formalizing the policy status of the framework and its mandatory application in all areas with high and very high residual risk levels.

46. That effort is complemented, on a daily basis, by increased cooperation between programme managers and security personnel to ensure that safety and security considerations are included in the planning and delivery of programmes at the field level.

---

<sup>5</sup> The Human Rights up Front initiative focuses primarily on the Secretariat and the agencies, funds and programmes and on what each United Nations entity can do to improve the Organization's collective response to future risks of serious violations of human rights.

## **5. Promoting gender consideration and inclusion**

47. The United Nations has remained committed to addressing security challenges for female personnel and for lesbian, gay, bisexual, transgender and intersex personnel. The Organization, through the Inter-Agency Security Management Network, is considering how best to address the security needs of the personnel who are most vulnerable to gender-based violence, including through the development of training courses for female personnel, the reporting and recording of gender-based incidents and the development of specific guidelines for security professionals. A review of existing United Nations security policies is also required, with a view to including, as necessary, gender-sensitive considerations.

48. In August 2015, the Under-Secretary-General for Safety and Security issued instructions reminding all Department of Safety and Security personnel of their obligations and responsibilities with respect to sexual exploitation and abuse and the zero-tolerance policy in that regard.

## **B. Strengthening the security management system**

49. The security management system remains the principal framework for managing the safety and security of United Nations personnel. The system continues to evolve in response to the challenging global security environment.

### **1. Development of new safety and security policies**

50. The United Nations, through the Inter-Agency Security Management Network, has undertaken efforts to develop system-wide policies, guidelines and procedures, with a view to strengthening guidance on safety and security issues. Over the past 18 months, three policies have been promulgated: an updated version of the “Saving Lives Together” framework and new policies for air travel and the safety and security incident recording system. Two other policies, residential security measures (intended to replace the minimum operating residential security standards) and the management of stress and critical incident stress, were recently endorsed.

51. The development of a significantly improved security risk management process is nearly complete, along with relevant training and an e-tool module. Its roll-out has been set for December 2015 and, by December 2016, security professionals across all duty stations will have been trained in the process.

52. The Network intends to approve new policies in 2016 relating to field crisis management, gender inclusion in security management, road safety, unarmed private security services and residential security risks for locally recruited personnel.

53. Simultaneously, additional efforts are being undertaken to promote a better understanding and wider application of existing policies, including through the translation of existing policies and guidelines into French. That significant undertaking is expected to be completed by the end of 2015.

54. Other cross-cutting developments with regard to security management include the merging of the Department of Safety and Security travel request information processing system, which grants all security clearance requests and tracks all official business travel of United Nations personnel, with local movement clearance systems employed in peacekeeping operations and with enterprise resource planning

systems, such as Umoja in the Secretariat, along with other systems used by various agencies, funds and programmes.

## **2. Enhancing road travel safety**

55. The Organization remains concerned about the number of United Nations personnel killed or injured in road traffic accidents. The Network recently recommended that an overarching road safety strategy be formulated for the security management system and, if necessary, an umbrella policy for road safety, taking into consideration the diverse activities and needs of organizations. In that regard, the Organization will work in cooperation with the new Special Envoy for Road Safety, who was appointed on 29 April 2015.

## **3. Strengthened partnerships with non-governmental organizations**

56. The Saving Lives Together framework has allowed the United Nations to strengthen its cooperation with NGOs or operational partners on all matters pertaining to safety and security, in particular through information-sharing and training. In 2014 and during the first six months of 2015, the Department coordinated operational security assistance to NGOs in Algeria, the Central African Republic, the Niger, Nigeria, Somalia, South Sudan, the Sudan and the Syrian Arab Republic. The security management system also provided relocation and evacuation assistance to NGOs in Yemen.

57. Seventeen security managers of NGOs enrolled in security certification programmes designed for United Nations security professionals. That cooperation was further reinforced following the inclusion of the Department of Peacekeeping Operations and the Department of Field Support, along with the United Nations Development Programme, in the oversight committee of the newly approved Saving Lives Together framework.

## **4. Integration of the security resources of the Secretariat**

58. With the full support of the Department of Political Affairs, the Department of Peacekeeping Operations and the Department of Field Support, the Department of Safety and Security has embarked on a significant programme to integrate all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, as envisaged when the Department was established in 2005 (see A/59/539 and General Assembly resolution 59/276, section XI). An integration project team was recently formed and has begun its work.

59. The integration presents an opportunity for the United Nations to improve security service delivery, increase both efficiencies in the use of security resources and the overall professionalism, knowledge, skills and experience of security personnel and strengthen the leadership role of the Department of Safety and Security within the security management system, as initially envisaged. That approach is crucial in view of the evolving security environment and the need for a more flexible, agile and robust security response capability.

## 5. Remaining challenges

60. The United Nations is making every effort to strengthen its existing capacity in order to address emerging security risks. However, some challenges need still to be addressed. The Organization has renewed its commitment to promoting a security culture among all United Nations personnel, stressing accountability, enhancing individual and organizational compliance, establishing a best-practices capacity and enforcing mandatory security training requirements for all United Nations personnel. Collectively, those measures are aimed at overcoming complacency and enhancing leadership and the accountability of personnel for safety and security.

61. In addition, the Organization continues to urge the inclusion of security costs in programme budgets from the outset, in order to ensure that funding for security management measures is readily available, especially in high-risk environments.

## C. Contributions of the Department of Safety and Security to the security of United Nations personnel and new strategies and challenges

62. The Department of Safety and Security continued to provide leadership, coordination and operational support to the security management system, including the provision of security advice to senior leadership of the United Nations, the coordination of security responses in emergency and crisis situations and the building of constructive relationships with host Governments. The Department maintains a leadership role in the Network, setting its agenda and strategic direction in order to ensure that the security management system remains relevant, flexible and agile so that it can meet the demands of a dynamic global security environment.

### 1. Vision and mission

#### *Strategic review*

63. In order to respond to the extensive changes in the global security environment and ensure that it remains fit for purpose, the Department initiated a comprehensive strategic review of its own goals and objectives, organization, structure, functions, tasks and outputs. The review, which was the first of its kind since the Department was established 10 years ago, identified areas for immediate enhancement: threat and risk analysis, physical security, training and development and surge capacity for the field. The Department also recognized the need to rapidly implement the long-outstanding integration of security resources described above. The Department further recommended an examination of the entire security management system. In undertaking those efforts, the Department took fully into account the report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (A/70/95-S/2015/446) while awaiting the report of the Joint Inspection Unit's 18-month global inspection of safety and security, which began in 2014, for further guidance. The strategic review has been endorsed by the United Nations and its recommendations are being implemented.

#### *Departmental vision and mission*

64. The Department has formulated a new vision — “protecting the people who work for a better world” — which is supported by its mission of providing

professional safety and security services to enable the United Nations to deliver programmes and mandates globally. Guided by its vision and mission, the Department remains committed to providing professional safety and security services and the corresponding leadership in order to enable the United Nations to stay and deliver its programmes and fulfil its mandates in a rapidly changing global security environment.

## **2. Enhancing situational awareness and threat and risk analysis**

65. The rapidly evolving security threat environment demands focused analysis to create situational awareness and provide analytical support to senior decision makers in all areas in which the Organization is carrying out its mandates. In 2015, the Department reallocated internal resources to the Threat and Risk Assessment Service in order to provide a more comprehensive analytical service to stakeholders, especially in the field. The Department has worked to improve the capacity of security professionals by enhancing its analyst training courses. It has also begun work with other components of the Organization to develop common awareness programmes in areas with a high risk of terrorism.

## **3. Reinforcing physical security on United Nations premises**

66. The Department has made positive progress on enhancing physical security on United Nations premises. A physical security unit was established using existing resources, with its purpose, structure, function, priorities and implementation plan identified. As a priority, a method and a tool for the assessment of physical security were developed to complement existing security management system policies. The unit has also launched a broad community of practice interface, organized workshops on physical security and conducted assessments of premises. Those measures, which have been effective contributions to the enhancement of the security of United Nations premises, have been welcomed by all stakeholders.

## **4. Improving the effectiveness of security risk-mitigation measures**

67. In response to the increasing demand for the United Nations to prevent and mitigate security risks, the Department increased the use of armoured vehicles and the provision of armed security services, including close protection services (e.g., in Yemen). The Department also strengthened its security surge capacity, including for emergency response, with 94 surge deployments to 14 countries in 2014 and 48 surge deployments to 11 countries in the first six months of 2015, while also strengthening the security of premises. All were crucial for protecting United Nations personnel, assets and operations, especially in emergency and crisis situations.

## **5. Support to conferences and special events**

68. During the reporting period, the Department provided support to 216 special events, conferences, workshops and meetings sponsored and organized by United Nations organizations away from United Nations premises. They included 15 major events held in 11 countries and major conferences, including the twentieth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, held in Lima, the World Urban Forum, held in Medellín, Colombia, and the twelfth meeting of the Conference of the Parties to the

Convention on Biological Diversity, held in Pyeongchang, Republic of Korea. All the events concluded without incident.

## **6. Training**

69. The Department continued to focus efforts and resources on delivering training programmes for all United Nations personnel, in line with General Assembly resolutions 67/85 and 69/133.

70. Recognizing that training is a foundation for enhancing security awareness and the Organization's security culture, the Department ensured that training was provided to three primary groups: individuals with security responsibilities, including designated officials for security and senior security professionals; security officials and managers; and United Nations personnel at large.

71. In 2014, the Department delivered more than 100 classroom-based courses to approximately 1,700 individuals. The use of e-learning tools has allowed the Department to effectively and efficiently deliver security training to a wider audience, with the Department's success reflected in the growing number of participants. Approximately 95,000 individuals enrolled in online courses in 2014, including Basic Security in the Field, Advanced Security in the Field and Security Management Team training.

72. There has also been an increase in participation in courses that enhance the ability to respond to threats and injuries while operating in the field. More than 8,000 individuals enrolled in the Safe and Secure Approaches to Field Environments courses in field locations. In November, a crisis management training course for senior field managers will be delivered, with a view to improving their security awareness and ensuring the implementation of required security measures.

73. The Department is on schedule to deliver a robust package of security learning solutions by the end of 2015, with a particular focus on developing and implementing the Women's Security Awareness Training. A training of trainers pilot course was successfully launched in Nairobi in July 2015 and will expand to at least 20 duty stations over the coming months.

## **7. Response to critical incidents**

74. From January 2014 to June 2015, the Department's Critical Incident Stress Management Unit continued to strengthen its capacity and enhance its preparedness to respond to critical incidents around the globe, using a three-pronged strategy aimed at building staff resilience through training, building the capacity of the United Nations country offices and developing a security management system policy for the management of stress and critical incident stress.

75. Globally, the Department provided psychosocial services to 10,923 personnel and eligible family members. The services included counselling, training and technical advice to managers in response to 53 major critical incidents around the world.

## **8. New approach to compliance and evaluation**

76. The strategic review of the Department has identified areas for further development and enhancement, one of which is the need to completely overhaul the existing security compliance function and develop a more comprehensive internal

process of evaluation in line with the report of the Office of Internal Oversight Services (A/70/72). The Office highlighted the need for the Department to establish an evaluation capacity in line with the norms and standards of the United Nations Evaluation Group.

77. The Department has already made significant progress in implementing the aforementioned recommendations. It has implemented a new qualitative evaluation concept for security programmes, which is aimed at evaluating not only the implementation of security processes and practices, but also the prevailing security culture. A new compliance assessment concept and a new lessons learned and best practices framework is due for implementation by the end of 2015.

#### **9. Enhancing air travel safety**

78. The first air travel policy was recently endorsed and will be implemented by the end of 2015, with the Department's Aviation Risk Management Office serving as the single source of information and guidance on the use of global air transport. Since May 2011, the Department has provided information and guidance on aviation safety in response to some 6,200 requests from field duty stations worldwide.

### **IV. Observations and recommendations**

**79. The global security environment remains complex, dynamic and challenging. Old threats remain while new challenges have emerged. However, that dynamic security environment constitutes the new norm under which the United Nations must now operate.**

**80. In that context, strengthening the safety and security of United Nations personnel is paramount, but many challenges lie ahead. The ability to stay and deliver in dangerous, high-risk environments requires the Organization to continuously re-evaluate and enhance its security management practices and measures and to take innovative approaches in responding to the changing security environment.**

**81. The Organization needs to continuously assess whether the security management system is reflective of the security environment and remains fit for purpose. It must also be sure that the Department of Safety and Security, established a decade ago to provide leadership, support and oversight of the security management system, has the adequate staff and resources to enable the United Nations to carry out its life-saving operations. As a priority, the Department requires effective physical protection capabilities, enhanced information analysis capacity, broadly accessible training and a robust framework of security policies to support the Organization.**

**82. Fulfilling those requirements demands a continuous and consistent effort to implement existing safety and security policies, procedures, practices and standards throughout the system, with the support of Member States. The Organization is determined to undertake the continuous enhancement of its security management system in order to allow for the consistent and holistic delivery of safety and security services. The integration of the security personnel of the Secretariat into the Department, under the management and leadership of the Under-Secretary-General for Safety and Security, will create efficiencies in**

the use of security resources and strengthen the Organization's ability to provide professional, effective and efficient safety and security services, enabling the United Nations to continue to deliver its programmes globally.

83. The Department will need operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment in terms of both skills and the ability to deploy the right personnel, with the correct equipment, where they are most needed.

84. In addition, the attention of senior managers is required to ensure that security remains a mainstream consideration in all planning and implementation activities of the Organization. Security must be seen as an integral component of all programmes and provided with appropriate funding.

85. Sadly, while the flag of the United Nations should ensure protection, United Nations personnel and premises are too often the target of deliberate attacks. The Secretary-General is profoundly dismayed by the loss of 15 United Nations colleagues in 2014 and 8 more in the first six months of 2015. The United Nations expresses its deepest condolences to the families of all United Nations personnel and those of all humanitarian personnel who lost their lives in the line of duty during the reporting period.

86. The United Nations condemns in the strongest terms all forms of crime and violence against its personnel and urges that perpetrators be held accountable. In that regard, the collaboration between the United Nations and host Governments remains fundamental for the security of United Nations personnel, assets and premises and shall be maintained in an open and constructive manner. Nothing shall hamper the Organization's work, resolve and commitment to deliver to those most in need, wherever they may be.

87. Lastly, the Secretary-General is also deeply concerned by the continuation of attacks against humanitarian workers, including those humanitarians who serve the United Nations. The present report encompasses all humanitarians and strongly underlines the need to protect all of those who are working for a better world. United Nations organizations, Member States, partners and donors are called upon to work together to address security challenges for humanitarian workers, health workers and, in particular, locally recruited personnel in the United Nations and NGOs, including protection through legislation and adherence to international humanitarian norms.

88. The Secretary-General wishes to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations personnel and continue to provide its unwavering support to the security management system of the United Nations.

## Annex I

## United Nations personnel affected by safety and security incidents between 2010 and 2014

Category of safety and security incident	<i>Number of United Nations personnel affected</i>										
	2010		2011		2012		2013		2014		2015
	Year	January-June	Year	January-June	Year	January-June	Year	January-June	Year	January-June	Year
Fatalities resulting from acts of violence	5	9	26	7	19	11	18	10	15	8	
Fatalities resulting from safety-related incidents	19	33	44	10	15	8	10	6	15	11	
Injuries resulting from acts of violence	68	46	145	42	112	68	82	21	65	42	
Injuries resulting from safety-related incidents	164	73	166	95	209	120	144	50	101	72	
Abduction	12	14	21	25	31	15	17	9	6	7	
Robbery	239	204	417	257	408	251	314	64	530	316	
Residence break-in	35	19	20	12	31	15	23	23	37	25	
Aggravated assault	64	17	31	20	44	22	35	36	104	69	
Sexual assault	9	7	5	2	4	1	4	–	8	4	
Burglary of residence	385	234	418	279	493	277	322	70	430	252	
Intimidation	210	135	224	134	209	64	81	46	149	124	
Harassment	17	8	46	34	52	18	27	10	146	80	
Arrest and detention	211	118	195	116	165	57	138	41	128	35	
<b>Total</b>	<b>1 438</b>	<b>917</b>	<b>1 759</b>	<b>1 033</b>	<b>1 793</b>	<b>927</b>	<b>1 216</b>	<b>386</b>	<b>1 734</b>	<b>1 045</b>	

**Annex II****Attacks on United Nations civilian premises and vehicles**

<i>Category of security incident</i>	<i>2014</i>	<i>First six months of 2015</i>
Armed attacks on civilian premises	9	16
Armed attacks on civilian vehicles	45	47
Intrusion into civilian premises	26	27

## Annex III

## United Nations civilian personnel affected by security incidents from 1 January to 31 December 2014

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Internationally recruited</i>	<i>Locally recruited</i>	<i>Male</i>	<i>Female</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	15	7	8	13	2	8	Terrorism (6), crime (8), civil unrest (1)
Fatalities resulting from safety-related incidents	15	2	13	13	2	13	Road traffic accident (15)
Injuries resulting from acts of violence	65	23	42	42	23	24	Armed conflict (6), terrorism (9), crime (49), civil unrest (1)
Injuries resulting from safety-related incidents	101	23	78	74	27	37	Road traffic accident (91), other safety accident (10)
Abduction <sup>a</sup>	6	1	5	6	–	4	All United Nations hostages were released
Robbery <sup>b</sup>	530	215	315	245	285	61	
Residence break-in <sup>c</sup>	37	17	20	22	15	9	
Aggravated assault <sup>d</sup>	104	35	69	73	31	36	
Sexual assault	8	5	3	–	8	8	
Burglary <sup>e</sup> of residence	430	157	273	257	173	62	
Intimidation <sup>f</sup>	149	51	98	86	63	42	
Harassment <sup>g</sup>	146	58	88	92	54	34	
Arrest <sup>h</sup> and detention	128	12	116	123	5	13	Personnel still detained: 15; convicted: 3; released: 110
<b>Total</b>	<b>1 734</b>	<b>606</b>	<b>1 128</b>	<b>1 046</b>	<b>688</b>		

<sup>a</sup> 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.

<sup>b</sup> Act or instance of unlawfully taking property by the use of violence or the threat of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or a crime, aggravated by use of force and/or physical assault.

<sup>d</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit a felony or a crime.

<sup>f</sup> Act of making timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic and/or continued, unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex IV

**Security incidents affecting non-governmental organization personnel from 1 January 2013 to 30 June 2015 (18-month figures), as reported to the Department of Safety and Security**

<i>Category of security incident</i>	<i>Number of personnel affected</i>	
	<i>1 January 2013- 30 June 2014</i>	<i>1 January 2014- 30 June 2015</i>
Fatalities resulting from acts of violence	44	92
Injuries resulting from acts of violence	<sup>a</sup>	84
Abduction of personnel	99	167
Armed attacks on premises	<sup>a</sup>	43
Intrusion into premises	<sup>a</sup>	71
Armed attacks on vehicles	<sup>a</sup>	129
Lost vehicles	<sup>a</sup>	45
Other unspecified critical incidents (as recorded by the Department of Safety and Security in previous years)	90	
<b>Total</b>	<b>233</b>	<b>631</b>

<sup>a</sup> Not previously recorded.

## Annex V

### Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

<i>Category of security incident</i>	<i>Number of area staff affected</i>	
	<i>2014</i>	<i>2015</i>
Fatalities resulting from acts of violence	18	..
Fatalities resulting from safety-related incidents	..	..
Injuries resulting from acts of violence	52	8
Injuries resulting from safety-related incidents	3	4
Abduction	5	2
Robbery	15	5
Residence break-in	2	..
Aggravated assault	33	28
Sexual assault	1	..
Burglary of residence	2	..
Intimidation	39	41
Harassment	7	2
Arrest and detention	40	21
Missing personnel	1	1
<b>Total</b>	<b>218</b>	<b>112</b>



# General Assembly

Distr.: General  
21 September 2016

Original: English

---

## Seventy-first session

Agenda item 69

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The General Assembly, in its resolution [70/104](#), requested the Secretary-General to submit to the Assembly at its seventy-first 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. It also requested the Secretary-General to include in the report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

The present report presents an overview of the global security environment, the associated security threats and impacts on United Nations personnel, as well as the Organization's response to those challenges. The report contains an analysis of emerging security trends and the implications for United Nations personnel. It also highlights the additional requirements needed for the United Nations in response to the rising demands for security services. The report concludes with observations and recommendations for consideration by the General Assembly.



## I. Introduction

1. In its resolution [70/104](#), the General Assembly requested the Secretary-General to submit to the Assembly at its seventy-first 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. It also requested the Secretary-General to include in the report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2015 to June 2016. It presents an overview of the global security environment, the associated security threats, risks and challenges facing United Nations personnel,<sup>1</sup> the Organization's response to such threats, the strategic challenges faced by the Organization and a way forward.

## II. Security threats against United Nations personnel

### A. Global security environment

3. During the reporting period, the United Nations continued to operate in a global security environment that is increasingly dangerous, complex and challenging. United Nations personnel sustained multifaceted and interrelated threats from armed conflict, criminality, civil disorder and transnational terrorism. At the call of their respective governing bodies, United Nations personnel delivered United Nations political, humanitarian, peacekeeping and development mandates and programmes in the most challenging parts of the world, including Afghanistan, Iraq, Mali, the Syrian Arab Republic, Somalia and Yemen, where many Member States have ceased civilian activities. As the United Nations is consolidating international efforts to provide solutions to the world's conflicts, the intensity of the attacks and threats against its personnel and premises has increased concurrently.

4. Conflicts nowadays are increasingly complex. Local, national and regional vulnerabilities intersect with ethnic, religious, sectarian, socioeconomic and political tensions. This state of affairs nurtures a breeding ground for violence and presents hybrid security threats, as the protagonists of these conflicts adaptively employ conventional and non-conventional means in pursuit of their objectives. As an example, non-State armed groups, violent extremists and criminal gangs are sharing trafficking routes and assets for mutually beneficial partnerships. In

---

<sup>1</sup> For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in missions led by the Department of Peacekeeping Operations or the Department of Political Affairs, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. The security management system is responsible for approximately 180,000 personnel according to the United Nations Security Managers Information Network database.

addition, armed conflicts have expanded to confrontations in high-density urban areas, resulting in heavy, indiscriminate civilian casualties, destruction and damage to civilian infrastructure. The direct consequence is a rising demand for United Nations programmes and mandates in the midst of war zones.

5. The Islamic State in Iraq and the Levant, al-Qaida, Boko Haram and al-Shabaab continued to present significant challenges. Although the Islamic State experienced military setbacks in Iraq and the Syrian Arab Republic, these groups secured a grip in parts of Africa and Asia, with their supporters claiming responsibility for attacks in Afghanistan, Algeria, Egypt, Libya, Mali, Nigeria, Pakistan, Tunisia, Lebanon, Yemen and Somalia. An alarming trend is the ability of these extremist groups to spread violence and terror in areas previously assessed as lower threat, such as Burkina Faso, Côte d'Ivoire, Indonesia, Bangladesh and Turkey. Of particular concern are the attacks on "soft targets", especially those against civilians at commercial venues, such as hotels, restaurants, discotheques and airports, in order to maximize fear. Furthermore, the continuous targeting of religious sites, schools and hospitals throughout the world demonstrates a relentless commitment to brutality and ruthlessness. The security situation in Europe also represents a new challenge, following the terrorist attacks in France, Belgium and, most recently, Germany. While the United Nations is not targeted directly in this region, the attacks raise concerns and put significant stress on the host Governments' security capacity, which is likely to place additional strain on the United Nations security management system.

6. Moreover, the role of the Internet and social media in fuelling the violence is extremely alarming. The Internet provides ample ground for nurturing and motivating home-grown cells and opportunistic individuals to commit unjustifiable acts of violence, while also making techniques available, whether rudimentary or sophisticated. Using a reserve of disillusioned individuals and simple communication platforms, violent extremist groups are hoping to fuel terrorist attacks throughout the world.

7. Regrettably, the security environment is unlikely to improve in the near term. The *World Humanitarian Data and Trends 2015* and the *Global Humanitarian Overview 2016*, issued by the Office for the Coordination of Humanitarian Affairs of the Secretariat, have cautioned that a continuation of instability in specific countries is likely. Their analysis shows a steady increase of political conflicts since 2006 and the lack of durable political solutions. In addition, an assessment of the global security environment for the next five years, conducted by the Department of Safety and Security of the Secretariat, concluded that armed conflict and violent extremism will continue to shape the future global security landscape. The assessment indicates that unrelated threat actors, who are enabled by the use of the Internet and social media, intend to create more instability and violence worldwide.

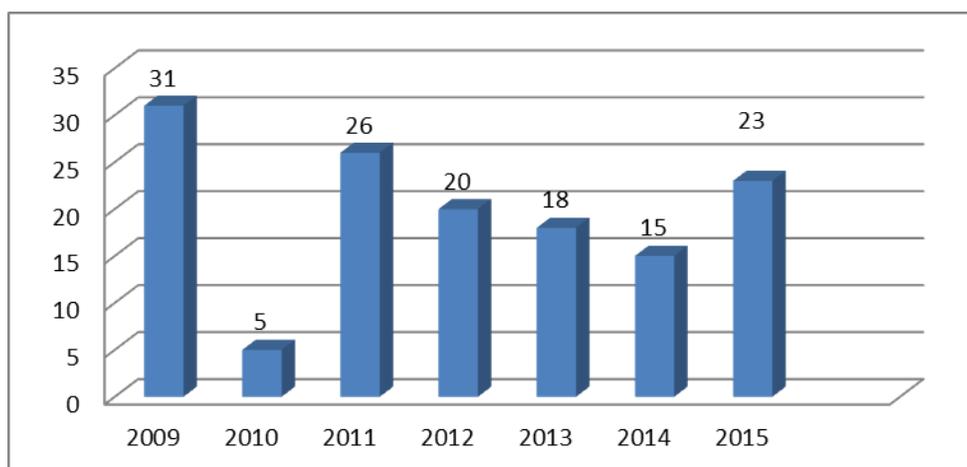
## B. Security incidents affecting the United Nations security management system

### 1. Types of incidents and their impact on United Nations personnel

#### *Direct attacks against United Nations personnel, premises and assets*

8. The number of direct attacks against United Nations premises and vehicles increased substantially in 2015. Direct attacks were perpetrated against 35 Organization premises and 155 United Nations official vehicles compared to 9 and 45 such attacks, respectively, in 2014, a noticeable threefold increase (see annex II). The major increase in attacks was observed in the Central African Republic, Somalia, South Sudan and Yemen. In addition, there were 109 instances of unauthorized intrusions into Organization premises in 2015. As a result, 1,819 United Nations personnel were affected by safety and security incidents in 2015 compared to 1,734 personnel affected in 2014 (see annex I). A total of 23 United Nations civilian personnel lost their lives and 99 more personnel were injured owing to direct acts of violence compared to 15 and 65 personnel, respectively, in 2014. These figures represent an increase of 30 per cent in casualties of United Nations personnel owing to acts of violence (see fig. I).

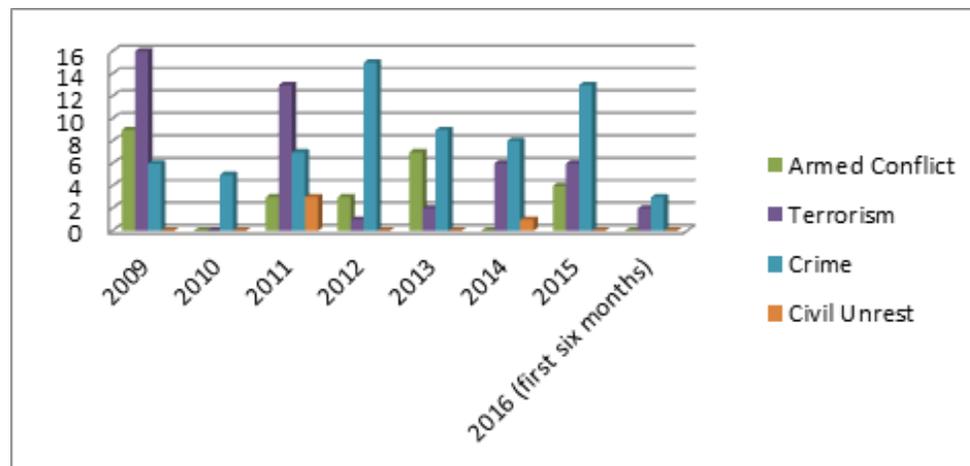
Figure I  
United Nations personnel killed as a result of violence



9. In comparison to the significant increase in hostile attacks against Organization premises, the number of casualties among United Nations personnel was contained and the increase in casualties was not commensurate with the rise in incidents. This is likely due to the robust implementation of security risk management measures, enhanced security training, further strengthening of physical security and threat and risk assessments.

10. In 2015, 13 personnel (56 per cent) were killed as a result of acts of criminality, 6 personnel (26 per cent) were killed in terrorist attacks and 4 personnel (18 per cent) were killed as a result of armed conflict (see fig. II and annex III). Four of the six personnel who lost their lives owing to terrorism were killed in a single terrorist attack in the bombing of a United Nations vehicle in Garowe, Somalia, on 20 April 2015, where five more United Nations personnel were injured.

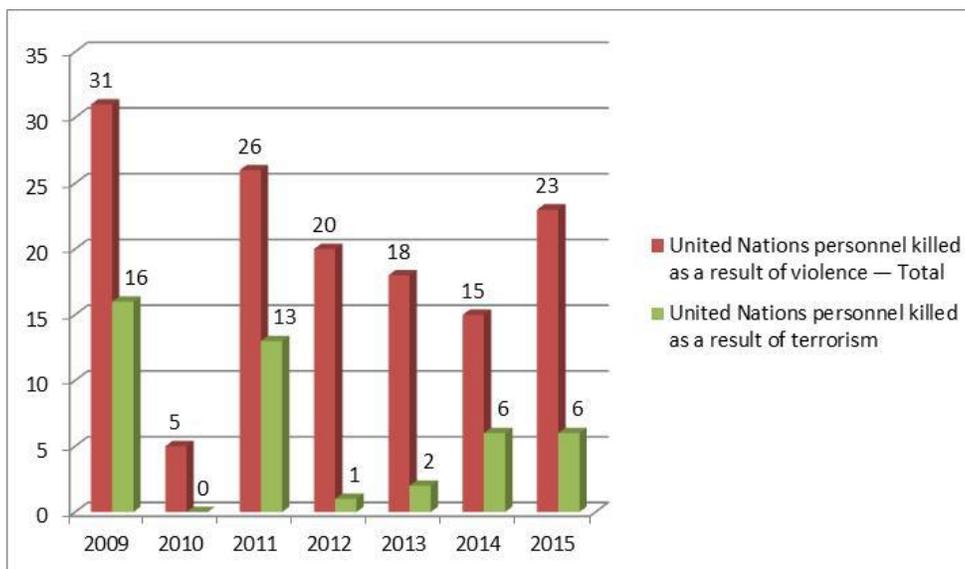
Figure II  
United Nations personnel killed by category of threat



#### *Terrorism*

11. The number of casualties resulting from terrorism remained stable over the last two years. However, one single security incident can dramatically reverse this trend, as demonstrated in 2009 (Kabul) and 2011 (Abuja) (see fig. III). In 2015 and during the first six months of 2016, United Nations personnel were directly affected by terrorist attacks perpetrated by the Islamic State and other terrorist groups at public and commercial venues. Many transiting personnel were at the airport terminals during terrorist attacks on airports in Brussels and in Istanbul, Turkey. Dozens of personnel were staying as guests in hotels in Burkina Faso, Côte d'Ivoire and Mali during attacks by terrorist groups. One United Nations Volunteer was killed and another United Nations personnel was injured as a result of the attack on La Paillotte Hotel in Grand Bassam, Côte d'Ivoire, on 13 March 2016.

Figure III  
**United Nations personnel fatalities as a result of terrorism**

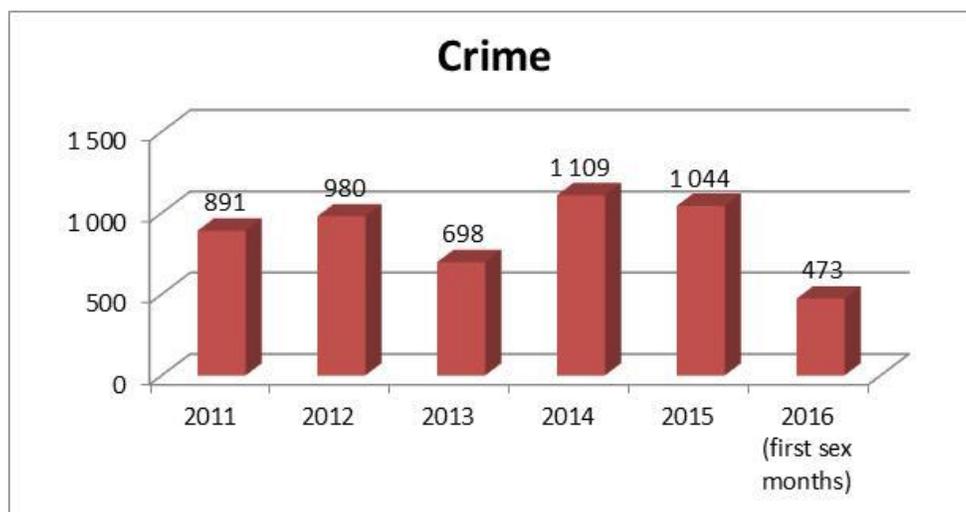


12. In addition, multiple vehicle-borne improvised explosive device attacks with high explosive loads, perpetrated by terrorist groups in Afghanistan, caused structural damage to United Nations installations. In Somalia, al-Shabaab has also employed stand-off attacks involving mortar and rocket fire, directly targeting United Nations compounds. In response, the United Nations security management system has established multiple policies, physical security enhancements and training, which are detailed below.

#### *Crime*

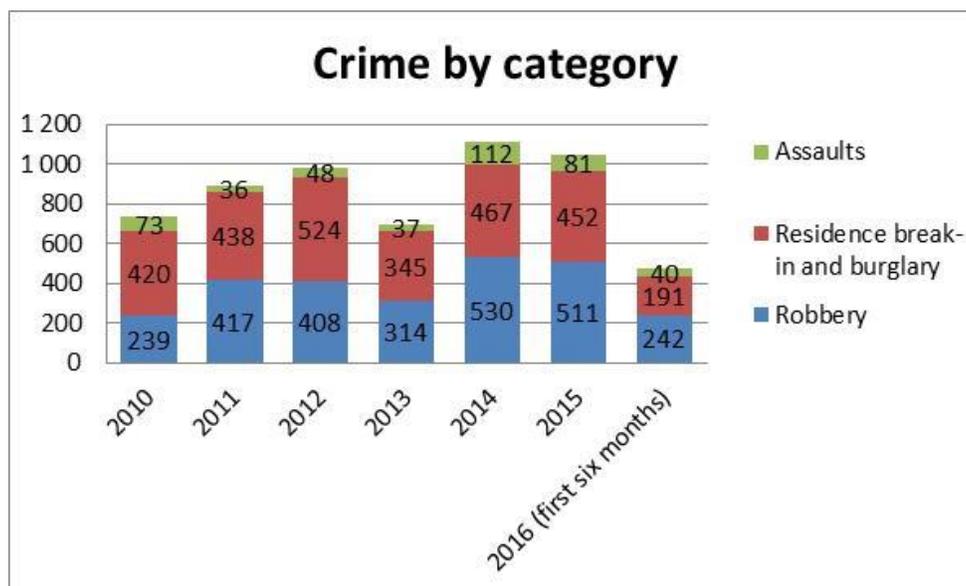
13. Although criminality targeting United Nations personnel has decreased slightly from the previous year (see figs. IV and V), in 2015, criminality accounted for the majority of the 23 deaths attributed to acts of violence. From January to June 2016, 473 personnel reported being directly affected by crime, indicating that a similar level of crime may be achieved at the end of 2016.

Figure IV  
United Nations personnel affected by crime



14. Of the 1,044 United Nations personnel affected by crime in 2015, nearly half (49 per cent) involved robberies, while another 43 per cent of the personnel were victims of crime as a result of residence break-ins and burglaries. A new policy was promulgated at the end of 2015, providing additional guidance on residential security measures. In addition, the Inter-Agency Security Management Network is reviewing the provisions for security at the residences of locally recruited personnel.

Figure V  
United Nations personnel affected by crime, by category



### *Gender-related security incidents*

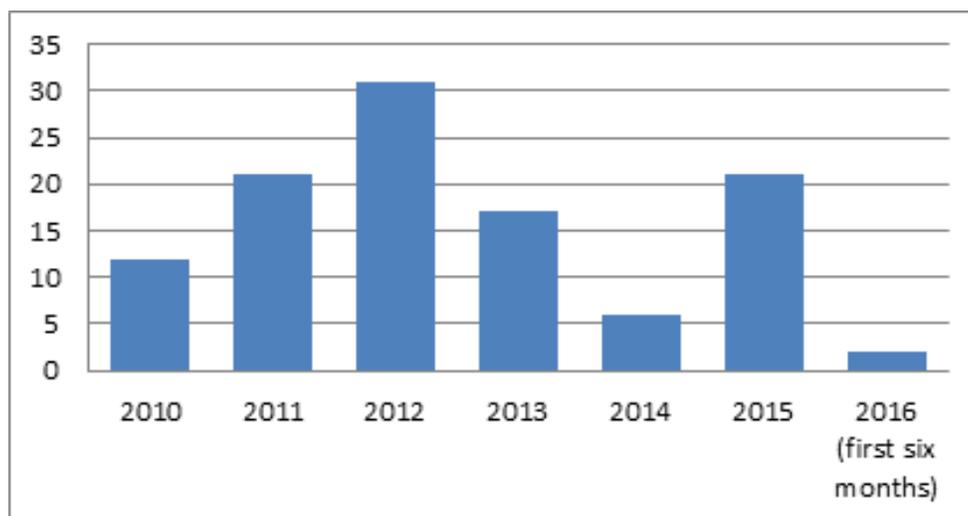
15. Female personnel represent approximately 40 per cent of all United Nations personnel in the field; in 2015, they accounted for 39 per cent of the security incidents. In the same year, male personnel continued to be impacted by death and injury at substantially higher rates than female colleagues, primarily through violence and safety incidents, as well as abduction, harassment and arrest. Female personnel continued to be slightly more affected proportionally by robbery and substantially more affected by sexual assault in relation to the other categories of security incidents. Also in 2015, there were 262 reported incidents of robbery affecting women (51 per cent) of 511 security incidents compared to 249 incidents affecting male personnel. For the same year, eight female personnel (75 per cent) were victims of sexual assault of 12 reported incidents.

16. There were no reported incidents affecting lesbian, gay, bisexual, transgender and intersex personnel, although reports on violent or sexual assaults do not always include a known motivation. A new policy and guidelines have recently been promulgated to ensure that gender is included in the full range of security risk management measures and operational response.

### *Abduction of United Nations personnel*

17. In 2015, there were five security incidents involving the abduction of 21 United Nations personnel. The most significant incident occurred in March 2015 when a United Nations humanitarian convoy in the Syrian Arab Republic delivering 20 trucks of humanitarian aid to the civilian population in an area affected by military hostilities was ambushed by unknown perpetrators. The ambush led to the abduction of 17 United Nations personnel. A large majority of the 21 personnel abducted in 2015 were locally recruited (13 personnel, or 62 per cent). Following two years of decreases in abductions (see fig. VI), the aforementioned state of affairs illustrates the security challenges associated with cross-line missions in areas contested by various armed groups.

Figure VI  
**Abductions of United Nations personnel**



18. Of the 21 abducted personnel, all but one were released. A locally recruited United Nations personnel abducted in Baquba, Iraq, on 16 April 2015, was subsequently murdered by unknown captors and identified on 16 February 2016. Efforts to prevent abductions are being undertaken through enhanced risk assessments and training. The release of hostages continues to be attributed to the solid hostage management capacity established within the Department of Safety and Security and the support provided by Member States.

#### *Intimidation and harassment*

19. Incidents of intimidation and harassment of United Nations personnel have increased significantly in the last three years, from 108 in 2013 to 295 in 2014 to 405 reported cases in 2015, in 60 countries. The increase has been observed mainly in South Sudan, which accounts for 25 per cent of such incidents worldwide, and in several other countries with peacekeeping missions. Harassment of United Nations personnel by military forces and organized militia is rising, which presents a serious challenge, as security actors are expected to play a critical role in ensuring the safety and security of United Nations operations and personnel. So far, in 2016, 174 incidents have been reported in these two categories, which is already more than in 2013.

#### *Arrests and detentions of United Nations and other personnel*

20. The number of United Nations personnel detained or arrested has consistently decreased since 2010 and dropped by 53 per cent from 2014 to last year. In 2015, 69 personnel were detained or arrested compared to 2014, when 128 civilian personnel were arrested (110 personnel were subsequently released). Another 39 personnel were arrested during the first six months of 2016. Currently, 19 United Nations personnel remain in detention. The majority of arrests are related to violations of local laws, including road traffic violations. Most arrests in 2015 occurred in Burundi, South Sudan, the Syrian Arab Republic and Yemen. In one recent case, when a United Nations staff member was detained in Donetsk, eastern Ukraine, on 8 April 2016, the de facto authorities did not provide reasons for the detention or grant access by United Nations officials to the detained staff member for months, despite multiple and continuing requests from the United Nations. The staff member was released on 17 September 2016.

21. Member States are urged to act against all unlawful detentions or arrests of United Nations personnel or obstruction to their freedom of movement. Moreover, Member States are urged to investigate all serious crimes and acts of violence committed against United Nations personnel within their respective jurisdictions and to seek the prosecution of all perpetrators in this regard.

#### *Road traffic accidents*

22. Fifteen United Nations personnel lost their lives in road traffic accidents in 2015, the same number as in 2014, while 124 personnel were injured compared to 91 personnel in 2014. A third of such incidents were associated with the use of official United Nations vehicles. In addition, 31 non-United Nations personnel were killed and another 274 non-United Nations personnel were injured in road traffic accidents involving official United Nations vehicles compared to 29 and 202 such

personnel, respectively, in 2014. The United Nations is currently engaged in establishing a system-wide strategy on road safety.

## **2. Impact of the global security environment on United Nations programmes**

23. United Nations personnel are operating in some of the most dangerous places in the world, delivering life-saving or critical programmes in conflict zones marked by aerial bombings, heavy weapons or small arms fire and terrorist attacks, especially in populated urban areas. Since 2015, the Organization has delivered a large number of programmes in areas with very high residual security risks or under full evacuation of international United Nations personnel, in circumstances where activities would normally have been curtailed. In June, two missions were conducted in the besieged Syrian Arab Republic city of Dayr az Zawr. Where populations in need were inaccessible, humanitarian supplies were airdropped by the World Food Programme (WFP).

24. The deterioration of the security environment in some countries has led to the cessation of programmes, the transfer of donor funds from development to humanitarian, life-saving activities and increased needs for funding for security protection. For instance, in Afghanistan and Iraq alone, the Department of Safety and Security spent approximately \$1 million for the acquisition of eight new armoured vehicles to improve the security of road movements. One United Nations agency indicated that the cost of security measures in the Syrian Arab Republic and the challenges in accessing vulnerable communities were the most significant obstacles when negotiating with potential donors about new programmatic proposals. In addition, the Department provided physical security assistance to field locations, yet the demands have outpaced the existing capacity.

### *Case study 1: Somalia*

25. In Somalia, the United Nations country team has been working hard to maintain its presence outside the African Union Mission in Somalia (AMISOM) protected area so as to remain accessible to its Somali counterparts. At least four terrorist incidents over the last two years have resulted in a gradual withdrawal to the AMISOM protected area, as existing locations required significant additional funds to meet blast assessment requirements or were damaged beyond economical repair. Country offices have been severely reduced, with many agencies working out of temporary and dispersed offices and accommodation premises. International personnel not assigned to critical programmes have, on occasion, been requested to operate from Nairobi, or requested to take leave, in order to reduce presence in the face of significant threats. Most roads across southern Somalia are inaccessible owing to the terrorist threat, which severely limits the monitoring and implementation of projects and humanitarian programmes. However, in spite of such challenges, WFP re-opened its Mogadishu office for the first time in 20 years.

### *Case study 2: Iraq*

26. United Nations agencies and non-governmental organizations (NGOs) are working in some of the most difficult circumstances to provide aid and stabilization efforts in the newly liberated areas of Iraq. The agencies have constantly reassessed their approach in the field by adapting work modalities, using implementing

partners and continuously assessing programme criticality to balance operational needs with security risks. Movements between government- and militia-controlled areas require considerable planning and missions are often cancelled or delayed by numerous checkpoints. Improvised explosive devices, unexploded ordnance and booby traps represent the most significant threats for United Nations operations in the region and are the cause of frequent delays or obstruction in stabilization efforts.

### **3. Security of locally recruited United Nations personnel**

27. Overall, locally recruited personnel comprised 64 per cent of the United Nations personnel affected by safety and security incidents in 2015. This rate is consistent with the rate of 65 per cent observed in 2014. Such personnel are, in absolute numbers, the primary victims of acts of violence and safety-related incidents (73 per cent and 87 per cent, respectively), the majority of which are road accidents. Locally recruited personnel have also been affected at a greater ratio than their internationally recruited colleagues in two areas: arrest and detention (94 per cent); and intimidation and harassment of personnel (66 per cent). As the Organization engages in more complex and dangerous environments, locally recruited personnel and their families face difficult situations, requiring a continuous dialogue and the mobilization of efforts from different components of the United Nations system.

## **C. Security incidents affecting humanitarian personnel and other United Nations personnel**

### **1. Impact of security threats on humanitarian personnel, non-governmental organizations, health workers, medical personnel and other implementing partners**

28. From January 2015 to June 2016, 41 NGO personnel working in close cooperation with the United Nations lost their lives as a result of acts of violence and 47 personnel were abducted, according to reports received by the Department of Safety and Security (see annex IV). The number of casualties from United Nations NGO implementing partners has decreased by 50 per cent from 92 fatalities in 2014. Although the data, based entirely on voluntary reporting to the Department, is likely incomplete,<sup>2</sup> it nonetheless shows that casualties continue to take a heavier toll on NGO personnel than on United Nations personnel.

29. It was reported in 2015 that 82 NGO personnel were injured as a result of acts of violence, almost the same number as that reported for 2014 (84). However, 230 personnel reported incidents of being attacked in their vehicle, an increase from 129 reported incidents in 2014.

30. The protection of aid workers and health-care personnel remains a matter of deep concern. In particular, it is essential that all parties ensure the protection of health workers and health facilities in conflict situations to enable them to provide care for the local population, as emphasized by the General Assembly in its resolution [69/132](#) and by the Security Council in its most recent resolution, [2286](#)

<sup>2</sup> External sources, such as the *Aid Worker Security Report*, provide additional information in this regard.

(2016), in which the Council strongly condemned, inter alia, acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities.

## **2. Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East**

31. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) employs more than 30,000 area staff in its five fields of operation: Gaza, the West Bank, Jordan, Lebanon and the Syrian Arab Republic. UNRWA provides, inter alia, registration, health, education, protection, relief and social services, in addition to reconstruction and other emergency programming to 5 million registered Palestine refugees throughout the region. UNRWA area staff carry out humanitarian operations in some of the most volatile and high-risk environments and, consequently, are exposed to all forms of security incidents. In 2015, there was a decrease of 12 per cent in the number of such incidents impacting the Agency compared to the previous year. No fatalities were reported in 2015, but two UNRWA area staff have already been killed as a result of violence in the first six months of 2016. While fatalities, injuries, abductions and detentions decreased significantly, the number of aggravated assaults and intimidation increased exponentially, the latter doubling compared to the previous year (see annex V).

32. UNRWA area staff are not covered by the United Nations security management system and therefore security incidents that had an impact on them are not included in the overall statistics contained in the present report. However, these numbers complete the overall description of the security environment in which United Nations operations are conducted.

## **3. Comparison with peacekeepers**

33. Although not covered under the United Nations security management system, peacekeepers who serve the United Nations in high-risk environments face types of threats similar to those encountered by United Nations civilian personnel. There was a spike in deliberate hostile acts over the last three years, with a twofold increase from 2014 to 2015 (22 in 2013; 41 in 2014; 87 in 2015); fatalities and injuries decreased from 2014 to 2015.

34. In 2016, the number of hostile incidents by armed groups targeting peacekeepers increased in Mali, the Democratic Republic of the Congo and South Sudan, but decreased in other peacekeeping operations, in particular in the Central African Republic and the Sudan (Darfur). In Mali, the number of peacekeeper fatalities owing to malicious acts rose significantly over previous years mainly as a result of improvised explosive devices and suicide attacks by violent extremist armed groups affiliated to al-Qaida in the Islamic Maghreb. In early 2016, some of the terrorist attacks in northern Mali were more lethal and devastating than ever before. In response, multidimensional preventive and mitigating measures were implemented.

### **III. Strengthening the security management system**

35. In response to the challenging and complex security environment, the Department of Safety and Security continued to provide leadership, coordination and operational support to the security management system in line with its vision, “protecting the people who work for a better world”. The Department focused on priorities identified in 2015, with particular emphasis on strengthening the capacity of security decision makers and providing support for crisis management.

#### **A. Enhancing security risk management capacity for security decision makers**

##### **1. Strengthening security risk decisions**

36. With support provided by Member States in accordance with General Assembly resolution 70/104, the Organization has significantly strengthened the security risk management process and the programme criticality framework tool. The revised policy on the security risk management process was promulgated in April 2016 and was preceded by substantive preparation activities, such as mandatory online training and technical briefings. This effort has been effective in bringing all the actors to a common level of understanding. In parallel, the programme criticality framework was reaffirmed as a system-wide mandatory policy in early 2016. These developments have empowered programme and security decision makers in making solid and reasonable decisions in rapidly evolving crisis or dangerous environments.

##### **2. Enhanced support to designated officials**

37. The Department of Safety and Security provided regular support to designated officials in 2015 by organizing inductions, briefings, consultations and workshops to help decision makers understand crisis management; to enhance their ability to effectively manage security risks; and to make critical decisions. Twenty designated officials attended crisis management training, held in Geneva in November 2015. This first initiative is being complemented in 2016 by regional workshops. Thus far, three workshops have taken place for the Middle East/North Africa and for the Americas regions, and for peacekeeping operations and special political missions, attended by a total of 35 designated officials and 53 security advisers. The Department has also started revising the designated official handbook, initially issued in 2012, and is preparing a specific aide-memoire on crisis management. Forty designated officials were briefed separately, in parallel to the expanded security programme for resident coordinators/humanitarian coordinators, organized in collaboration with the United Nations Development Group. To date, more than 5,000 United Nations personnel have completed the online Security Management Team course.

## **B. Reinforcing security risk management strategies and the policy framework to make possible United Nations operations in the field**

### **1. Reinforcing the framework of safety and security policies**

38. The Inter-Agency Security Management Network has maintained the momentum in developing system-wide safety and security policies. From July 2015 to June 2016, six policies and two guidelines were promulgated, covering a wide range of issues. In addition, the Department of Safety and Security has intensified its efforts in promoting awareness, understanding and application of these policies, guidelines and procedures through online briefings with field-based operators, regional workshops and internal policy forums, producing short policy videos and translating policies into French.

### **2. Effective use of specific security risk-management measures**

39. In 2015, the use of armoured vehicles continued to prove highly effective where deployed. Eight new armoured vehicles have been positioned in Afghanistan and Iraq, while previously acquired armoured vehicles were transferred to Ukraine, Somalia, Yemen and the Central African Republic.

40. Physical security was also strengthened at United Nations premises and compounds. In November 2015, the Department of Safety and Security issued guidance for enhanced measures specific to Headquarters, offices away from Headquarters, regional commissions and International Tribunals. In addition, the establishment of the Physical Security Unit, within existing resources, has ensured the provision of physical security support to United Nations premises worldwide. The Unit, now composed of three full-time staff members, provides guidance, reference material, training programmes and specifications for equipment to its community of practice. The Unit conducted 19 physical security assessments, including in Libya and Yemen, and provided support to 25 specific locations. However, the Department has to face the challenge of a high demand for such services from the field. Currently, owing to the lack of resourcing, there are 27 outstanding physical security assessments in the field.

### **3. Response to critical incidents**

41. The security clearance system lists all United Nations personnel in a particular city, including those on travel status, and has made it possible for the United Nations system to fulfil its duty of care responsibilities by contacting all personnel who may have been affected during significant incidents and when serious aviation incidents occur.

42. In addition, the evolving security environment and the increased presence of United Nations programmes and operations in highly volatile situations has led to a substantial increase in the number of personnel exposed to stress and critical incident stress. During the reporting period, the Department of Safety and Security provided responses to 47 major critical incidents and mass emergencies (earthquakes in Nepal and Ecuador, cyclone in Vanuatu, political and civil unrest in Burundi, the Central African Republic, Yemen, Libya and the Syrian Arab Republic, hostage

incidents in the Sudan, terrorist attacks in Brussels). A total of 8,576 counselling sessions were provided to personnel and their dependants.

#### **4. Training**

43. While increasing its provision of support to security decisions makers, as indicated above, the Department of Safety and Security continued to develop the training of all United Nations personnel, a major component of security culture, and specific courses for security professionals.

44. The mandatory courses on basic security in the field and advanced security in the field are the fundamental requirements for all United Nations personnel. Since they were revised in 2011, more than 300,000 certificates have been issued, including renewal certification after three years of completion. For those operating in high-risk environments, the safe and secure approaches in field environments programme is an essential risk mitigation measure and a practical tool. Administered in collaboration with the United Nations System Staff College and United Nations security management partners, the programme was delivered to 12,984 personnel in 44 locations during the reporting period. In addition, an “active shooter” online course was developed and launched in English, with supporting material in French, Arabic and Spanish distributed in May 2016.

45. Approximately 1,500 security professionals have attended security learning programmes, which were often delivered in collaboration with United Nations organizations. The emergency trauma bag-first responder course, which provides training to support medical professionals who respond to critical incidents and mass casualty events, has proven particularly valuable for personnel working in isolated environments; more than 400 United Nations personnel have received the training so far this year. A specific course on physical security was designed to increase the knowledge and skills of security professionals. A pilot course was conducted in New York and will be delivered in the field in the second half of 2016.

46. Overall, the growth in demand and specialization in training is challenged by limited resources. The Department of Safety and Security is currently engaged in a review of training needs with the aim of identifying resource requirements and more effective delivery methods to provide sustainable security learning programmes to the United Nations system.

#### **5. Enhancing situational awareness and threat and risk analysis**

47. In order to improve the Organization’s ability to face rapid changes in the security threat environment, the Department of Safety and Security developed a course of instruction designed to provide security information analysts with the necessary skills to issue analytical warnings and assessments for crisis managers and decision makers at the strategic and operational planning levels. The course will be delivered in 2017 to security information analysts in the Department and to Office of Military Affairs assessment team analysts in the Department of Peacekeeping Operations. Additional capacity is now required to cover the increasing demands in the field, in particular in the Middle East, Europe, Asia, eastern and southern Africa, and Central and South America. Moreover, additional

capacity is required to monitor the Internet and social media more effectively, in coordination with other specialized United Nations entities.

## **C. Flexibility and efficiency in support of United Nations field operations**

### **1. Increased demands are addressed through increased efficiency and flexibility**

48. The Department of Safety and Security continued to strengthen its surge capacity to meet a rise in demand worldwide. In 2015, a total of 336 surge deployments were provided in response to security emergencies and crises worldwide, which have increased almost threefold compared to 2014. In addition, from January 2015 to June 2016, the Department provided security and protection support for 292 special events, conferences, workshops and meetings sponsored and organized by United Nations organizations away from United Nations premises. In 2016, 103 events have already been coordinated, including major events in Turkey and Germany.

49. Although the Department has successfully managed to meet increased demands and respond to unpredictable crises through efficiency and flexibility, the growing demands far outreach the existing capability. Despite the positive change and efforts of the Department, the staffing and funding structures, which were established 10 years ago, are no longer commensurate with the security environment.

### **2. Integration of security resources of the Secretariat to further these efficiencies**

50. Following the start of the programme to integrate all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, as welcomed by the General Assembly in its resolution [70/104](#), the Department of Safety and Security has initiated major aspects of the integration project. The goal of integrating all security personnel in one Secretariat Department is to provide quality, flexible security services to all clients at Headquarters and in the field, with a single effective chain of management authority, responsibility and accountability, and a mobile and global Secretariat security workforce.

51. The Department of Safety and Security continues to engage with all stakeholders related to the integration project, focusing on three main areas: management, human resources and finances. In particular, in close cooperation with other Secretariat entities, the Department is working to realign the functional management arrangements for chief security officers, security analysts and close protection officers in peace operations. The most challenging aspect of integration is seeking a solution to the multiple funding sources for security.

### **3. Human resources strategy for security personnel**

52. The Under-Secretary-General for Safety and Security has commissioned the preparation of a human resources strategic framework that will provide an opportunity for the Department of Safety and Security to develop and maintain a professional and effective safety and security workforce. The strategy will serve as a road map for planning organizational strategies and policies in the areas of recruitment, training, career development and performance management. The

ultimate goal is to ensure that the Department has duly qualified and motivated security personnel to address emerging security threats affecting United Nations personnel and operations around the world.

#### **4. New approach to compliance and evaluation**

53. Significant progress has been made in establishing an evaluation capacity as well as a lessons learned and best practice function within the Department of Safety and Security. First, evaluating the effectiveness and relevance of security programmes, including security culture and gender mainstreaming, has been developed into the normal management activities of the Department. Secondly, the lessons learned and best practice function has been enhanced from the experience of case studies undertaken in 2015. Efforts are under way to make compliance assessment a system-wide approach to be supported by the development of a policy on compliance.

### **D. Building external collaboration and enhancing internal coordination**

#### **1. Enhancing security collaboration between the United Nations and host Governments**

54. The United Nations has pursued a strategy of building constructive relationships with host Governments, as they have the primary responsibility to provide security and protection to United Nations personnel, premises and assets. The Under-Secretary-General for Safety and Security, during his visits to host government authorities, delivers messages to ensure that such collaboration is carried out through the sharing of situational awareness, threat and risk analysis, the coordination of prevention and risk mitigation measures, and management of security crises. At Headquarters locations, coordination with host government authorities is manifested in joint drills and training sessions. In addition, the Department of Safety and Security received numerous security threat information notices from host government security and law enforcement agencies. In parallel, the Organization continuously encourages its personnel to respect national laws and national local customs and traditions.

#### **2. Campaign against impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

55. The United Nations continued to make every effort to engage host Governments to protect human rights and respect the privileges and immunities of United Nations personnel. One important approach is to encourage more Member States to become parties to relevant international conventions, notably the Convention on the Safety of United Nations and Associated Personnel (1994), signed by 92 parties, and its Optional Protocol (2005), to include applicable provisions in their agreements concluded with the United Nations and to fully comply with those conventions and provisions. In addition, through the Secretary-General's Human Rights Up Front initiative, human rights issues, including the protection of humanitarian and United Nations personnel, are regularly discussed with Member States.

56. In parallel, the Department of Safety and Security has initiated a programme, in collaboration with the Office of the United Nations High Commissioner for Human Rights, to enhance awareness of security professionals about human rights principles and policies.

### **3. Strengthening partnerships with non-governmental organizations**

57. The United Nations, in consultation with the international NGO networks, has revised the “Saving Lives Together” framework to provide a clearer and more systematic approach to its cooperation with international NGOs on safety and security. The new framework provides for the first time an umbrella for security collaboration with all implementing and operational partner international NGOs of the United Nations, including those in the development sector. Additional implementation guidelines were issued in July 2016 to provide assistance to United Nations country teams and NGOs in enhancing security collaboration.

58. The Department of Safety and Security has also continued to invite NGO security managers to the security certification programme for United Nations security professionals, fostering networking and mutual understanding. The Department’s “surge” deployment programme has been expanded to increase the capacity of Department teams to support NGOs in volatile environments, with a total of 100 deployments to 20 countries in the reporting period. In addition, the United Nations security management system has continued to consider NGOs in planning arrangements for the evacuation of personnel and has provided aircraft capacity to assist NGOs, where feasible.

### **4. Duty of care**

59. The Working Group on Duty of Care, chaired by the Under-Secretary-General for Safety and Security, has concluded its work and submitted its final report to the High-level Committee on Management in March 2016. While recognizing that the United Nations provides an adequate level of duty of care for its personnel, the Working Group identified 15 key recommendations in five areas, including medical, safety and security, psychosocial and administrative/human resources. Recommendations included the need for a predeployment package and resilience briefing; enhanced communications; strengthened medical and psychosocial services; review of the compensation, benefits and entitlements for locally recruited staff; and the need for proactive engagement, cooperation and coordination by all components/networks in the field and at the policy level. The High-level Committee on Management is currently engaged in establishing a task force to ensure that the recommended actions can be carried out in a coordinated and systematic manner.

### **5. Promoting gender considerations and inclusion**

60. The United Nations has remained determined to address security challenges faced by male and female personnel, including lesbian, gay, bisexual, transgender and intersex personnel. In order to achieve this goal, the United Nations security management system developed a policy and guidelines to ensure that gender-based security risks are considered in all aspects of the security risk management process in 2015. In addition, in order to promote extensive awareness, gender-related topics have been prioritized in the learning curriculum for 2016.

## **6. Developing a United Nations security management system road travel safety strategy**

61. As evidenced over the years by the consistent number of casualties and injuries caused to United Nations personnel and civilians by road traffic accidents, the United Nations security management system is currently engaged in a review of all aspects encompassing road safety. Building upon the ongoing Decade of Action for Road Safety 2011-2020, the appointment of the Special Envoy of the Secretary-General for Road Safety, in June 2015, the United Nations Coordination Meeting on Road Safety, held in April 2016, and General Assembly resolution [70/260](#), adopted on 15 April 2016, the security management system is committed to maintain the momentum and has started to develop an overarching United Nations road safety strategy. The strategy will seek to improve data management and analysis of vehicular accidents and fatalities, and consider establishing specific internal road safety goals.

## **7. Enhancing air travel safety globally**

62. In support of the implementation of the first system-wide policy on air travel, promulgated in September 2015, the Department of Safety and Security has engaged in providing information and guidance on the use of global air transport to all United Nations security management system organizations. During the reporting period, the Department addressed an estimated 5,455 queries and organized training sessions and online policy forums. By June 2016, 108 air travel focal points were trained to provide support for the implementation of the policy.

# **IV. Strategic challenges**

63. The Department of Safety and Security was created in the aftermath of the bombing of the United Nations headquarters in Baghdad in August 2003. Regrettably, since that tragic event, the security environment has continued to deteriorate. Day after day, the Organization operates under extremely challenging circumstances in the most dangerous places of the world. The security situation is now more complex, marked by hybrid threats from multiple actors, and by the intersection of and interaction between terrorism and crime. Insecurity is expanding to new areas while conflicts remain unabated in other places, with a dramatic impact on civilian populations, affected in record numbers by killings and displacements and requiring the support of United Nations programmes and mandates. As evidenced in the significant increase of direct attacks against their personnel and premises, United Nations organizations are now operating on the frontlines of conflicts. The deterioration in the security environment similarly affects NGO humanitarian personnel. The United Nations organizations and the NGOs have all paid a heavy price in lives as a result of the worsening security situation.

64. The growing threat of extremism is exacerbated by technological advances being made by terrorist organizations. The use of social media and the Internet, more sophisticated techniques and procedures, and the ability to sponsor attacks in areas that were previously considered as lower risk, such as in Europe, are of mounting concern.

65. In order to make possible United Nations operations while facing these challenges, the Department of Safety and Security has been developed and strengthened over the past 10 years since its establishment. A combination of training, enhanced physical security, risk management measures, threat and risk analysis, and a strengthened policy framework have enabled the organizations of the United Nations security management system to better protect their personnel and humanitarian partners. A recent client survey of the activities of the Department demonstrated a high level of support and satisfaction with the security services provided. However, the Organization is increasingly being asked, and expected, to do more. This additional activity will require the Department to continue to enhance its specialist capabilities, seek innovations and remain flexible and responsive to stay ahead of the fast-paced changes in the security environment.

66. Independent reviews have also raised concern over the changing nature of the security environment. Most recently, the Joint Inspection Unit has undertaken a comprehensive review of safety and security in the United Nations system. In its report to the General Assembly, it recognizes the strategic challenges facing the United Nations security management system and highlights their impact on security resources.

67. Addressing the dynamic and evolving security situation and the resultant increased demand for security services has become a priority for the Organization. The integration of the safety and security resources of the Secretariat under the management authority of the Department of Safety and Security represents an essential step to ensure the most effective and efficient use of the Organization's safety and security resources.

68. Finally, in collaboration with the United Nations security management system, the Organization, in accordance with General Assembly resolution [70/104](#), will continue to work with Member States to ensure an adequate level of security resourcing, commensurate with the increased needs for security, to make possible United Nations activities in these insecure environments. In that regard, the Organization encourages all Member States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, with a view to supporting the efforts of the Department of Safety and Security to meet its mandate and responsibilities to make possible the safe delivery of United Nations programmes.

## V. Observations and recommendations

**69. The Secretary-General expresses deep condolences to the families of United Nations personnel and humanitarian personnel, as well as humanitarian aid workers, who lost their lives while delivering life-saving operations to people who are vulnerable and in danger. The Secretary-General condemns in the strongest terms all forms of crime and violence against United Nations personnel, premises and assets. The safety and security of United Nations personnel remains an all-time priority of the Organization. It needs to be supported through multidimensional approaches and innovative thinking.**

**70. The United Nations is now continuously engaged in a world where the security environment is increasingly complex, dangerous and unpredictable.**

**Conflict and violence remain the primary causes for increased chaos and human suffering, which calls for sustained United Nations interventions. The Organization has been called upon to deliver mandates and programmes throughout the world, including in highly dangerous areas where security and protection for personnel are required more than ever. This call presents an unprecedented challenge for the Organization, which has a mandate to stay and deliver, but creates pressure on existing resources to address unmet demand.**

**71. The Secretary-General calls upon Member States and host Governments to take robust actions to protect United Nations personnel, including by protecting the human rights, privileges and immunities enjoyed by United Nations personnel, complying with the relevant international conventions, ending impunity and bringing perpetrators to justice.**

**72. Member States and host Governments are also urged to continuously protect humanitarian and medical personnel, as well as locally recruited personnel, and to make collective efforts to enhance their security and protection.**

**73. The Secretary-General also expresses his appreciation to Member States, partners and donors for their collaboration with the United Nations on security-related matters. Their continued support is most needed, in particular by providing sufficient funding to ensure that the Organization has the capacity to meet the increased security demands. In order to ensure that security services are delivered to maximum levels of effectiveness in the field, Member States' continued support is also requested for the integration of all Secretariat security resources under the authority of the Department of Safety and Security.**

**74. Lastly, the Secretary-General wishes to recommend that the General Assembly remain engaged in the issue of the safety and security of United Nations personnel and continue to provide support to the United Nations security management system.**

## Annex I

## United Nations personnel affected by safety and security incidents

<i>Category of safety and security incidents</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016 (first six months)</i>
Fatalities resulting from acts of violence	5	26	19	18	15	23	5
Fatalities resulting from safety-related incidents	19	44	15	10	15	16	7
Injuries resulting from acts of violence	68	145	112	82	65	99	33
Injuries resulting from safety-related incidents	164	166	209	144	101	130	3
Abduction	12	21	31	17	6	21	2
Robbery	239	417	408	314	530	511	242
Residence break-in	35	20	31	23	37	72	41
Aggravated assault	64	31	44	35	104	81	40
Sexual assault	9	5	4	4	8	12	13
Burglary of residence	385	418	493	322	430	380	150
Intimidation	210	224	209	81	149	228	107
Harassment	17	46	52	27	146	177	67
Arrest and detention	211	195	165	138	128	69	39
<b>Total</b>	<b>1 438</b>	<b>1 759</b>	<b>1 793</b>	<b>1 216</b>	<b>1 734</b>	<b>1 819</b>	<b>749</b>

**Annex II****Attacks on United Nations premises and official vehicles**

<i>Category of security incidents</i>	<i>2014</i>	<i>2015</i>
Attacks on United Nations premises	9	35
Attacks on United Nations vehicles	45	155
Intrusion into United Nations premises	26	109
<b>Total</b>	<b>80</b>	<b>299</b>

## Annex III

### United Nations civilian personnel affected by security incidents in 2015

<i>Category of security incidents</i>	<i>Number of personnel affected</i>	<i>Internationally recruited</i>	<i>Locally recruited</i>	<i>Male</i>	<i>Female</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	23	6	17	15	8	11	Armed conflict (4); terrorism (6); crime (13)
Fatalities resulting from safety-related incidents	16	2	14	12	4	12	Road traffic accident (15); other safety accident (1)
Injuries resulting from acts of violence	99	34	65	68	31	28	Armed conflict (5); terrorism (10); crime (75); civil unrest (9)
Injuries resulting from safety-related incidents	130	39	91	85	45	40	Road traffic accident (124); other safety accident (6)
Abduction <sup>a</sup>	21	8	13	19	2	5	All United Nations personnel but one were released
Robbery <sup>b</sup>	511	213	298	249	262	63	
Residence break-in <sup>c</sup>	72	37	35	44	28	14	
Aggravated assault <sup>d</sup>	81	25	56	51	30	37	
Sexual assault	12	7	5	4	8	7	
Burglary <sup>e</sup>	380	140	240	253	127	57	
Intimidation <sup>f</sup>	228	66	162	134	94	54	
Harassment <sup>g</sup>	177	72	105	109	68	31	
Arrest and detention <sup>h</sup>	69	4	65	64	5	14	
<b>Total</b>	<b>1 819</b>	<b>653</b>	<b>1 166</b>	<b>1 107</b>	<b>712</b>		

<sup>a</sup> 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.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or threat of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit felony or crime aggravated by use of force and/or physical assault.

<sup>d</sup> Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit felony or crime.

<sup>f</sup> Act of making timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex IV

### Security incidents affecting personnel of non-governmental organizations, as reported to the Department of Safety and Security

Category of security incidents	Number of personnel affected		
	1 January 2013- 30 June 2014	1 January 2014- 30 June 2015	1 January 2015- 30 June 2016
Personnel who lost their lives as a result of acts of violence	44	92	41
Personnel injured as a result of acts of violence	<sup>a</sup>	84	82
Abducted personnel	99	167	47
Armed attacks on premises	<sup>a</sup>	43	23
Intrusion into premises	<sup>a</sup>	71	218
Armed attacks on vehicles	<sup>a</sup>	129	230
Lost vehicles	<sup>a</sup>	45	<sup>a</sup>
Other unspecified critical incidents (as recorded by the Department of Safety and Security in previous years)	90	<sup>a</sup>	<sup>a</sup>
<b>Total</b>	<b>233</b>	<b>631</b>	<b>641</b>

<sup>a</sup> Not previously recorded.

## Annex V

**Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, as reported to the Department of Safety and Security**

<i>Category of security incidents</i>	<i>Number of area staff affected</i>		
	<i>2014</i>	<i>2015</i>	<i>Mid-2016</i>
Fatalities resulting from acts of violence	18	..	2
Fatalities resulting from safety-related incidents	..	..	..
Injuries resulting from acts of violence	52	15	3
Injuries resulting from safety-related incidents	3	6	..
Abduction	5	3	..
Robbery	15	9	5
Residence break-in	2	1	4
Aggravated assault	33	28	20
Sexual assault	1	2	1
Burglary of residence	2	..	..
Intimidation	39	75	40
Harassment	7	5	..
Arrest and detention	40	30	11
Missing personnel	1	..	1
<b>Total</b>	<b>218</b>	<b>192</b>	<b>87</b>



# General Assembly

Distr.: General  
18 September 2017

Original: English

---

## Seventy-second session

Agenda item 73

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

### **Safety and security of humanitarian personnel and protection of United Nations personnel**

#### **Report of the Secretary-General**

#### *Summary*

The present report was prepared in response to General Assembly resolution [71/129](#) and provides an overview of the global security environment, current security threats and their impact on United Nations personnel and the United Nations response to those challenges. The report contains an analysis of emerging security trends and their implications for United Nations personnel. It highlights the efforts of the Department of Safety and Security to respond to the rising demand for security services. The report concludes with observations and recommendations for consideration by the Assembly.



## I. Introduction

1. In resolution 71/129, the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-second 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. It also requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2016 to June 2017. It gives an overview of the global security environment, current security threats, risks and challenges facing United Nations personnel,<sup>1</sup> the Organization's response to those threats and the strategic challenges faced by the Organization, and concludes with proposals for ways forward.

## II. Security threats against United Nations personnel

### A. Global security environment

3. The global security environment has become increasingly complex. It is unlikely to improve in the near future while the overall social, political and economic factors underpinning insecurity persist.

4. Although millions of people have been lifted out of poverty, tempering the socioeconomic conditions in which instability thrives, the number of conflicts is on the rise and they are lasting longer. This has had a devastating impact on civilian populations, which have been affected by violence, widespread destruction of infrastructure and loss of essential services, and has contributed to the greatest global migration crisis since the Second World War. By the end of 2016, some 130 million people required emergency assistance for their survival and protection, almost 200 per cent more than a decade earlier.<sup>2</sup>

5. A lack of political solutions, fuelled by deep international or regional divisions has continued to worsen the security conditions in protracted conflicts. In some areas, food insecurity and natural disasters have had an impact on communities that were already vulnerable, owing to poverty, isolation or inequality. Today, armed conflict, terrorism and organized crime are increasingly interconnected, while political discontent continues to manifest itself in civil unrest, creating multifaceted and complex threats. In conflict areas, humanitarian personnel are facing severe constraints, including restrictions on movement, intimidation and direct attacks through aerial bombing or indiscriminate firing in complete disregard of the fundamental tenets of international humanitarian law. The level of violence

---

<sup>1</sup> For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. According to the database of the United Nations Security Managers Information Network, the United Nations security management system is responsible for approximately 180,000 personnel.

<sup>2</sup> Office for the Coordination of Humanitarian Affairs, annual report 2016, available from [www.unocha.org/sites/unocha/files/2016ochaannualreport.pdf](http://www.unocha.org/sites/unocha/files/2016ochaannualreport.pdf).

affecting medical personnel and facilities has been particularly alarming (see [S/2017/414](#)). These factors are placing an extraordinary strain on the United Nations and on the humanitarian community to conduct operations and deliver programmes to provide relief and support in dangerous and complex environments.

6. In addition, new areas of the world have been affected by dramatic security developments. In South America, violent protests took place amid deteriorating economic conditions, and some countries also registered a spike in violent crime. In Western Europe, a string of terrorist attacks revealed the durable nature of the extremist threat, exacerbated by inequality and ideology. In West Africa, while political and institutional reforms have improved the environment, creating the conditions for the departure of peacekeeping missions, the region remains fragile and susceptible to extremist attacks, as demonstrated in Burkina Faso and Côte d'Ivoire. Extremist groups continue to target vulnerable areas where government control remains unsteady, creating new demands in remote places, such as the Lake Chad basin. In some areas of South-East Asia, domestic and transnational violent extremist groups have maintained a firm foothold, while protracted local conflicts continue to translate into the movement of populations amid the threat of natural disasters.

7. Despite setbacks, extremist groups maintain a broad operational reach around the world as they adapt to international pressure. Islamic State in Iraq and the Levant (ISIL), Al-Qaida and their affiliates continue to pose an acute threat globally. Al-Shabaab and Boko Haram remain serious regional threats in parts of Africa despite sustained military operations. While ISIL recently lost significant territorial control, it has demonstrated resilience by moving fighters to other areas of conflict or returning them to their countries of origin and through the blurring of associations between groups. This manifested itself in multiple terror attacks in a number of countries in Europe and Africa. The attacks carried out in places of worship or other public spaces or populated venues, such as streets, health facilities, hotels, concert halls, subways and airports, were aimed at maximizing casualty numbers and stoking fear locally and globally. While some of those attacks were of a sophisticated nature, many were not, and yet had a significant impact, as terrorist groups encouraged their followers to employ a wide range of methods, including using knives, ramming vehicles into pedestrians, carrying out office intrusions and armed assaults, detonating vehicle-borne and person-borne improvised explosive devices, kidnapping and hostage-taking.

8. In a concerning development, ISIL recently resumed inciting its followers, through its propaganda, to carry out attacks on international diplomatic facilities and staff. While there had been a notable lack of propaganda against the United Nations between 2009 and 2016, ISIL has re-established the Organization as a target through its social media outlets.

## **B. Security incidents affecting the United Nations security management system<sup>3</sup>**

### **1. Types of incidents and their impact on United Nations personnel**

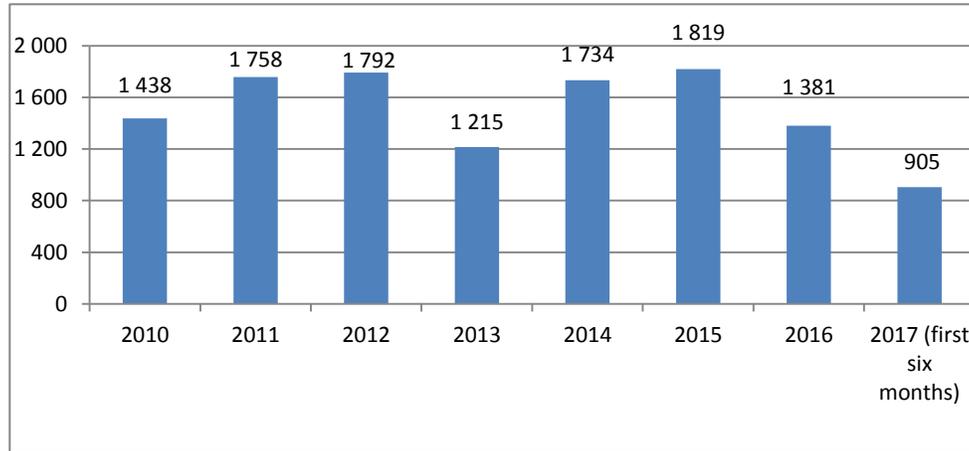
*Direct attacks against United Nations personnel, premises and assets*

9. Overall, incidents related to security and safety affected 1,381 United Nations personnel in 2016, compared with 1,819 in 2015 (see figure I). This figure was

<sup>3</sup> The United Nations security management system comprises all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations for the purposes of security.

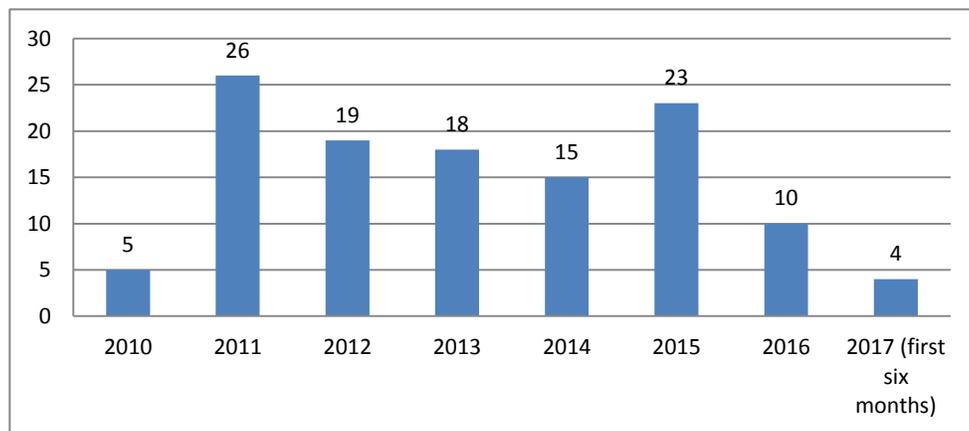
lower than the average number of personnel affected annually over the period from 2010 to 2016 (1,591).

**Figure I**  
**United Nations personnel affected by safety and security incidents**



10. A total of 10 United Nations civilian personnel lost their lives as a result of direct acts of violence in 2016, compared with 23 in 2015 (see figure II). Seventy United Nations personnel were injured as a result of acts of violence in 2016, compared with 99 in 2015, which is the lowest figure for United Nations civilian casualties in the past five years (see annex I), despite an increased number of United Nations personnel operating in complex security environments. However, in the first six months of 2017, four United Nations personnel, including two members of a group of experts, lost their lives as a result of violence.

**Figure II**  
**United Nations personnel fatalities as a result of violence**

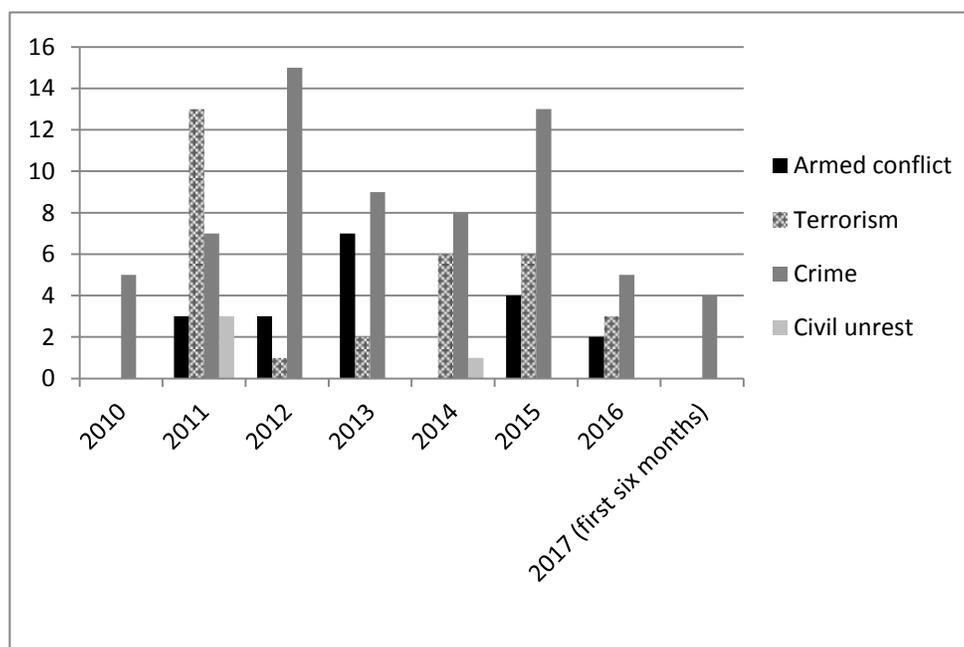


11. In contrast, the number of direct attacks against United Nations premises increased substantially in 2016. There were 56 attacks against United Nations premises in 2016, compared with 35 in 2015. Those attacks took place mainly in the Central African Republic, Haiti, Mali and South Sudan. In addition, the number of attacks against United Nations official vehicles remained high, with 146 in 2016, compared with 155 in 2015 (see annex II). The majority of those attacks occurred in Afghanistan, the Sudan (Darfur) and Yemen.

12. The decrease in United Nations casualties despite a high rate of attacks and continued insecurity is a positive development. In January 2016, an explosion adjacent to United Nations accommodation in Kabul was the deadliest attack in that city since 2011. However, notwithstanding the major infrastructure impact, there were no serious injuries among United Nations personnel. In June 2017, in Libya, a rocket-propelled grenade was launched at a United Nations convoy. No casualties were sustained thanks to the use of armoured vehicles and the timely application of immediate response procedures. While many factors play a role, these examples show the growing effectiveness of security policies, measures and procedures. Although this progress may be tenuous and reversed easily, it validates the importance of the collective efforts made by United Nations system organizations to strengthen the key aspects of security management.

13. In 2016, crime remained the main cause of security-related fatalities and injuries among United Nations personnel. Of the 10 fatalities due to violence in 2016, five personnel lost their lives as a result of criminal acts, three were killed in extremist attacks and two lost their lives as a result of armed conflict (see figure III and annex III).

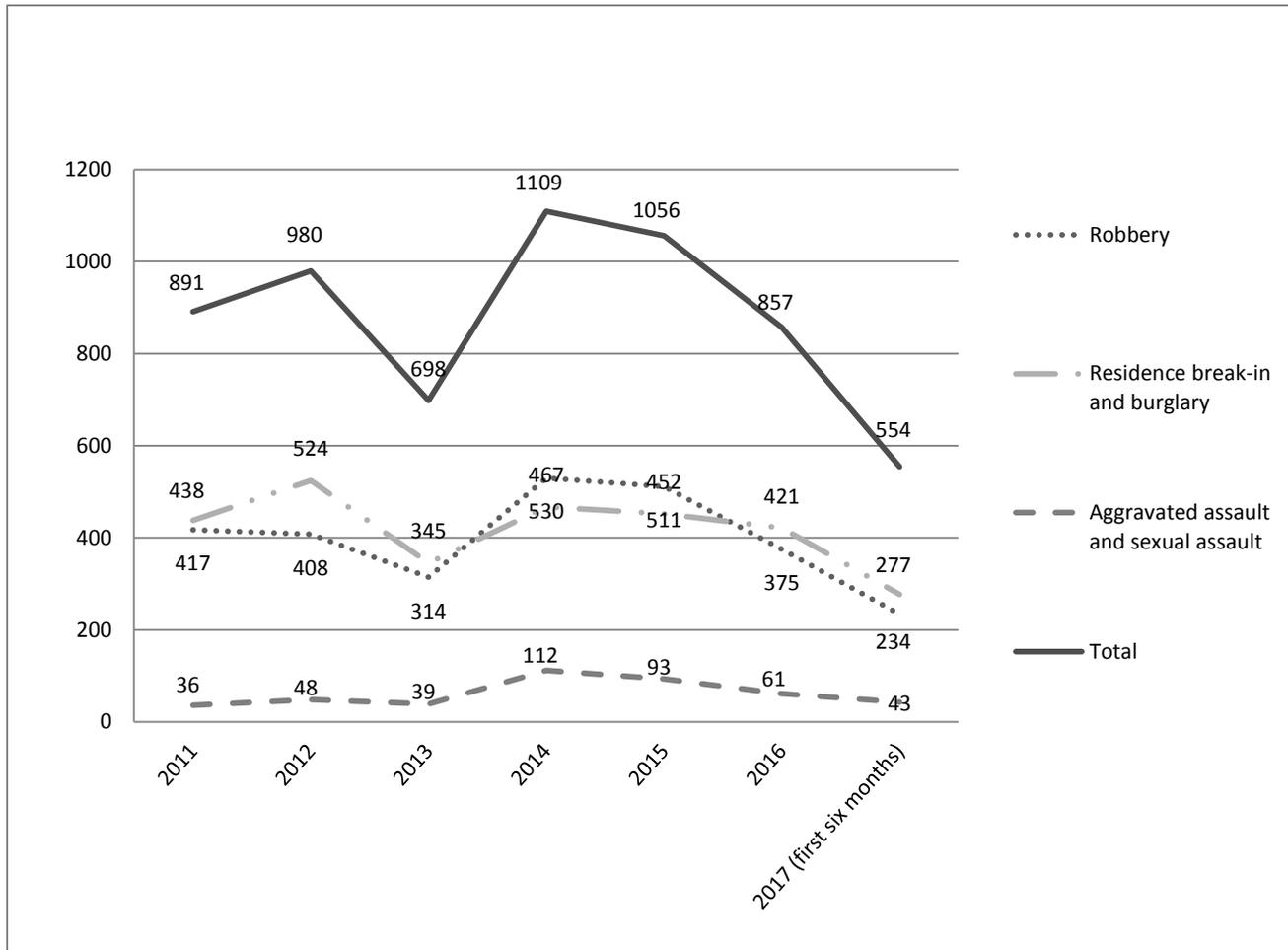
Figure III  
United Nations personnel fatalities by category of threat



#### *Crime*

14. Although the number of criminal acts targeting United Nations personnel has decreased steadily since 2014 (see figure IV), crime continues to be the main cause of personnel fatalities resulting from acts of violence. In the past five years, an average of 57 per cent of United Nations personnel fatalities was attributable to violent crimes. From January to June 2017, 554 personnel reported being affected directly by crime, which suggests that the figure for the whole year will be similar to that for 2016.

Figure IV  
United Nations personnel affected by crime, by category



15. Of the 1,381 United Nations personnel affected by security incidents in 2016, 857 (62 per cent) were victims of criminal acts: robberies, residence break-ins, burglaries and aggravated and sexual assault (see figure IV and annex III). In areas of high criminality, designated officials can apply residential security measures for their international personnel. In addition, the Inter-Agency Security Management Network completed a review of the residential security provisions of locally recruited personnel and made recommendations to support them through training and assessments.

#### *Terrorism*

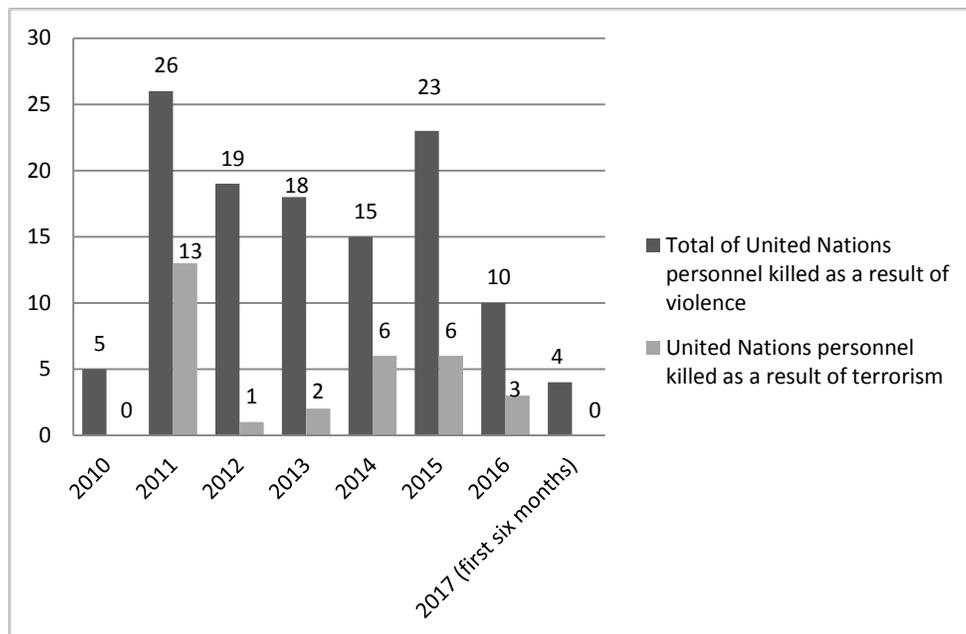
16. In the past five years, the number of United Nations personnel fatalities resulting from terrorist violence has held steady. Casualties resulting from terrorism were down to three in 2016, with fatalities occurring in Côte d'Ivoire and Somalia. During the first six months of 2017, there were no reported deaths of United Nations personnel as a result of terrorism. A single security incident, however, can dramatically reverse such a trend, as demonstrated in Abuja in 2011 (see figure V).

17. One member of United Nations personnel was killed and another injured in an attack in Côte d'Ivoire on 13 March 2016 that claimed the lives of 18 people. In June 2016, an attack using a vehicle-borne improvised explosive device launched by a member of Al-Shabaab at a restaurant in Mogadishu resulted in the deaths of

15 people, including one locally recruited member of United Nations personnel. United Nations personnel were also present during attacks in Mali on 18 June 2017 and in Burkina Faso on 15 January 2016, but escaped uninjured.

Figure V

**United Nations personnel fatalities resulting from terrorism**

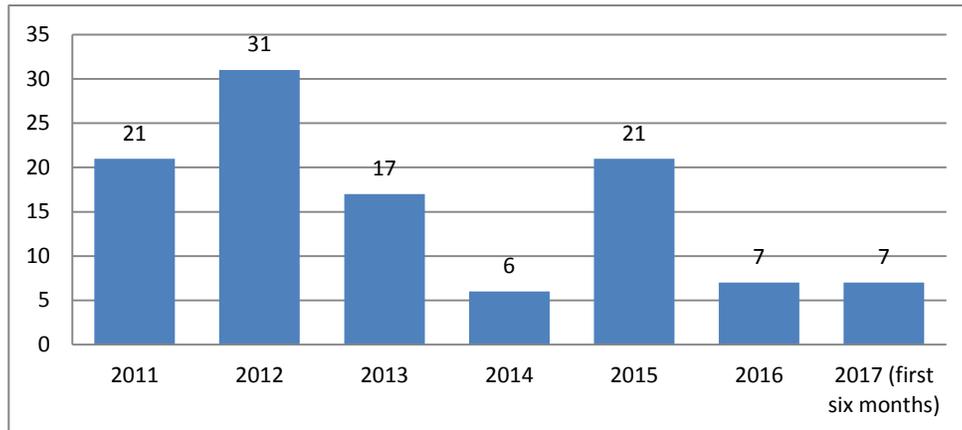


18. In a worrying development, complex attacks with multiple vehicle-borne improvised explosive devices are being combined with increasing loads of explosives. In July 2016, two such devices were detonated in close proximity to the international airport in Mogadishu, resulting in the death of one member of United Nations personnel and injuries to two others. In May 2017, a vehicle containing a large amount of explosives killed some 90 people and destroyed buildings in the diplomatic quarter in Kabul. The United Nations premises withstood the attack as a result of the security enhancement that had been carried out after an incident at the compound of the Office of the United Nations High Commissioner for Refugees in Kabul in January 2016. Continuous investment in physical security measures, multidimensional risk-management measures, threat analysis and training are indispensable to continue to prevent and lessen the impact of terrorist violence, which is constantly evolving.

*Abduction of United Nations personnel*

19. In 2016, seven United Nations personnel were victims of abduction incidents that developed into hostage situations (see figure VI), representing a substantial decrease compared with 2015, when 21 personnel were abducted. Five of the seven United Nations personnel abducted in 2016 were locally recruited and all were men. In the first six months of 2017, seven personnel were abducted, which indicates that the total number of abductions in 2017 may be higher than in 2016.

Figure VI  
Abductions of United Nations personnel



20. The Department of Safety and Security, together with the United Nations security management system organizations, continues to make efforts to prevent abductions through enhanced security-risk management. The United Nations has established policies in cases of abduction, which include negotiations and denying ransom payments to captors. The release of hostages is attributed to the hostage management capacity established within the United Nations security management system and to the support of Member States.

#### *Intimidation and harassment*

21. During the past five years, the number of incidents of intimidation and harassment of United Nations personnel peaked in 2015. Since then, the number has been decreasing steadily, from 405 reported cases in 2015 to 231 in 2016 (see annex I). This may be attributed to the decrease in incidents linked to the initial deployment of peace missions to new areas, which is when most such incidents take place.

#### *Safety-related incidents and road traffic incidents*

22. In 2016, 11 United Nations personnel lost their lives and 93 were injured as a result of safety-related incidents, compared with 16 and 130 in 2015, respectively (see annex I). Of those, 9 United Nations personnel were killed and 86 were injured in road traffic accidents (see annex III). Three United Nations personnel lost their lives in accidents involving official United Nations vehicles and six died in traffic accidents involving the use of private vehicles and public transportation.<sup>4</sup> Of the 86 personnel who were injured in road traffic accidents, 19 were in incidents involving official United Nations vehicles and 67 were in incidents involving private vehicles and public transportation.

23. In addition, 42 persons not affiliated with the United Nations died and 371 others were injured as a result of traffic accidents involving United Nations vehicles. The United Nations has developed an internal road safety strategy, which is aimed at reducing the number of road traffic accidents by 50 per cent by 2020, in line with the objectives of the Decade of Action for Road Safety.

<sup>4</sup> Of the nine reported fatalities as a result of road traffic accidents, two United Nations personnel died in safety-related incidents while on private travel, including one staff member who died in an aviation accident.

*Arrest and detention of United Nations personnel*

24. In 2016, 102 United Nations personnel were arrested and detained by national authorities of Member States, compared with 69 in 2015 (see annex I). This represents a significant increase of 48 per cent. A further 53 personnel were arrested during the first six months of 2017. At the time of reporting, 29 United Nations personnel remained in detention. Most of the arrests were related to violations of national laws, including road traffic violations.

*Gender-related security incidents*

25. Female personnel represent approximately 40 per cent of all United Nations personnel in the field. In 2016, female United Nations personnel accounted for 37 per cent of all security incidents (see annex III), indicating that security incidents affect male and female personnel in an almost equal proportion. There was a marked rise in the number of sexual assaults of United Nations personnel recorded in 2016 (17) and the first six months of 2017 (19). The majority of personnel affected by sexual assault in 2016 were women (71 per cent).

26. In view of the rising number of reported incidents of sexual harassment and sexual violence, the United Nations security management system and broader humanitarian and development community continued to take action to address the prevalence of sexual harassment and violence in the working environment and foster the conditions for the reporting of such incidents. There were no reported incidents affecting lesbian, gay, bisexual, transgender and intersex personnel. Training for security officers is beginning to improve their knowledge and capacity to identify these types of crimes and the particular vulnerabilities that such personnel may experience in some areas.

**2. Security of locally recruited United Nations personnel**

27. Locally recruited personnel comprise 66 per cent of the United Nations personnel affected by safety and security incidents. While their larger presence in the field, as compared with internationally recruited personnel, has traditionally explained the larger number of incidents affecting them, in 2016, both internationally and locally recruited personnel faced a similar ratio of attacks. In 2016, 90 per cent of the United Nations personnel who were killed were locally recruited. They were also affected to a greater extent than their internationally recruited colleagues by arrest and detention, abduction and assault. International personnel were, however, affected to a greater extent than locally recruited personnel by burglary, residence break-in, intimidation, harassment and robbery. The United Nations needs to take a system-wide approach to supporting the specific needs of locally recruited personnel.

**3. Impact of the global security environment on United Nations programmes**

28. The perilous security environment challenges the organizations of the United Nations system in a variety of ways. First and foremost, it places serious pressure on the United Nations personnel who are based in dangerous locations and their families. In the past five years, the number of non-family duty stations increased by almost 30 per cent, while the number of locations with danger pay increased by more than 40 per cent. United Nations personnel have to demonstrate incredible resilience as they are exposed to physical, medical and psychosocial challenges. This is especially true for locally recruited personnel, who are, in some cases, particularly exposed, while ensuring the continuity of United Nations programmes.

29. The present security environment has driven up security costs, putting pressure on budgets, which have already been tightened. While there has been a steady increase in donor funding for humanitarian assistance, commensurate with the unprecedented humanitarian needs across the globe, funding for security remains inadequate. Security funding should be considered part of programme delivery costs, not an administrative overhead, in order to ensure that there are adequate security resources to enable programme delivery in environments with elevated security risks.

30. Lastly, in response to the insecure environment, there is a need for innovative and effective approaches to security management and a collective approach by the United Nations security management system. This requires mainstreaming of security within programmes and the consistent involvement of United Nations staff and managers at all levels in security-related issues. It also requires a permanent and delicate balancing act between security risks and critical programmes. There is no simple remedy for a complex and dynamic security environment.

31. Despite these challenges, the United Nations finds ways to deliver in the most dangerous places. In conflict areas, the United Nations security management system has enabled programme delivery in capital cities, regional hubs and field offices. In Libya, where the United Nations is now preparing for the full return of United Nations personnel, more than 400 field missions have been facilitated to areas of high risk. In remote areas where populations are in dire need of assistance, the World Food Programme has airdropped humanitarian supplies and developed a land and air rapid response mechanism to deliver aid in unstable environments.

*Case study 1: Iraq*

32. At the end of 2016, the United Nations was called upon to facilitate the return of civilians to the areas of Iraq formerly controlled by ISIL. The United Nations and its implementing partners conducted critical humanitarian operations and stabilization programmes, which allowed for the return of over 250,000 civilians. Nevertheless, more than 800,000 people who left Mosul after military operations began in October 2016 remain displaced. With the establishment of a humanitarian support cell in Erbil, the United Nations conducted more than 370 field missions, including 312 in high-risk and 58 in very high-risk areas in Mosul. The support cell focuses on supporting life-saving interventions, facilitating humanitarian access and rapid stabilization efforts, coordinating with host government security focal points and securing camps and emergency sites.

*Case study 2: northern Nigeria*

33. The humanitarian crisis in north-eastern Nigeria was among the world's largest in 2016, with several million people threatened by insecurity and a food crisis. More than 500 United Nations personnel are now deployed in Maiduguri, the epicentre of the crisis, to support the opening of five humanitarian hubs at satellite locations. This presence was maintained without interruption despite a complex attack on the city on 7 June 2017 and the doubling of the suicide bombing rate since March. The security of the humanitarian surge deployment personnel was achieved only through humanitarian funding that provided additional security professionals and equipment.

## **C. Security incidents affecting humanitarian personnel and other United Nations personnel**

### **1. Impact of security threats on humanitarian personnel and non-governmental organizations**

34. From January 2016 to June 2017, 51 personnel of non-governmental organizations (NGOs) working in close cooperation with the United Nations lost their lives as a result of acts of violence, and 145 were abducted, according to reports received by the Department of Safety and Security (see annex IV). The number of casualties increased from 41 fatalities in the previous reporting period.

35. According to the reports received, 77 NGO personnel were injured as a result of acts of violence in the reporting period, slightly fewer than in the previous period (82). A worrying upsurge in attacks on NGO vehicles seemed to continue, with 251 personnel reporting incidents of attacks on their vehicles, a slight increase from 230 reported incidents in the previous reporting period. This figure, however, is almost double the number of incidents in 2014 (129).

### **2. Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East**

36. Employing over 30,000 area personnel in five fields of operation, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) delivers a range of humanitarian assistance to 5.3 million Palestine refugees. In 2016, there was a slight increase in the number of UNRWA area personnel affected by security incidents (205, compared with 192 in 2015), with a rising proportion of the incidents resulting from interactions with dissatisfied beneficiaries (see annex V). Critical incidents took place in two of the five fields of operation, with four personnel fatalities as a result of violence and one member of personnel reported missing in 2016. There were no fatalities for the first half of 2017.

37. UNRWA area personnel are not covered by the United Nations security management system and, therefore, the security incidents that affected them are not included in the overall statistics contained in the present report. However, the number of security incidents involving UNRWA personnel is given separately to complete the overall description of the security environment for United Nations operations.

### **3. Comparison with peacekeepers**

38. Peacekeepers<sup>5</sup> serving in United Nations missions, often on the front line of conflict, face similar types of threats to those encountered by United Nations civilian personnel. A total of 31 fatalities were recorded among peacekeepers in 2016, the same number as in 2015. The number of incidents almost doubled, with 186 incidents recorded in 2016, compared with 97 in 2015. Therefore, even though the number of fatalities held steady, the rate of casualties per incident fell, in a trend similar to the one observed during the reporting period for United Nations civilian personnel.

39. Across all 16 peacekeeping operations, the gravest threats to the security of peacekeepers included armed incidents, improvised explosive devices, landmines, explosive remnants of war, suicide attacks, ambushes, indirect fire and abductions.

---

<sup>5</sup> Peacekeepers are personnel of contingent troops and formed police units. They are not covered by the United Nations security management system.

### **III. Strengthening the security management system**

40. To meet the challenges of operating in the complex and unpredictable global security environment, the Department of Safety and Security strives to enable the United Nations to conduct mandated programmes and activities safely and efficiently. In 2017, the Department has taken measures to enhance security risk management and strengthen support for field operations, with enhanced external and internal collaboration.

#### **A. Enhancing security risk-management capacity for security decision makers**

##### **1. Strengthening security risk decisions**

41. The programme criticality framework is a key aspect of decision-making on security risks, as reflected in General Assembly resolution 71/129. The framework allows for informed decisions on acceptable risk and enables the delivery of critical United Nations programmes in environments with a high threat level. In October 2016, the High-level Committee on Management approved the revised programme criticality framework as a United Nations system-wide policy. Its application is now mandatory in settings of high or very high security risk. The United Nations carried out programme criticality assessments and reviews in 22 countries during the reporting period.

##### **2. Enhanced support to designated officials**

42. In 2016, under the auspices of the Under-Secretary-General for Safety and Security, 110 designated officials, together with their senior security advisers and representatives of United Nations system organizations, participated in five regional workshops to enhance their understanding of the security policies and address operational concerns and challenges. The Department revised the handbook for designated officials, first issued in 2012, which offers practical, comprehensive and updated advice. In 2016, a total of 1,695 United Nations personnel involved in security decision-making completed the online Security Management Team course.

#### **B. Reinforcing security risk-management strategies and the policy framework to enable United Nations operations in the field**

##### **1. Reinforcing the framework of safety and security policies**

43. The Inter-Agency Security Management Network continues to strengthen the regulatory framework to guide and support security operations, policy development and decision-making for the United Nations security management system. During the reporting period, the Inter-Agency Security Management Network endorsed four security policies and eight guidelines. Among those, it approved amendments to the security risk management guidance to clarify the adoption and implementation of the security risk management measures and to replace the policy on minimum operating security standards.

44. In addition, United Nations security management system organizations completed the development of a United Nations system-wide approach to promote road safety in June 2017. Building on the Decade of Action for Road Safety (2011-2020), the appointment of the Special Envoy of the Secretary-General for Road Safety and the adoption of General Assembly resolution 70/260, the Inter-Agency Security Management Network endorsed a comprehensive road safety strategy

applicable to the entire United Nations system, with the support of specialists from the medical, fleet management and human resources sectors.

## **2. Effective use of specific security risk-management measures**

45. In the light of increased attacks on United Nations premises worldwide, the physical security of United Nations premises is assessed and strengthened through the United Nations security management system, including for the protection of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals. During the reporting period, the Department conducted 26 physical security assessments and provided operational guidance for 59 specific United Nations locations. The Department conducted two specific training programmes on physical security and a third is scheduled to be held before the end of 2017 to enhance knowledge of physical security components and systems. All the relevant information, including lessons learned and best practices, is now accessible online.

46. In addition, the United Nations security management system invested in the protection of road movements through the acquisition of armoured vehicles. In the past five years, the Department has almost doubled the fleet of armoured vehicles, from 63 to 114 in 2017.

## **3. Training**

47. Security training and raising awareness of security-related issues remain critical to further promoting a security culture among United Nations personnel. In collaboration with United Nations security management system organizations, the Department continues to develop training for all United Nations personnel and specific courses for security professionals and security decisions makers. Efforts are under way to develop an overarching training strategy. The Department is evaluating all training needs and identifying innovative, cost-efficient and sustainable methods to meet the high demand for training within limited resources.

48. The mandatory Basic Security in the Field and Advanced Security in the Field courses remain the fundamental security training required for all United Nations personnel. Each month, the Department generates an average of 10,000 certificates for these courses. For those operating in high-risk environments, the Safe and Secure Approaches in Field Environments programme is an essential risk-management measure. Since its inception in 2007, more than 62,400 United Nations personnel have received the training through 2,325 courses run at 66 duty stations.

49. During the reporting period, a total of 888 security professionals attended face-to-face security training programmes, often delivered in collaboration with United Nations organizations. A total of 864 United Nations personnel completed the course for first responders on using the emergency trauma bag.

## **4. Enhancing situational awareness and threat and risk analysis**

50. Improving United Nations situational awareness and threat and risk analysis remains a core priority of the Department to address the dynamic and erratic security environment. The Department has undertaken specific steps to improve its analytical services to the United Nations security management system. In 2017, within its existing resources, the Department initiated a project to consolidate data collected by United Nations system entities to enhance strategic forecasting and data visualization. In September 2017, the Department will commence a comprehensive training initiative on strategic analysis warning techniques, which will focus on early warning and analysis of violent and unstable environments for senior decision makers. In order to improve the quality of analysis in relation to

specific threats, the Department has published guidance on security analysis process and practice, which is accessible to all security professionals.

## **C. Flexibility and efficiency in support of United Nations field operations**

### **1. Surge deployments and internal realignments**

51. The Department continued to use surge deployments to meet a rise in demand to support operations and programmes worldwide and to respond to rapidly evolving crisis situations. In response to security emergencies and crises globally, the Department deployed 50 surge officers to 19 countries, for a total of 5,500 days in 2016, and 51 surge officers to 14 countries, for a total of 4,300 days in the first six months of 2017. This is almost a 10-fold increase over surge deployment in 2014.

52. Given its coverage of more than 170 countries, the Department is constantly reviewing the deployment of personnel to fit the needs of the operations, taking into account their complexity. Between 2014 and 2017, 72 security posts (24 per cent of the total field capacity) were reassigned. In 2017, following a comprehensive study, six new redeployments were decided upon and additional medium-term measures were recommended, including the further regionalization of positions and the establishment of national security positions. Although, to date, the Department has successfully met increased demand and responded to crises through efficiency and flexibility, the growing demand far outstrips the existing resource capacity and the current situation is therefore not sustainable over the longer term.

### **2. Integration of the security resources of the Secretariat**

53. The integration of the security resources of the Secretariat remains a top priority and great progress has been made in that regard. The Under-Secretary-General for Safety and Security, who has the primary management responsibility for the safety and security personnel and assets of peacekeeping operations and special political missions, is establishing benchmarks and standards for all Secretariat safety and security operations. Efforts are under way to facilitate an integrated security job network, in which all Secretariat safety and security personnel will operate within the same policy and administrative framework. Significant milestones have included the development of guidelines and interdepartmental guidance on the operational control and management of protective services in March 2017. Moreover, the Department has conducted a review of policies and procedures relating to protective services to ensure the smooth integration of protection officers and protective operations. The integration programme is expected to be completed in early 2018.

### **3. Human resources strategy for security personnel**

54. In line with the management reform spearheaded by the Secretary-General, the Department launched its human resources strategy in July 2017. The strategy outlines the Department's plan to further strengthen security management capacity by enhancing the skills and expertise of its workforce to fit the changing security environment while ensuring effectiveness and efficiency. The strategy highlights the organizational culture and values that underpin the Department and its workforce, the career paths available, the core skills required at each level and for each category of personnel and the measures in place to support the professional development of its personnel.

#### **4. Strengthening evaluation, best practices and compliance**

55. In 2016, the Department developed new guidance on capturing lessons learned and best practices and made it available to all organizations of the United Nations system. The Department issued case studies on lessons learned from protective operations for non-United Nations officials and crisis management in integrated mission settings.

56. The Department also established an evaluation framework based on the norms and standards issued by the United Nations Evaluation Group<sup>6</sup> and conducted three evaluations of United Nations security programmes, identifying issues and making recommendations to improve processes and outcomes.

57. Recognizing that compliance with security policies is a fundamental requirement for the efficiency of the security management system, the Department called upon all United Nations systems organizations to ensure compliance with security decisions. In addition, the Inter-Agency Security Management Network is developing a comprehensive policy for a robust system for managing compliance.

### **D. Building external collaboration and enhancing internal coordination**

#### **1. Enhancing security collaboration between the United Nations and host Governments**

58. Constructive relationships and engagement with host Governments remain key components of the United Nations security management system in view of the primary responsibility of host Governments for providing security and protection to United Nations personnel, premises and assets. The Under-Secretary-General for Safety and Security met host government authorities to ensure close collaboration through the sharing of situational awareness and threat and risk analysis, the coordination of prevention and risk mitigation measures and the management of security crises. In ensuring the security of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals, the Department coordinates closely with host country authorities on the protection of these premises. The Department coordinated 257 special events outside United Nations premises and ensured the security and safety of more than 177,000 participants in those events in close coordination with host government authorities.

#### **2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

59. The United Nations continued to make every effort to engage host Governments in protecting United Nations personnel deployed on their territories and ensuring respect for the privileges and immunities of United Nations personnel. The Organization continues to encourage Member States to abide by relevant international instruments. To date, 93 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994 and the Optional Protocol thereto of 2005. In addition, the Under-Secretary-General for Safety and Security visited 21 countries and held meetings with relevant security authorities. The Department is exploring ways to further strengthen cooperation with Member States on the protection of United Nations personnel.

60. In 2017, the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, finalized the internal mechanism

---

<sup>6</sup> The United Nations Evaluation Group is an inter-agency network that brings together the evaluation units of United Nations system organizations and affiliated organizations.

established to follow up with host Governments on the status of investigations into deaths of United Nations personnel as a result of violent acts. The victims of violence registry system is expected to be operational by the end of 2017.

61. Lastly, in close collaboration with the Office of the United Nations High Commissioner for Human Rights, the Department continues to enhance the awareness of security professionals on human rights principles and policies.

### **3. Strengthening partnerships with non-governmental organizations**

62. The United Nations and NGO networks strengthen partnership and cooperation through the implementation of the revised Saving Lives Together framework. The number of NGOs, international organizations and other partners with Saving Lives Together focal points at Headquarters has doubled since 2013 to 150 at present. To foster better understanding and enhance the visibility of the framework and to increase outreach, focal points from the United Nations and NGO networks cooperate closely to address common country-specific issues. An NGO network representative led an extensive session on Saving Lives Together at a workshop for all the Chief Security Officers of peacekeeping and political missions, held in June 2017. The Department expanded the participation of NGO security managers in the United Nations security professionals' certification programme.

63. The improvements in collaboration and information-sharing facilitated the provision of support to NGOs, including assistance in the relocation and medical evacuation of personnel, when feasible. Further initiatives are under way to strengthen collaboration with NGOs, including the training of designated officials.

## **E. Focus on personnel**

### **1. Duty of care**

64. Following the submission in 2016 of the final report and recommendations of the Working Group on Duty of Care, led by the Under-Secretary-General for Safety and Security, the High-level Committee on Management established a system-wide task force to oversee the implementation of the recommended actions. The recommended measures to promote duty of care for United Nations personnel include pre-deployment packages for personnel, training and support for managers operating in high-risk environments, standards for working and living conditions for personnel in high-risk environments, strengthened medical and psychosocial services and improved communications.

### **2. Response to critical incidents**

65. As a result of the targeted attacks against United Nations personnel while delivering programmes in high-risk environments, the number of personnel exposed to stress and critical incident stress has increased. From January 2016 to June 2017, the Department, in collaboration with United Nations system organizations, provided psychosocial support in relation to 107 incidents, including hostage-taking incidents, and delivered 6,293 counselling sessions in 30 countries. Limited resources led to a decrease in psychosocial services, which were provided to 12,143 personnel in the reporting period, compared with 16,134 in the previous period. Meanwhile, United Nations system organizations continue to exercise duty of care in providing support to personnel affected by critical incidents.

66. Moreover, the security clearance system provides a listing of all United Nations personnel on travel status, allowing the United Nations security management system organizations to fulfil their duty of care responsibilities by

contacting personnel who may have been affected by security incidents. In 2016, security clearance was granted for more than 3 million trips (about 250,000 a month).

### **3. Promoting gender considerations and inclusion**

67. The United Nations is committed to addressing security challenges faced by all personnel, including lesbian, gay, bisexual, transgender and intersex personnel. In 2016, a United Nations security management system policy was promulgated on incorporating gender considerations into all aspects of security risk management and guidelines were issued on responding to gender-based security incidents. Moreover, the Department partnered with United Nations system organizations in the delivery of a training-of-trainers course on women's security awareness in more than 20 countries in 2017.

## **IV. Strategic challenges**

68. Since its establishment in 2005, the Department of Safety and Security, together with United Nations system organizations, has made considerable progress in strengthening the United Nations security management system. Nevertheless, enabling United Nations operations in an increasingly complex security environment remains extremely challenging. Although the number of deaths resulting from violent attacks or other safety-related incidents was lower in 2016 than in 2015, the fast-paced changes in the security environment and the rising demand for security support are increasingly stretching current resources.

69. To do more within the existing resources, the Organization has made strides in adapting and fine-tuning its strategic approaches to respond effectively to the changing global security environment. To this end, the Department's strategic priorities have focused on the realignment of resources, workforce planning, the improvement of business processes and the review of funding arrangements. To achieve the most effective and efficient use of the Organization's safety and security resources, the Department has identified a number of priority areas, including the integration of Secretariat security resources, the realignment of security operational resources, the implementation of the departmental human resources strategic framework, the delivery of security training, the better use of technology and innovations and the revitalization of the trust fund for security of staff members of the United Nations system.

70. While the Department continues to review and improve its resource management, there is a continuous need to ensure adequate resources that correspond with the rising security demands to enable mandated operations. Although the Department enables operations, including humanitarian activities, through its services to the United Nations security management system, there has not been a commensurate increase in security funding, in contrast with the significant increases in funding for humanitarian life-saving programmes.

71. In collaboration with the United Nations security management system organizations, the Department will continue to work with Member States to ensure adequate and predictable resources in response to the increased security-related needs. The Organization encourages all Member States to fund security as a programme delivery cost and to contribute to the trust fund with a view to supporting the efforts of the Department of Safety and Security to meet its mandate.

## V. Observations and recommendations

72. Global insecurity shows no sign of abating in the near to medium term. Amid armed conflicts and in volatile security contexts with complex threats and hazards, United Nations personnel continue to risk their lives and well-being in fulfilling United Nations humanitarian, sustainable development, human rights, and peace and security mandates. The international community continues to call upon the United Nations to be present in the most dangerous places in the world. With the mandate to deliver programmes in unprecedentedly challenging environments, the United Nations is facing increasing pressures on its overly stretched resources to protect its personnel and premises across the globe.

73. In the past 18 months, 28 United Nations personnel and more than 51 NGO humanitarian personnel lost their lives while carrying out programmes to save the lives of the most vulnerable. I am deeply saddened by these deaths and wish to express my sincere condolences to the families of those personnel. I condemn, in the strongest terms, all forms of crime and violence against United Nations personnel. The safety and security of United Nations personnel remains my first priority. Meanwhile, the Organization is continuing to rethink its security management strategies and has undertaken multidimensional innovative approaches that require continued support from all Member States.

74. The increase in direct attacks targeting the United Nations poses the gravest concern. During the reporting period, United Nations premises and vehicles came under direct attack 293 times. The number of attacks on United Nations premises rose, once again, to 56 attacks in 2016, making it the worst year on record for such attacks. Moreover, locally recruited and female personnel were particularly vulnerable to certain types of security and safety incidents. The steady rise in the number of reported gender-based incidents against United Nations female personnel merits particular attention. The Organization has a duty to support those who are most exposed to security risks and has a special responsibility towards its locally recruited personnel.

75. The number of deaths resulting from violent attacks or other safety-related incidents, however, declined from that in the previous years. This points to the overall effectiveness of United Nations safety and security programmes, including security risk management, training, policies and operations.

76. These positive developments, achieved despite an increasingly challenging security environment, can be sustained only through predictable and adequate resources for United Nations security programmes and operations. Security is an integral part of all United Nations programmes, not an administrative cost. Programme and donor funding must include security as a programme delivery cost, at a level that reflects the associated security risks.

77. Meanwhile, the Organization continues to realign its resources, including through the integration of the security resources of the Secretariat under the authority of the Under-Secretary-General for Safety and Security and in collaboration with relevant departments of the Secretariat. The continued support of Member States is vital to this integration effort.

78. The protection of United Nations personnel and humanitarian personnel is the collective responsibility of the international community. I call upon Member States to take all necessary measures to ensure the safety and security of United Nations personnel and humanitarian personnel. It is imperative that

all actors respect the inviolability of United Nations premises. This is essential for the continuation and successful implementation of United Nations operations. The primary responsibility of host Governments for the protection of United Nations and humanitarian personnel, in accordance with the relevant international legal instruments, cannot be overemphasized.

79. Impunity in cases of crimes committed against United Nations personnel and humanitarian personnel remains a serious cause for concern. Host Governments and their relevant national authorities are urged to take timely adequate action to bring to justice those perpetrators who have committed crimes against United Nations personnel and humanitarian personnel. The United Nations relies on Member States to investigate all crimes and acts of violence committed against United Nations personnel within their jurisdictions. Moreover, I urge Member States to take action against all unlawful detentions or arrests and obstruction to the freedom of movement of United Nations personnel and humanitarian personnel.

80. I recommend that the General Assembly remain engaged on the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

<i>Category of safety and security incidents</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>2017 (first six months)</i>
Fatalities resulting from acts of violence	26	19	18	15	23	10	4
Fatalities resulting from safety-related incidents	44	15	10	15	16	11	3
Injuries resulting from acts of violence	145	112	82	65	99	70	29
Injuries resulting from safety-related incidents	166	209	144	101	130	93	58
Abduction	21	31	17	6	21	7	7
Robbery	417	408	314	530	511	375	234
Residence break-in	20	31	23	37	72	105	71
Aggravated assault	31	44	35	104	81	44	24
Sexual assault	5	4	4	8	12	17	19
Burglary of residence	418	493	322	430	380	316	206
Intimidation	224	209	81	149	228	150	132
Harassment	46	52	27	146	177	81	65
Arrest and detention	195	165	138	128	69	102	53
<b>Total</b>	<b>1 758</b>	<b>1 792</b>	<b>1 215</b>	<b>1 734</b>	<b>1 819</b>	<b>1 381</b>	<b>905</b>

**Annex II****Attacks on United Nations premises and official vehicles**

<i>Category of security incidents</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>2017 (first six months)</i>
Attacks on United Nations premises	9	35	56	22
Attacks on United Nations vehicles	45	155	146	69
Intrusion into United Nations premises	26	109	90	44
<b>Total</b>	<b>80</b>	<b>299</b>	<b>292</b>	<b>135</b>

## Annex III

### United Nations civilian personnel affected by security incidents in 2016

<i>Category of security incidents</i>	<i>Number of personnel affected</i>	<i>Internationally recruited</i>	<i>Locally recruited</i>	<i>Male</i>	<i>Female</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	10	1	9	8	2	5	Armed conflict (2); terrorism (3); crime (5)
Fatalities resulting from safety-related incidents	11	2	9	9	2	9	Road traffic accident (9); other safety-related incident (2)
Injuries resulting from acts of violence	70	24	46	51	19	22	Armed conflict (1); terrorism (22); crime (46); civil unrest (1)
Injuries resulting from safety-related incidents	93	33	60	54	39	43	Road traffic accident (86); other safety-related incident (7)
Abduction <sup>a</sup>	7	2	5	7	0	5	All United Nations personnel were released
Robbery <sup>b</sup>	375	157	218	179	196	46	
Residence break-in <sup>c</sup>	105	58	47	58	47	28	
Aggravated assault <sup>d</sup>	44	2	42	42	2	17	
Sexual assault	17	7	10	5	12	12	
Burglary <sup>e</sup>	316	101	215	219	97	64	
Intimidation <sup>f</sup>	150	43	107	88	62	44	
Harassment <sup>g</sup>	81	38	43	52	29	29	
Arrest and detention <sup>h</sup>	102	6	96	93	9	21	
<b>Total</b>	<b>1 381</b>	<b>474</b>	<b>907</b>	<b>865</b>	<b>516</b>		

<sup>a</sup> Act of restraint through the use of or the threat of use of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or crime aggravated by use of force or physical assault.

<sup>d</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>e</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>f</sup> Act of making timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued, unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex IV

### Security incidents affecting personnel of non-governmental organizations, as reported to the Department of Safety and Security

Category of security incidents	Number of personnel affected		
	1 January 2014- 30 June 2015	1 January 2015- 30 June 2016	1 January 2016- 30 June 2017
Personnel who lost their lives as a result of acts of violence	92	41	51
Personnel injured as a result of acts of violence	84	82	77
Abducted personnel	167	47	145
Armed attacks on premises	43	23	17
Intrusion into premises	71	218	128
Armed attacks on vehicles	129	230	251
Lost vehicles	45	.. <sup>a</sup>	.. <sup>a</sup>
Other unspecified critical incidents	.. <sup>a</sup>	.. <sup>a</sup>	.. <sup>a</sup>
<b>Total</b>	<b>631</b>	<b>641</b>	<b>669</b>

<sup>a</sup> Not previously recorded.

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Category of security incident	Number of area personnel affected		
	2015	2016	Mid-2017
Fatalities resulting from acts of violence	0	4	0
Fatalities resulting from safety-related incidents	0	0	0
Injuries resulting from acts of violence	15	8	3
Injuries resulting from safety-related incidents	6	2	0
Abduction	3	0	0
Robbery	9	11	4
Residence break-in	1	..	..
Aggravated assault	28	35	29
Sexual assault	2	2	0
Burglary of residence	0	..	..
Intimidation	75	75	50
Harassment	5	2	4
Arrest and detention	30	26	10
Missing personnel	0	1	0
Theft	.. <sup>a</sup>	5	1
Arson	.. <sup>a</sup>	0	1
Fire	.. <sup>a</sup>	3	0
Armed conflict	.. <sup>a</sup>	8	2
Explosive remnants of war	.. <sup>a</sup>	0	1
Vandalism	.. <sup>a</sup>	4	1
Road traffic accidents	.. <sup>a</sup>	6	1
Intrusion into United Nations premises	.. <sup>a</sup>	1	0
Others	.. <sup>a</sup>	12	0
<b>Total</b>	<b>192</b>	<b>205</b>	<b>112</b>

<sup>a</sup> Not previously recorded.



# General Assembly

Distr.: General  
24 September 2018

Original: English

---

## Seventy-third session

Agenda item 75

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The increasingly complex global security landscape presents a persistent challenge as the international community continues to respond to humanitarian needs across the globe. These needs, often the dire consequences of instability and conflict, have been growing apace while their root causes remain unresolved.

In fulfilling United Nations mandates on development, human rights, peace and security, and humanitarian support, United Nations personnel are working in challenging and high-risk contexts and have been the targets of diverse threats from armed conflict, crime and terrorism. The present report provides an overview of the global security challenges that are being faced, their impact on the safety and security of humanitarian and United Nations personnel, the Organization's response, and efforts by the Department of Safety and Security to meet the rising demand for system-wide security management to enable United Nations work worldwide. The report includes observations and recommendations for consideration by the General Assembly.



## I. Introduction

1. In its resolution [72/131](#), the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-third 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. It also requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel, and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2017 to June 2018. It provides an overview of the global security environment, the associated security threats, risks and challenges facing United Nations personnel,<sup>1</sup> and the Organization's response to those threats and the strategic challenges faced by the Organization, and concludes with observations and recommendations for consideration by the General Assembly.

## II. Security threats against United Nations personnel

### A. Global security environment

3. Through its efforts to achieve the Sustainable Development Goals, the international community is engaged in long-term actions aimed at addressing the root causes of insecurity. Strategic long-term indicators on sustainable development are gradually improving. Extreme poverty has declined around the world,<sup>2</sup> global life expectancy has increased and access to essential drinking water and electricity has improved. However, in 2017, more than 128 million people needed humanitarian assistance<sup>3</sup> and the number of forcibly displaced people worldwide surpassed 68 million. Overall, the global security environment remains highly complex and challenging. Heightened global insecurity continues to present a challenge to States' security apparatus and to efforts to define and address security challenges worldwide.

4. Political and social polarization built on economic disparities and populism, competition for natural resources and environmental degradation, fragmented non-State armed actors and the absence of a political solution to evolving conflicts remain the main contributing factors to insecurity in 2017. These are exacerbated by the continuing blurring of lines between criminal cartels, non-State armed groups and extremist organizations.

5. The growing interconnectedness of human networks has contributed to raising the expectations and demands of populations seeking social, economic and political changes. Notwithstanding their benefits, these networks have provided platforms for

<sup>1</sup> For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. The United Nations security management system is responsible for approximately 180,000 personnel according to the database of the United Nations Security Managers Information Network.

<sup>2</sup> World Bank, *Poverty and Shared Prosperity 2016: Taking on Equality* (Washington, D.C., 2016).

Available at [www.worldbank.org/en/publication/poverty-and-shared-prosperity](http://www.worldbank.org/en/publication/poverty-and-shared-prosperity).

<sup>3</sup> United Nations, Office for the Coordination of Humanitarian Affairs, *Annual Report 2017* (2018). Available at [www.unocha.org/sites/unocha/files/2017%20annual%20report.pdf](http://www.unocha.org/sites/unocha/files/2017%20annual%20report.pdf).

extremists and criminals. Cybersecurity, artificial intelligence and relatively new technologies available to the public, such as unmanned aerial vehicles, present additional security challenges.

6. There has been an overall decline in the number of deaths from terrorist attacks globally.<sup>4</sup> The capacity of Islamic State in Iraq and the Levant (ISIL) has been significantly reduced through the loss of a large proportion of its territory in Iraq and the Syrian Arab Republic. The group has evolved into a global network with a flat hierarchy and less logistical and operational control over its affiliates (A/72/840). However, the capacity of ISIL to incite attacks and inflict harm on civilians in many parts of the world remains. In 2017, sophisticated and well-coordinated attacks employing the use of explosive devices were carried out in various parts of countries such as Afghanistan and Somalia, including their capitals. In Europe, attacks were less frequent and on a smaller scale than in the previous reporting periods, and they relied heavily on the use of unsophisticated methods such as ramming vehicles into pedestrians or attacking victims with knives. While many ISIL members remain in Iraq and the Syrian Arab Republic, sizeable numbers of ISIL-affiliated fighters are suspected to have relocated to Afghanistan, Libya, the Sahel region, the Sinai Peninsula in Egypt, Somalia and Yemen, as well as to South-East Asia and West Africa. In parallel, Al-Qaida and its affiliates are showing resilience and remain stronger than ISIL in some areas, for example, in Somalia. Al-Shabaab has retained its capability to carry out massive attacks in Somalia and continues to pose a serious threat to peace and development in the country.

7. More than ever, owing to protracted conflicts and a lack of political solutions, situations in areas of armed conflict have further deteriorated, causing destruction, deaths, injuries and further population displacements. In addition, new conflict areas have emerged in the Democratic Republic of the Congo and the Central African Republic, generating additional humanitarian needs to avert the immediate threat of famine and epidemics. With continuing attacks against civilians and humanitarian workers in conflict areas, disregard for international humanitarian law and human rights law remains endemic. Humanitarian personnel face significant threats, including harassment, intimidation, criminality and direct and indirect attacks, especially against front-line workers. For example, in 2017, there were 322 attacks on health care, an increase from 302 in 2016.<sup>5</sup>

8. The international community continues to call upon the United Nations to carry out programmes and operations, not only in complex and dangerous areas of armed conflict, but in all 125 countries in which United Nations personnel are normally deployed to fulfil the Organization's mandates related to development, human rights, and peace and security. In addition, United Nations personnel, together with humanitarian partners, responded to an increasing number of natural disasters, affecting most particularly small countries and vulnerable areas. In September 2017 alone, three major hurricanes (Irma, Jose and Maria) hit Anguilla, Antigua and Barbuda, the Bahamas, the British Virgin Islands, Cuba, Puerto Rico, Saint-Barthélemy, Saint Martin, Sint Maarten and the Turks and Caicos Islands. Approximately 2.6 million people were affected.

---

<sup>4</sup> Institute for Economics and Peace, *Global Terrorism Index 2017: Measuring and Understanding the Impact of Terrorism* (2017). Available at <http://visionofhumanity.org/app/uploads/2017/11/Global-Terrorism-Index-2017.pdf>.

<sup>5</sup> World Health Organization (WHO), "Attacks on health care 2017 dashboard", available from [http://www.who.int/hac/techguidance/attacks\\_on\\_health\\_care\\_q\\_a/en/](http://www.who.int/hac/techguidance/attacks_on_health_care_q_a/en/).

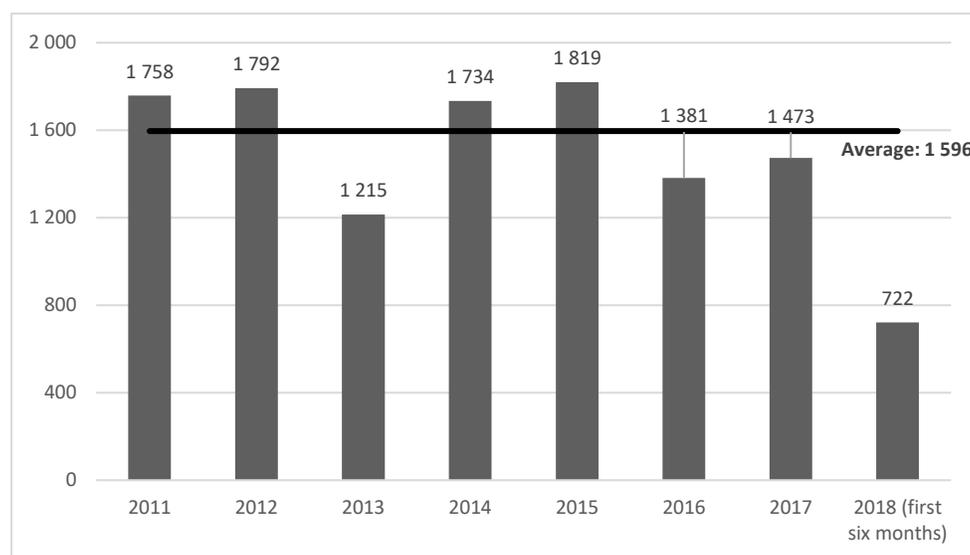
## B. Security incidents affecting the United Nations security management system<sup>6</sup>

### 1. Types of incidents and their impact on United Nations personnel

9. Overall, incidents related to security and safety affected 1,473 United Nations personnel in 2017, compared with 1,381 in 2016, which represents an increase of about 6 per cent (see figure I). This figure was, however, lower than the average number of personnel affected annually over the period from 2011 to 2017 (1,596).

Figure I

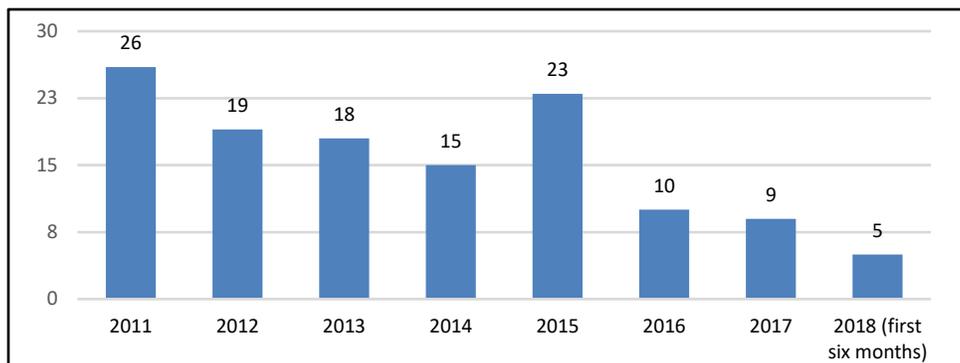
#### United Nations personnel affected by safety and security incidents



10. In 2017, a total of nine United Nations civilian personnel lost their lives as a result of direct acts of violence, compared with 10 in 2016 (see figure II). In the first six months of 2018, five United Nations personnel lost their lives as a result of violence, one more than in the first six months of 2017. These casualties occurred in Afghanistan, Cameroon, the Central African Republic, the Democratic Republic of the Congo, Ethiopia, Nigeria, Pakistan, Somalia and South Sudan. Every year since 2015, United Nations personnel have lost their lives in attacks in Somalia. In 2017, 70 United Nations personnel were injured in acts of violence, the same number as recorded in 2016.

<sup>6</sup> The United Nations security management system comprises all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations for the purposes of security.

Figure II  
United Nations personnel fatalities as a result of violence

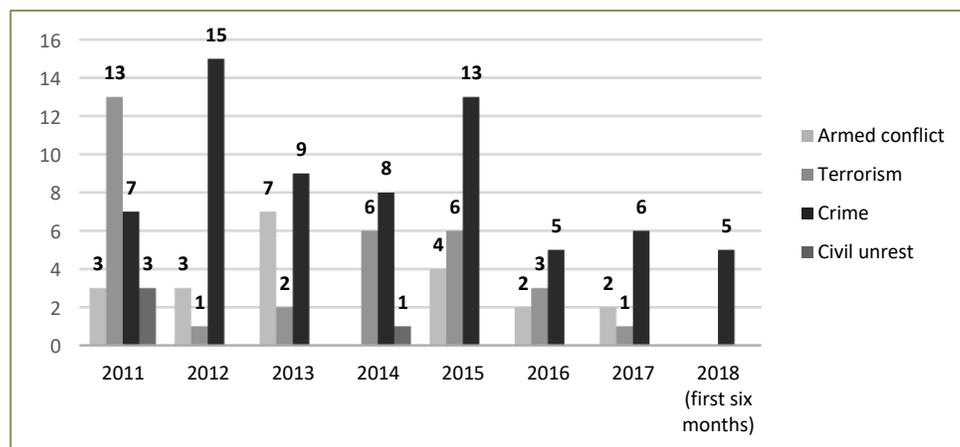


11. In 2017, the number of personnel who lost their lives owing to acts of violence was the lowest it has been since 2011 (see figure II), despite the increased presence of the United Nations in complex security environments.

12. The number of direct attacks against United Nations premises decreased substantially in 2017. There were 23 attacks against United Nations premises in 2017, compared with 56 attacks in 2016. In addition, the number of attacks against United Nations official vehicles decreased, from 146 attacks in 2016 to 51 attacks in 2017 (see annex II). Moreover, 32 United Nations official vehicles were destroyed or lost as a result of these attacks. Most of those attacks occurred in the Central African Republic, the Democratic Republic of the Congo, Haiti, Mali, the Sudan (Darfur), South Sudan and Yemen. In this reporting period, the data on direct attacks against United Nations premises and vehicles were collected using a different method that applied a more stringent definition of armed attacks and did not include relatively minor events. This explains the substantial decrease in the numbers reported.

13. Of the nine fatalities as a result of violence in 2017, six personnel lost their lives as a result of criminal acts, two lost their lives as a result of armed conflict and one was killed in an extremist attack (see figure III and annex III). Notably, the one fatality caused by a terrorist attack, which took place in Mogadishu on 17 October 2017, was the result of the deadliest bombing in the recent history of Somalia, in which more than 500 people were killed and more than 300 were injured.

Figure III  
United Nations personnel fatalities by category of threat

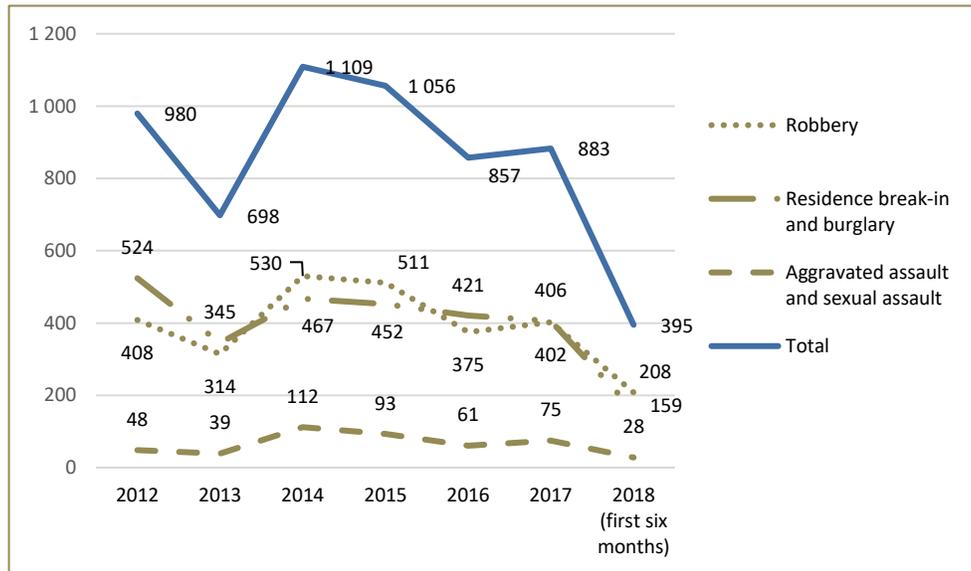


*Crime*

14. Although crime remains the main cause of personnel fatalities resulting from acts of violence, the number of United Nations personnel affected by crime has steadily decreased since 2014 (see figure IV). From 2013 to 2017, an average of 55 per cent of United Nations personnel fatalities was attributable to violent crimes. From January to June 2018, 395 personnel reported being affected directly by crime, which suggests that the figure for the year as a whole will be similar to that for 2017. During 2017, locally recruited personnel were affected to a greater extent by crime than internationally recruited personnel. Of the 883 United Nations personnel affected by crime, 536 (around 61 per cent) were locally recruited and 347 were internationally recruited.

15. Of the 1,473 United Nations personnel affected by security incidents in 2017, 883 (about 60 per cent) were victims of criminal acts, which included robberies, residence break-ins, burglaries and aggravated and sexual assault (see figure IV and annex III). This number was similar to the figure for 2016.

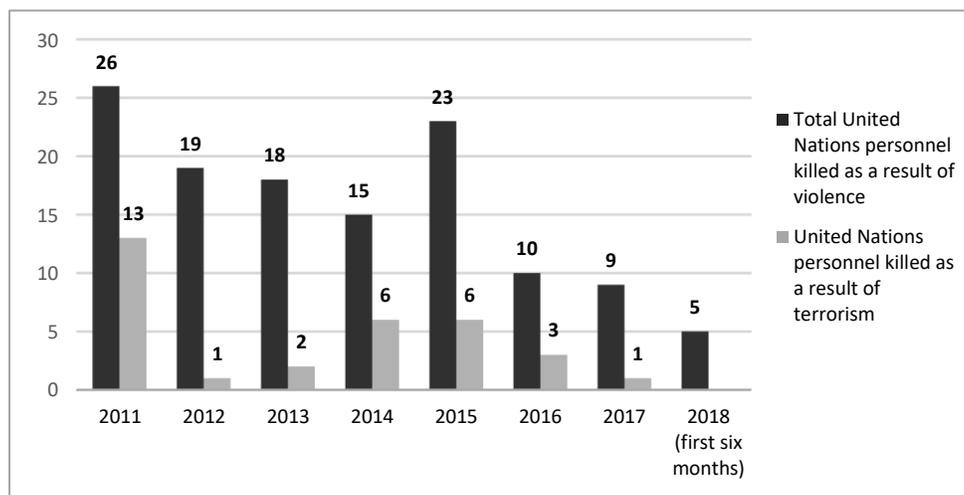
Figure IV  
**United Nations personnel affected by crime, by category**



*Terrorism*

16. There was one casualty resulting from an act of terrorism in 2017, following a consistent decrease in the number of personnel killed in such circumstances over the last three years (see figure V). While one casualty remains a heavy loss for relatives and for the Organization, the overall decrease is to be welcomed as United Nations personnel continue to operate in areas affected by extremist threats.

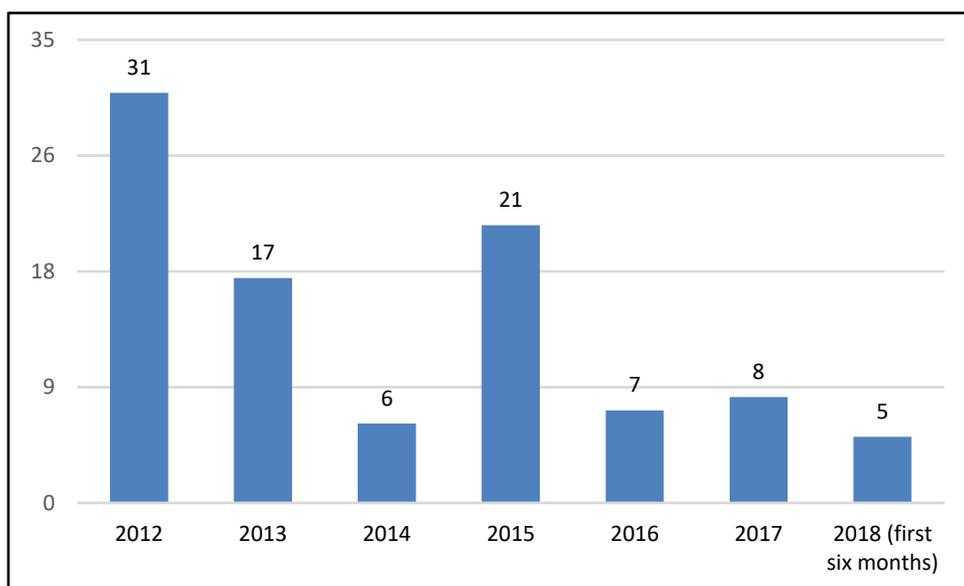
Figure V  
**United Nations personnel fatalities as a result of terrorism**



*Abduction of United Nations personnel*

17. In 2017, eight United Nations personnel were victims of abductions that developed into hostage situations (see figure VI), which is comparable to 2016, when seven personnel were abducted. All eight United Nations personnel abducted in 2017 were locally recruited male personnel. They were abducted by non-State actors in Afghanistan, Colombia, the Democratic Republic of the Congo, Nigeria, South Sudan and the Sudan. In the first six months of 2018, three personnel were abducted in Afghanistan and two in South Sudan. Four abducted personnel were safely released, but one was killed by the captors in Afghanistan.

Figure VI  
**Abductions of United Nations personnel**

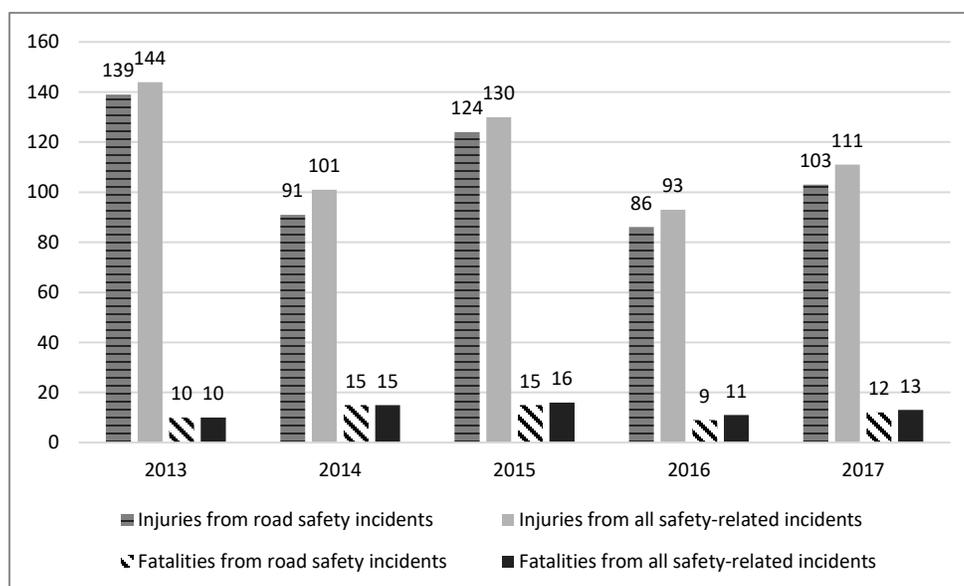


### *Safety-related incidents and road traffic incidents*

18. In 2017, 13 United Nations personnel lost their lives as a result of safety-related incidents, compared with 11 in 2016. In addition, 111 personnel were injured, compared with 93 in 2016 (see annex I). Similar to previous years, most injuries caused in safety-related incidents were from road crashes (see annex III and figure VII). In 2017, more United Nations personnel were killed and injured as a result of road traffic accidents (12 and 103, respectively) than as a result of violence (9 and 70, respectively). In addition, 47 persons not affiliated with the United Nations were killed and 260 others were injured as a result of traffic accidents involving United Nations vehicles.

Figure VII

### **United Nations personnel injuries and fatalities resulting from road safety incidents compared with injuries and fatalities resulting from all safety-related incidents**



19. In January 2017, the United Nations adopted an internal system-wide road safety strategy, which is aimed at reducing the number of road-related deaths and injuries by 50 per cent by 2020, in line with the objectives of the Decade of Action for Road Safety. The internal road safety strategy was welcomed by the General Assembly in its resolution [72/271](#) on improving global road safety, adopted in April 2018. However, to reach its goal, the United Nations system must start the effective implementation of the new road safety strategy and, together with Member States and United Nations system organizations, provide the support required through the Department of Safety and Security trust fund to establish a more coordinated and collective approach on road safety.

### *Intimidation and harassment*

20. Following the peak in the number of incidents of intimidation and harassment of United Nations personnel in 2015, with 405 incidents, the number of this type of incident had been decreasing in recent years. This reporting period, however, saw an increase in this type of incident, from 231 in 2016 to 316 reported cases in 2017.

*Arrest and detention of United Nations personnel*

21. In 2017, 63 United Nations personnel were arrested or detained by national authorities of Member States, compared with 102 in 2016 (see annex I). This represents a significant decrease of about 38 per cent. In the first six months of 2018, 42 personnel were arrested, which is down slightly from 53 in the first half of 2017. Currently, 29 United Nations personnel remain in detention. Most of the arrests were related to violations of national laws. The decrease in the number of personnel arrested and detained is likely due to the strengthened efforts of the United Nations, in collaboration with Member States, to promote the road safety awareness of personnel and to ensure respect for national laws.

*Gender-related security incidents*

22. Female personnel represent approximately 40 per cent of all United Nations personnel in the field. In 2017, female United Nations personnel accounted for 38 per cent of the security incidents (see annex III). There was a marked rise in the number of sexual assaults of United Nations personnel in 2017 (28 cases), compared with the previous four years when an average of 10 cases per year were reported. In the first six months of 2018, three cases were reported. The majority of personnel affected by sexual assault in 2017 were women (57 per cent), though a significant number of men were assaulted.

23. The United Nations security management system and the broader humanitarian and development community continue efforts to improve the conditions and the system for reporting sexual assault incidents. These efforts include training and awareness-raising, as well as the development of an internal policy framework to address sexual harassment and violence in the workplace.

**2. Security of locally recruited United Nations personnel**

24. In 2017, locally recruited personnel comprised 65 per cent of the United Nations personnel affected by safety and security incidents. Their larger presence in the field, as compared with internationally recruited personnel, has traditionally explained the larger number of incidents affecting them. In 2017, locally recruited personnel faced a higher ratio of deadly attacks than did internationally recruited personnel: 67 per cent of United Nations personnel killed as a result of violent acts were locally recruited. This, however, is a decrease from the previous year, when 90 per cent of those who lost their lives as a result of violence were locally recruited. Locally recruited personnel were also more affected than their internationally recruited colleagues by arrest and detention, abduction, intimidation, harassment and assault. International personnel are, however, affected to a greater extent than locally recruited personnel by burglary, residence break-in and robbery.

25. The United Nations is taking steps to adopt a system-wide approach to improve the security of locally recruited personnel. In June 2018, the Inter-Agency Security Management Network approved a system-wide policy on the security of locally recruited personnel.

**3. Impact of the global security environment on United Nations programmes**

26. In an increasingly complex security environment, effective security management has enabled the delivery of United Nations programmes and activities in environments with a high threat level, such as in Afghanistan, Iraq, Libya, Nigeria, Somalia, the Syrian Arab Republic and Yemen. In 2017, the Department of Safety and Security enabled more than 2,500 humanitarian missions in Iraq, Libya, the Syrian Arab Republic and Yemen.

27. During the reporting period, the Department provided security management support for 1,260 humanitarian missions, including through participation, jointly with other United Nations entities, in 181 humanitarian missions to enable the delivery of much-needed assistance to the affected population of Yemen. In particular, the Department conducted critical security assessment missions in various locations in the country in close coordination with all parties concerned, which facilitated the conduct of humanitarian operations across the conflict line from Ibb to Ta'izz. In the Syrian Arab Republic, security support enabled the United Nations to carry out 657 critical inter-agency humanitarian missions across the country. In Libya, the number of field missions undertaken in areas with a very high threat level doubled between 2016 and 2017, while the Organization was increasing the number of assessments it conducted of the security situation. Following a review of the security risk and the implementation of required security risk management measures, the evacuation status was lifted for Libya in February 2018.

### **C. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel**

28. The complex security environment described above affects similarly other actors working with United Nations personnel. Humanitarian personnel of non-governmental organizations (NGOs), the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and peacekeepers have seen an increase in security incidents and fatalities.

#### **1. Impact of security threats on humanitarian personnel of non-governmental organizations**

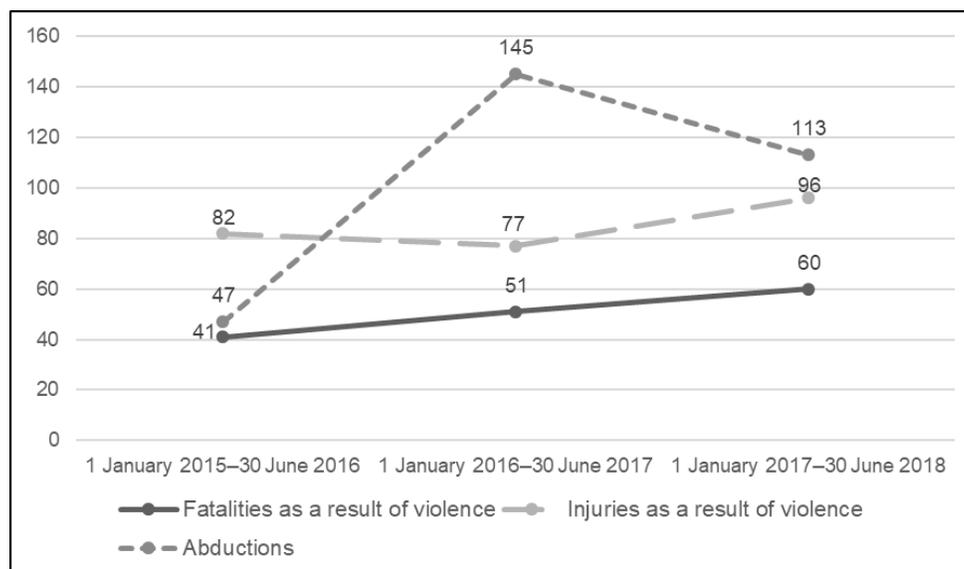
29. From January 2017 to June 2018, 60 NGO personnel working in close cooperation with the United Nations lost their lives as a result of acts of violence and 113 were abducted, according to reports received by the Department of Safety and Security (see figure VIII and annex IV). The number of casualties increased from 51 fatalities in the previous reporting period.

30. According to the reports received, 96 NGO personnel were injured as a result of acts of violence in the reporting period, up from 77 in the previous period. The number of reported attacks on NGO vehicles decreased to 157, from 251 in the previous reporting period.

31. As in previous years, NGOs shared reports on security incidents with the Department on a voluntary basis. The data are likely to be incomplete and cannot be verified or compared with other existing databases<sup>7</sup> that use different terminology and methodology. Significant time and investment and the full support of the NGO community would be needed to increase collaboration and collective work on security incidents affecting humanitarian workers.

<sup>7</sup> Such as the Humanitarian Outcomes, Aid Worker Security database, available from <https://aidworkersecurity.org/>.

Figure VIII  
**Security incidents affecting personnel of non-governmental organizations, as reported to the Department of Safety and Security**



## 2. Security incidents affecting the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

32. Employing more than 30,000 area personnel in five fields of operation, UNRWA delivers a range of humanitarian assistance to some 5 million Palestine refugees.<sup>8</sup> In 2017, there was a significant increase in the number of UNRWA area personnel affected by security incidents (239, as compared with 205 in 2016), with most of the incidents arising from interactions with dissatisfied beneficiaries (such as intimidation and aggravated assault incidents, see annex V). Twenty-one staff were arrested and detained in 2017. There were no fatalities in 2017 or in the first half of 2018, as compared with four reported fatalities in 2016. UNRWA launched extensive security training efforts towards the end of 2016 and in 2017.

## 3. Comparison with peacekeepers

33. Fatalities among uniformed peacekeepers<sup>9</sup> as a result of violent acts increased dramatically from 34 in 2016 to 61 in 2017, which is the highest number on record since 1994.

34. Across all 14 peacekeeping operations, the main security threats for uniformed peacekeepers remain armed attacks against moving or stationary positions. They are exposed to rockets, mortars, artillery fire, vehicle- and/or person-borne improvised explosive devices and landmines. The main security threats in the peacekeeping environment continued to be individual or isolated armed groups, extremists, organized criminal gangs and political exploitation. Of concern is the indication that attacks against uniformed peacekeepers are increasing in complexity. In December

<sup>8</sup> The UNRWA data are based on security incidents reported to and recorded in the UNRWA security information management system. UNRWA area personnel are not covered by the United Nations security management system. The overall statistics contained in the present report therefore do not cover the security incidents that affected UNRWA area personnel.

<sup>9</sup> For the purposes of the present report, peacekeepers are personnel of contingent troops and formed police units. They are not covered by the United Nations security management system.

2017, 15 peacekeepers lost their lives in the Democratic Republic of the Congo in a single incident — the deadliest attack against peacekeepers in nearly 25 years.

### **III. Strengthening the security management system**

35. To meet the challenges of operating in the complex security environment, efforts have continued, through the United Nations security management system, led by the Department of Safety and Security, to enable the United Nations to conduct mandated programmes and activities safely and efficiently.

#### **A. Enhancing security risk-management capacity for security decision makers**

##### **1. Enhanced support to designated officials**

36. Noting that the designated official is usually the most senior United Nations official in the designated area, the Department has actively engaged with them to strengthen their capacity as security decision makers. In 2017, under the auspices of the Under-Secretary-General for Safety and Security, 110 designated officials, together with their senior security advisers and representatives of United Nations system organizations, participated in five regional workshops to enhance their understanding of security policies and address operational concerns and challenges. The Department revised and distributed the handbook for designated officials, which offers practical, comprehensive and updated advice on security management and decision-making. In 2017, a total of 1,007 United Nations personnel with security decision-making authority completed the online Security Management Team course. The Department is developing specific training to support designated officials in the management of security-related crises with a view to training 120 designated officials in 2019.

##### **2. Strengthening security decisions**

37. Balancing the need to carry out critical programmes with security is essential in areas with a high threat level. The programme criticality framework is a United Nations system-wide policy to assist in the decision-making on the acceptable security risk. The framework ensures that the delivery of activities involving United Nations personnel can be balanced against acceptable levels of security risks. During the reporting period, the United Nations carried out 31 programme criticality assessments in 25 countries.

38. The United Nations continued to increase the effectiveness and consistent application of the programme criticality framework and to foster its link to security risk management and decisions on acceptable security risk. Efforts included the provision of oversight and operational guidance to United Nations operations in the field, as well as training for United Nations personnel, and the completion of a lessons-learned study on the implementation of the programme criticality framework. In Kenya and Liberia, the programme criticality assessments carried out prior to the national elections held in 2017 facilitated the delivery of critical United Nations activities and assisted the designated officials in taking informed security decisions on acceptable risk in potential crisis areas. In Iraq, Somalia, the Syrian Arab Republic and Yemen, the results of programme criticality assessments helped the designated officials to determine the scope of the United Nations presence.

### **3. Duty of care**

39. Following an effort initiated in 2014 in the light of the changing operational environment, the High-level Committee on Management approved, in April 2018, system-wide measures for United Nations personnel, such as predeployment packages for national and international personnel, specific training and support for managers, as well as standards for working and living conditions for personnel deployed to high-risk environments.

## **B. Reinforcing security risk-management strategies**

### **1. Completing the framework of safety and security policies**

40. Strengthening the regulatory framework to guide and support security operations, policy development and decision-making remains the key focus of the United Nations security management system. In June 2018, the Inter-Agency Security Management Network endorsed new policies and guidelines on security planning, the security of locally recruited personnel, and compliance, evaluation and best practices. The policy on compliance provides a common institutional framework for compliance monitoring, security programme evaluation, lessons learned and best practices. This institutional framework is an essential tool for effective security management across the organizations. With the adoption of this new guidance, the strategic security policy framework has been completely overhauled.

41. In addition, the Department conducted three evaluations of the United Nations security programme, identifying security issues and making recommendations to improve security management processes and outcomes. These evaluations focused on key areas of security management, while ensuring the integration of gender considerations. Moreover, the results of the evaluations include lessons learned.

### **2. Enhancing situational awareness and threat and risk analysis**

42. Early warning, situational awareness and capacity to analyse security threats and risks remain a core priority. To enhance further security professionals' expertise on security analysis, in September 2017, the Department commenced a comprehensive training initiative on strategic analysis warning techniques, which focuses on early warning and analysis of violent and unstable environments for senior decision makers. This training continues in 2018. In addition, the Department updated and published guidance on security analysis process and practice for all security professionals to improve the consistency and quality of analysis on specific security threats.

### **3. Effective use of specific security risk-management measures**

43. The United Nations security management system works to strengthen the physical security of United Nations premises, including United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals. During the reporting period, the Department provided operational guidance to 66 different duty stations and on-site assistance to strengthen premise security in 10 locations. This involved the construction of new security features, the refurbishment or upgrading of existing equipment and procedures, and training. At the end of 2018, security professionals will start using a mobile application for physical security assessments to identify site vulnerabilities and suggest appropriate security risk-management measures to address them. In addition, the Department, in collaboration with key partners, is working to improve standards and guidance on security telecommunications across the system.

44. The Department coordinated 369 complex protective operations in environments with a high threat level and 2,209 close protection operations for senior officials. With the support of Member States, six close protection units have been deployed in Afghanistan, Libya and the Sudan (Darfur). In addition, the United Nations security management system invested in the protection of road movements through the acquisition of armoured vehicles. In the past five years, the Department has almost doubled its fleet of armoured vehicles, from 63 to 114 in 2018.

#### **4. Training**

45. Security training is one of the most effective measures for the prevention and mitigation of security risks. In various regions of the world, more than 20,000 United Nations personnel working in or about to be deployed to complex security environments completed the face-to-face course Safe and Secure Approaches to Field Environments during the reporting period. Those trained included more than 600 personnel deployed to Yemen. In the same period, more than 60,000 United Nations personnel completed the online learning programmes, Basic Security in the Field and Advanced Security in the Field, which constitute the baseline organizational security culture and awareness programme. The Department has developed a new online course entitled “BSAFE” that will soon replace the above-mentioned courses, with updated information on security procedures and policies.

#### **5. Response to critical incidents**

46. Psychosocial support services are invaluable to United Nations personnel affected by critical incidents, and strengthening those services is an integral part of the Organization’s duty of care. From January 2017 to June 2018, the Department, in collaboration with United Nations system organizations, provided psychosocial support to personnel affected by 340 major critical incidents, and delivered 6,860 counselling sessions for personnel in more than 40 countries. This effort was undertaken by mobilizing local counselling resources and temporarily deploying six counsellors to the Central African Republic, the Gambia, Mali and Somalia. In 2017, psychosocial services were provided for 14,217 personnel, compared with 12,143 in the previous reporting period. Moreover, the Department provided training for 348 peer helpers and 150 external mental health professionals to build critical incident stress intervention cells.

### **C. Reform efforts of the Department of Safety and Security**

47. In line with the Secretary-General’s reform vision, the Department has undertaken internal reforms, encompassing management, governance, human resources, budget and performance with a view to providing the most effective security management to enable the delivery of United Nations mandates and programmes.

48. The first stage of strategic reforms was completed in June 2018 and included the integration of the Secretariat’s security resources and responsibilities, a workforce reform anchored in the departmental strategies on human resources, on integrating gender considerations into security management and on security training, as well as the conduct of a workforce planning exercise. In the second stage, the Department is reviewing security funding mechanism and its internal structure to ensure greater effectiveness. These structural reviews are expected to result in increased efficiency and flexibility of existing human and financial resources. Additional reforms would require an ambitious review of the security structures of the United Nations security management system.

49. In addition, in cooperation with the Office of Information and Communications Technology, the Department is seeking ways to enhance security operations with innovative technologies. Efforts are under way to design a mobile application to provide United Nations personnel with access to security travel advisories and information on their security clearance. The electronic travel application, scheduled to be rolled out in early 2019, is aimed at raising the overall situational awareness of all personnel through the delivery of timely and location-specific security advisories and at maintaining an accurate account of personnel during crises.

## **1. Integration of the security resources of the Secretariat**

50. The Department has worked with the Departments of Management, Political Affairs, Peacekeeping Operations and Field Support and the Office of Legal Affairs to integrate the safety and security personnel and assets of the Secretariat under the overall leadership and coordination of the Department. This will enable a single Secretariat department to provide the necessary leadership, management and coordination of all safety and security resources of the Secretariat. This will lead to a more professional, mobile, flexible and global “integrated security workforce” with the requisite knowledge, skills and experience to meet the ever-changing demands for security support and services globally. The General Assembly has welcomed the progress made and has expressed support for integration in its resolutions [70/104](#), [71/129](#) and [72/131](#).

51. The completion of the United Nations Secretariat Safety and Security Integration Project in June 2018 was a significant achievement. All Secretariat safety and security personnel, comprising approximately 7,000 personnel across more than 120 duty stations, now operate under the same policy and administrative framework. As an example, the Department improved standards of recruitment, training and operational deployment of protective services personnel deployed globally. Issuing interdepartmental standard operating procedures on the operational control and management of protective services has enhanced the delivery of protective services across the board. The Department is now engaged in various efforts to ensure the proper functioning of the integrated security workforce, including a review of the financing and effective deployment of that workforce.

## **2. Human resources, training and gender strategies for security personnel**

52. The Department’s human resources strategy, adopted in July 2017, outlines the organizational framework for human resources management for the integrated security workforce, and the culture and values that underpin the integrated security workforce in its daily work to promote a performance management culture. It aims to develop and support a professional and mobile workforce with the knowledge, skills and experience to provide effective safety and security services to the United Nations globally.

53. The Department has developed outreach initiatives and appointed a Gender Coordinator to work towards building a more inclusive organizational culture and to identify opportunities to meet the gender parity goal in line with the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women. The Department strengthened oversight and accountability measures for the advancement of gender equality and the empowerment of women by including gender-related goals in the performance management of all its personnel. Moreover, the Department established an annual award under its recognition programme to recognize exceptional work in promoting gender equality. Efforts are under way to increase the representation of women among staff in the Professional and higher categories in the Department with a goal of reaching gender parity by 2028.

54. To bolster the effectiveness of its integrated security workforce in line with the human resources strategy, the Department developed a learning and development strategy for the integrated security workforce in April 2018. Fundamentally changing the business model of training for security personnel, the strategy aims to achieve a more participant-driven learning strategy that allows learners to access content on demand, whenever they need it.

## **D. Building collaboration**

### **1. Enhancing security collaboration between the United Nations and host Governments**

55. Effective collaboration and engagement with host Governments remain key components of United Nations security management in view of the primary responsibility of host Governments for providing security and protection to United Nations personnel, premises and assets. The Under-Secretary-General for Safety and Security met with host government authorities to ensure close collaboration through the sharing of situational awareness and threat and risk analysis, the coordination of prevention and risk mitigation measures and the management of security crises. The Under-Secretary-General for Safety and Security visited 21 countries and held meetings with relevant security authorities.

56. In ensuring the security of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals, the Department coordinates closely with host country authorities on the protection of these premises. It coordinated specialized security support for 278 external events and conferences sponsored by United Nations system organizations in 108 countries that brought together more than 124,010 participants.

### **2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

57. The United Nations continued to make every effort to engage host Governments in protecting United Nations personnel deployed on their territories and ensuring respect for the privileges and immunities of United Nations personnel. The Organization continues to encourage Member States to abide by relevant international instruments. To date, only 94 States (a slight increase from 93 States in 2016) are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994 and the Optional Protocol thereto of 2005.

58. Following the development of a mechanism to follow up with host Governments on the status of investigations into deaths of United Nations personnel as a result of violent acts, the Department of Safety and Security, in collaboration with other departments and offices of the Secretariat, adopted the standard operating procedure on the victims of violence registry for fatalities in service in January 2018.

### **3. Strengthening partnerships with non-governmental organizations**

59. The United Nations and NGO networks have established a strong partnership through the implementation of the revised Saving Lives Together framework. The number of NGOs, international organizations and other partners with Saving Lives Together focal points at Headquarters has doubled since 2013 to 150 at present. To foster better understanding and enhance the visibility of the framework and to increase outreach, focal points from the United Nations and NGO networks cooperate closely to address common country-specific issues. The Department expanded the participation of NGO security managers in the United Nations security professionals' certification programme.

60. The improvements in collaboration and information-sharing facilitated the provision of support to NGOs, including assistance in the relocation and medical evacuation of personnel, when feasible. Further initiatives are under way to strengthen collaboration with NGOs, including through training of designated officials.

#### IV. Strategic challenges

61. Despite the progress made in strengthening the United Nations security management system, enabling United Nations operations in an increasingly complex security environment remains challenging. Although the number of deaths resulting from acts of violence in 2017 was the lowest recorded since 2011, the fast-paced changing security environment and the rising demand for security services and operational support continue to stretch the current resources.

62. Within the existing resources, the Organization has fine-tuned its strategic approaches to respond effectively to the changing global security environment to achieve the most effective and efficient use of the Organization's safety and security resources. The Department has delivered on its strategic priorities: the realignment of its resources; workforce planning; integration of the security workforce; improvement of business process; implementing the gender strategy; and the revitalization of the Trust Fund for Security of Staff Members of the United Nations System (2018–2022).

63. Through its ongoing reform, the Department is continuing to improve its resource management. There is, however, a continuous need to ensure that there are adequate resources that correspond with rising security demands to enable United Nations programme delivery. Although the Department has provided security support to enable an increase in United Nations humanitarian programme implementation through its services to the United Nations security management system, there has not been a commensurate increase in security funding, in contrast with the increases in funding for humanitarian life-saving programmes. Following the integration of the Secretariat security workforce, efforts are under way to reassess security funding arrangements in field missions and in the Department.

64. The rising global needs for specialized security operations, services and resources represent unmet demands not covered by current resourcing. In response, the Department has launched its trust fund with the theme "Protecting your people and investments in the United Nations" to allow greater flexibility through the financing of emerging priorities in safety and security. Since the fund opened to voluntary contributions in January 2018, Member States have indicated their support but have yet to provide additional support through the trust fund.

#### V. Observations and recommendations

**65. The increasingly complex global security landscape continues to challenge the international community to respond to the dire humanitarian consequences of conflict and instability. To address the underlying political and social challenges that have led to the heightened insecurity, the international community must work together, as there is no alternative to multilateralism. Every day, United Nations personnel risk their lives and well-being to fulfil humanitarian, development, human rights, and peace and security mandates across the globe. United Nations and humanitarian personnel, often deployed in hardship conditions, remain the targets of diverse threats from terrorism, crime and armed conflict while providing relief to those in need and supporting Member States and their populations.**

66. In the past 18 months, 35 United Nations personnel and more than 60 NGO humanitarian personnel lost their lives in the line of duty. I am deeply saddened by these deaths and I express my sincere condolences to the bereaved families. I condemn, in the strongest terms, all forms of crime and violence against United Nations and humanitarian personnel. The Organization remains undeterred in working towards the values enshrined in the Charter of the United Nations. The best tribute that can be paid to these fallen brave men and women is to continue to work: to go to dangerous places with the aim of making them safer and to stand with and help those who are suffering.

67. I am fully committed to the safety and security of United Nations personnel. The marked increase in the number of incidents of abduction, intimidation and harassment of United Nations personnel is cause for concern. In 2017, eight United Nations personnel, all locally recruited, were victims of abductions, compared with seven in 2016. The incidence of intimidation and harassment has increased, from 231 incidents in 2016 to 316 in 2017. There has also been a rise in the number of reported sexual assault cases, from 17 in 2016 to 28 in 2017. More than 50 per cent of the personnel affected in those cases were women. Moreover, the number of deaths and injuries related to safety-related incidents affecting United Nations personnel increased from 11 in 2016 to 13 in 2017; and road crashes remain the primary cause of death for United Nations personnel.

68. On a positive note, in the past three years, there has been a decline in the overall number of deaths of United Nations personnel resulting from violent acts, while the numbers of operations in high-risk environments have kept growing. This points to the effectiveness of United Nations security management. The Organization, together with United Nations security management system partners, is continuing to make strides in enhancing the security and safety of United Nations personnel through effective security management policy and compliance, analysis, training and operational support. To sustain this positive development, predictable and adequate resources for security are critical. In that regard, I am calling upon Member States and partners to urgently support the Department of Safety and Security trust fund. I am also calling upon Member States and donors to ensure that security costs are an integral part of mandate consideration and planning at the outset as part of a preventive approach for the protection of United Nations personnel.

69. Promoting further an organizational culture that mainstreams the safety and security of United Nations personnel in all aspects of the Organization's work remains one of my top priorities. In line with my management reform vision, the Department of Safety and Security has initiated internal reform measures to ensure that it remains "fit for purpose". The integration of the security resources of the Secretariat under the authority of the Under-Secretary-General for Safety and Security, the establishment of the Department's human resources, gender and training strategies and the continuous realignment of resources constitute significant achievements. The next steps include a review of the security funding mechanism as a priority and, to this end, Member States' continued support remains indispensable.

70. Committed partnership is fundamental for the protection of United Nations and humanitarian personnel. It is the international community's collective responsibility. I call upon Member States to take all necessary measures, including in the deliberations on United Nations mandates, to ensure the protection of United Nations and humanitarian personnel. This is critical for the continuation and success of United Nations operations. I wish to underscore the primary responsibility of host Governments in the protection of United Nations and humanitarian personnel, in accordance with the relevant international legal

instruments. At the same time, the commitment of all parties, including non-State actors, is essential for the protection of United Nations and humanitarian personnel, particularly in conflict situations.

71. I am deeply concerned with the continuous erosion, in many cases, of respect for the principles and rules of international law, in particular international humanitarian law. Impunity for crimes committed against United Nations personnel and humanitarian personnel remains a serious cause for concern. I urge the host Governments and their relevant national authorities to take timely adequate action to bring to justice those perpetrators who commit crimes against United Nations and humanitarian personnel. The United Nations relies on Member States to undertake credible investigations of all crimes and acts of violence committed against United Nations personnel within their jurisdictions. Moreover, I urge Member States to act against the obstruction of freedom of movement of United Nations personnel and humanitarian personnel.

72. I recommend that the General Assembly remain engaged on the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety and security incidents	Number of personnel affected					
	2013	2014	2015	2016	2017	2018 (first six months)
Fatalities resulting from acts of violence	18	15	23	10	9	5
Fatalities resulting from safety-related incidents	10	15	16	11	13	8
Injuries resulting from acts of violence	82	65	90	70	70	16
Injuries resulting from safety-related incidents	144	101	130	93	111	47
Abduction	17	6	21	7	8	5
Robbery	314	530	511	375	402	208
Residence break-in and burglary of residence	345	467	452	421	406	159
Aggravated assault	35	104	81	44	47	25
Sexual assault	4	8	12	17	28	3
Intimidation and harassment	108	295	405	231	316	204
Arrest and detention	138	128	69	102	63	42
<b>Total</b>	<b>1 215</b>	<b>1 734</b>	<b>1 810</b>	<b>1 381</b>	<b>1 473</b>	<b>722</b>

## Annex II

### Attacks on United Nations premises and official vehicles

<i>Category of security incidents</i>	<i>2015</i>	<i>2016</i>	<i>2017</i>	<i>2018 (first six months)</i>
Attacks on United Nations premises	35	56	23	7
Attacks on United Nations vehicles	155	146	51	24
Intrusion into United Nations premises	109	90	150	55
<b>Total</b>	<b>299</b>	<b>292</b>	<b>224</b>	<b>86</b>

## Annex III

### United Nations civilian personnel affected by security incidents in 2017

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Internationally recruited</i>	<i>Locally recruited</i>	<i>Male</i>	<i>Female</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	9	3	6	7	2	6	Armed conflict (2); terrorism (1); crime (6)
Fatalities resulting from safety-related incidents	13	1	12	12	1	11	Road traffic accident (12); other safety-related incident (1)
Injuries resulting from acts of violence	70	17	53	51	19	17	Armed conflict (3); terrorism (3); crime (56); civil unrest (8)
Injuries resulting from safety-related incidents	111	38	73	87	24	69	Road traffic accident (103); other safety-related incident (8)
Abduction <sup>a</sup>	8	–	8	8	–	5	All United Nations personnel were released
Robbery <sup>b</sup>	402	174	228	201	201	58	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	406	154	252	257	149	71	
Aggravated assault <sup>e</sup>	47	4	43	41	6	19	
Sexual assault	28	15	13	12	16	14	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	316	104	212	170	146	57	
Arrest and detention <sup>h</sup>	63	5	58	61	2	27	29 United Nations personnel still in detention
<b>Total</b>	<b>1 473</b>	<b>515</b>	<b>958</b>	<b>907</b>	<b>566</b>		

<sup>a</sup> Act of restraint through the use of or the threat of use of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or crime aggravated by use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued, unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex IV

### Security incidents affecting personnel of non-governmental organizations, as reported to the Department of Safety and Security

Category of security incident	Number of personnel affected			
	1 January 2015– 30 June 2016	1 January 2016– 30 June 2017	1 January 2017– 31 December 2017	1 January 2018– 30 June 2018
Personnel who lost their lives as a result of acts of violence	41	51	42	18
Personnel injured as a result of acts of violence	82	77	62	34
Abducted personnel	47	145	84	29
Armed attacks on premises	23	17	11	4
Intrusion into premises	218	128	68	21
Armed attacks on vehicles	230	251	114	43
<b>Total</b>	<b>641</b>	<b>669</b>	<b>381</b>	<b>149</b>

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Category of security incident	Number of area personnel affected		
	2016	2017	Mid-2018
Fatalities resulting from acts of violence	4	0	0
Fatalities resulting from safety-related incidents	0	0	0
Injuries resulting from acts of violence	8	5	2
Injuries resulting from safety-related incidents	2	3	1
Abduction	0	0	0
Robbery	11	10	5
Residence break-in	0	0	0
Aggravated assault	35	56	21
Sexual assault	2	0	0
Burglary of residence	0	0	0
Intimidation	75	102	60
Harassment	2	7	3
Arrest and detention	26	21	15
Missing personnel	1	0	1
Theft	5	3	1
Arson	0	1	0
Fire	3	0	0
Armed conflict	8	13	8
Explosive remnants of war	0	1	2
Vandalism	4	2	0
Road traffic accidents	6	2	0
Intrusion into United Nations premises	1	0	0
Others	12	13	3
<b>Total</b>	<b>205</b>	<b>239</b>	<b>122</b>



# General Assembly

Distr.: General  
18 October 2018  
Original: English

---

**Seventy-third session**

Agenda item 75

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### **Corrigendum**

##### **Annex I, column headed “2015”**

The entry for injuries resulting from acts of violence *should read* 99

The total *should read* 1 819

---





# General Assembly

Distr.: General  
31 October 2018  
Original: English

---

**Seventy-third session**

Agenda item 75

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

**Corrigendum**

**Paragraph 13**

For 17 October 2017 *read* 14 October 2017

---





# General Assembly

Distr.: General  
27 September 2019

Original: English

---

## Seventy-fourth session

Agenda item 71

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

Major interrelated trends – political, economic and social – are durably shaping the global security environment. The current global security challenges create a treacherous operating environment for humanitarian and United Nations personnel.

In delivering humanitarian relief, sustaining peace, defending human rights and promoting social and economic progress, United Nations and humanitarian personnel are facing a wide range of threats from armed conflict, crime and civil unrest, to violent extremism, infectious disease outbreaks and natural disasters. They continue to work in increasingly dangerous places to help those in need.

The present report provides an overview of the global security environment, its impact on the safety and security of humanitarian and United Nations personnel, the Organization's response, and efforts by the United Nations security management system, under the leadership of the Department of Safety and Security, to meet the challenges and demands for security management to enable the work of the United Nations worldwide. The report includes observations and recommendations for consideration by the General Assembly.



## I. Introduction

1. In its resolution [73/137](#), the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-fourth 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 Assembly requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel, and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2018 to June 2019. It provides an overview of the global security environment, the associated security threats and risks facing United Nations personnel,<sup>1</sup> the Organization's response and the security challenges that the Organization faces. The report concludes with observations and recommendations for consideration by the General Assembly.

## II. Security threats against United Nations personnel

### A. Global security environment

3. Major interrelated trends are shaping the global security terrain: deepening regional and political divides; economic and social inequalities; rising nationalism, populism and xenophobia; mass migration; climate change; food insecurity; infectious disease outbreaks; cybersecurity and new technologies. Political and social exclusion is driving violence worldwide.

4. During 2018 and the first six months of 2019, the global security outlook showed no sign of improvement. Protracted political crises, armed conflicts, public unrest, violent extremism, human rights violations, disrespect for international law, large-scale public health emergencies and increased frequency of natural disasters pose persisting risks. This has resulted in an increasing number of populations in need of emergency humanitarian aid, stability and, more than ever, support in advancing global efforts to reach the Sustainable Development Goals.

5. There are three interrelated features that specifically affect global security: non-State armed actors, climate change and technological innovations. First, non-State armed actors, such as local militias, transboundary armed groups, criminal organizations and both international and homegrown violent extremist groups or cells, have established themselves as a durable feature affecting the nature and level of security threats. Homegrown violent extremism coupled with, and sometimes inspired by, international violent extremist organizations, with indiscriminate attacks against crowds and minorities, are now a serious security concern across the globe. Cyberspace has provided platforms for nationalist groups and other extremist organizations to promote violence almost anywhere. In 2018, sporadic violent extremist attacks continued across Europe. Africa remained seriously affected by terrorism and violent extremism, especially countries in the Sahel and Somalia, and

---

<sup>1</sup> For the purpose of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

some parts even saw an increase in security threats. In 2019, the Asia and the Pacific region saw one of the worst attacks by non-State armed actors.

6. Second, extreme climate conditions, natural disasters and infectious disease outbreaks have affected countries in different regions with dire humanitarian consequences, including the displacement of populations. During the reporting period, Cyclone Idai struck Malawi, Mozambique and Zimbabwe. Earthquakes and a tsunami hit Indonesia. India experienced extreme flooding. These events affected more than 4 million people. Climate change threatens to push an additional 100 million people into extreme poverty by 2030,<sup>2</sup> which would likely further increase political and economic tensions. There have been more than 2,600 confirmed cases of Ebola virus disease, including more than 1,800 deaths in parts of Ituri and North Kivu provinces in the Democratic Republic of the Congo. These events generated new needs for United Nations emergency relief and humanitarian response in support of affected populations.

7. Third, while new frontier technologies expand global connectivity and improve lives, they also pose novel security threats. They provide tools that are used not only to promote extremist ideologies, but also to commit crimes. They also affect traditional labour markets and could thus exacerbate social and economic tensions.

8. The number of armed conflicts has grown from 48 in 2016 to 69 in 2018.<sup>3</sup> In the first half of 2019, nearly 132 million people in 42 countries around the world needed humanitarian assistance. This is a drastic increase when compared with the 12-month figures for previous years, with 133 million in 2018, 128 million in 2017 and 74 million in 2010, respectively.<sup>4</sup> In 2018, the number of forcibly displaced people worldwide rose to 70.8 million, compared with 68 million in 2017.<sup>5</sup>

9. Today's global security challenges create an increasingly dangerous operating environment for humanitarian and United Nations personnel. For example, in 2018, there were 388 attacks on health care,<sup>6</sup> an increase from 322 in 2017.<sup>7</sup> Attacks against civilians and humanitarian workers in armed conflicts reflect a systemic disregard for international humanitarian law and human rights law. Humanitarian personnel still face significant threats, including harassment, intimidation, criminality and direct and indirect attacks.

10. In this complex global context, there have been increased demands for security management support to enable the United Nations to stay and deliver on mandated activities in high risk areas. The number of United Nations operations in high-risk environments has kept growing for the past five years. The number of areas assessed as high-risk locations have increased from 125 in 2017 to 136 in 2018. United Nations personnel and humanitarian personnel risk their lives and well-being every day to carry out humanitarian, peace, development and human rights work.

<sup>2</sup> Hallegatte, Stephane, Mook Bangalore, Laura Bonzanigo, Marianne Fay, Tamaro Kane, Ulf Narloch, Julie Rozenberg, David Treguer and Adrien Vogt-Schilb. *Shock Waves: Managing the Impacts of Climate Change on Poverty*. Climate Change and Development Series. Washington, D.C., World Bank Group, 2016.

<sup>3</sup> Annyssa Bellal, ed., *The War Report: Armed Conflicts in 2018*, Geneva, Geneva Academy of International Humanitarian Law and Norwegian centre for Human Rights, 2018.

<sup>4</sup> Development Initiatives, "Global humanitarian assistance report 2012".

<sup>5</sup> Office for the Coordination of Humanitarian Affairs, "Global Humanitarian Overview 2019", 2018.

<sup>6</sup> The World Health Organization defines "attack on health care" as "any verbal or physical violence or obstruction or threat of violence that interferes with the availability, access and delivery of curative and/or preventive health services during emergencies."

<sup>7</sup> World Health Organization (WHO), "Attacks on health care 2018 dashboard", available from [www.who.int/hac/techguidance/attacks\\_on\\_health\\_care\\_q\\_a/en/](http://www.who.int/hac/techguidance/attacks_on_health_care_q_a/en/).

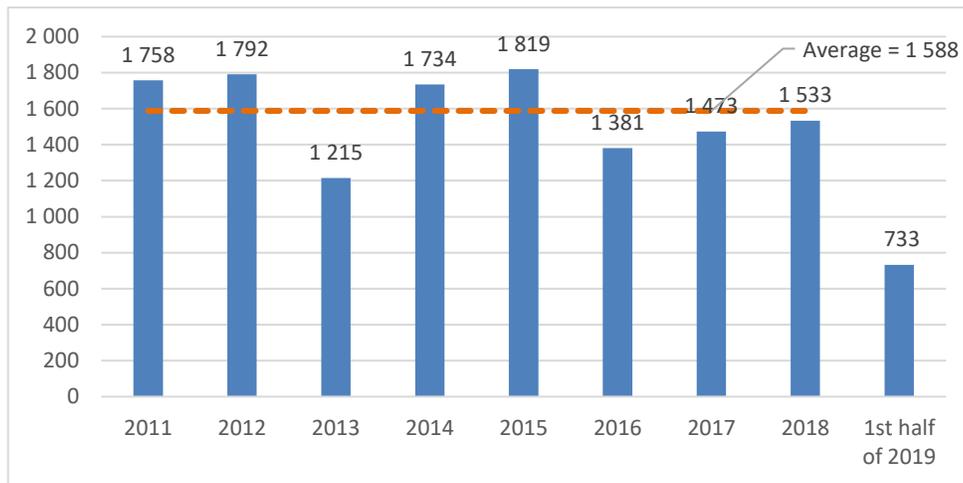
## B. Security incidents affecting the United Nations security management system<sup>8</sup>

### 1. Types of incidents and their impact on United Nations personnel

11. Overall, incidents related to safety and security affected 1,533 United Nations personnel in 2018, compared with 1,473 in 2017. While the number of incidents in 2018 increased compared with the previous year, the figure was lower than the average number of personnel affected annually between 2011 and 2018 (1,588) (see figure I).

Figure I

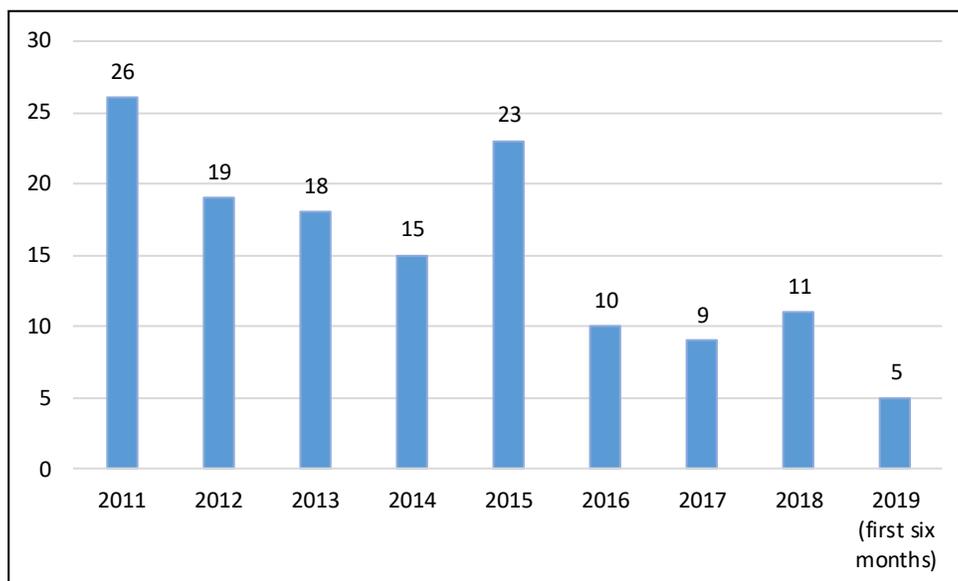
#### United Nations personnel affected by safety and security incidents



12. In 2018, 11 United Nations civilian personnel lost their lives as a result of acts of violence, compared with 9 killed in 2017 (see figure II). In the first six months of 2019, five United Nations personnel lost their lives as a result of violence; which is the same number for the first six months of 2018. These casualties occurred in Afghanistan, Bangladesh, the Democratic Republic of the Congo, Djibouti, Ethiopia, Haiti, Lesotho, Somalia and the Sudan. Every year since 2015, United Nations personnel have lost their lives to violence in Somalia. Overall, the number of United Nations personnel killed in violence has, however, remained largely the same for the past three years and the trend has been downward since 2011 (see figure II), while the United Nations has expanded its operations in multiple complex security environments. In 2018, 67 United Nations personnel were injured in acts of violence, fewer than the 111 recorded in 2017.

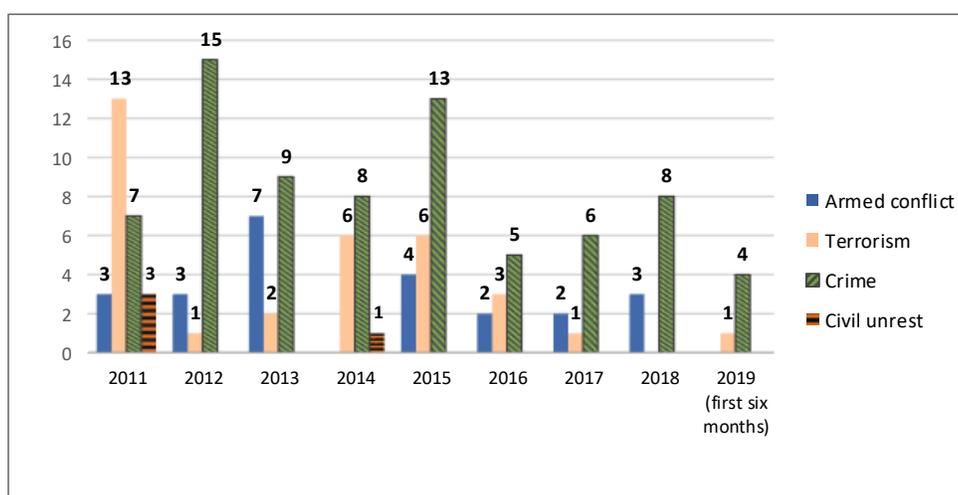
<sup>8</sup> The United Nations security management system comprises all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations for the purposes of security.

Figure II  
United Nations personnel fatalities as a result of violence



13. Of 11 fatalities resulting from violence in 2018, 8 were the result of criminal acts and 3 were a result of armed conflict (see figure III and annex III). From January to June 2019, another four personnel died in crime-related incidents and one in a terrorist attack. Since 2012, crime-related incidents have been the primary source of violent deaths of United Nations personnel, accounting for over 54 per cent of deaths between 2011 and 2018, or an average of nine personnel killed annually.

Figure III  
United Nations personnel fatalities by category of threat



14. There were 23 direct attacks against United Nations premises during 2018, the same number as in 2017. The number of attacks against United Nations official vehicles increased to 89 in 2018 compared with 51 in 2017 (see annex II). In May 2019, four soldiers and a journalist were killed in a roadside improvised explosive device attack in the Lake Chad Basin region targeting a United Nations vehicle.

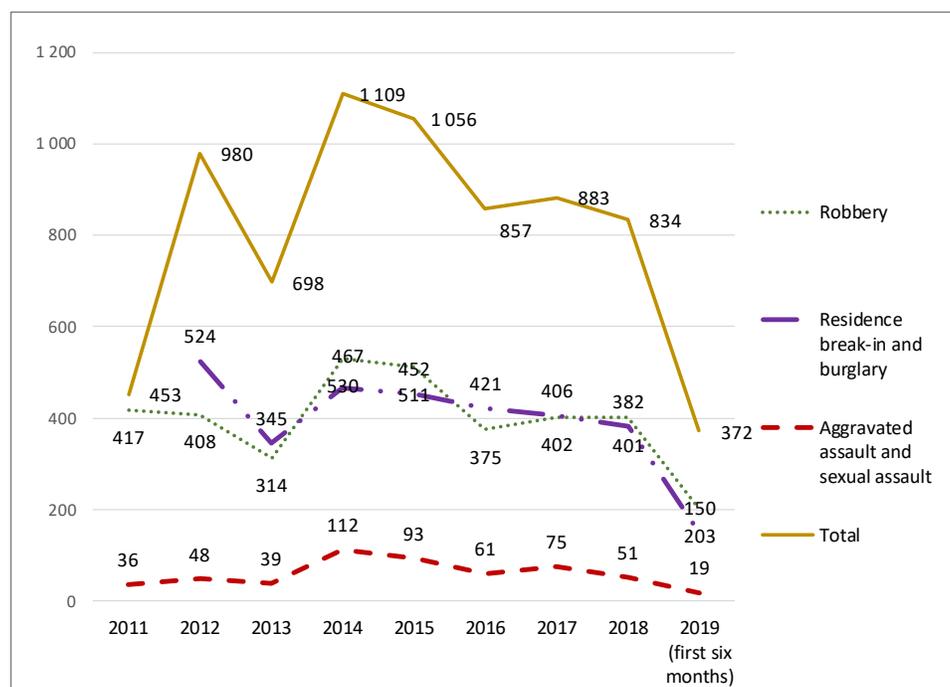
15. In the last few years, the United Nations security management system has invested heavily in equipment and security management measures such as hardened facilities, safe rooms, armoured vehicles, an improved policy framework and training and coordination with host Governments. Those measures have significantly increased security costs and have contributed to improving the safety and security of United Nations personnel while operating in a dangerous environment.

### Crime

16. Of the 1,533 United Nations personnel affected by safety and security incidents in 2018, 834 (about 54 per cent) were victims of crimes which included robberies, residence break-ins, burglaries, aggravated assault and sexual assault (see figure IV and annex III). This figure shows a decrease compared with 883 incidents in 2017. Of the United Nations personnel affected by crime during 2018, 378 (around 45 per cent) were locally recruited and 456 were internationally recruited.

Figure IV

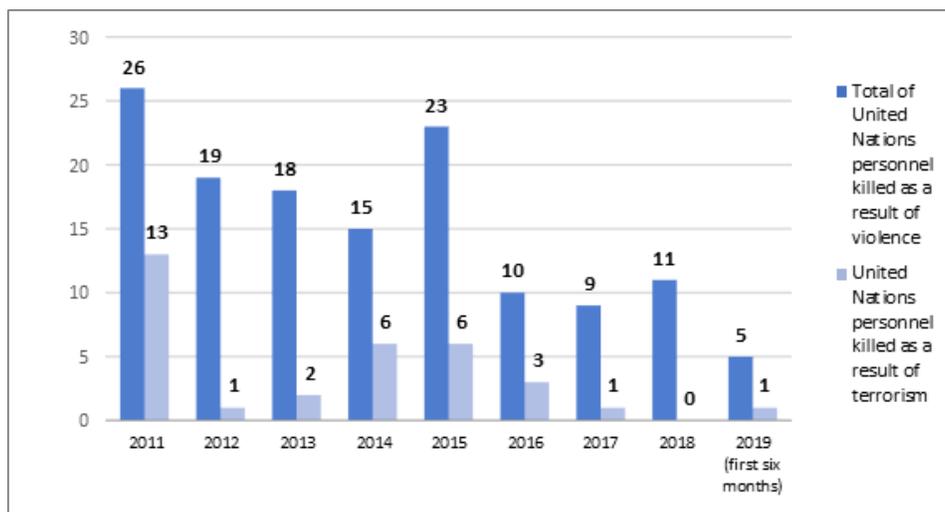
### United Nations personnel affected by crime, by category



### Terrorism

17. Notably, 2018 was the first year since 2010 with no deaths of United Nations personnel attributed to terrorism. This follows an extended period with a significant downward trend which started after the 2011 attack in Abuja (see figure V). However, a locally-recruited staff member was killed by terrorist elements in Somalia on 31 May 2019. On 2 January 2019, members of Al-Shabaab fired at least seven mortar rounds at the United Nations Support Office in Somalia compound injuring two United Nations personnel and one contractor.

Figure V  
**United Nations personnel fatalities as a result of terrorism**

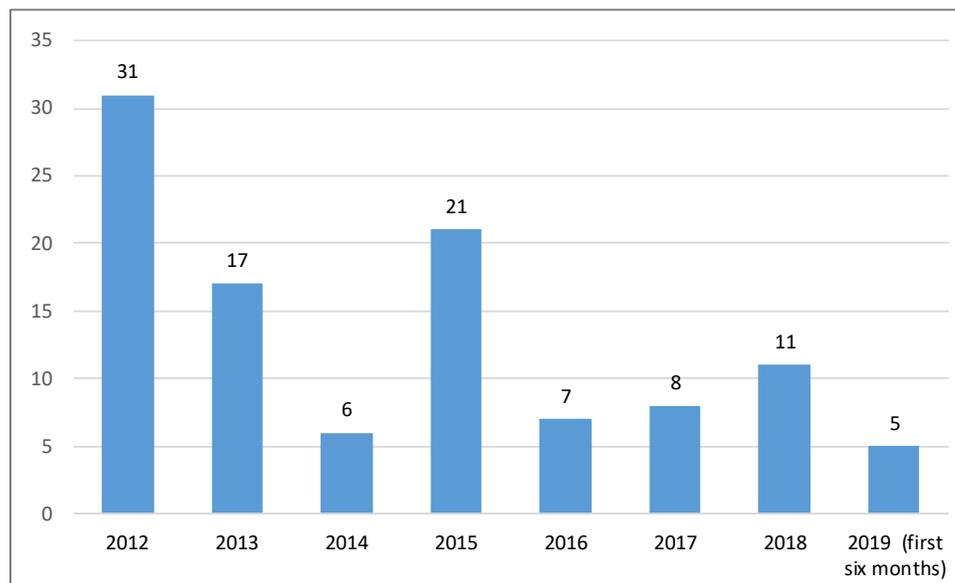


#### *Abductions*

18. During 2018, 11 United Nations personnel (nine men and two women) were abducted (see figure VI and annex III), compared with 8 in 2017. As in the past, a majority (eight) of those abducted were locally recruited personnel. Most abductions (nine) occurred in two countries, Afghanistan (five) and the Democratic Republic of the Congo (four). Tragically, one staff member abducted was killed by captors in Afghanistan; all other abducted United Nations personnel were safely released. Six of the abductions turned into hostage incidents which required significant involvement from the United Nations security management system. Although the number of personnel abducted in 2018 remained below the eight-year average of 15, the trend over the past three years has been upward. In the first six months of 2019, five United Nations personnel were abducted.

19. The United Nations system organizations are collaborating to review the content of the hostage incident management training to incorporate lessons learned and new analysis on this type of incidents. Efforts are underway to launch an updated hostage incident course for United Nations security professionals by the end of 2019.

Figure VI  
Abductions of United Nations personnel



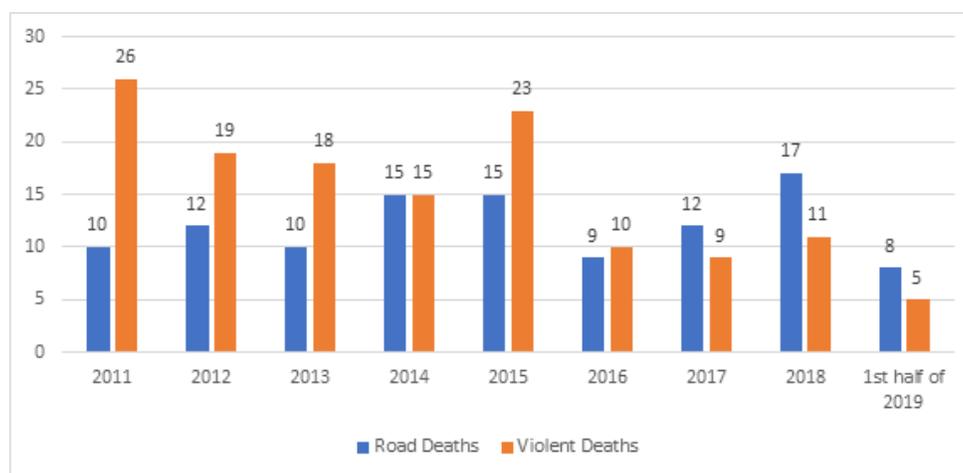
*Safety-related incidents and road traffic incidents*

20. In 2018, 20 United Nations personnel lost their lives as a result of safety-related incidents, a notable increase from 13 deaths in 2017. During the first six months of 2019, 29 United Nations personnel lost their lives in safety-related incidents, including 21 who died on 10 March when an Ethiopian Airlines flight crashed shortly after taking off from Addis Ababa; the other eight died in road crashes. In addition, in 2018 114 personnel injured as a result of safety-related incidents, compared with 111 in 2017 and 93 in 2016 (see annex I). Most injuries caused in safety-related incidents involved road crashes (see annex III and figure VII).

21. For the second consecutive year in 2018, more United Nations personnel were killed and injured as a result of road crashes (17 killed and 112 injured) than as a result of violence (11 killed and 67 injured). In addition, between 1 January 2018 and 30 June 2019, reports indicated that 37 persons not affiliated with the United Nations died and 260 others were injured as a result of traffic accidents involving United Nations vehicles. While the trend of United Nations personnel who died as a result of acts of violence has been downward since 2011 (averaging around 16 annually), the trend for road deaths has been upward during that period, averaging over 12 annually. In 2018, 17 United Nations personnel lost their lives on roads.

22. In February 2019, the United Nations Road Safety Strategy was launched in New York and Geneva and rolled it out in field locations. In addition, the Department of Safety and Security established its first road safety unit in 2019, within existing resources.

Figure VII  
**United Nations personnel killed in road safety incidents compared with those killed in violence**



#### *Intimidation and harassment*

23. The reported incidents of intimidation and harassment of United Nations personnel in 2018 increased to 391 from 316 a year earlier, approaching the highest number of such incidents (405) recorded in 2015 and, therefore, well above the 10-year average of 278 (see annex I)

#### *Arrests and detention of United Nations personnel*

24. In 2018, 85 United Nations personnel were arrested or detained by national authorities, compared with 63 in 2017 (see annex I). This represents a notable increase of nearly 35 per cent. Most arrests took place in South Sudan (19) and the Sudan (11). Generally, United Nations personnel were arrested on charges related to violations of national laws including road traffic incidents, fraud and domestic violence. In 10 cases, national authorities gave no reasons for the arrests. In the first six months of 2019, 36 personnel were arrested or detained. Currently, 20 United Nations personnel remain in detention globally.

#### *Gender-related security incidents*

25. Female personnel represent approximately 40 per cent of all United Nations personnel in the field. In 2018, female United Nations personnel accounted for 31 per cent of those affected by security and safety incidents (see annex III). There was a marked reduction in the number of reported sexual assaults of both male and female United Nations personnel in 2018 compared to 2017 (10 cases versus 28). This number is close to the average of 10 cases reported annually between 2013 and 2016. In the first six months of 2019, there were five cases reported. The majority of personnel sexually assaulted in 2018 were women (80 per cent).

26. The United Nations strives to improve the prevention, response and recovery for sexual assault incidents. These include training and awareness-raising, as well as the development of an internal policy framework and the provision of guidelines to enable the development of localized operational response to gender-based security incidents.

## **2. Security of locally recruited United Nations personnel**

27. In 2018, locally recruited personnel represented about 53 per cent of United Nations personnel affected by safety and security incidents and they accounted for 56 per cent of personnel killed as a result of violent acts. Their larger presence in the field, compared with internationally recruited personnel, has explained the larger number of incidents affecting them. However, both numbers show a significant decrease from the previous year (from 65 and 67 per cent, respectively). In 2018, locally recruited personnel were more affected than internationally recruited colleagues in safety-related incidents, sexual assault, aggravated assault and abduction. International personnel were affected to a greater extent by burglary and residence break-ins, robbery and intimidation/harassment. On 1 January 2019, the United Nations promulgated a system-wide policy on the security of locally recruited personnel, which identifies the principles and approaches for the safety and security of locally-recruited personnel.

## **3. Impact of the global security environment on United Nations programmes**

28. During the reporting period, the United Nations security management system has enabled development programmes in 170 countries and territories, human rights programmes in 77 countries, peace operations in more than 35 countries and territories and humanitarian operations in more than 30 countries and territories. In order to meet the rising demands for security support, the number of surge deployments of security professionals rose to 89 in 2018 compared with 74 in 2017 and 50 in 2016. Surge officers were deployed for a total of 8,780 days during 2018, averaging 99 days per mission, and worked in 30 countries. By early September 2019, there had been 88 surge deployments, indicating that the number of surges this year will surpass deployments in 2018.

29. The Department of Safety and Security, together with the United Nations security management system, provided extensive security support to meet expanding demands for security management and enable United Nations programmes in highly complex security environments with high threat levels to carry out operations, including in Afghanistan, Libya, Nigeria, Somalia, the Syrian Arab Republic and Yemen. In addition, security support has been a key enabler for United Nations programmes in Ebola-affected areas in eastern Democratic Republic of the Congo and in areas affected by natural disasters in Indonesia, Malawi, Mozambique and Zimbabwe. Moreover, the Department provided security support to the United Nations efforts to sustain peace in Burkina Faso, Colombia and the Lake Chad Basin region, among others.

30. Although, to date, the Department of Safety and Security has met increased demand and responded to crises through efficiency and flexibility, the growing demand far outstrips the existing resource capacity and the current situation is therefore not sustainable over the longer term.

## **C. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel**

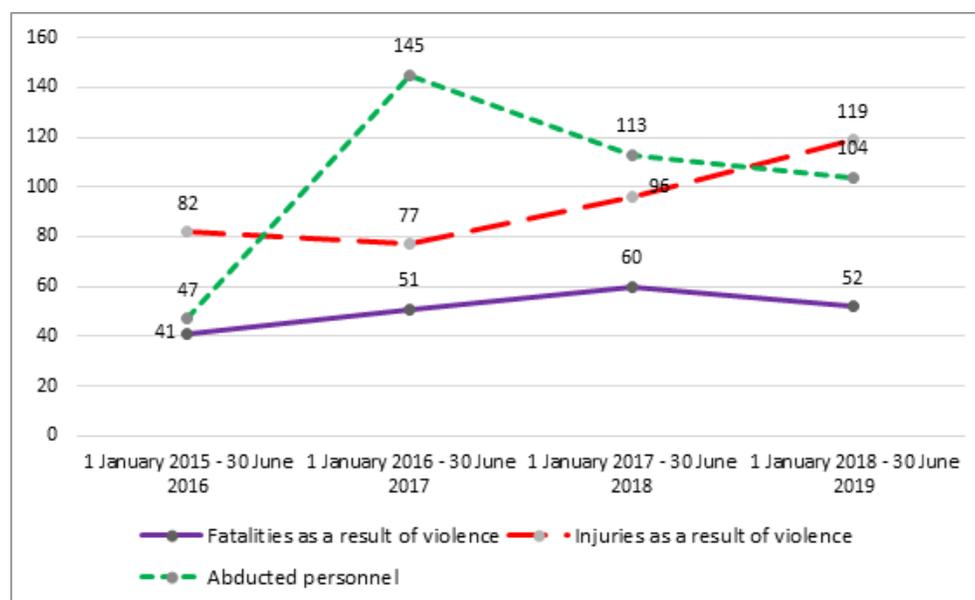
31. In most complex security environments, humanitarian personnel of non-governmental organizations (NGOs), the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and peacekeepers work alongside United Nations personnel.

## 1. Impact of security threats on humanitarian personnel of non-governmental organizations

32. In 2018, according to reports received by the Department, 32 NGO personnel working in close cooperation with the United Nations were killed as a result of acts of violence, 69 were injured as a result of acts of violence and 61 were abducted (see figure VIII and annex IV). This is a decrease from the number of NGO personnel affected in 2017, when 42 were killed, 62 injured and 84 abducted. In the first six months of 2019, 20 personnel of NGO implementing partners were killed, 50 injured and 43 abducted. In 2018, the number of reported attacks on NGO vehicles decreased to 72 compared with 114 in 2017.

33. As in previous years, NGOs and implementing partners shared reports on security incidents with the Department of Safety and Security on a voluntary basis. The data are likely to be incomplete and cannot be verified or compared with other existing databases based on different terminology of security and safety incidents and methodology for data gathering.

Figure VIII  
Security incidents affecting personnel of non-governmental implementing partners, as reported to the Department of Safety and Security



## 2. Security incidents affecting the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

34. Employing about 31,000 personnel in five fields of operation, UNRWA delivers a range of humanitarian assistance to approximately 5 million Palestinian refugees.<sup>9</sup> In 2018, one UNRWA area personnel died and six were injured as a result of violence, an increase compared to 2017 when there were no deaths of area personnel and five injured (see annex V). Two UNRWA area personnel died in safety-related incidents in 2018; there were no such deaths in 2017. UNRWA is improving its technical capacity, practices and process in recording safety and security incidents affecting UNRWA area personnel. As a result, there was a significant increase in UNRWA

<sup>9</sup> The UNRWA data are based on security incidents reported to and recorded in the UNRWA security information management system. UNRWA area personnel are not covered by the United Nations security management system.

recorded security incidents involving theft, vandalism and intrusions into UNRWA premises. In the first six months of 2019, there were no deaths and one injury of UNRWA area personnel as a result of acts of violence.

### **3. Comparison with peacekeepers<sup>10</sup>**

35. Fatalities among uniformed peacekeepers as a result of violent acts were more than halved, from 59 in 2017 to 27 in 2018. The main security threats in peacekeeping environments came from armed groups, extremists and organized criminal gangs. Across 14 peacekeeping operations, uniformed peacekeepers have been exposed to attacks involving artillery fire, mortars, rockets, small arms fire, various types of improvised explosive devices and complex attacks. On 20 January 2019, 10 peacekeepers from Chad were killed when militants in northern Mali struck a base of the United Nations Multidimensional Integrated Stabilization Mission in Mali. On 15 November 2018, six peacekeepers from Malawi and one from the United Republic of Tanzania were killed during operations against an armed group in North Kivu in the Democratic Republic of the Congo.

## **III. Strengthening the security management system**

36. The United Nations security management system, led by the Department of Safety and Security, continually faces the challenges of operating in a highly complex security environment and providing security management support, through various initiatives, as described below, to enable the conduct of United Nations mandated programmes and activities safely and efficiently.

### **A. Enhancing security risk management capacity for security decision makers**

#### **1. Enhanced support to designated officials**

37. In 2019, the Department organized six regional workshops in crisis management and trained 113 designated officials, the most senior United Nations officials with responsibility for security in designated areas, with participation from the International Organization for Migration, the United Nations Development Programme, the United Nations Children's Fund and the Office of the United Nations High Commissioner for Refugees. The Department's efforts aim to strengthen the capacity of designated officials as security decision makers through enhanced understanding of security policies and lessons learned on common operational challenges.

38. To ensure the sustainability of this training, the Department has empowered and guided United Nations security advisers to organize future crisis management training for designated officials in their respective locations. The Department is also revising and updating the handbook for designated officials, which offers practical and comprehensive advice on security management and decision-making. Also, in 2018, a total of 825 United Nations senior officials with decision-making authority completed the online security management team course.

---

<sup>10</sup> For the purposes of this report, peacekeepers are personnel of contingent troops and formed police units. They are not covered by the United Nations security management system.

## **2. Strengthening security decisions**

39. The system-wide programme criticality framework has contributed to an effective policy and operational approach for informed decision-making on acceptable risk that enables the United Nations programmes and operations in complex and high-threat environments. The framework contributes to the delivery of critical United Nations mandated activities in conflict and post-conflict areas; the Department provides advice in identifying the areas for the conduct of programme criticality assessments. During the reporting period, the United Nations carried out 31 programme criticality assessments in 23 countries.

## **3. Duty of care**

40. Following the establishment of the task force on duty of care under the High-level Committee on Management, the United Nations system strives to make further progress in promoting duty of care for United Nations personnel. The Committee adopted standards on working and living conditions for personnel deployed in high-risk environments as well as initiatives to improve predeployment readiness and training, to assess health care availability and to develop measures for locally recruited personnel. The psychosocial support to personnel affected by critical incidents and new security initiatives such as the improvement of security communications and more accessible travel advisories also contributed to the system's efforts on duty of care.

## **B. Reinforcing security risk management strategies**

### **1. Completing the framework of safety and security policies**

41. The Inter-Agency Security Management Network has strengthened the regulatory framework to support security management, policy development and decision-making. In June 2018, the Network abolished the 2006 United Nations Field Security Handbook and endorsed the Security Policy Manual as the only authoritative source of the United Nations security management system policy and guidance. The Network endorsed a new policy on compliance monitoring, evaluation and best practices, on chemical, biological, radiological and nuclear threats and attacks, revised the guidelines on the management of safety and security crises, the guidelines on Safe and Secure Approaches in Field Environments training, the guidance on reflecting acceptance in Security Risk Management, and a commercial air travel safety policy. To ensure that the policies and the guidelines remain relevant and up to date, the Network maintains a rolling technical review of United Nations security management system guidance and has commenced a substantive review of prioritized policy guidance.

### **2. Enhancing situational awareness and threat and risk analysis**

42. Security threat and risk analysis remains indispensable for situational awareness and preventive capacity to protect United Nations personnel. To strengthen further United Nations security professionals' security analysis expertise and consistency, the Department has updated and published guidance on the security analysis process and practice and launched a comprehensive training on strategic analysis warning techniques, which focuses on early warning and security analysis of unstable environments in support of senior decision makers. The Department also initiated a digital mapping project, through the GeoHub platform, which uses open source data to enhance analyses of the security environment. The project is still in trial phase with a limited number of users and further expansion would require additional investments.

### **3. Effective use of risk-management measures**

43. The Department of Safety and Security, in cooperation with United Nations security management system entities, remains engaged in enhancing the protection of United Nations premises and special events worldwide. The deployment of security officers from the Department's security and safety services to coordinate specialized security support enabled 24 special external events and other conferences sponsored by United Nations entities in offices away from Headquarters in 108 countries. The Department provided 180 personnel as surge capacity to enable field operations through the protection of United Nations compounds.

44. The Department provided technical guidance on the physical protection of United Nations offices and premises (including protective walls, access control, emergency control centre installations, blast protection, overhead protection and safe rooms, among others). Moreover, the Department provided on-site technical assistance in 28 locations for projects involving new construction or refurbishment, security upgrades and improvement of existing equipment and procedures (in Afghanistan, Algeria, Lebanon, Libya, Somalia, Sri Lanka, Switzerland, the Syrian Arab Republic, Uganda and Yemen). The Department has introduced a mobile application for physical security assessment to allow its security professionals to identify specific site vulnerabilities and make recommendations of appropriate security risk management measures.

45. The Department provided close protection services with the coordination of 375 complex protective operations in high-risk environments and 4,202 close protection operations for high-ranking officials' travels (in the last reporting period the corresponding figures were 369 and 2,209, respectively). The Department also worked to ensure high standards of recruitment, training and operational deployment of protective services personnel, through courses which resulted in the certification of 42 close protection officers.

46. To ensure that the selection and use of global commercial air operators for official travel by United Nations personnel is in conformity with the highest international safety standards, the Department coordinates its safety information with 130 air travel focal points, in 24 duty stations, in all United Nations entities. The Department has provided direct support to United Nations stakeholders by responding to more than 40,000 queries concerning 5,140 air operators through its dedicated communication channels and help desk.

47. In cooperation with the Office of Information and Communications Technology and other United Nations partners, the Department launched, earlier this year, the electronic travel advisory system, a mobile application which enables United Nations personnel to send and receive security communications, access emergency contacts, and check their travel security clearance status. The application currently has more than 21,000 users.

### **4. Training**

48. Security training remains a key security risk management measure to prevent and mitigate risks to personnel. The Department is creating more coherent learning paths to promote individual personnel's broader security awareness and learning in all operational settings. In November 2018, the Department launched a new mandatory online security awareness course, entitled "BSAFE", for all United Nations personnel to complete by 30 June 2019. This course replaces the basic and advanced security in the field course with updated content. The new course is now available to partners including Member States, non-governmental organizations and

other stakeholders. As at June 2019, 170,000 United Nations personnel and partners had completed the “BSAFE” course.

49. The United Nations system organizations are working together to ensure consistent quality of the security briefing and courses delivered locally and in complementarity with the learning in the “BSAFE” course, for a security training continuum. As a result, the United Nations system is developing a new guidance on the security induction programme, a mandatory briefing that all United Nations personnel are required to attend when travelling or recruited to a new location. For high-risk duty stations, efforts are ongoing to update the content of the Safe and Secure Approaches to Field Environments training programme with a greater focus on prevention and practical exercises. The training programme remains a key security risk management measure for United Nations personnel residing or travelling to high-risk locations. In 2018, 13,464 United Nations personnel and partners completed 571 Safe and Secure Approaches to Field Environments courses in 44 different countries.

## **5. Response to critical incidents**

50. The demand for psychosocial support to United Nations personnel affected by critical incidents has grown exponentially. The Department’s Critical Incident Stress Management Unit, in partnership with United Nations system organizations, provided 10,329 counselling and education sessions in 2018, compared with 8,519 in 2017. This included psychosocial support to personnel affected by the Ethiopian Airlines plane crash, the Sri Lanka terrorist attacks, the cyclone in Mozambique, civil unrest in Khartoum and the Dusit Hotel attack in Nairobi. The Department deployed Critical Incident Stress Management Unit counsellors to eight peace missions to conduct needs assessment and build staff resilience. The Department delivered training on stress management and related issues to 6,298 United Nations personnel including 183 peer helpers in various regions. Psychosocial support to personnel deployed in high-risk or hardship duty stations and following critical incidents remain a key element of the Organization’s duty of care to personnel.

## **C. Reform efforts of the Department of Safety and Security**

51. The Organization strives to adapt and adjust continuously to respond effectively to the evolving global security environment. This year, an internal realignment, within existing resources, took place with a sharper focus not only on policy, strategy and oversight, but also on specialized security services to support field operations. The Department’s internal review aims to strengthen further business processes as well as transparency of intradepartmental accountability.

52. In supporting the role of the resident coordinators, in line with the Organization’s development reform agenda, the Department issued guidance to clarify the authority and leadership of resident coordinators as Designated Officials for Security and as Designated Officials ad interim.

53. In realizing its human resources strategy initiated in 2017, the Department has promoted flexibility and efficiencies in human resources management for its integrated security workforce comprising about 7,000 United Nations safety and security personnel across more than 120 duty stations. In 2019, the Department carried out its managed reassignment programme for the integrated security workforce, streamlined recruitment and introduced flexible work arrangements to support work-life balance.

54. An effective response to the increasingly complex security environment requires an integrated security workforce which is agile and diverse. The Department has promoted further multidisciplinary skills, gender balance and geographical

representation in the Secretariat integrated security workforce. The Department's personnel comprise 90 nationalities, with ongoing efforts to improve further wider geographical representation. In striving to identify and recruit qualified women security officers, the Department has requested the support of all Member States, as well as professional associations worldwide to identify qualified women candidates. Indicative of recent progress, representation of women at the professional and higher levels increased by 2 per cent between 2017 and 2019. During 2018, the Department provided gender training to 250 mid-level personnel.

## **D. Building collaborations**

### **1. Enhancing security collaboration between the United Nations and host Governments**

55. Host Governments maintain the primary responsibility for the protection of United Nations personnel, premises and assets. Effective collaboration and engagement with host Governments remains a key component of United Nations security management. The Under-Secretary-General for Safety and Security regularly meets with host government authorities to ensure close collaboration through the sharing of situational awareness and threat and risk analysis, the coordination of prevention and risk mitigation measures and the management of security crises. During the reporting period, the Under-Secretary-General for Safety and Security met with the host government authorities of 17 Member States to discuss security matters.

56. In ensuring the security of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals, the Department coordinates closely with the relevant host country authorities on the protection of these premises. The Department has maintained close coordination with host Governments to ensure the protection of United Nations facilities and the safe conduct of events that gathered thousands of delegates and civil society participants.

### **2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

57. The United Nations collaborates closely with host Governments which have the primary responsibility in protecting United Nations personnel deployed on their territories and in ensuring respect for the privileges and immunities of United Nations personnel. The Organization encourages Member States to abide by relevant international instruments. To date, only 95 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994 and only 33 States are parties to the Optional Protocol thereto of 2005.

58. Following the promulgation of the standard operating procedure on victims of violence registry for fatalities in service in January 2018, the Department has collaborated with other Secretariat departments and offices and three peacekeeping missions, under the leadership of the Department of Peace Operations, to establish specialized mechanisms to ensure accountability for serious crimes against peacekeepers.

### **3. Strengthening partnerships with non-governmental organizations**

59. The Saving Lives Together framework enhances security collaboration with implementing and operational partners of the United Nations. The Saving Lives

Together collaboration is currently at enhanced level in 16 countries<sup>11</sup> in various regions across the world. During the reporting period, the Department focused on fostering closer relationships with Saving Lives Together partners. This has included regular teleconferences with focal points in the headquarters of 150 partner organizations, participation of NGO security managers in United Nations security certification programmes, and the inclusion of Saving Lives Together in crisis management training for designated officials.

60. The Saving Lives Together collaboration facilitated support to NGOs, including assistance in crisis situations, relocation and medical evacuation of personnel, when feasible. Notably, an internal review of Saving Lives Together collaboration conducted through surveys in the United Nations and the NGO community highlighted the need for more resources, increased engagement and improved knowledge-sharing to ensure greater consistency in Saving Lives Together implementation in the field. Additional capacity is recommended for stronger leadership and to achieve the necessary degree of engagement.

#### **IV. Strategic challenges**

61. Security is a prerequisite for delivering United Nations programmes and operations. For the last 10 years, the Department has faced the constant challenge of meeting rising security demands and adapting to evolving security threats. Together with the organizations of the United Nations security management system, the Department made strides to enable United Nations programmes in the increasingly challenging security context. Often, this work also allowed other partners, Member State delegations, NGOs and Governments to operate and deliver their programmes. Confronting a fast-paced and changing environment and rising demands for security support comes at a cost. There has not been, however, a commensurate increase in security funding.

62. Despite being a key enabler for United Nations operations, funding for security support has yet to receive a higher profile for resources mobilization. Aiming to meet the needs for specialized security operations support and services, the Department launched the trust fund with the theme “Protecting your people and investments in the United Nations” in 2018. The trust fund, however, has yet to lead to contributions from Member States. Enabling the United Nations to stay and deliver in an increasingly challenging security environment has stretched the Department’s security resources to their limit and demonstrated the limitations of its funding mechanism.

63. The Department is funded through a complex and multi-layered funding mechanism designed in the early 2000s. Field-related costs which are incurred in the field or directly related to providing operational support by Headquarters to the field offices are apportioned among participating organizations, while the central costs of the management and direction of the operation is assumed by the United Nations under the regular budget and support account for peacekeeping operations. The Department, together with the United Nations security management system organizations, is reviewing the existing funding mechanism for security to ensure that the security funding mechanism is sustainable and flexible, with adequate resources that correspond to the evolving demands to enable United Nations operations.

---

<sup>11</sup> These include Afghanistan and Pakistan in the Asia and the Pacific region; Cameroon, the Central African Republic, the Democratic Republic of the Congo, Mali, Nigeria, Somalia, South Sudan and the Sudan in Africa; Colombia in the Americas; and Iraq, Israel, Libya, the Occupied Palestinian Territories, the Syrian Arab Republic and Yemen in the Middle East and North Africa.

## V. Observations and recommendations

64. As the global security terrain grows increasingly complex, the international community's resolve to protect United Nations and humanitarian personnel is more critical than ever. In delivering relief to those affected by the dire humanitarian consequences of instability, United Nations and humanitarian personnel work increasingly in dangerous areas. They risk their lives and well-being to deliver multifaceted United Nations mandates, bringing relief and supporting Member States in their efforts towards the Sustainable Development Goals.

65. In the past 18 months, 16 United Nations personnel and more than 32 NGO humanitarian personnel lost their lives in the line of duty as a result of violence. I am deeply saddened by these deaths and express my sincere condolences to the bereaved families. The loss of one life is one too many. I condemn, in the strongest terms, all forms of violence against United Nations and humanitarian personnel. The Organization remains determined in working towards the values enshrined in the Charter of the United Nations. The legacies of these fallen brave men and women live in our commitment to go forward boldly, to work in dangerous places to help suffering peoples and to create a better future for all.

66. The safety and security of United Nations personnel remains my top priority. The increase in the number of incidents of abduction, intimidation, harassment, arrest and detention of United Nations personnel remains a cause of concern. In 2018, 11 United Nations personnel, most of them locally recruited, were victims of abductions, compared with 8 in 2017. A marked increase in the number of personnel affected by safety incidents reflects a troubling trend. In the reporting period, 49 United Nations personnel died as a result of safety-related incidents, including 21 who perished in a plane crash in March 2019.

67. The unwavering commitment of more than 50 partner organizations within the United Nations security management system marks a great achievement. Together with the Department of Safety and Security, they have contributed to a continuous improvement in the protection of personnel. Strengthened security policies and measures and effective security support have resulted in the downward trends in security and safety incidents affecting United Nations personnel.

68. The overall trends indicate that security incidents are below average over the past five years, however, there is a steady increase of security incidents in the past three years, with a total number of 1,533 incidents in 2018, compared with 1,473 in 2017. This is why predictable and adequate resources for security remain indispensable.

69. The United Nations continuously recalibrates its security management. In line with my reform vision, the Department of Safety and Security has realigned its resources. The aim is to provide effective and efficient security support, together with United Nations partners, to enable United Nations programme delivery while protecting personnel. Yet, this effort is a constant challenge requiring adequate resources, flexibility and the review of a funding mechanism that has reached its limits. Moreover, I am calling upon Member States to contribute to the Department of Safety and Security's trust fund. Also, I am calling upon Member States to ensure that security costs are an integral part of mandate consideration and planning at the outset to ensure the protection of United Nations personnel.

70. Besides the closer collaboration with host Governments, broadening strategic partnerships with regional organizations and non-governmental actors is an essential part of effective security management. Also, engagement with non-State armed actors is key to gaining humanitarian access and increasing their awareness on the protection of humanitarian and United Nations personnel.

71. I am deeply concerned with the systemic disrespect for the principles and rules of international law and international humanitarian law. I wish to underscore the primary responsibility of host Governments and all conflicting parties in the protection of United Nations and humanitarian personnel. The intentional attacks on United Nations personnel may constitute a violation of international humanitarian law. I urge the host Governments to bring to justice the perpetrators of crimes against United Nations and humanitarian personnel.

72. I recommend that the General Assembly remain engaged on the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety and security incidents	Number of personnel affected						2019 (first six months)
	2013	2014	2015	2016	2017	2018	
Fatalities resulting from acts of violence	18	15	23	10	9	11	5
Fatalities resulting from safety-related incidents	10	15	16	11	13	20	29
Injuries resulting from acts of violence	82	65	99	70	70	67	42
Injuries resulting from safety-related incidents	144	101	130	93	111	114	69
Abduction	17	6	21	7	8	11	5
Robbery	314	530	511	375	402	401	203
Residence break-in and burglary of residence	345	467	452	421	406	382	150
Aggravated assault	35	104	81	44	47	41	19
Sexual assault	4	8	12	17	28	10	5
Intimidation and harassment	108	295	405	231	316	391	170
Arrest and detention	138	128	69	102	63	85	36
<b>Total</b>	<b>1 215</b>	<b>1 734</b>	<b>1 819</b>	<b>1 381</b>	<b>1 473</b>	<b>1 533</b>	<b>733</b>

## Annex II

### Attacks on United Nations premises and official vehicles

<i>Category of security incidents</i>	<i>2015</i>	<i>2016</i>	<i>2017</i>	<i>2018</i>	<i>2019 (first six months)</i>
Attacks on United Nations premises	35	56	23	23	17
Attacks on United Nations vehicles	155	146	51	89	49
Intrusion into United Nations premises	109	90	150	51	28
<b>Total</b>	<b>299</b>	<b>292</b>	<b>224</b>	<b>163</b>	<b>94</b>

## Annex III

## United Nations civilian personnel affected by security incidents in 2018

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Internationally recruited</i>	<i>Locally recruited</i>	<i>Male</i>	<i>Female</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	11	5	6	9	2	9	Armed conflict (3); crime (8)
Fatalities resulting from safety-related incidents	20	4	16	17	3	14	Road traffic accidents (17, including 2 involving official United Nations vehicles); aviation (1); other safety-related incidents (2)
Injuries resulting from acts of violence	67	13	54	58	9	18	Armed conflict (4); terrorism (3); crime (60)
Injuries resulting from safety-related incidents	114	25	89	72	42	31	Road traffic accidents (112, including 27 involving official United Nations vehicles); other safety-related incidents (2)
Abduction <sup>a</sup>	11	3	8	9	2	7	One person killed by hostage takers, all other United Nations personnel released
Robbery <sup>b</sup>	401	206	195	268	133	70	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	382	237	145	255	127	76	
Aggravated assault <sup>e</sup>	41	11	30	34	7	19	
Sexual assault	10	2	8	2	8	9	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	391	217	174	240	151	72	
Arrest and detention <sup>h</sup>	85	4	81	83	2	27	
<b>Total</b>	<b>1 533</b>	<b>727</b>	<b>806</b>	<b>1 053</b>	<b>480</b>		

<sup>a</sup> Act of restraint through the use of or the threat of use of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or crime aggravated by use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued, unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Acts executed by State actors.

## Annex IV

### Critical security incidents affecting personnel of United Nations implementing partners, as reported to the Department of Safety and Security

<i>Category of security incident</i>	<i>Number of personnel affected</i>		
	<i>2017</i>	<i>2018</i>	<i>2019 (first six months)</i>
Personnel who lost their lives as a result of acts of violence	42	32	20
Personnel injured as a result of acts of violence	62	69	50
Abducted personnel	84	61	43
Armed attacks on premises	11	21	16
Intrusion into premises	68	59	24
Armed attacks on vehicles	114	72	37
<b>Total</b>	<b>381</b>	<b>314</b>	<b>190</b>

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Category of security incident	Number of area personnel affected		
	2017	2018	Mid-2019
Fatalities resulting from acts of violence	0	1	0
Fatalities resulting from safety-related incidents	0	2	0
Injuries resulting from acts of violence	5	6	1
Injuries resulting from safety-related incidents	3	4	0
Abduction	0	0	0
Robbery	10	9	0
Residence break-in	0	1	0
Aggravated assault	56	49	10
Sexual assault	0	0	1
Burglary of residence	0	0	0
Intimidation	102	123	38
Harassment	7	5	0
Arrest and detention	21	3	1
Missing personnel	0	2	0
Theft	3	404	189
Arson	1	4	1
Fire	0	16	6
Armed conflict	13	12	5
Explosive remnants of war	1	3	0
Vandalism	2	304	121
Road traffic accidents	2	32	7
Intrusion into United Nations premises	0	59	10
Others	13	135	32
<b>Total</b>	<b>239</b>	<b>1 174</b>	<b>422</b>



# General Assembly

Distr.: General  
21 September 2020

Original: English

---

## Seventy-fifth session

Agenda item 73

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The global security environment has entered a phase of heightened and extended volatility. From the pre-coronavirus disease (COVID-19) context in 2019 to the unprecedented conditions caused by the pandemic in 2020, the already complex security environment has evolved, with increased threats of civil unrest and a steady rise in instability across the globe.

Even as the COVID-19 pandemic has spread across countries and continents, United Nations and humanitarian personnel strive to continue humanitarian, peace, human rights and sustainable development work throughout the world. United Nations and humanitarian personnel face security threats, from armed conflict, crime, civil unrest and violent extremism to xenophobia and disinformation. However, they continue to work in dangerous places to help those in need. Their work has continued despite the adverse operational and security impact that the pandemic has had on humanitarian access and programme delivery, including in the response to COVID-19.

In the present report, an overview of the global security environment and its impact on the safety and security of humanitarian and United Nations personnel are presented. Also covered are the Organization's response to issues under the purview of the Department of Safety and Security and the United Nations security management system, as well as efforts to meet the challenges and demands for security management and enable United Nations operations worldwide. The report includes observations and recommendations for consideration by the General Assembly.



## I. Introduction

1. In its resolution [74/116](#), the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-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 Assembly requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from 1 January 2019 to 30 June 2020. It provides an overview of the global security environment, the associated security threats and risks facing United Nations personnel,<sup>1</sup> the Organization's responses and the security challenges that the Organization faces. The report concludes with observations and recommendations for consideration by the General Assembly.

## II. Security threats against United Nations personnel

### A. Global security environment

3. From the pre-coronavirus disease (COVID-19) context experienced in 2019 to the unprecedented conditions caused by the pandemic in 2020, the already complex security environment has evolved, with increased threats of civil unrest and a steady rise in instability across the globe. The global security environment has entered a phase of heightened and extended volatility.

4. The past 18 months have been a time of shifting geopolitics, protracted armed conflicts, large-scale public health emergencies, economic stresses and debt crises, climate shocks, deepening social and economic inequity, food insecurity, mass migration, populism and xenophobia, growing nationalism, disinformation and a decrease in cybersecurity.

5. In 2019, political and social unrest remained major threats in the Middle East and North Africa. Armed conflict and political tensions dominated the Gulf region. Election-related civil unrest, armed conflict, intercommunal violence, forced displacement, resource mismanagement and cross-border insecurity linked to violent extremism, organized crime and non-State armed actors persisted, in particular in parts of sub-Saharan Africa. The Asia and Pacific region experienced multiple security incidents related to violent extremism. A rise in criminality occurred in the Latin America and Caribbean region as criminal organizations spread their influence and increased their territorial control. The region experienced the destabilizing effects of civil unrest and mass migration, as well as economic distress.

6. The emergence of the COVID-19 pandemic exacerbated existing global challenges, further exposing the underlying causes of insecurity and social and economic inequality with overtones of racial tension and nationalism. Globally, civil unrest evolved, from demonstrations against containment measures to wider protests related to the economic

---

<sup>1</sup> For the purpose of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

effects of the pandemic, exacerbating political and social grievances. Violent extremist groups and organized criminal gangs exploited the pandemic in most regions.

7. In West Africa, rival terrorist and violent extremist groups expanded their operations in new areas. The expansion of Islamic State in Iraq and the Levant and Al-Qaida affiliates, from the Lake Chad shores to the westernmost coast of Africa, further increased regional instability. In East Africa, the threat of violent extremism persisted, with militants continuously deploying improvised explosive devices and launching violent attacks.

8. In South-East Asia, the call by the Secretary-General in March for a global ceasefire initially yielded a few positive results. Some armed groups halted their fighting temporarily to facilitate a response to the pandemic. Extremist groups, however, exploited the fear of COVID-19 to embolden followers to incite further instability.

9. Latin America and the Caribbean experienced a reduction in violent crime as a result of COVID-19 containment. The pandemic was not a deterrent to organized criminal gangs, however. In several countries, they expanded their control, using increasingly bold tactics.

10. Islamic State in Iraq and the Levant, Al-Qaida, their affiliates and other terrorist and violent extremist groups, taking advantage of the redeployment of security forces for pandemic response, increased their activities in countries, including Afghanistan, Iraq, Mozambique, Somalia and the Syrian Arab Republic, as well as in regions, including the Lake Chad region, the Sahel and the Sinai region. Some of the groups indicated their intention to attack the United Nations. Pandemic-related restrictions also provided opportunities to increase the online recruitment of vulnerable groups, such as young people and unemployed persons.

11. In countries where informal economies are prevalent, rising unemployment and a shortage of goods resulted in looting and property crime. Criminal groups weakened the response of authorities, impeding humanitarian access to the most vulnerable communities. As security deteriorated, humanitarian actors became the targets of criminal activity.

12. With measures to restrict travel and movement put in place to curb the spread of COVID-19, people became increasingly dependent on online methods of purchasing goods and services. Criminals used malware and ransomware to target all sectors, threatening health-care systems, supply chains and infrastructure, logistics and businesses. In some countries, the criminals attacked the operational systems of essential functions, such as water, electricity, sanitation and law enforcement.

13. The rapid spread and emulation of slogans and disinformation with destabilizing effects was another emerging trend. Disinformation campaigns, largely channelled through social media, were focused on false information to discredit health advice. There were incidents of disinformation campaigns targeting the United Nations, aimed at increasing anti-United Nations sentiment, as well as increasing threats to United Nations and humanitarian personnel, including on social media.

14. In the past 18 months, the humanitarian situation has continued to deteriorate as protracted crises have continued unabated. The number of forcibly displaced persons worldwide at the end of 2019 rose to 79.5 million from 70.8 million at the end of 2018.<sup>2</sup> At the beginning of 2020, it was estimated that 168 million persons throughout the world would need humanitarian assistance.<sup>3</sup> The number, which is the highest in

---

<sup>2</sup> Office of the United Nations High Commissioner for Refugees, "Global Trends: Forced Displacement in 2019" (Copenhagen, 2020).

<sup>3</sup> Office for the Coordination of Humanitarian Affairs, "Global Humanitarian Overview 2020" (Geneva, 2019).

decades, continued to increase owing to the COVID-19 pandemic. As at mid-2020, 250 million persons were in need of humanitarian assistance.<sup>4</sup>

15. The Department of Safety and Security provided safety and security support to United Nations and other international health workers across the globe. In this context, attacks against humanitarian workers and attacks on health care – which the World Health Organization defines as “any act of verbal or physical violence or obstruction or threat of violence that interferes with the availability, access and delivery of curative and/or preventive health services during emergencies”<sup>5</sup> – remained a significant concern. For example, the emergency response to the Ebola outbreak in the eastern part of the Democratic Republic of the Congo was affected by criminality and rebel activities, with medical personnel and facilities operated by the United Nations and its implementing partners frequently attacked by criminal groups and opportunistic individuals. Humanitarian personnel faced harassment, intimidation and direct attacks on their premises, vehicles and warehouses. The Department provided analysis, advice and expertise to reduce the risk of harm to personnel or the disruption of services. Attacks against humanitarian and health-care workers in armed conflicts and other situations of violence reflected systemic disregard for international humanitarian law and human rights law. The Surveillance System for Attacks on Health Care of the World Health Organization<sup>6</sup> reported 1,135 attacks on health care in 14 countries and territories during the reporting period, resulting in 290 deaths and 779 injuries.

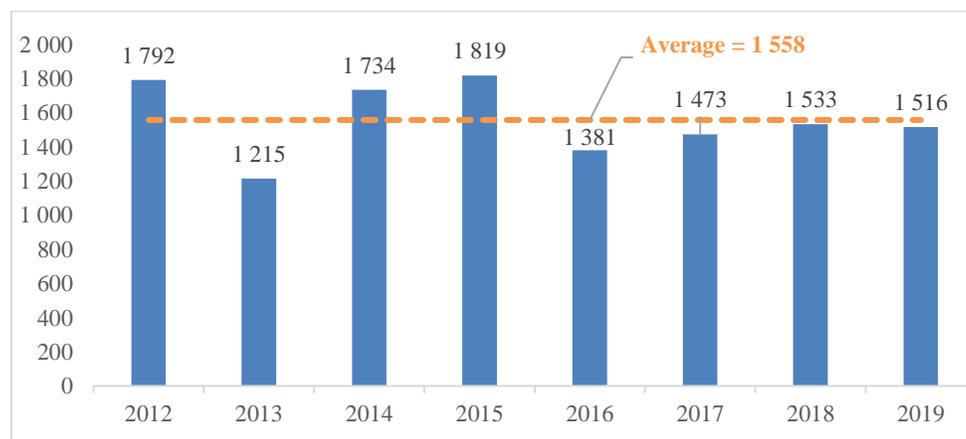
## B. Security incidents affecting the United Nations security management system<sup>7</sup>

### 1. Types of incidents and their impact on United Nations personnel

16. Overall, incidents related to safety and security affected 1,516 United Nations personnel in 2019, compared with 1,533 in 2018, a marginal decrease and a number that was lower than the average number of personnel affected annually between 2012 and 2019 (1,558) (see figure I).

Figure I

#### Safety and security incidents affecting United Nations personnel



<sup>4</sup> Humanitarian InSight, “Global Humanitarian Overview 2020”. Available at <https://hum-insight.info/>.

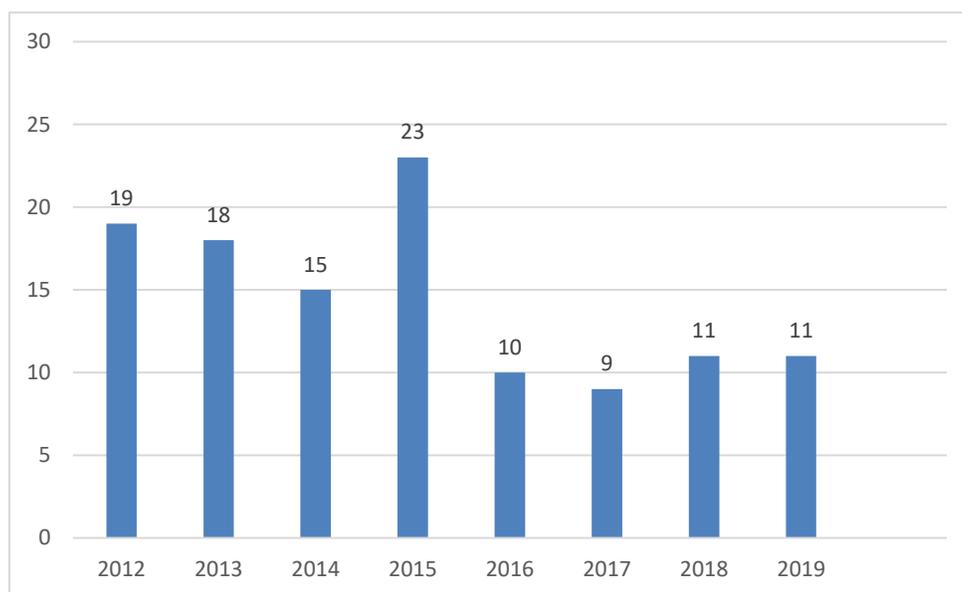
<sup>5</sup> Available at [www.who.int/news-room/q-a-detail/attacks-on-health-care](http://www.who.int/news-room/q-a-detail/attacks-on-health-care).

<sup>6</sup> Available at <https://extranet.who.int/ssa/Index.aspx>.

<sup>7</sup> The United Nations security management system is composed of all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations for the purpose of security.

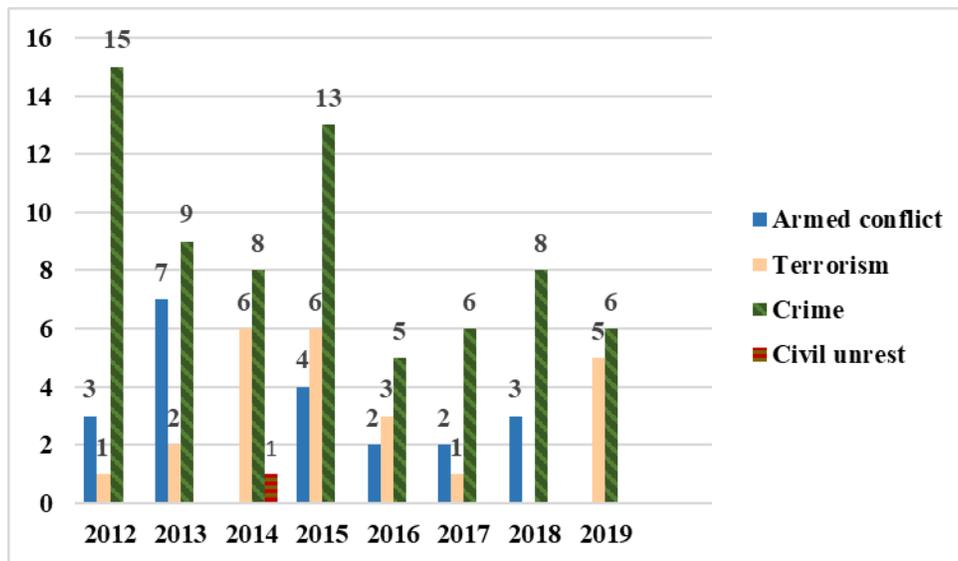
17. In 2019, 11 United Nations personnel lost their lives as a result of acts of violence, the same number as in 2018. The incidents occurred in Afghanistan, the Democratic Republic of the Congo, Djibouti, Fiji, Haiti, Libya, Somalia and the Sudan. In addition, 92 personnel were injured in incidents associated with acts of violence, compared with 67 personnel in 2018. In the first six months of 2020, two United Nations personnel lost their lives as a result of violence. The fatalities occurred in Ghana and Myanmar. Overall, the number of United Nations personnel killed as a result of violence remained relatively stable from 2016 to 2019 (see figure II), although the United Nations expanded its operations in multiple complex security environments.

Figure II  
**Fatalities of United Nations personnel resulting from violence**



18. In 2019, of the 11 fatalities resulting from violence, 6 were a result of criminal acts and 5 were a result of terrorism. Ninety-five per cent of the injuries sustained that year were a result of criminal acts (see figure III and annex III). From January to June 2020, two personnel died as a result of violence related to crime. Since 2012, crime-related incidents have been the primary source of violent death of United Nations personnel, accounting for more than 60 per cent of such deaths between that year and 2019.

Figure III  
**Fatalities of United Nations personnel resulting from violence, by category of threat**



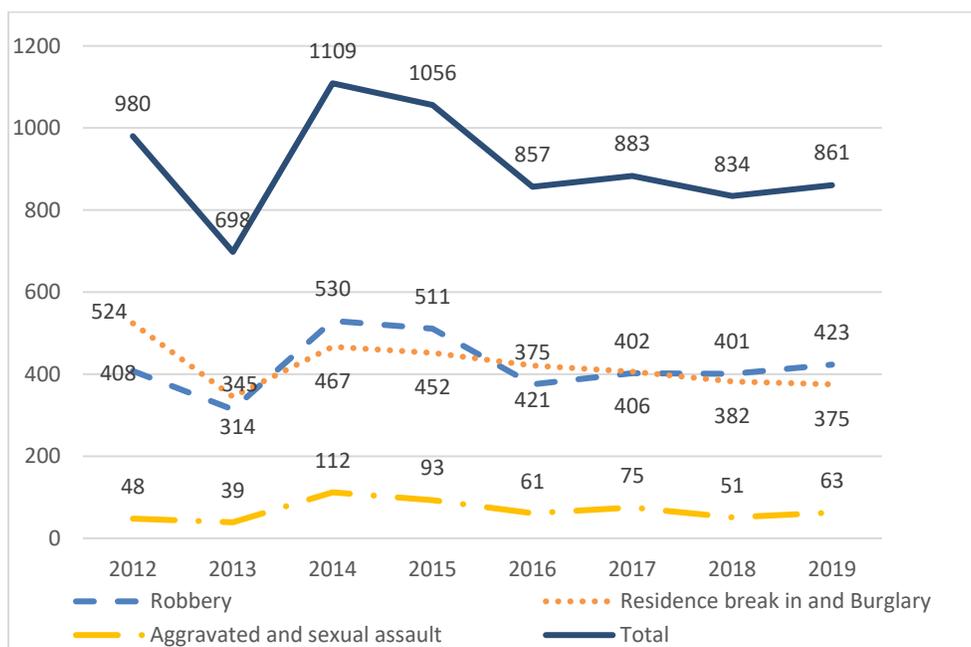
19. In 2019, there were 53 direct attacks against United Nations premises, 89 attacks on United Nations vehicles and 154 intrusions into United Nations premises, for a total of 296 incidents. Those types of attacks have been on the rise in the past four years, with a 40 per cent increase in attacks on premises, compared with 2018 (23 attacks on premises and 89 attacks on vehicles, respectively). Most of the attacks occurred in Afghanistan, the Democratic Republic of the Congo, Haiti, Mali, Somalia, South Sudan and the Sudan (Darfur). Reports show that, in 2019, 61 official United Nations vehicles were lost or damaged as a result of such attacks. In the first six months of 2020, there were 24 direct attacks on United Nations premises, 76 attacks against United Nations vehicles and 85 intrusions into United Nations premises.

20. The worrying trend underscores the relevance of the continuous improvements being made within the United Nations security management system to security management measures, the policy framework, training and coordination with host Governments to strengthen the protection of United Nations personnel, assets and premises.

#### *Crime*

21. Of the 1,516 United Nations personnel affected by safety and security incidents in 2019, 861 (about 57 per cent) were victims of crime, including robbery, residence break-in and burglary, aggravated assault and sexual assault (see figure IV and annex III), a slight increase over 2018 (834). Most United Nations personnel affected by crime in 2019 had been recruited internationally (around 57 per cent), similar to in 2018 (around 55 per cent).

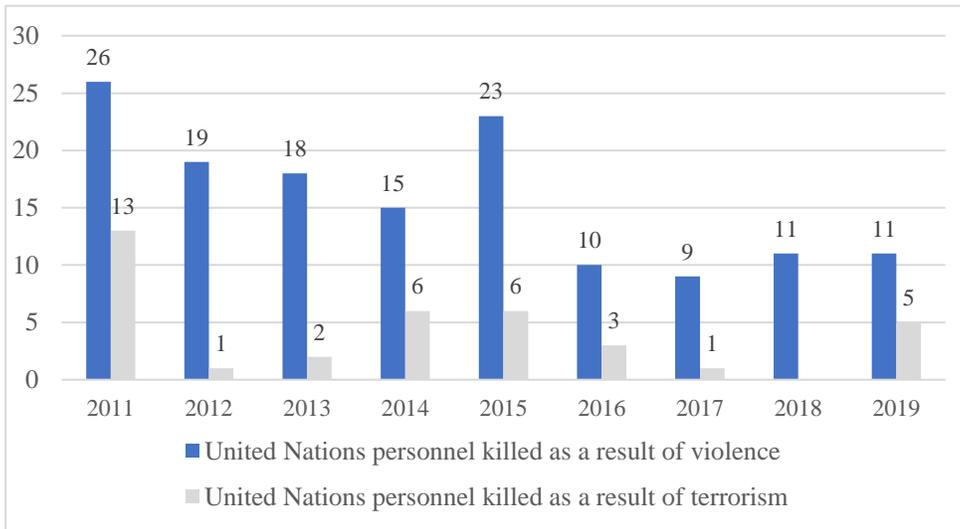
Figure IV  
Crime affecting United Nations personnel, by category



#### Terrorism

22. There were five deaths of United Nations personnel attributed to terrorism in 2019 (see figure V). An armed attack by violent extremists killed a locally recruited United Nations personnel member in Gaalkacyo, Somalia, on 31 May 2019. On 10 August 2019, three United Nations personnel were killed and three more were injured when a car bomb was detonated next to a United Nations vehicle in Benghazi, Libya. On 24 November 2019, an improvised explosive device placed on a United Nations vehicle resulted in the death of an internationally recruited United Nations personnel member and the injury of two locally recruited personnel in Kabul. In addition, several attacks against the United Nations occurred without fatalities. Despite the threat of violent extremism, the Department of Safety and Security continued to enable critical United Nations programmes and mandates in Afghanistan, Libya and Somalia, including the implementation of political agreements, the provision of support to key national institutions and the delivery of humanitarian assistance.

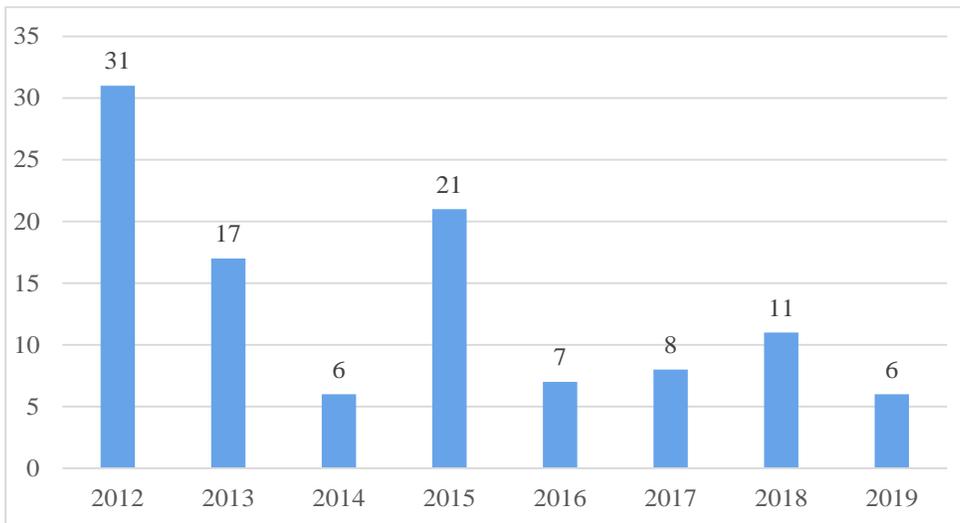
**Figure V**  
**Fatalities of United Nations personnel resulting from terrorism, of those resulting from violence**



*Abductions*

23. Six United Nations personnel (two men and four women) were abducted in 2019 (see figure VI and annex III), a decrease from 11 personnel abducted in 2018. Of the six abductions, four evolved into hostage situations when the hostage takers made their demands as conditions of the hostages’ release. Two additional hostage incidents occurred during the first six months of 2020. As a result of the effective management of hostage incidents by the Department of Safety and Security and the United Nations security management system, all United Nations personnel abducted in 2019 and 2020 were released safely. Updated hostage incident training was conducted in September 2019, and hostage incident prevention programmes have been designed to limit the events of hostage incidents involving United Nations personnel. The number of personnel abducted in 2019 was below the average of 14 for the period 2012–2018.

**Figure VI**  
**Abductions of United Nations personnel**



### *Safety-related incidents and road traffic incidents*

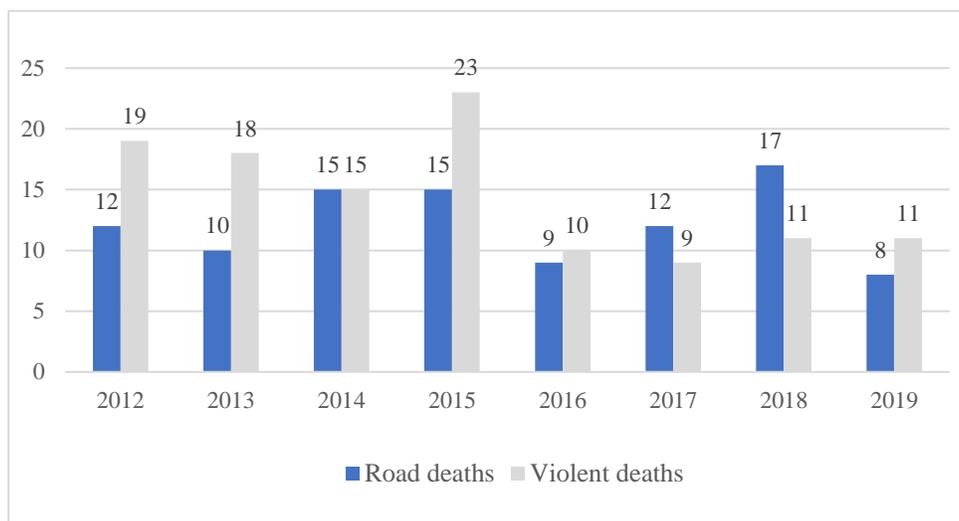
24. In 2019, 33 United Nations personnel lost their lives as a result of safety-related incidents, including 21 colleagues who died in the crash of Ethiopian Airlines flight 302, on 10 March 2019, compared with 20 personnel in 2018. The number of United Nations personnel who lost their lives as a result of road traffic incidents in 2019 decreased drastically to 8 from 17 fatalities in 2018. All victims of road traffic incidents except one were killed while using private motor vehicles or public transportation. In 2019, 100 personnel were injured as a result of safety-related incidents, compared with 114 in 2018 and 111 in 2017 (see annex I). Most safety-related injuries, averaging about 95 per cent between 2012 and 2019, involved road traffic incidents (see figure VII and annex III). In the first six months of 2020, there were six fatalities as a result of safety-related incidents, including three from road traffic incidents, and one United Nations personnel member was killed in the crash of a commercial aircraft in El Geneina, the Sudan, in January.

25. In 2019, 11 non-United Nations personnel died and 85 non-United Nations personnel were injured as a result of road traffic incidents involving United Nations vehicles. In the first half of 2020, 16 non-United Nations personnel died and 59 were injured as a result of road traffic incidents involving United Nations vehicles.

26. The United Nations Road Safety Strategy, launched in 2019, has contributed to efforts to reduce the number of deaths and serious injuries resulting from road crashes. In the Secretariat, work is under way to update the administrative instruction on road safety and driving safely to improve the reporting of such crashes. In addition, the United Nations security management system undertook the following road safety initiatives: developing a common road traffic crash taxonomy to support better collection and management of data, developing guidelines on road safety awareness to promote a culture of safety in the Organization, providing minimum standards for personnel operating United Nations vehicles and supporting post-crash response. The United Nations, through a coordinated and multidisciplinary effort involving security, medical services and fleet management across the system, is continuing its efforts to reduce the fatalities and injuries of vulnerable road users involving United Nations vehicles.

Figure VII

**Fatalities of United Nations personnel resulting from road safety incidents, compared with those resulting from violence**



*Intimidation and harassment*

27. There were 327 reported incidents of intimidation and harassment of United Nations personnel in 2019, a decrease from 391 incidents reported in 2018. In the first half of 2020, there were 146 such incidents. The incidents reported in 2019 were below the highest number of such incidents (405), recorded in 2015, but above the seven-year (2013 to 2019) average of 296 (see annex I).

*Arrest and detention of United Nations personnel*

28. In 2019, 86 United Nations personnel were detained and arrested by the competent authorities of Member States, compared with 85 personnel arrested in 2018. The annual number of arrests has decreased substantially since 2013 as a result of closer consultation and coordination between the United Nations and competent authorities of Member States. In addition, 54 United Nations personnel were arrested in the first six months of 2020. As at 1 July 2020, 18 United Nations personnel remained in detention. In most of the cases, United Nations personnel under arrest were charged by Member States with criminal offences, including traffic violations, financial fraud and trafficking in illicit items. In all cases but one, Member States provided required explanations to the United Nations of the rationale for the arrest.

*Gender-related security incidents*

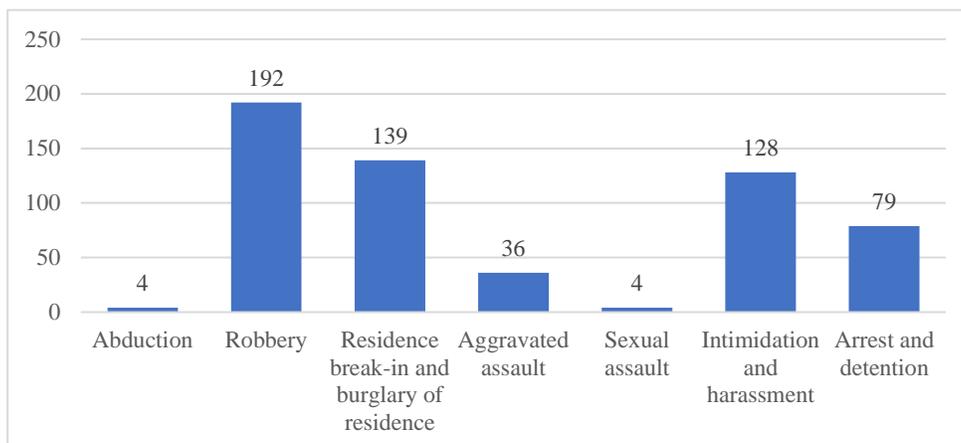
29. Women represent approximately 40 per cent of all United Nations personnel in the field. In 2019, female United Nations personnel accounted for 31 per cent of those affected by security and safety incidents (see annex III). The reduction in security incidents affecting female personnel has coincided with increased efforts to include gender considerations in the security risk management process and residential security measures, as well as dedicated security training for women. The number of reported sexual assaults of female United Nations personnel in 2019 increased to 12 cases from 10 cases in 2018. That number is below the average of 13 cases reported annually between 2013 and 2019. In the first six months of 2020, two sexual assault cases were reported. All of the United Nations personnel who were assaulted sexually in 2019 and 2020 were women.

**2. Security of locally recruited personnel**

30. In 2019, locally recruited personnel represented about half of United Nations personnel affected by safety and security incidents (747 of 1,516 incidents, or 49 per cent). Locally recruited personnel accounted for 54 per cent of personnel killed as a result of violent acts (6 of 11 incidents). With a larger presence in the field in 2019 compared with internationally recruited personnel, locally recruited personnel were more affected in absolute numbers than internationally recruited personnel by security incidents resulting in fatalities and injuries from acts of violence, injuries from safety-related incidents, arrest and detention, aggravated assault and abduction (see figure VIII and annex III). International personnel were affected to a greater extent, in absolute numbers, by burglary and residence break-ins, robbery, fatalities from safety-related incidents and sexual assault and intimidation and/or harassment.

31. The United Nations makes every effort to further enhance the security of locally recruited personnel. The policy on the security of such personnel was promulgated in 2019 and supported by ad hoc presentations in various languages to increase its understanding and implementation.

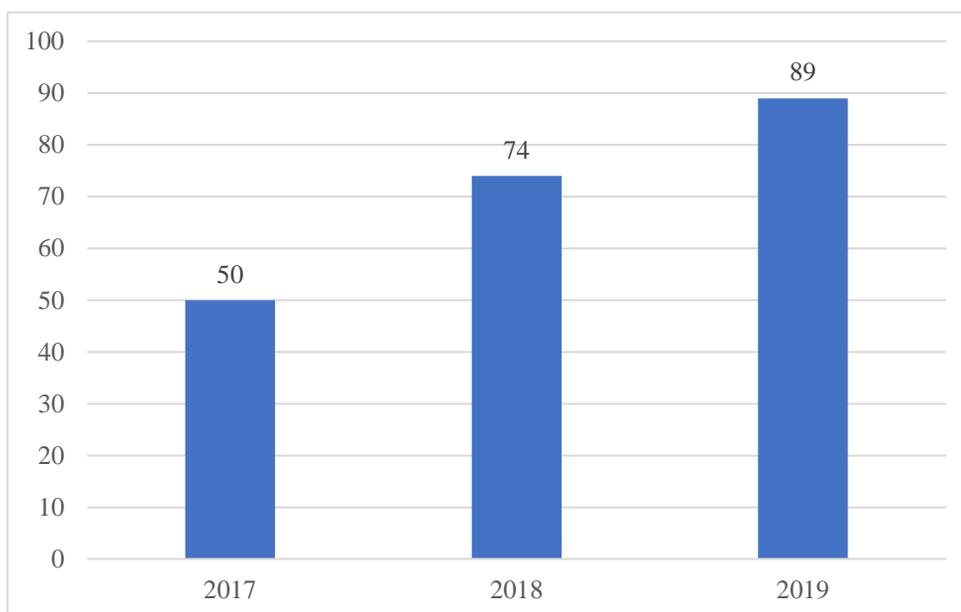
Figure VIII  
Incidents affecting locally recruited personnel, 2019



### 3. Impact of the global security environment on United Nations programmes

32. To meet rising demand for security support in volatile environments, the number of surge deployments of United Nations security professionals has nearly doubled since 2017 (see figure IX and annex III). In 2020, adapting to pandemic-related travel restrictions, the Department of Safety and Security conducted surge deployments of security personnel to support the delivery of critical United Nations programmes in Burkina Faso, Lebanon, Myanmar, Nigeria and Yemen.

Figure IX  
Surge deployments of United Nations security professionals, 2017–2019



33. During the reporting period, the Department of Safety and Security, together with United Nations security management system organizations, provided security support to meet the expanding demand for security management in a small number of highly complex security environments – areas designated as very high risk and therefore requiring specialized security personnel and effective planning and analysis.

In 2019, the Department supported 127 field missions in very high-risk areas, comprising 31 missions in Somalia, 11 missions in the Syrian Arab Republic and 85 missions in Yemen, to enable critical United Nations programmes in those areas.

### **C. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel**

34. In most complex security environments, humanitarian personnel of non-governmental organizations (NGOs), area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and peacekeepers work alongside United Nations personnel.

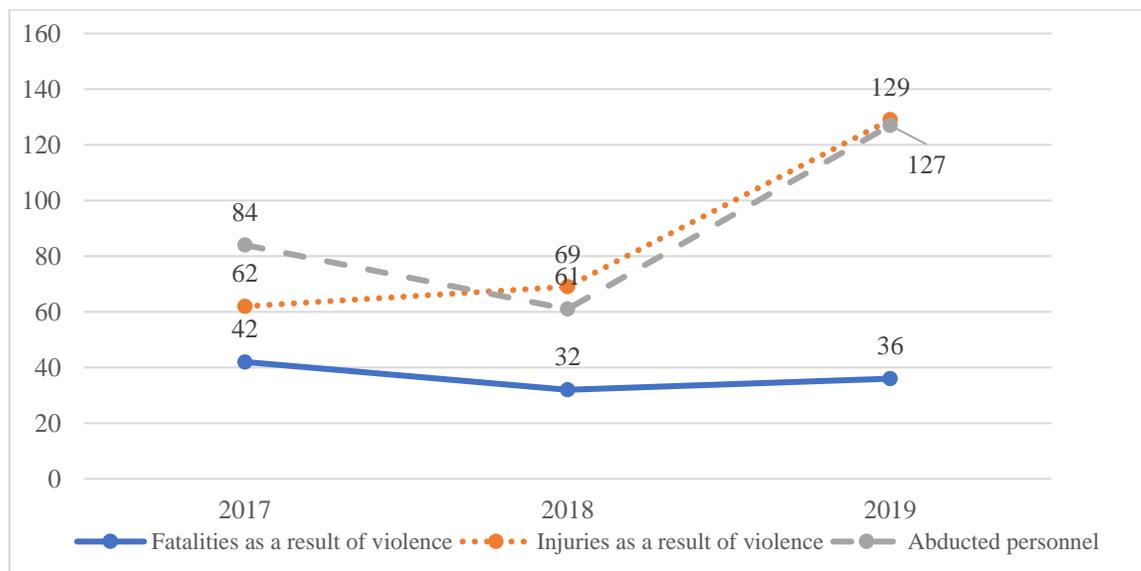
#### **1. Impact of security threats on humanitarian personnel of non-governmental organizations**

35. Critical incidents affecting humanitarian personnel of United Nations implementing partners increased significantly, from 314 in 2018 to 567 in 2019. The increase can be attributed to the deterioration of the security environment in Afghanistan, Burkina Faso, the Democratic Republic of the Congo, Mali, Somalia, South Sudan, the Sudan and Yemen, the locations where most of the incidents occurred. Increased collaboration between the United Nations and implementing partners on security has resulted in more complete reporting of incidents.

36. According to reports received by the Department of Safety and Security, in 2019, 36 NGO humanitarian personnel working in close cooperation with the United Nations were killed and 129 were injured as a result of acts of violence, and 127 were abducted (see figure X and annex IV). The number of NGO humanitarian personnel killed in 2019 increased to 36 from 32 in 2018. There was a notable increase in the number of persons injured (from 69 in 2018 to 129 in 2019) and abducted (from 61 in 2018 to 127 in 2019). In the first six months of 2020, 20 personnel of NGO implementing partners were killed, 57 were injured and 39 were abducted. In 2019, the number of reported attacks on NGO vehicles increased to 159 from 72 in 2018.

37. As in previous years, NGOs and implementing partners voluntarily shared reports on security incidents with the Department of Safety and Security. The data are likely to be incomplete and cannot be verified or compared with other existing databases based on different terminology of security and safety incidents and methodology for data gathering.

Figure X  
**Security incidents affecting personnel of non-governmental implementing partners, 2017–2019, as reported to the United Nations Department of Safety and Security**



## 2. Security incidents affecting United Nations Relief and Works Agency for Palestine Refugees in the Near East area personnel<sup>8</sup>

38. Employing some 32,000 personnel in five fields of operation, UNRWA delivers a range of humanitarian assistance to approximately 5.6 million Palestinian refugees.<sup>9</sup> In 2019, there were no deaths of UNRWA area personnel as a result of violence or safety-related incidents, a decrease from 2018, when one area personnel member died as a result of violence and two died as a result of safety-related incidents. One UNRWA area personnel member was injured as a result of violence in 2019, compared with six such injuries in 2018. UNRWA is adopting a more rigorous verification process for incidents affecting UNRWA area personnel. The efforts account for a significant reduction in recorded security incidents involving theft, vandalism and intrusions into UNRWA premises in 2019.

## 3. Comparison with peacekeepers<sup>10</sup>

39. Fatalities among uniformed peacekeepers as a result of violent acts decreased to 23 in 2019 from 27 in 2018. The main security threats in peacekeeping environments came from armed groups, violent extremists and organized criminal gangs. In 13 peacekeeping operations, uniformed peacekeepers have been exposed to attacks involving artillery fire, mortars, rockets, small arms fire, various types of improvised explosive devices and complex attacks. Thirty-three fatalities among uniformed peacekeepers were reported in the first six months of 2020. Of those, seven were a result of malicious acts.

<sup>8</sup> Area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) are not covered by the United Nations security management system.

<sup>9</sup> UNRWA data are based on security incidents reported to and recorded in the UNRWA security information management system.

<sup>10</sup> For the purposes of the present report, peacekeepers are personnel of contingent troops and formed police units. They are not covered by the United Nations security management system.

### **III. Strengthening the United Nations security management system**

40. The United Nations security management system, led by the Department of Safety and Security, continuously adapts to the challenges of operating in a highly complex and volatile security environment. Its collaborative efforts are described below.

#### **A. Enhancing the security risk management capacity of security decision makers**

##### **1. Providing continuous support to designated officials**

41. In 2019, the Department of Safety and Security organized six regional workshops on crisis management and trained 113 designated officials for security with the participation of officials from the International Organization for Migration, the United Nations Development Programme, the United Nations Children's Fund and the Office of the United Nations High Commissioner for Refugees. The Department's efforts strengthened the capacity of the designated officials as security decision makers to address security challenges at the field level. The measure has prepared the officials to lead United Nations country teams and peace operations during security crises. The Department has guided United Nations security advisers in organizing future crisis management training for designated officials and senior officials of United Nations entities in their respective locations.

42. The Department of Safety and Security delivered mandatory security training to 30 designated officials. Owing to COVID-19-related restrictions, it was delivered online to designated officials and designated officials ad interim. In parallel, the handbook for designated officials, which offers practical and comprehensive advice on security management and decision-making, was updated and reviewed to support the members of the security management team.

##### **2. Strengthening decisions on acceptable risk through programme criticality assessments**

43. The United Nations system-wide programme criticality framework remains an indispensable tool that contributes to an effective policy and operational approach to informed decision-making with regard to acceptable security risk. The Department of Safety and Security provides advice on identifying areas of high security risk that require programme criticality assessments. Beyond security criteria and considerations, the framework for United Nations programmes and operations is applicable in countries with a volatile environment. During the reporting period, the United Nations carried out the unprecedentedly high number of 45 programme criticality assessments in 40 countries. In the context of the pandemic, the programme criticality assessment has become a tool for supporting the Organization's business continuity and the prioritization of critical programmes in the field.

#### **B. Reinforcing security risk management strategies**

##### **1. Expanding the framework of safety and security policies in new areas**

44. The Inter-Agency Security Management Network continued to strengthen the system-wide security policy framework and engaged in strategic discussions on security management issues. In 2020, the network approved blast assessment guidelines, guidelines on disability considerations in the security risk management process and a road crash taxonomy to support better data collection and management with regard to road traffic incidents. The network maintains a rolling technical review

of United Nations security management system guidance to ensure that policies and guidelines remain relevant and effective. In 2019, the network endorsed a manual on gender inclusion in security management, a reference and practical guide on issues related to gender considerations in security.

## **2. Enhancing situational awareness and threat and risk analysis**

45. Security threat and risk analysis is key to maintaining situational awareness. It provides security managers with lead time to evaluate evolving threats to United Nations personnel. In the light of the expanding geographical nature of threats in a volatile security environment, the Department of Safety and Security took steps to maximize the use of existing resources, such as the flexible deployment of security analysts, to meet emerging needs and evolving threats in various regions. The cost-efficient approach has contributed to maintaining regional coverage to meet security challenges in high-risk environments. To further strengthen the expertise of United Nations security professionals in information management and analysis, the Department continued to train them in security analysis processes and practices and strategic analysis warning techniques. Through a 2019 strategic review, a key priority for action identified was the need to further improve the Department's capacity to capture and analyse data and produce analytical products that decision makers find useful in deciding on courses of action.

## **3. Effective risk management**

46. Working with the members of the United Nations security management system, the Department of Safety and Security continued to strengthen the protection of the United Nations Headquarters premises and special events held off United Nations premises. The Department provided security support to various United Nations entities, enabling the participation of 6,196 United Nations personnel at 194 meetings and special events in 86 countries. The Department deployed 380 security personnel to provide security support during special events sponsored by United Nations entities. The adoption of an enhanced security posture, in coordination with host Governments and in compliance with United Nations security policies and procedures, has prevented serious security incidents during such events.

47. The Department of Safety and Security carried out large-scale physical security projects to enhance the protection of United Nations premises in 60 countries, including 15 United Nations System Common Premises, with new construction and security upgrades to existing premises. In addition to responding to nearly 200 requests for technical guidance on the physical protection of premises, the Department adopted a mobile phone application for physical security assessment, which allows its security professionals to identify specific site vulnerabilities and recommend appropriate security risk management measures.

48. While the pandemic restricted the travel of United Nations officials, the Department coordinated and provided protective services for 377 complex protective operations in high-risk environments. The pandemic affected the operation and staffing of protective services and led to the postponement of training and certification required for protective services personnel.

49. To further enhance security risk management, a Department of Safety and Security strategic plan resulted in a review of the security risk management process and the Safety and Security Incident Recording System. The review, which was begun in 2020, is being conducted through consultations with Headquarters, field security professionals and security analysts. With the further engagement of the Department with United Nations security management system organizations, the ongoing endeavour is expected to improve the security risk management process and Safety

and Security Incident Recording System frameworks and tools, as well as enhance knowledge management. In 2019, the Department strengthened security risk management and crisis preparedness in field duty stations, with a 52 per cent increase in the number of developed and updated security plans from 2018. The increase allowed the United Nations to deliver its critical activities in more than 30 countries and areas of elevated security risk.

50. Through an inter-agency collaborative project referred to as “telecommunications security standards”, the evolution of security-related communications is supported, in line with advances in technology. The Organization has expanded its approach to security-related communications to support overall security needs under all circumstances, not only in emergencies, while increasing cost efficiencies. The integrated effort enhances security-related communications in field missions globally and improves operational security support provided to United Nations personnel and to their implementing partners.

#### **4. Security training**

51. The United Nations security management system continues to work towards high-quality security training. The Department of Safety and Security, together with United Nations security management system members, is developing locally focused security induction training that is aimed at ensuring that all United Nations personnel receive the location-specific knowledge and skills needed when travelling or being recruited to a new location. The Safe and Secure Approaches in Field Environments training programme remains a key security risk management measure for United Nations personnel residing in or travelling to high-risk locations. Following the adoption of the Safe and Secure Approaches in Field Environments training programme’s guidelines, in 2019, the Department implemented the guidelines and updated the programme’s training modules, with a focus on prevention and practical simulations. In 2019, 11,523 United Nations personnel and partners completed 545 Safe and Secure Approaches in Field Environments courses in 42 countries. As at June 2020, 330,000 United Nations personnel and partners had completed the course entitled “BSAFE”, launched in 2018 to promote broader security awareness. In the first half of 2020, the United Nations Development Programme prepared and delivered a series of webinars to country-level senior representatives to offer a baseline level of guidance on security-related issues.

52. In 2020, the travel restrictions resulting from the pandemic affected the delivery of face-to-face and practical training. The Department is developing COVID-19-related guidance for security trainers that complements existing medical and safety guidance and enables the trainers and their managers to review their training needs, identify risks and redesign their security training.

#### **5. Response to critical incidents**

53. The Critical Incident Stress Management Unit of the Department of Safety and Security, together with counsellors of other United Nations entities, coordinated increased responses to critical incidents globally. The Department responded to 881 critical incidents, compared with 716 in the previous reporting period. It conducted 10,889 counselling sessions to affected United Nations personnel and their dependants and provided technical advice to 1,308 managers in the United Nations system. Services provided to United Nations personnel increased exponentially in 2020 owing to the pandemic. Globally, the Department’s counsellors provided 31,251 psychosocial support services (compared with 10,329 in the previous reporting period) to personnel and their dependants, among which more than 15,000 were related to management of the pandemic.

54. The magnitude of the global COVID-19 crisis increased the demand of United Nations personnel for stress management counselling at all duty stations. In tackling that challenge, the Department of Safety and Security, together with United Nations security management system organizations, mobilized existing resource to increase counselling services for personnel. Since the beginning of the pandemic, the Department has provided various support activities on psychosocial services, including, among others, conducting training and briefings to increase personnel awareness of the psychosocial aspects of the pandemic, building the capacity of United Nations and external mental health professionals regarding the psychosocial aspects of the pandemic, developing and disseminating technical guidelines for psychosocial contingency planning, mapping mental health resources and coordinating with United Nations entities regarding the global psychosocial response to support personnel.

### **C. Reform efforts of the Department of Safety and Security**

55. Building on its 2019 internal realignment, the Department of Safety and Security established a strategic plan for the period 2020–2022, including strategic objectives and priority actions aimed at operational excellence achieved by a diverse and consistently trained workforce and through improved and simplified business processes. Through the strategic plan, the Department reaffirms its commitment to enabling the delivery of United Nations programmes through trusted security leadership and solutions. Continuing efforts to ensure the full integration of the integrated security workforce into field and mission settings remains the Department's priority in its contributions to the Organization's reform and system-wide integration efforts.

56. Following the issuance of guidance in 2019 to clarify the authority and leadership of resident coordinators as designated officials for security and as designated official ad interim, the Department of Safety and Security supported resident coordinators in carrying out their security management functions as the designated officials and advancing further the United Nations development reform agenda.

57. The Department of Safety and Security continued to promote flexibility and efficiencies in human resources management for its integrated security workforce, comprising about 7,000 United Nations safety and security personnel throughout more than 120 duty stations. The Department worked towards increasing the effectiveness and adaptability of the security workforce, with a focus on gender balance, diversity, geographical representation and skills. The representation of women in the Professional and higher categories is at 20 per cent, an increase of 2 per cent over the past three years. The Department is also supporting the implementation of the disability strategy of the Secretary-General through ongoing efforts towards mainstreaming disability consideration into all security policy guidance and towards developing a departmental strategy on disability.

### **D. Building collaboration**

#### **1. Enhancing collaboration on security between the United Nations and host Governments**

58. Host Governments have primary responsibility for the protection of United Nations personnel, premises and assets. Effective collaboration and engagement with host Governments remain key components of United Nations security management. The Under-Secretary-General for Safety and Security meets regularly with authorities of host Governments to ensure close collaboration through a common understanding of the sharing of situational awareness and threat and risk analysis, the coordination

of prevention and risk mitigation measures and the management of security crises. During the reporting period, the Under-Secretary-General for Safety and Security met the authorities of host Governments of 24 Member States to discuss security matters and brief relevant committees of the General Assembly and groups of interested States.

59. In ensuring the security of United Nations Headquarters, offices away from Headquarters, regional commissions and tribunals, the Department of Safety and Security coordinated closely with the relevant host country authorities on the protection of those premises. The Department maintained coordination with the host Governments to ensure the protection of United Nations facilities and the safe conduct of events at which thousands of delegates and civil society participants gathered, including 18,000 meetings and conferences in 2019.

## **2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

60. The United Nations collaborates closely with host Governments, which have primary responsibility not only for protecting United Nations personnel deployed in their territory but also for ensuring respect for the privileges and immunities of those personnel. The Organization encourages Member States to abide by relevant international instruments. To date, only 95 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994, and only 33 States are parties to its the Optional Protocol thereto of 2005.

61. Following the promulgation of standard operating procedures on the victims of violence registry for fatalities in service, in January 2018, the Department of Safety and Security collaborated with other Secretariat departments and offices and three peacekeeping missions under the leadership of the Department of Peace Operations to establish specialized mechanisms to ensure accountability for serious crimes against peacekeepers and United Nations personnel.

## **3. Strengthening partnerships with non-governmental organizations**

62. The Saving Lives Together framework enhances security collaboration with implementing and operational partners of the United Nations. During the reporting period, the Department of Safety and Security continued its efforts to maintain close collaboration on security with the framework's partners in 16 countries designated for Saving Lives Together enhanced-level status, including country-specific conference calls with the framework's focal points at the headquarters of 150 partner organizations.

63. The Saving Lives Together collaboration facilitated the provision of support to NGOs, including assistance in crisis situations and in the relocation and medical evacuation of personnel. In response to the COVID-19 pandemic, the Department of Safety and Security, with the support of the United Nations Office for the Coordination of Humanitarian Affairs and the World Food Programme, established a mechanism for sharing biweekly situation reports and providing Saving Lives Together partners with information on medical support and World Food Programme flight arrangements.

## **IV. Strategic challenges and opportunities**

64. The socioeconomic, political and security implications of the pandemic have presented unexpected strategic and operational challenges to the Organization. While the impact of the pandemic has led to increasing humanitarian needs and exacerbated insecurity in many countries and conflict areas, its effects on the global economy are likely to diminish resources for humanitarian assistance and associated security costs. In addition to working in increasingly volatile environments and facing operational

delays caused by the global supply chain's breakdown and disruption, United Nations and humanitarian personnel have experienced pandemic-related restrictions on travel and visas, constraints on crossing borders and obtaining access to affected peoples in need of humanitarian assistance and protection and eroding local public acceptance in some areas.

65. Despite its unparalleled adverse effects, the COVID-19 crisis has presented opportunities to address interrelated global issues, articulated in the 2030 Agenda for Sustainable Development and the Sustainable Development Goals, related to tackling the root causes of insecurity. Diminishing resources for international assistance and global restrictions have inspired innovation, local ownership and inclusivity, as well as resulted in reimagined approaches to the delivery of United Nations-mandated programmes and the protection of United Nations and humanitarian personnel. In enabling United Nations activities during the pandemic, the Department of Safety and Security has adopted innovative approaches that include flexibility in the deployment of personnel and resources, such as in strengthening regional security analysis, expanding the unprecedented scale of psychosocial support to affected personnel at all duty stations and enhancing inter-agency coordination of the use of technology in security management. The Department, in partnership with United Nations entities, has initiated efforts to promote further innovation in all areas of its daily operation, including with regard to strategic communication, broadened partnerships with stakeholders, security operational support and crisis management and securing United Nations premises. Progress made in realizing the strategic plan has included positive steps towards enhancing operational excellence, information management and security analysis. In addition, the broad recognition that security and safety are key priorities in the protection of marginalized communities is an emerging opportunity.

## V. Observations and recommendations

**66. The world is facing security challenges that no single country or organization can address alone. The COVID-19 pandemic has had a profound impact on peace and security across the globe, compounding geopolitical and security challenges, exacerbating grievances and inequalities, undermining social cohesion and fuelling unrest, conflict, violent extremism, populism and disinformation. However, in that unprecedented operational context, United Nations and humanitarian personnel continue to carry out their work, despite pandemic-related disruptions and restrictions. It is imperative that the international community maintain its resolve to protect United Nations and humanitarian personnel with a reinvigorated commitment to multilateralism in tackling the wide-ranging impacts of the pandemic and addressing the root causes of insecurity.**

**67. United Nations and humanitarian personnel risk their lives and well-being to carry out multifaceted United Nations mandates, helping those in need and supporting Member States in their strides towards the Sustainable Development Goals. In the past 18 months, 13 United Nations personnel and more than 56 humanitarian NGO personnel have lost their lives as a result of acts of violence. I am deeply saddened by those deaths and express my sincere condolences to the bereaved families. I condemn, in the strongest terms, all forms of violence against United Nations and humanitarian personnel. The legacies of those fallen brave men and women live in the commitment of the Organization to continuing to work even in dangerous places to create a better world.**

**68. I am concerned by the sharp rise in the number of attacks against United Nations premises – 53 incidents in 2019, compared with 23 in 2018. A substantial increase in fatalities resulting from safety-related incidents was generated by the**

tragic Ethiopian Airlines crash in March 2019, which killed 21 United Nations colleagues.

69. Any death or injury to United Nations and humanitarian personnel is unacceptable; the Organization must constantly strive to learn from past events. Likewise, as the United Nations is called upon to do more, including in the world's most volatile environments, the imperative of delivery must remain a driving force for security advice, planning and operations. More than ever, the United Nations is committed to providing outstanding security analysis and advice; its work must be based on data and risk management. Advances in training the United Nations family, including senior officials and decision makers, will continue to help the Organization to manage security crises, bring hostages home safely and manage day-to-day operations in less secure areas. The United Nations will continue to make its security workforce more agile and able to respond to unexpected needs and deploy on short notice. Fundamentally, a more diverse security workforce will lead to excellence, bringing a range of perspectives and reflecting both the United Nations family and the communities that it serves.

70. The commitment of more than 50 partners within the United Nations security management system, and their close collaboration with the Department of Safety and Security, has contributed to continuous improvement in security, serving as an enabler of United Nations work. The overall number of security incidents affecting United Nations personnel in the past five years has remained stable. To sustain that trend and overcome emerging security challenges, predictable and adequate resources for security remain indispensable.

71. In the current highly complex security environment, partnership is key to tackling security challenges and pandemic-related restrictions. In addition to closer collaboration with host Governments, broadening strategic partnerships with international organizations, regional organizations and non-governmental actors is part of effective security management.

72. As the seventy-fifth anniversary of the United Nations is observed in the midst of the pandemic, the Organization is at the heart of the global response. In enabling United Nations response and programme delivery, the Department of Safety and Security continues to realign its resources and find efficiencies through innovative approaches. Those efforts have to be sustained. I call upon Member States to ensure that security costs are sustained and maintained as an integral part of mandate consideration and programme planning.

73. I am deeply concerned by systemic disrespect for international humanitarian and human rights law and for humanitarian principles. I urge Governments and parties to armed conflict to ensure safe and unhindered access to humanitarian and United Nations personnel so that they can continue to operate to help persons in need. Intentional attacks on United Nations and humanitarian personnel constitute a serious violation of international humanitarian law. I urge Governments to bring to justice the perpetrators of such violations.

74. I recommend that the General Assembly remain engaged in the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety and security incidents	Number of personnel affected						2020 (first six months)
	2014	2015	2016	2017	2018	2019	
Fatalities resulting from acts of violence	15	23	10	9	11	11	2
Fatalities resulting from safety-related incidents	15	16	11	13	20	33	6
Injuries resulting from acts of violence	65	99	70	70	67	92	31
Injuries resulting from safety-related incidents	101	130	93	111	114	100	39
Abduction	6	21	7	8	11	6	2
Robbery	530	511	375	402	401	423	197
Residence break-in and burglary of residence	467	452	421	406	382	375	151
Aggravated assault	104	81	44	47	41	51	16
Sexual assault	8	12	17	28	10	12	2
Intimidation and harassment	295	405	231	316	391	327	146
Arrest and detention	128	69	102	63	85	86	54
<b>Total</b>	<b>1 734</b>	<b>1 819</b>	<b>1 381</b>	<b>1 473</b>	<b>1 533</b>	<b>1 516</b>	<b>646</b>

**Annex II****Attacks on United Nations premises and official vehicles**

<i>Category of security incidents</i>	<i>2015</i>	<i>2016</i>	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020 (first six months)</i>
Attacks on United Nations premises	35	56	23	23	53	24
Attacks on United Nations vehicles	155	146	51	89	89	76
Intrusion into United Nations premises	109	90	150	51	154	85
<b>Total</b>	<b>299</b>	<b>292</b>	<b>224</b>	<b>163</b>	<b>296</b>	<b>185</b>

## Annex III

## United Nations civilian personnel affected by security incidents, 2019

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Recruited internationally</i>	<i>Recruited locally</i>	<i>Men</i>	<i>Women</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	11	5	6	10	1	8	Crime (6); terrorism (5)
Fatalities resulting from safety-related incidents	33	23	10	17	16	12	Road traffic accidents (8); aviation catastrophe (21); other safety-related incidents (3)
Injuries resulting from acts of violence	92	28	64	71	21	23	Crime (87); terrorism (5)
Injuries resulting from safety-related incidents	100	15	85	68	32	37	Road traffic accidents (93); other safety-related incidents (7)
Abduction <sup>a</sup>	6	2	4	2	4	5	All abducted personnel were released safely
Robbery <sup>b</sup>	423	231	192	279	144	73	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	375	236	139	256	119	79	
Aggravated assault <sup>e</sup>	51	15	36	41	10	22	
Sexual assault	12	8	4	0	12	10	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	327	199	128	214	113	67	
Arrest and detention <sup>h</sup>	86	7	79	84	2	31	Personnel (18) remained in detention as at 1 July 2020
<b>Total</b>	<b>1 516</b>	<b>769</b>	<b>747</b>	<b>1 042</b>	<b>474</b>		

<sup>a</sup> Act of restraint through the use of, or the threat of the use of, force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or a crime aggravated by the use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or a crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making someone timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Act or acts executed by State actors.

## Annex IV

**Critical security incidents affecting personnel of United Nations implementing partners, as reported to the Department of Safety and Security**

<i>Category of security incident</i>	<i>Number of personnel affected</i>		
	<i>2018</i>	<i>2019</i>	<i>2020 (first six months)</i>
Personnel who lost their lives as a result of acts of violence	32	36	20
Personnel injured as a result of acts of violence	69	129	57
Abducted personnel	61	127	39
Armed attacks on premises	21	11	8
Intrusion into premises	59	105	42
Armed attacks on vehicles	72	159	52
<b>Total</b>	<b>314</b>	<b>567</b>	<b>218</b>

## Annex V

### Security incidents affecting United Nations Relief and Works Agency for Palestine Refugees in the Near East area personnel

Category of security incident	Number of area personnel affected		
	2018	2019	2020 (first six months)
Fatalities resulting from acts of violence	1	–	1
Fatalities resulting from safety-related incidents	2	–	–
Injuries resulting from acts of violence	6	1	3
Injuries resulting from safety-related incidents	4	–	–
Abduction	–	–	–
Robbery	9	–	–
Residence break-in	1	–	–
Aggravated assault	49	21	13
Sexual assault	–	1	–
Burglary of residence	–	–	–
Intimidation	123	72	12
Harassment	5	2	8
Arrest and detention	3	8	4
Missing personnel	2	1	–
Theft	404	2	–
Arson	4	–	3
Fire	16	–	4
Armed conflict	12	–	1
Explosive remnants of war	3	–	–
Vandalism	304	–	3
Road traffic accidents	32	15	21
Intrusion into United Nations premises	59	3	22
Other	135	1	–
<b>Total</b>	<b>1 174</b>	<b>127</b>	<b>95</b>



# General Assembly

Distr.: General  
21 September 2021

Original: English

---

## Seventy-sixth session

Agenda item 75

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

### **Safety and security of humanitarian personnel and protection of United Nations personnel**

#### **Report of the Secretary-General**

##### *Summary*

United Nations and humanitarian personnel operate in the most dangerous parts of the world. Over the past year and a half, humanitarian actors became the targets of non-State armed groups, violent extremists and criminals and fell victim to kidnapping, road traffic accidents and the collateral impact of conflict and terror. Security trends indicate little to suggest that the volatility seen today will decrease in the near future. Attacks against United Nations personnel, humanitarian workers and health-care workers in armed conflicts and other situations of violence reflected systemic disregard for international humanitarian law and international human rights law.

In the present report, an overview of the global security environment and its impact on the safety and security of humanitarian and United Nations personnel from 1 January 2020 to 30 June 2021 are presented. The Organization's response on issues under the purview of the Department of Safety and Security and the United Nations security management system is also detailed, as are efforts to meet the challenges and demands for security management and enable United Nations operations worldwide amid the global coronavirus disease (COVID-19) pandemic. The report includes observations and recommendations for consideration by the General Assembly.



## I. Introduction

1. In its resolution [75/125](#), the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-sixth 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 Assembly also requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from 1 January 2020 to 30 June 2021. It provides an overview of the global security environment, the associated security threats and risks facing United Nations personnel,<sup>1</sup> the Organization's responses and the security challenges that the Organization faces. The report concludes with observations and recommendations for consideration by the Assembly.

## II. Security threats against United Nations personnel

### A. Global security environment

3. Heightened volatility pervades the global security environment, with no sign of improvement for years to come. Alongside a once-in-a-century public-health emergency, the security consequences of which remain unclear, the reporting period saw an unprecedented level of population displacement and food insecurity, combined with debt crises and climate shocks.

4. The global economic downturn resulting from the coronavirus disease (COVID-19) pandemic presented tremendous challenges for many Governments in meeting the basic needs of their populations, sustaining health-care and public service infrastructure and maintaining law and order. The COVID-19 crisis has markedly increased the public's economic discontent, resulting in a global surge in protests, civil unrest and political instability across many regions of the world.

5. The COVID-19 pandemic has increased the global need for humanitarian assistance, while pandemic-related and travel restrictions have presented challenges for United Nations and humanitarian personnel in gaining access to populations in need. Forcibly displaced people worldwide at the end of 2020 rose to 82.4 million, compared with 79.5 million at the end of 2019.<sup>2</sup> At the beginning of 2021, it was estimated that 235 million people around the world would need humanitarian assistance and protection.<sup>3</sup> This is the highest number in decades. By mid-2021, 238 million people were in need of humanitarian assistance.<sup>4</sup>

<sup>1</sup> For the purpose of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

<sup>2</sup> United Nations, Office of the United Nations High Commissioner for Refugees, "Global trends: forced displacement in 2020". Available at [www.unhcr.org/flagship-reports/globaltrends/](http://www.unhcr.org/flagship-reports/globaltrends/).

<sup>3</sup> United Nations, Office for the Coordination of Humanitarian Affairs, "Global Humanitarian Overview 2021". Available at [www.unocha.org/global-humanitarian-overview-2021](http://www.unocha.org/global-humanitarian-overview-2021).

<sup>4</sup> Ibid., "Global humanitarian overview 2021: May update". Available at: [gho.unocha.org/monthly-updates/global-humanitarian-overview-may-update](http://gho.unocha.org/monthly-updates/global-humanitarian-overview-may-update).

6. In order to support fundamental humanitarian needs, United Nations and humanitarian personnel have been working in active armed conflict and cross-border operations and faced significant security threats across the globe. In particular, they have faced considerable challenges in operating in countries with a complex or deteriorating security environment. As humanitarian organizations worked in deteriorating security situations, humanitarian actors became the targets of criminal activities. Criminal groups thrived, especially where informal economies prevailed. In some countries, the economic fallout resulting from the COVID-19 pandemic, combined with pre-pandemic challenges, led to new levels of social inequalities, weak governance and human rights abuses. This is reflected in the number of abductions of United Nations personnel.

7. In West Africa, Boko Haram and the Islamic State West Africa Province retained a significant presence throughout the Sahel and Lake Chad Basin regions and have increased attacks on humanitarian and United Nations personnel, severely limiting humanitarian access. In East Africa, conflict in the Tigray region of Ethiopia and intense violence in Cabo Delgado Province in Mozambique dramatically increased humanitarian need and posed new threats to humanitarian workers. In South-East Asia, 2021 saw a renewal of civil conflicts in some areas. Extremist groups continued to recruit, maintain networks and conduct sporadic attacks on symbolic targets, including locations frequented by foreigners. In Central Asia, during the reporting period, Afghanistan saw rapid advances by the Taliban. Those conditions presented mounting challenges for United Nations personnel and humanitarian responders, while creating new waves of displaced populations. In Latin America and the Caribbean, an increase in the number of instances of civil unrest and protests notwithstanding, the United Nations was not targeted directly in most cases. The Organization has, however, faced disruptions in travel and supply chains and office closures, with an impact on access to populations in need of humanitarian assistance. In high-income Western countries, home-grown extremism and nationalism continued to thrive owing to rising socioeconomic and political marginalization and grievances.

8. For the past 18 months, three major trends, reflecting the multisectoral aspects of security, have persisted, with adverse effects on the levels and types of threats against United Nations and humanitarian personnel carrying out their critical work in volatile settings.

9. First, the role of non-State armed actors continued to gain prominence. This has had a considerable impact not only on the livelihood of the population in areas under the control of non-State armed groups, but also on the humanitarian response operations and the security of United Nations and humanitarian personnel delivering assistance to civilians in those areas. While United Nations and humanitarian personnel have not been an explicit target of non-State armed actors, except for some extremist groups, they have experienced access constraints or have been harmed through indirect or collateral exposure to violence between armed groups and State security forces, or as collateral in instances in which violence is perpetrated against civilian populations.

10. Second, information technology, alongside its benefits, has posed threats associated with disinformation. Amid the COVID-19 pandemic, disinformation campaigns grew, slowing down the vaccination process, discrediting public policy action and fuelling political instability, with adverse effects on the security and safety of humanitarian and United Nations personnel. Disinformation campaigns presented an emerging threat when aimed at discrediting the United Nations and specific United Nations entities and promoting anti-United Nations and anti-humanitarian organization sentiments. In the Central African Republic, such campaigns led to threats and violence against humanitarian actors and United Nations personnel, as

well as false accusations against the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (see [S/2021/571](#)).

11. Third, the expansion of violent extremism across continents continued, in particular in areas lacking employment opportunities for young people and basic State services such as security. Owing to projected debt levels and financing gaps in developing and least developed countries, many Governments hosting United Nations operations faced mounting difficulties in funding their security forces and counter-terrorism operations, in particular in sub-Saharan Africa, where the activities of non-State armed groups were increasing. Certain violent extremist armed groups continued to issue propaganda casting humanitarian workers and organizations, including the United Nations, as legitimate targets and inciting its affiliates and sympathizers to conduct attacks against them.

12. During the reporting period, attacks against humanitarian workers and attacks on health care<sup>5</sup> remained a significant concern. Between January 2020 and June 2021, the World Health Organization's Surveillance System for attacks on health care<sup>6</sup> reported 920 attacks on health care in 16 countries and territories that resulted in 339 deaths and 597 injuries. Those figures marked a notable decrease compared with the previous reporting period (1,195 attacks, 378 deaths and 872 injuries). Attacks against humanitarian workers and health-care workers in armed conflicts and other situations of violence reflected systemic disregard for international humanitarian law and international human rights law.

## **B. Security incidents affecting the United Nations security management system<sup>7</sup>**

### **1. Main types of incidents and their impact on United Nations personnel**

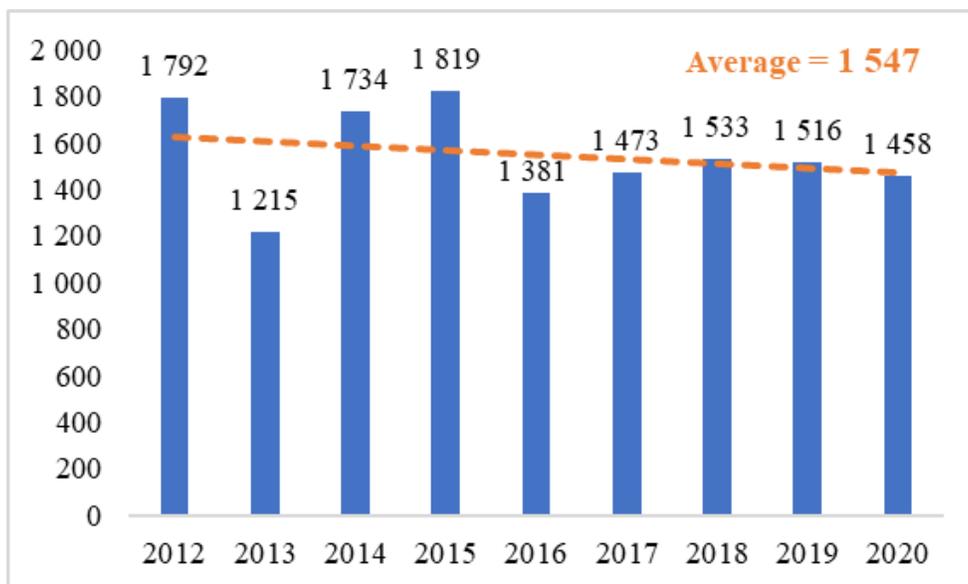
13. Overall, incidents relating to safety and security affected 1,458 United Nations personnel in 2020, compared with 1,516 in 2019, which represents a 3.8 per cent decrease, and is lower than the average number of personnel affected (1,547) between 2012 and 2020 (see figure I). In the first half of 2021, incidents related to safety and security affected 759 United Nations personnel compared with 646 in the first half of 2020.

<sup>5</sup> World Health Organization refers to an attack on health care as any verbal or physical violence or obstruction or threat of violence that interferes with the availability, access and delivery of curative and/or preventive health services during emergencies.

<sup>6</sup> Available at [https://extranet.who.int/ssa/LeftMenu/Index.aspx?utm\\_source=Stopping%20attacks%20on%20health%20care%20our%20work](https://extranet.who.int/ssa/LeftMenu/Index.aspx?utm_source=Stopping%20attacks%20on%20health%20care%20our%20work).

<sup>7</sup> The United Nations security management system is composed of all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations on security management.

Figure I  
**United Nations personnel affected by safety and security incidents**



14. In 2020, four United Nations personnel lost their lives as a result of acts of violence, three as a result of criminal acts and one as a result of armed conflict (see figure III and annex III). Of fatalities resulting from violence in 2020, there were no deaths of United Nations personnel attributed to terrorism (see figure III). Those casualties occurred in Afghanistan, the Central African Republic, Myanmar and the Sudan. The reduction in fatalities as a result of violence (see figure II) is due in part to the travel restrictions and quarantine measures implemented around the world in response to the COVID-19 pandemic. In the first six months of 2021, three United Nations personnel lost their lives, all as a result of violence associated with crime, which is higher than the first six months of 2020 (two fatalities). Those fatalities occurred in the Democratic Republic of the Congo, Haiti and Mali. This reflects a consistent trend in which crime-related incidents have accounted for a majority of United Nations personnel fatalities over the past eight years.

Figure II  
**Fatalities of United Nations personnel resulting from violence**

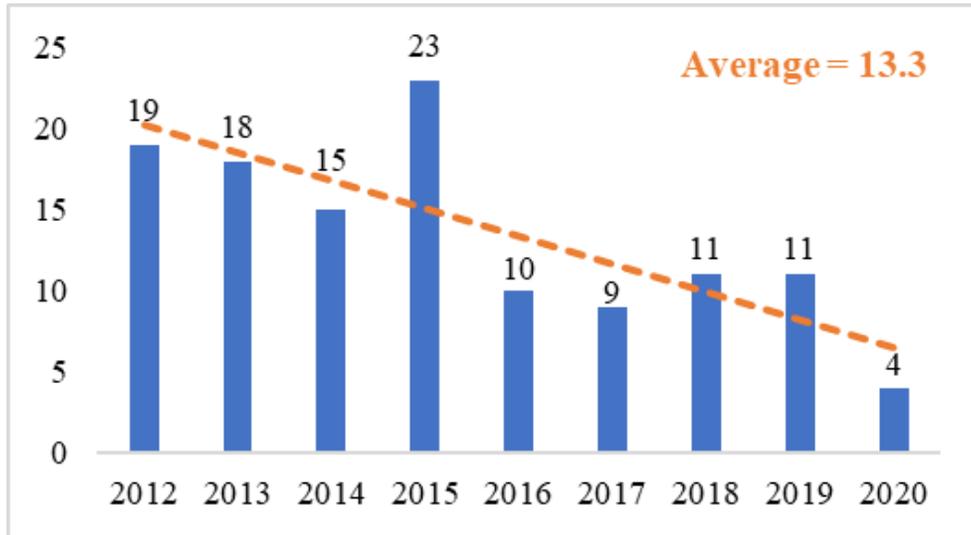
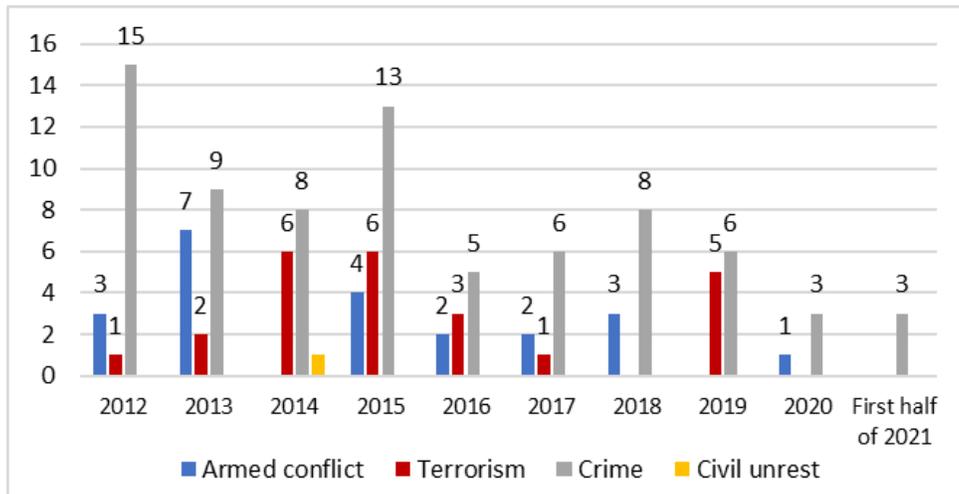
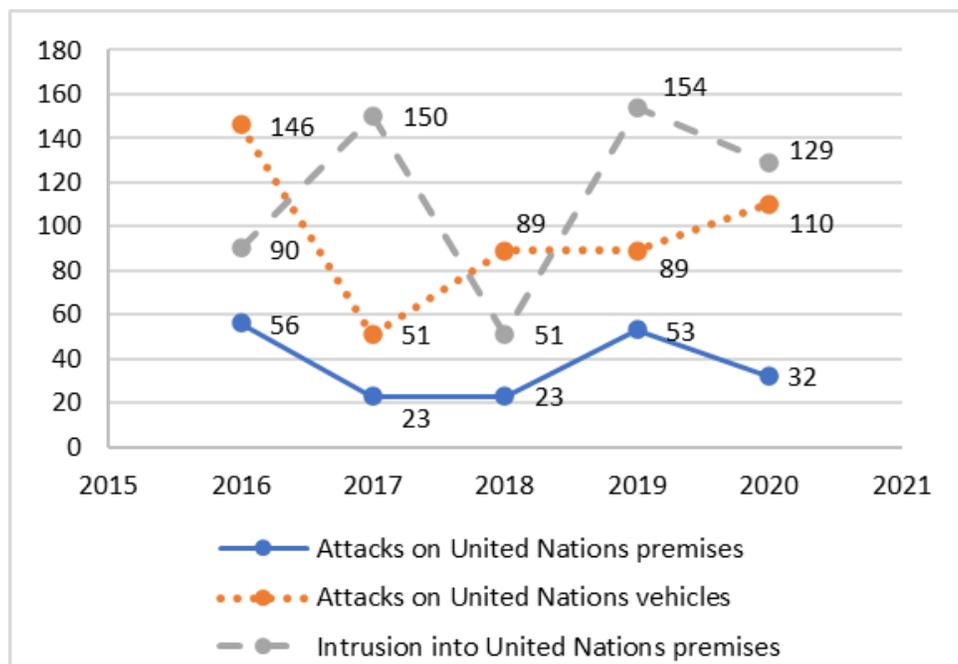


Figure III  
**Fatalities of United Nations personnel resulting from violence, by category of threat**



15. In 2020, there were 32 direct attacks against United Nations premises, 110 attacks on United Nations vehicles and 129 intrusions into United Nations premises, totalling 271 incidents (see annex IV). Most of the attacks occurred in the Democratic Republic of the Congo, Mali and South Sudan. Reports show that eight official United Nations vehicles were lost or damaged as the result of such attacks in 2020. For the first six months of 2021, there were 13 direct attacks on United Nations premises, 54 attacks against United Nations vehicles and 46 intrusions into United Nations premises, totalling 113 incidents. As a result of those attacks, nine official United Nations vehicles were lost or damaged.

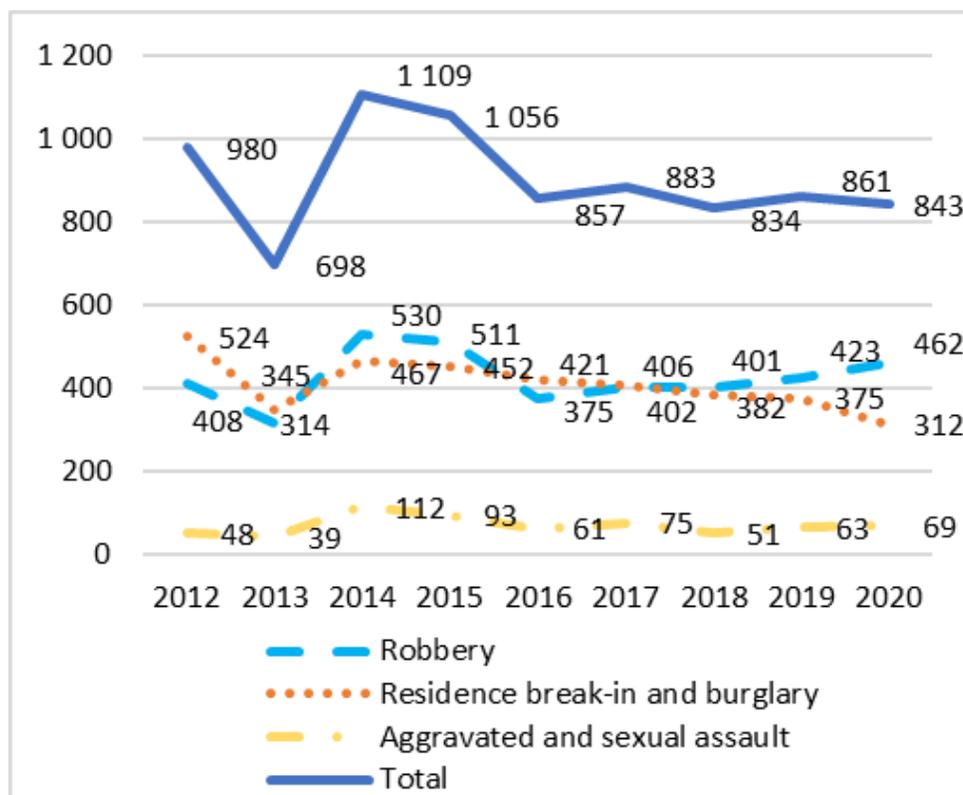
Figure IV  
**Attacks on United Nations premises and United Nations official vehicles**



#### *Crime*

16. Of the 1,458 United Nations personnel affected by safety and security incidents in 2020, 843 (58 per cent) were victims of crimes, which included robberies, residence break-ins, burglaries, and aggravated and sexual assault (see figure V and annex III), a slight decrease compared with 861 in 2019. Of the United Nations personnel affected by crime during 2020, 554 (66 per cent) were locally recruited and 289 were internationally recruited.

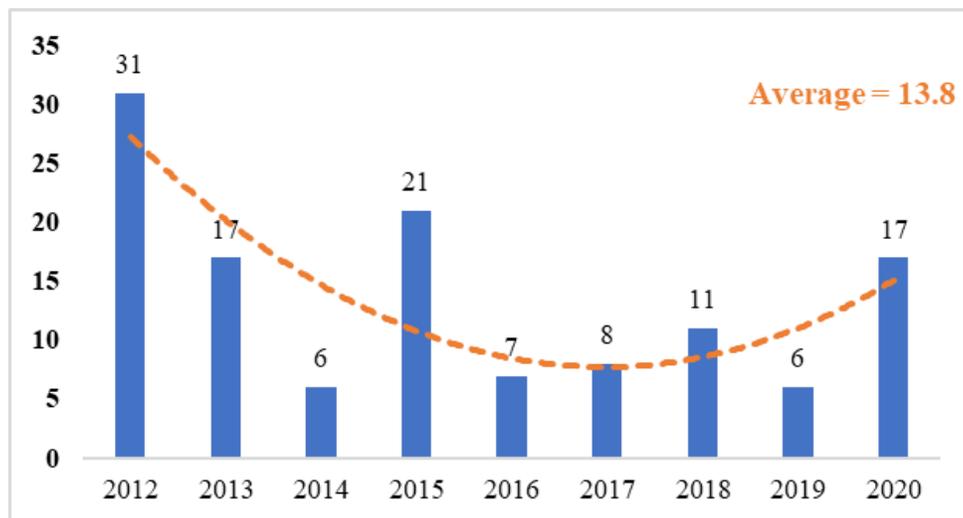
Figure V  
United Nations personnel affected by crime, by category



#### Abductions

17. Seventeen United Nations personnel (15 men and 2 women) were abducted in 2020 (see figure VI and annex III), a significant increase compared with 6 abducted personnel in 2019. Of the 17 abductions, 1 evolved into a hostage situation when the hostage takers made their demands as conditions of the hostage's release. During the first six months of 2021, seven United Nations personnel (six men and one woman) were abducted, and four of those abductions evolved into hostage situations. The number of personnel abducted in 2020 was above the average of 13.8 during the period 2012–2020. For 2020, the majority of abductions occurred in Afghanistan, Nigeria and South Sudan. In Nigeria, a locally recruited Office of the United Nations High Commissioner for Refugees (UNHCR) staff member was kidnapped and held for almost six months before being released. This occurred among a spate of hostage-taking incidents affecting other United Nations and humanitarian personnel. During the incident, UNHCR was able to deploy two security professionals to Nigeria to support efforts to secure releases, COVID-19 travel restrictions and quarantine requirements notwithstanding.

Figure VI  
Abductions of United Nations personnel

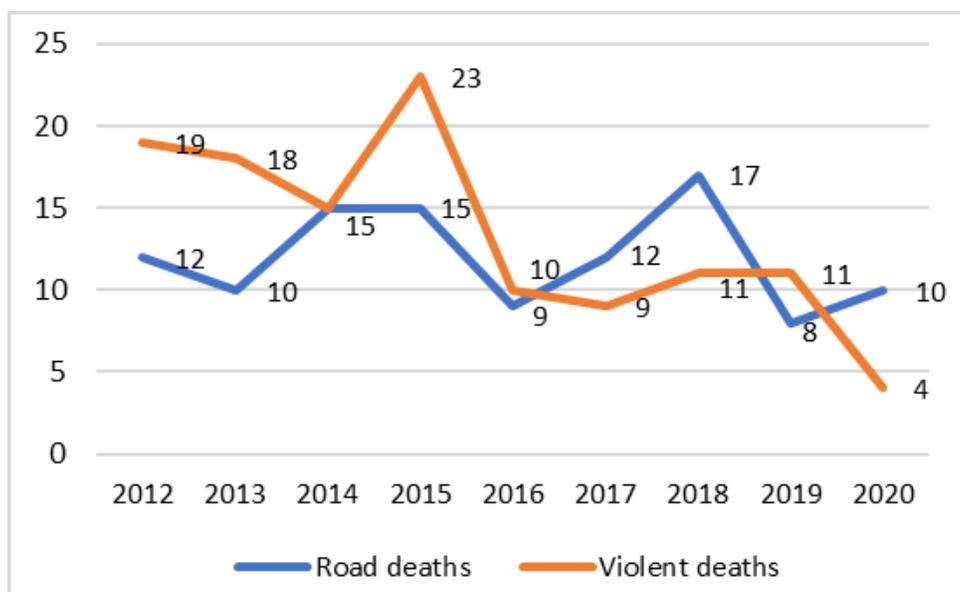


*Safety-related incidents and road traffic incidents*

18. The reporting period saw a decrease in the number of fatalities related to safety-related incidents. In 2020, 14 United Nations personnel lost their lives as a result of safety-related incidents, compared with 33 personnel in 2019. In 2020, the number of personnel fatalities as a result of road accidents increased slightly but remains lower than the number of fatalities in previous years. In the first six months of 2021, seven United Nations personnel lost their lives as a result of safety-related incidents, including five personnel who lost their lives as a result of road traffic accidents. In 2020, 89 personnel were injured as a result of safety-related incidents, compared with 100 in 2019.

19. In 2020, 29 non-United Nations personnel lost their lives as a result of road traffic incidents involving United Nations vehicles, compared with 11 in 2019. A total of 129 non-United Nations personnel were injured as a result of road traffic incidents involving United Nations vehicles, compared with 85 in 2019. In the first half of 2021, 14 non-United Nations personnel lost their lives and 86 were injured as a result of road traffic incidents involving United Nations vehicles, compared with 16 who lost their lives and 59 who were injured in the first half of 2020.

Figure VII  
**Fatalities of United Nations personnel resulting from road safety incidents, compared with those resulting from violence**



#### *Intimidation and harassment*

20. There were 307 reported incidents of intimidation and harassment of United Nations personnel in 2020, a decrease from 327 incidents reported in 2019. In the first half of 2021, 168 United Nations personnel reported cases of intimidation and harassment. In 2020, 63 incidents affecting United Nations personnel were linked to the COVID-19 pandemic, comprising 61 incidents of intimidation and harassment, 1 case of abduction and 1 of an armed incident that resulted in the death of the staff member. The main drivers of the intimidation and harassment incidents in the first quarter were disinformation and xenophobic sentiments against United Nations personnel over concerns about spreading the virus, while the main cause of harassment and intimidation incidents in late 2020 was mainly frustration expressed by beneficiaries over pandemic-related restrictions.

#### *Arrests and detention of United Nations personnel*

21. In 2020, 84 United Nations personnel were arrested or detained by national authorities, compared with 86 in 2019. United Nations personnel were arrested on charges related to violations of national laws. In 10 cases, national authorities gave no reasons for the arrests. In the first six months of 2021, 54 personnel were arrested or detained. As at 1 July 2021, 16 United Nations personnel remained in detention.

#### *Gender-related security incidents*

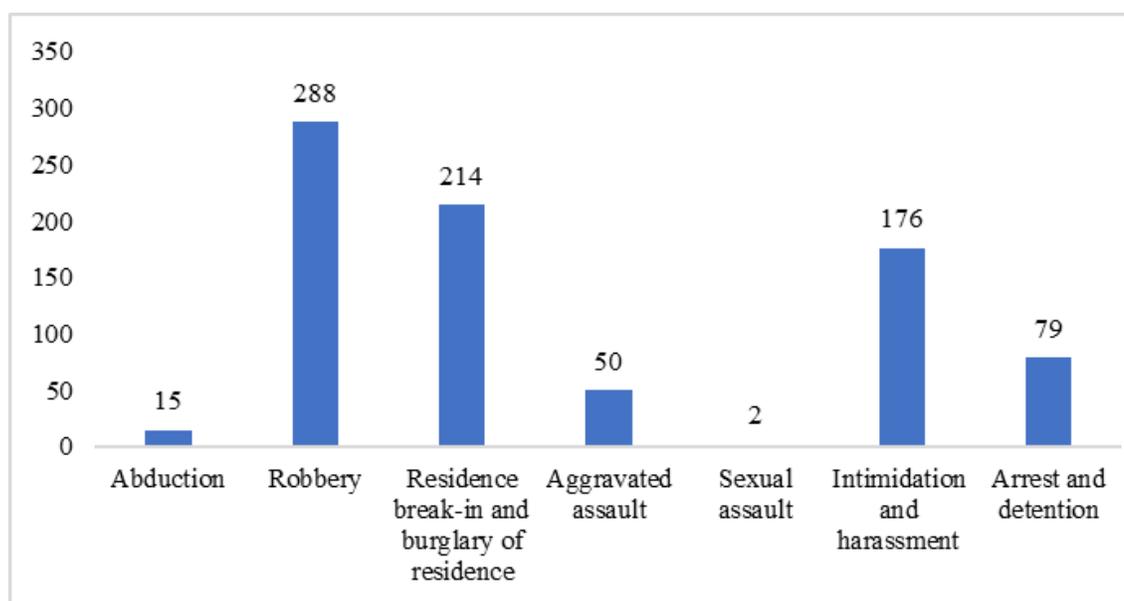
22. In 2020, female United Nations personnel accounted for 40.3 per cent of those affected by security and safety incidents. The number of reported sexual assaults of female United Nations personnel in 2020 decreased to 7 cases, from 12 in 2019. That number is below the average of 12.3 cases reported annually between 2013 and 2020. In the first six months of 2021, no sexual assault cases were reported. All United Nations personnel sexually assaulted in 2020 were women.

## 2. Security of locally recruited personnel

23. In 2020, locally recruited personnel represented approximately 68 per cent of United Nations personnel affected by safety and security incidents (990 of 1,458 incidents). All seven personnel killed as a result of violent acts in 2020 (in Afghanistan, Central African Republic, Myanmar and the Sudan) and in the first half of 2021 (Democratic Republic of the Congo, Haiti and Mali) were locally recruited personnel. Locally recruited personnel were more affected in absolute numbers than internationally recruited personnel by security incidents resulting in fatalities and injuries from acts of violence, fatalities and injuries from safety-related incidents, abduction, robbery, residence break-ins and burglaries, aggravated assault, intimidation and harassment, and arrest and detention (see figure VIII and annex III). International personnel were affected to a greater extent, in absolute numbers, by sexual assault.

24. Following the promulgation of the United Nations security management policy on the security of locally recruited personnel in 2019, the Department of Safety and Security has made further efforts to increase awareness on security policy guidance and measures for the protection of locally recruited personnel, including relocation during crisis situations.

Figure VIII  
Incidents affecting locally recruited personnel, 2020



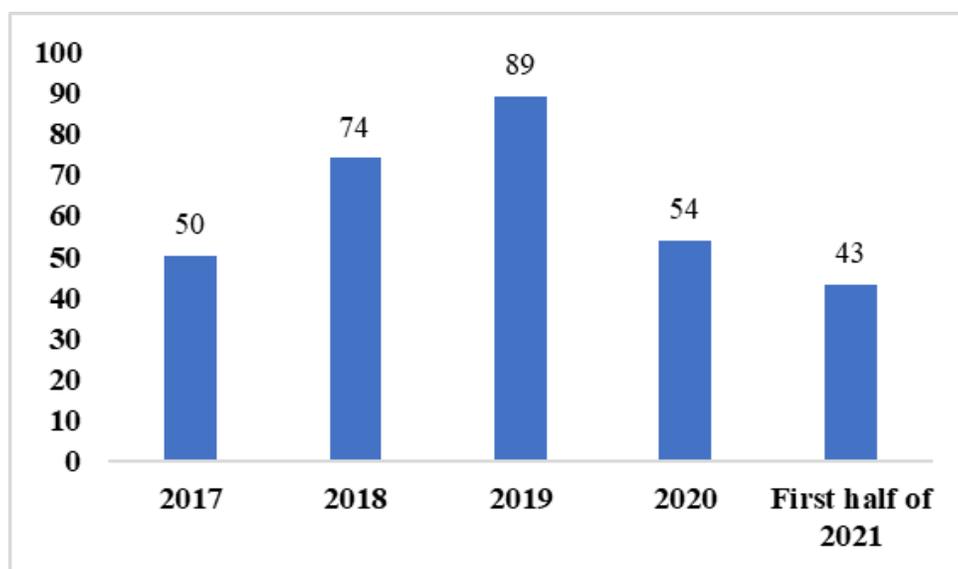
## 3. Impact of the global security environment on United Nations programmes

25. United Nations programmes continued amid deteriorating security conditions and COVID-19 pandemic waves, which was enabled through the application of an effective security risk management approach that supports the United Nations in considering how to operate in situations of insecurity. In many instances, a key mitigating measure identified was the deployment of additional security experts. The Department of Safety and Security therefore conducted 54 surge deployments of security personnel in 2020 and 43 surge deployments in the first half of 2021 (see figure IX and annex III) in Burkina Faso, Cameroon, Ethiopia, Mozambique, Nigeria and Yemen. However, pandemic-related travel restrictions resulted in a 40 per cent decrease in surge deployments of United Nations security professionals in 2020

compared with 2019. However, with the easing of COVID-19-related travel restrictions, the number of deployed security personnel in the first six months of 2021 reached 80 per cent of those in 2020. More broadly, the Department received sustained calls from United Nations humanitarian actors in complex emergencies, including the Tigray region of Ethiopia and Mozambique, not only to deploy security personnel, but also to do so more quickly and with closer attention to profiles and fit for the specific context, including more women and more analysts, which prompted a re-evaluation of the emergency security response approach.

Figure IX

#### Surge deployment of United Nations security professionals, 2017–2021



26. During the reporting period, the Department of Safety and Security enabled critical United Nations humanitarian operations in several parts of the world, including support for missions in Burkina Faso, Nigeria, Turkey, Somalia and the Syrian Arab Republic. In 2020, the Department supported at least 61 field missions in areas of very high risk to enable critical United Nations programmes in those areas, including 34 missions in Yemen, 24 in Somalia and 3 in the Syrian Arab Republic.

27. The United Nations continued to adapt its mode of operations in order to continue humanitarian operations amid the COVID-19 pandemic and in a challenging operating environment. For example, between March and July 2020, UNHCR activated business continuity plans, with alternate means of communication and hotlines to maintain security support services and counselling to persons of concern.

### C. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel

28. In most complex security environments, humanitarian personnel of non-governmental organizations (NGOs), the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and peacekeepers work alongside United Nations personnel. Although abductions of United Nations personnel increased between 2019 and 2020, the number of overall safety and security incidents has been decreasing yearly. This is the opposite of the

trend witnessed for non-governmental implementing partners, in which both abductions and fatalities have increased over the past three years.

### 1. Impact of security threats on humanitarian personnel of non-governmental organizations

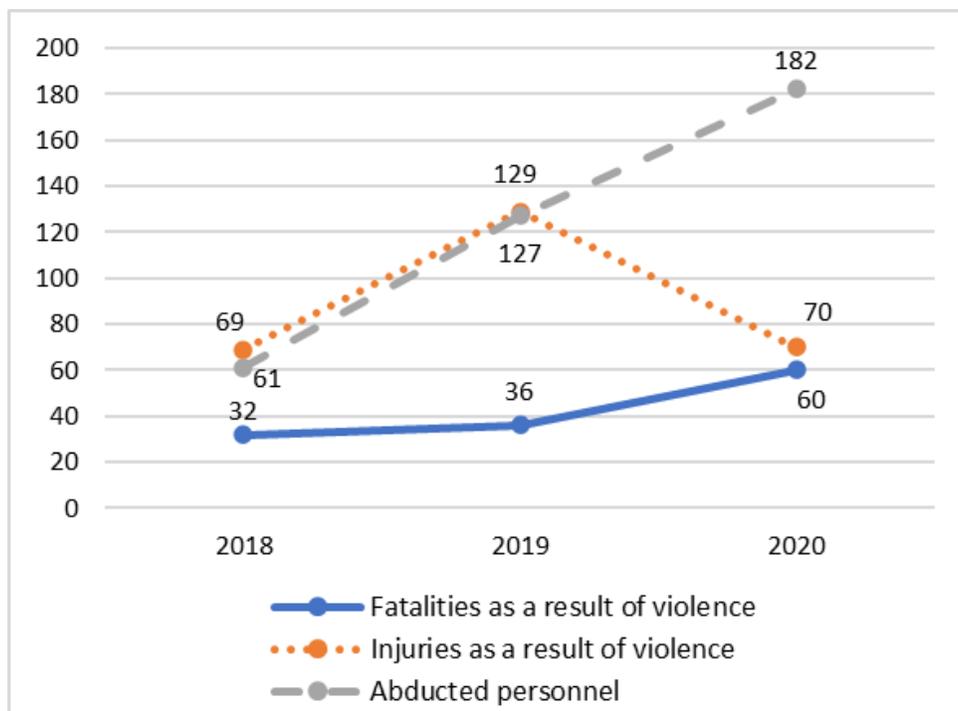
29. Critical incidents affecting humanitarian personnel of United Nations implementing partners increased from 567 in 2019 to 578 in 2020. Sixty NGO humanitarian personnel working in close cooperation with the United Nations were killed, compared with 36 in 2019, and 70 were injured, compared with 129 in 2019, as a result of acts of violence, and 182 were abducted, compared with 127 in 2019 (see figure X and annex IV).

30. In the first six months of 2021, 382 security incidents affecting NGO humanitarian personnel were reported: 41 personnel killed as a result of acts of violence, 68 personnel injured as a result of acts of violence, 126 abducted, 17 armed attacks on premises, 39 intrusions into premises and 91 armed attacks on vehicles.

31. As in previous years, NGOs and implementing partners shared reports on security incidents with the Department of Safety and Security on a voluntary basis. The data are likely to be incomplete and cannot be verified or compared with other existing databases based on different terminology of security and safety incidents and methodology for gathering data.

Figure X

#### Security incidents affecting personnel of non-governmental implementing partners, as reported to the United Nations Department of Safety and Security



## 2. Security incidents affecting the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East<sup>8</sup>

32. Employing some 32,000 personnel in five fields of operation, UNRWA delivers a range of humanitarian assistance to approximately 5.7 million Palestinian refugees.<sup>9</sup> In 2020, one UNRWA area personnel died as a result of an act of violence, while no safety-related incidents resulted in fatalities. By way of comparison, there were no fatalities of area personnel in 2019. Twenty-eight area personnel were injured as a result of acts of violence in 2020, while 14 were injured as a result of safety-related incidents. Forty-three area personnel suffered assaults while carrying out their duties and 49 others suffered intimidation and harassment. There were no abductions or sexual assaults reported by personnel in 2020, while UNRWA reported two robberies involving two area personnel. In 2020, 149 area personnel (123 men and 26 women) were reportedly affected by safety and security incidents. This represents an increase of 48 UNRWA area personnel affected by safety and security incidents compared with 2020, due mainly to an increase in assaults and injuries resulting from acts of violence and safety-related incidents.

## 3. Comparison with peacekeepers<sup>10</sup>

33. While fatalities among uniformed peacekeepers as a result of malicious acts decreased to 12 in 2020, compared with 23 in 2019, there were 15 fatalities among uniformed peacekeepers due to malicious acts in the first six months of 2021. The United Nations Multidimensional Integrated Stabilization Mission in Mali was the most affected, with the highest number of fatalities per capita due to malicious acts. The main security threats in peacekeeping environments came from armed groups, violent extremists and organized criminal gangs. Across 12 peacekeeping operations, uniformed peacekeepers are increasingly targeted by hostile actors with attacks involving artillery fire, mortars, rockets, small arms fire, various types of improvised explosive devices and complex attacks. The Department of Peace Operations is engaged in improving the safety and security of peacekeepers through accelerated implementation of the action plan to improve the security of peacekeepers and the Action for Peacekeeping initiative.<sup>11</sup>

### III. Strengthening the United Nations security management system

34. The United Nations security management system, led and coordinated by the Department of Safety and Security, must continually adapt to the challenges of operating in a highly complex and volatile security environment. The collaborative efforts are described below.

<sup>8</sup> United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) area personnel are not covered by the United Nations security management system.

<sup>9</sup> The UNRWA data are based on security incidents reported to and recorded in the UNRWA security information management system.

<sup>10</sup> For the purposes of present report, peacekeepers are personnel of contingent troops and formed police units. They are not covered by the United Nations security management system.

<sup>11</sup> See United Nations, Department of Peace Operations, "A4P+ priorities for 2021–2023". Available at [https://peacekeeping.un.org/sites/default/files/a4p\\_background\\_paper.pdf](https://peacekeeping.un.org/sites/default/files/a4p_background_paper.pdf).

## **A. Enhancing security risk management capacity of security decision makers**

35. In response to COVID-19-related restrictions, the Department of Safety and Security has adjusted its operational approaches and working methods, maximizing the use of technology to ensure business continuity and continuous support for security decision makers at the field level. During the reporting period, the Department delivered web-based mandatory security training to 104 designated officials and designated officials ad interim. The Department organized two virtual special briefing sessions for designated officials and security professionals on developments in Afghanistan and Myanmar, and web-based crisis management exercises, including mass casualty incident management planning, evacuation of United Nations security management system eligible family members and crisis management during natural disasters. The Department conducted simulation exercises, including complex scenarios for Kabul and other regions in Afghanistan.

36. The Department of Safety and Security provides advice on identifying areas of high security risk that require programme criticality assessments. Beyond security criteria and considerations, the United Nations system-wide programme criticality framework applies to countries with volatile environments. During the reporting period, the United Nations carried out full-fledged programme criticality assessments in Burkina Faso, Egypt, Haiti, Mozambique and Myanmar. During the COVID-19 pandemic, the programme criticality assessment has become a tool for supporting the Organization's business continuity and prioritization of critical programmes in the field.

## **B. Reinforcing security risk management strategies**

### **1. Updating the framework of safety and security policies**

37. The Inter-Agency Security Management Network continues to strengthen the system-wide security policy framework and remains engaged in security management issues at the strategic and technical levels. The number of Network meetings, including ad hoc sessions, doubled to adjust to emerging security issues and travel restrictions, with all meetings held virtually. In January 2021, the Network started to work on strategic communications as a support for security awareness, reinforced its attention on security training through the establishment of a standing coordination working group and established new guidance on security communications and technical guidance to support data management. The review of the implementation of the security incident reporting system and security risk management process remains ongoing. The Network maintains a rolling technical review of United Nations security management system guidance to ensure that policies and guidelines remain relevant and effective; it completed the review of four policies in 2021 in consultation with the field reference group established by the Department of Safety and Security. The Network revised the accountability framework, a key system-wide policy, which sets out the responsibilities of the major actors within the United Nations security management system. To ensure that security communications systems adapt to evolutions in telecommunications, the Network increased its support for the telecommunications security standards service, known as TESS+, which offers extensive support for field operations.

### **2. Effective risk management**

38. The Department of Safety and Security facilitates the work of the United Nations, its Member States, and civil society by ensuring the full uninterrupted

protection of United Nations Headquarters and of special events held outside United Nations premises.

39. Following the explosion on 4 August 2020 in the port of Beirut, the Department of Safety and Security provided assessments of eight locations of United Nations entities in Beirut, including the World Food Programme (WFP), the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights, the United Nations Human Settlements Programme and the Economic and Social Commission for Western Asia, to ensure that personnel could safely return to work. In Nigeria, the Department provided blast vulnerability assessments and related recommendations for four humanitarian hubs, in Abuja, Banki, Maiduguri and Ngala, following several violent extremist incidents in those areas.

### **3. Security training**

40. The Department of Safety and Security and the United Nations security management system have focused on an overall strategy to prioritize training needs, requirements, standards and partnerships through improved coordination and governance. To promote further operational excellence, the Department repositioned its capabilities and oversight on training to ensure that training can adapt to the evolving needs of the integrated security workforce and the United Nations security management system. The Department has developed a road map outlining action to increase transparency and improve decision-making on security training and established a security training prioritization and governance mechanism in 2020 to define training priorities and associated resource requirements. In line with the departmental strategic plan, efforts are under way to complete an orientation pathway for the integrated security workforce, to include new personnel with diverse profiles and background in the security workforce and to promote greater consistency in following United Nations security policies and procedures across all duty stations.

41. One area of focus was to enhance the capacity of all United Nations personnel in terms of security management. As at 30 June 2021, 500,000 United Nations personnel and partners had completed the “BSAFE” training course, launched in 2018 to promote broader security awareness. The Safe and Secure Approaches to Field Environments and first responder training programmes, which are in-person training courses focused on the acquisition of technical and practical skills, were suspended in March 2020 owing to the COVID-19 pandemic. The Department of Safety and Security slowly resumed training where appropriate safety measures were in place.

42. The pause in the delivery of in-person training due to the COVID-19 pandemic allowed for a greater focus on updating training standards to address the evolving security context and ensure alignment with international best practices. As at 30 June 2021, organizations within the United Nations security management system delivering the Safe and Secure Approaches to Field Environments training programme had used the updated core modules focusing on personal security awareness and people-centred approaches.

43. In a rapidly evolving security environment, the capacity to provide quality assessments of security threats and to provide risk analysis is essential for security professionals in order to support decision makers. In February 2020, the Department of Safety and Security conducted one course on security analysis process and practice, certifying 24 course graduates from various United Nations agencies. The travel restrictions notwithstanding, the Department successfully conducted 38 security analysis process and practice online workshops and 152 security threat information webinars for security professionals and external partners.

#### 4. Psychosocial response to critical incidents

44. The Department of Safety and Security, together with counsellors from other United Nations entities, coordinated an increased response to critical incidents globally and worked on emergency preparedness. This included the provision of counsellors to support personnel during various critical incidents, including violent extremist attacks in Mali, Nigeria and Somalia; political unrest in Cameroon, the Central African Republic, Ethiopia and Myanmar; natural disasters, such as the cyclone in Mozambique and the volcanic eruption in the Democratic Republic of the Congo; the explosion in the port of Beirut; the detention of personnel in Ethiopia; and a hostage incident in Nigeria. The Department conducted 20,543 critical incident counselling sessions (compared with 10,889 in the previous reporting period) with affected United Nations personnel and their dependants and provided technical advice to 1,641 managers in the United Nations system. The demand for and delivery of psychosocial services during the reporting period increased exponentially. Globally, the Department's counsellors provided 58,422 psychosocial support services to personnel and their dependants (compared with 31,251 in the previous reporting period).

45. The Department of Safety and Security, in partnership with United Nations security management system members, continued to provide psychosocial support services to address the psychosocial impact of COVID-19 on United Nations personnel. In-house counsellors, the costs for whom were shared with United Nations security management system members, engaged with the designated officials and the security management team to promote the integration of psychosocial services into business continuity plans.

### C. Reform efforts of the Department of Safety and Security

46. In line with its 2020–2022 strategic plan, the Department has undertaken efforts to enable the delivery of United Nations programmes and operations during the COVID-19 pandemic to those in need, while supporting countries in meeting the Sustainable Development Goals. In line with the reform of the United Nations development system, the United Nations security management system partners continued to enhance their support to the resident coordinators in fulfilling their security functions.

47. In line with the management reform initiatives on gender parity and on disability and inclusion, the Department of Safety and Security worked with United Nations security management system partners to strengthen the framework on gender equality and the empowerment of women, as well as on diversity and inclusion matters. The members of the United Nations security management system are working to increase gender parity, promoting a diverse and inclusive culture among security personnel and developing security practices and operational responses adapted to a diverse workforce. Some examples of their efforts in this area are: the adoption of a people-centred approach to security management; enhanced communication and awareness; the participation of field personnel in workshops in which half of those present were women; collaboration with the focal points for women on the development and diffusion of the Field-specific Enabling Environment Guidelines for the United Nations System; and the development of a common roster. However, the path towards gender balance remains slow. The Department started work on an outreach strategy to broaden the skills and profile of its personnel, with diversity understood to be central to an effective and representative workforce. The Department also developed awareness on racism and on disability inclusion through its internal communication platforms. To strengthen decision-making and greater data access and sharing, in line

with the Data Strategy of the Secretary-General for Action by Everyone, Everywhere, a corporate performance measurement framework is being established.

## **D. Building collaboration**

### **1. Security collaboration between the United Nations and host Governments**

48. Host Governments have primary responsibility for the protection of United Nations personnel, premises and assets. Effective collaboration and engagement with host Governments remain key components of United Nations security management. The Under-Secretary-General for Safety and Security meets regularly with authorities of host Governments to ensure close collaboration through a common understanding of the sharing of situational awareness and threat and risk analysis, the coordination of prevention and risk mitigation measures and the management of security crises. During the reporting period, the Under-Secretary-General met the authorities of host Governments of 29 Member States to discuss security matters and briefed relevant committees of the General Assembly and groups of interested Member States. The COVID-19-related travel restrictions notwithstanding, the Under-Secretary-General visited and met the authorities of nine countries in which the United Nations is delivering humanitarian programmes and operations in high-risk areas.

### **2. Addressing impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

49. The United Nations collaborates closely with host Governments, which have primary responsibility for protecting United Nations personnel deployed in their territory and for ensuring respect for the privileges and immunities of those personnel. The Organization encourages Member States to abide by relevant international instruments. To date, only 95 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994, and only 33 States are parties to the Optional Protocol thereto of 2005.

50. The Department of Safety and Security, in collaboration with United Nations system organizations, is undertaking a review of the standard operating procedures on the victims of violence registry for fatalities in service, to ensure their effective implementation. The Department has contributed to the efforts of the Department of Peace Operations to develop standard operating procedures for addressing serious crimes against peacekeepers and United Nations personnel deployed in peacekeeping missions.

### **3. Strengthening partnerships with non-governmental organizations**

51. The Department of Safety and Security strengthened collaboration with NGOs under the Saving Lives Together framework in different regions of the world. For example, in the Darfur region of the Sudan, the Department fielded a humanitarian security support team that provides dedicated support to 40 international NGOs through information-sharing, coordination, training, operations, logistics, relocation and evacuation support, in a context in which very few of the international NGOs present have dedicated security personnel. In Nigeria, the newly established security information and operations centre worked closely with several humanitarian actors under the Saving Lives Together framework, especially in north-eastern regions that are facing a volatile security situation and access challenges. That close collaboration improved the operational flexibility of Saving Lives Together members, enabling informed decisions on alternate ways of working and improving the coordination of responses to emergencies. In Burkina Faso, the Department carried out joint assessment missions with United Nations security management system organizations

in the Sahel region and collaborated with NGOs through security information-sharing, alerts, advisories and notices, strengthening the communication infrastructure of Saving Lives Together partners. In Bangladesh and Myanmar, the Department has enhanced cooperation on security matters with NGOs under the Saving Lives Together framework in response to political and security developments in those countries.

52. The Saving Lives Together collaboration helped to provide support to NGOs, including assistance in crisis situations and in the relocation and medical evacuation of personnel when feasible. In response to the COVID-19 pandemic, the Department of Safety and Security, with the support of the Office for the Coordination of Humanitarian Affairs and WFP, established a mechanism for sharing biweekly situation reports and providing Saving Lives Together partners with information regarding medical support and WFP flight arrangements.

#### **IV. Strategic challenges and opportunities**

53. Security management remained key in enabling the United Nations to continue its work during the COVID-19 pandemic. The Department of Safety and Security found that a virtual meeting format made inter-agency coordination and cooperation more feasible and brought headquarters teams closer to practitioners in the field. The shift to virtual meetings also allowed the Department to provide business continuity management training, offering stress counselling sessions to personnel with heightened psychological stress and hosting virtual townhall meetings to update personnel on the most recent situation.

54. To strengthen future preparedness, the Department of Safety and Security collected lessons learned from field operations in establishing and modifying security measures to respond to significant changes, including COVID-19-related developments. Key best practices that were identified included effective business continuity and decision-making by security decision makers, while lessons learned highlighted logistical challenges and rising demands for psychosocial support to personnel.

55. The Department of Safety and Security, with United Nations security management system partners, continued to promote further strategic partnerships. This year, the Department launched its annual international security symposium as a forum for United Nations entities, regional organizations, other intergovernmental organizations, think tanks and civil society members to discuss key strategic issues related to the global security environment and security impact of the COVID-19 pandemic. The first symposium, co-hosted by the Department and the Asian Infrastructure Investment Bank on 8 June 2021, was held virtually, with more than 80 participants. In March and June 2021, the Department participated in a discussion series on ensuring the protection, safety and security of humanitarian workers and medical personnel in armed conflicts, organized by the European Union and like-minded Member States. In April 2021, the Department participated in a meeting of the Group of Friends on the Safety and Security of United Nations Peacekeepers, organized by Brazil, China, Indonesia and Rwanda. This initiative is intended to strengthen collaborative efforts to improve the safety and security of peacekeepers.

#### **V. Observations and recommendations**

**56. The global security environment remains unpredictable and marked by enduring and emerging challenges. Threats that were not traditionally considered security issues, such as climate change, large-scale public health**

emergencies such as the COVID-19 pandemic, disinformation and populism, have resulted in various forms of violence and chaos across the world. If the underlying causes of insecurity, namely, structural socioeconomic inequalities and the secondary economic and humanitarian impacts of the pandemic are not addressed, then the threat of violent extremism, civil unrest, crimes and armed conflict will remain. It is in this highly volatile and unpredictable global security context that United Nations and humanitarian personnel are carrying out their critical work in humanitarian response, peace, security and development. This reality continued to underpin the approach to security that the United Nations took in 2020 and 2021: because the needs are so great, the United Nations and humanitarian organizations have found ways to manage risk and maintain operations, even in the most violent and insecure places.

57. United Nations and humanitarian personnel continue to risk their lives to bring aid and hope to those in despair. They have prevented the worst outcomes in dire humanitarian situations. In the past 18 months, 7 United Nations personnel and a reported 101 NGO humanitarian personnel have lost their lives as a result of violence. I am deeply saddened by these deaths and express my sincere condolences to the bereaved families. I condemn, in the strongest terms, all forms of violence against United Nations and humanitarian personnel. The legacies of these fallen brave men and women live on in our commitment to continue to work, even in dangerous places, to create a better world. They embodied the essence of multilateralism as they supported Member States in responding to the COVID-19 pandemic and in striving to achieve the Sustainable Development Goals.

58. I am deeply concerned by the sharp rise in the number of abductions of United Nations and humanitarian personnel, with 17 abduction incidents affecting United Nations personnel in 2020, more than double the number of abductions in 2019. Similarly, the reported number of NGO humanitarian personnel abducted rose to 182 in 2020 compared with 127 in 2019. Moreover, the continuous increase in the number of injuries of United Nations personnel as a result of violence is a cause for concern, with 100 incidents in 2020 compared with 92 in 2019. The marked increase in the number of attacks against United Nations vehicles and those of humanitarian NGOs reflects a worrying trend, with 110 attacks against United Nations vehicles in 2020 compared with 89 in 2019, and 166 attacks against vehicles of humanitarian NGOs in 2020, compared with 159 in 2019.

59. Security management is a key enabler for the delivery of United Nations programmes and operations as the Organization strives “to stay and deliver” even in the world’s most volatile places, to help those in dire need. To meet continuously rising demands, the Department of Safety and Security must continually evolve and ensure nimble and flexible approaches to security management; this reality has underpinned the Department’s work on a new security risk management tool that is faster and more interactive and useful to those working across the spectrum of United Nations operations. With the support of the United Nations security management system, the Department is committed to providing effective security support through security analysis and advice, security planning and training, and effective data management with a new approach that places people at the centre of security risk management. Lessons from Ethiopia, Mozambique and the Sahel during the reporting period clearly point to the need for more agility in responding to humanitarian emergencies and an approach that allows for personnel with the right profiles to be deployed rapidly. The United Nations is proactively working to make its security workforce more diverse. I am convinced that a workforce with more

women, more balanced geographic representation and more diversity of experience and perspectives will drive excellence and enable the United Nations to respond more effectively and efficiently to evolving diverse threats.

60. In today's highly complex security environment, partnership is key to addressing multidimensional security threats linked closely to other COVID-19-related challenges. Aside from closer collaboration with host Governments and humanitarian partners, I underscore the importance of strategic partnerships between the United Nations and regional organizations and other international partners. I welcome the renewed commitments of Member States and host Governments to strengthening further strategic partnerships with the United Nations on the safety and security of United Nations and humanitarian personnel.

61. The Department continuously realigns its resources and recalibrates its security management approaches to the emerging new reality of global security. I call upon Member States to ensure that security costs are sustained and maintained as an integral part of United Nations mandate consideration and programme planning.

62. I remain deeply concerned by the systemic disrespect for international humanitarian law and international human rights law, and by impediments to the provision of humanitarian assistance in accordance with humanitarian principles. I stress the need for safe and unhindered access for humanitarian relief and the obligation of Governments and parties to armed conflict to respect and protect humanitarian relief personnel, and to allow and facilitate the rapid and unimpeded passage of humanitarian relief for civilians in need, which is impartial in character and provided without any adverse distinction. Intentional attacks on personnel and installations involved in humanitarian assistance in accordance with the Charter of the United Nations may constitute a serious violation of international humanitarian law. I urge Governments to bring to justice the perpetrators of such violations. I welcome the efforts of Governments to address impunity for serious crimes against United Nations and humanitarian personnel.

63. I recommend that the General Assembly remain engaged on the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety and security incidents	Number of personnel affected							2021 (first six months)
	2014	2015	2016	2017	2018	2019	2020	
Fatalities resulting from acts of violence	15	23	10	9	11	11	4	3
Fatalities resulting from safety-related incidents	15	16	11	13	20	33	14	7
Injuries resulting from acts of violence	65	99	70	70	67	92	100	53
Injuries resulting from safety-related incidents	101	130	93	111	114	100	89	66
Abduction	6	21	7	8	11	6	17	7
Robbery	530	511	375	402	401	423	462	260
Residence break-in and burglary of residence	467	452	421	406	382	375	312	122
Aggravated assault	104	81	44	47	41	51	62	19
Sexual assault	8	12	17	28	10	12	7	–
Intimidation and harassment	295	405	231	316	391	327	307	168
Arrest and detention	128	69	102	63	85	86	84	54
<b>Total</b>	<b>1 734</b>	<b>1 819</b>	<b>1 381</b>	<b>1 473</b>	<b>1 533</b>	<b>1 516</b>	<b>1 458</b>	<b>759</b>

## Annex II

**Attacks on United Nations premises and official vehicles**

<i>Category of security incidents</i>	<i>2016</i>	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021 (first six months)</i>
Attacks on United Nations premises	56	23	23	53	32	13
Attacks on United Nations vehicles	146	51	89	89	110	54
Intrusion into United Nations premises	90	150	51	154	129	46
<b>Total</b>	<b>292</b>	<b>224</b>	<b>163</b>	<b>296</b>	<b>271</b>	<b>113</b>

## Annex III

## United Nations civilian personnel affected by security incidents, 2020

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Recruited internationally</i>	<i>Recruited locally</i>	<i>Men</i>	<i>Women</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	4	—	4	4	—	4	Crime (3); armed conflict (1)
Fatalities resulting from safety-related incidents	14	3	11	10	4	12	Road traffic accidents(10); aviation catastrophe (1); other safety-related incidents (3)
Injuries resulting from acts of violence	100	25	75	80	20	43	Crime (all)
Injuries resulting from safety-related incidents	89	13	76	68	21	54	Road traffic accidents (71); other safety-related incidents (18)
Abduction <sup>a</sup>	17	2	15	15	2	10	One personnel member remains in captivity
Robbery <sup>b</sup>	462	174	288	249	213	77	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	312	98	214	172	140	69	
Aggravated assault <sup>e</sup>	62	12	50	41	21	29	
Sexual assault	7	5	2	0	7	5	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	307	131	176	153	154	63	
Arrest and detention <sup>h</sup>	84	5	79	78	6	20	Personnel (3) remained in detention as at 1 July 2021
<b>Total</b>	<b>1 458</b>	<b>468</b>	<b>990</b>	<b>870</b>	<b>588</b>		

<sup>a</sup> Act of restraint through the use of, or the threat of the use of, force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or a crime aggravated by use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making someone timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Act or acts executed by State actors.

## Annex IV

**Critical security incidents affecting personnel of United Nations implementing partners, as reported to the Department of Safety and Security**

<i>Category of security incident</i>	<i>Number of personnel affected</i>			
	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021 (first six months)</i>
Personnel who lost their lives as a result of acts of violence	32	36	60	41
Personnel injured as a result of acts of violence	69	129	70	68
Abducted personnel	61	127	182	126
Armed attacks on premises	21	11	27	17
Intrusion into premises	59	105	73	39
Armed attacks on vehicles	72	159	166	91
<b>Total</b>	<b>314</b>	<b>567</b>	<b>578</b>	<b>382</b>

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Category of security incident	Number of area personnel affected		
	2019 <sup>a</sup>	2020	2021 (first six months)
Fatalities resulting from acts of violence	—	1	—
Fatalities resulting from safety-related incidents	—	—	—
Injuries resulting from acts of violence	18	28	4
Injuries resulting from safety-related incidents	5	14	5
Abduction	1	—	—
Robbery	1	2	—
Residence break-in	—	1	—
Aggravated assault	12	43	9
Sexual assault	—	—	—
Burglary of residence	—	—	—
Intimidation	58	49	39
Harassment	—	—	—
Arrest and detention	7	11	7
Missing personnel	—	—	—
Theft	—	—	—
Arson	—	—	—
Fire	—	—	—
Armed conflict	—	—	—
Explosive remnants of war	—	—	—
Vandalism	—	—	—
Road traffic accidents	—	—	—
Intrusion into United Nations premises	25	15	20
Others	—	—	—
<b>Total</b>	<b>126</b>	<b>164</b>	<b>84</b>

<sup>a</sup> The differences shown in annex V of [A/75/246](#) and in the present table in the number of incidents in each category for 2019 are due to the revision of and improvement in data collection and recording undertaken by UNRWA.



# General Assembly

Distr.: General  
21 September 2022

Original: English

---

## Seventy-seventh session

Agenda item 69

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The ability of the United Nations to carry out its mandates is intricately linked to the security conditions in the areas in which it operates.

For many United Nations and humanitarian personnel providing help to those most in need, these conditions became more unpredictable, and often more insecure, as interlocking crises grew in scale and severity during the reporting period. As a result, United Nations and humanitarian personnel experienced increased threats, with disregard for international humanitarian law, and anti-United Nations sentiment in several contexts, further adding to the difficulty of achieving results within acceptable risk levels. Several of the crises, notably conflicts, intensifying climate disasters and severe economic shocks, generated volatility and instability across the globe. These crises presented challenges to the United Nations in providing support to countries in their efforts to achieve the Sustainable Development Goals and in responding to requests for humanitarian operations, which continued to rise in response to a worrying decade-long trend of increasing needs.

The need for the United Nations to respond simultaneously to multiple crises and deliver critical operations in areas of high risk led to a significant, and at times unanticipated, increase in demand for United Nations security support. To meet the challenges of enabling United Nations programmes in the face of such volatility and unpredictability, the Department of Safety and Security, in collaboration with the United Nations security management system organizations, began to recalibrate its strategy. Its intent is to align security services squarely behind United Nations programming priorities, notably through more robust planning and collaboration with the United Nations system. Its focus is on managing risks in order to deliver these priorities and fulfil mandate objectives in each setting in which the United Nations is present, while not exposing personnel to unacceptable risk.



The present report contains an overview of the global security environment and its impact on the safety and security of humanitarian and United Nations personnel from 1 January 2021 to 30 June 2022. The Organization's response on issues under the purview of the Department of Safety and Security and the United Nations security management system is detailed, as well as the initiatives to strengthen security support to humanitarian and United Nations personnel.

## I. Introduction

1. In its resolution 76/127, the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-seventh 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 Assembly requested that the Secretary-General include in his report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from 1 January 2021 to 30 June 2022. It provides an overview of the global security environment, the associated security threats and risks facing United Nations personnel,<sup>1</sup> the Organization's responses and the security challenges that the Organization faces. The report concludes with observations and recommendations for consideration by the General Assembly.

## II. Responses to crises

3. Interlocking global crises grew in scale and severity in the reporting period. New and existing conflicts within and across borders had far-reaching security and humanitarian consequences worldwide. These conflicts and global crises had a disproportionate impact on countries already affected by conflicts, inequality, climate change, and pandemic-induced economic and health crises. Meanwhile, the repercussions of geopolitical tensions, economic shocks and supply chain interruptions also spread to countries and contexts that were looking forward to renewing a post-pandemic path towards the achievement of the Sustainable Development Goals.

4. Instead, vulnerable communities and peoples faced the largest cost-of-living crisis in a generation. High food, fertilizer and fuel prices triggered a global chain reaction that could drive millions more into extreme poverty, exacerbating hunger and malnutrition. As a result, the world experienced a record-breaking increase in global humanitarian needs. The number of persons forcibly displaced due to persecution, conflict, violence, human rights violations and unrest rose to 89.3 million worldwide by the end of 2021,<sup>2</sup> compared with 82.4 million at the end of 2020. At the beginning of 2022, it was estimated that 274 million people around the world would need humanitarian assistance and protection during the year.<sup>3</sup> By mid-2022, 306 million people were in need of humanitarian assistance.<sup>4</sup>

5. In many countries, hard-won development gains were reversed, with the United Nations Development Programme announcing that the human development index had declined for two years in a row, for the first time since its inception in 1970.

6. Instability in the areas in which the United Nations operates led to increased demand for security support for the United Nations and its partners to conduct critical operations and meet dire humanitarian need.

<sup>1</sup> For the purpose of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

<sup>2</sup> Office of the United Nations High Commissioner for Refugees, "Global trends: forced displacement in 2021". Available at [www.unhcr.org/62a9d1494/global-trends-report-2021](http://www.unhcr.org/62a9d1494/global-trends-report-2021).

<sup>3</sup> United Nations, Office for the Coordination of Humanitarian Affairs, *Global Humanitarian Overview 2022*, (New York, 2021).

<sup>4</sup> United Nations, Office for the Coordination of Humanitarian Affairs, "Global humanitarian overview 2022: Mid-year update". Available at <https://reliefweb.int/report/world/global-humanitarian-overview-2022-mid-year-update-snapshot-21-june-2022>.

7. The reporting period therefore exemplified the role of security as a key enabler for United Nations programmes in times of crisis and unpredictability.

8. In Afghanistan, the initial period following the Taliban's takeover in August 2021 saw the disintegration of the previous government, vast population displacement and a severe deterioration of the humanitarian situation in a volatile context. While most international entities withdrew from the country, the United Nations stayed and continued its operations to meet existing and new needs. Despite profound uncertainty and a fundamental shift in the security environment in the aftermath of the events of August 2021, effective security management enabled the reopening of the airport, the assessment of main roads and of United Nations hubs, and the delivery of key logistical items.

9. In Ukraine, following the events in February 2022, the United Nations security management system enabled the evacuation of family members of international personnel out of the country and the in-country relocation of personnel, including locally recruited personnel, while supporting the scale-up of critical programmes. Over several days in May, the United Nations enabled the evacuation of 170 civilians from the Azovstal plant during the military operations in Mariupol. In parallel, the United Nations security management system has enabled the deployment of additional personnel to help to deliver humanitarian assistance and development programmes. As at 30 June 2022, 1,396 United Nations personnel were working in Ukraine, providing vital humanitarian relief across the country, including in areas of heavy fighting.

10. The aforementioned crisis situations required significant reallocations of security resources. At the same time, the United Nations security management system had to maintain security support for United Nations operations in many other high-risk areas in order to enable United Nations programmes to continue their critical work to sustain peace, advance sustainable development and address the climate crisis, food insecurity and acute inequalities.

11. In Ethiopia, for example, during repeated rounds of armed conflict, the Department of Safety and Security continued to support humanitarian operations and enabled access to the vulnerable populations in the north. Notably, the Department, in collaboration with the Office for the Coordination of Humanitarian Affairs and the World Food Programme, enabled humanitarian assistance to be sustained in the country.

12. In Nigeria, the Department of Safety and Security played a key role in the timely and accurate sharing of information and advice for humanitarian partners, realigning pre-existing resources and improving planning and coordination for security operations and enabling the resumption of operations after an attack on a United Nations facility that had a severe impact on operations.

13. This support highlights the importance of proactive engagement with the humanitarian community, and the need for a risk management-based approach where programming priorities and results drive security services, within acceptable risk levels. These experiences demonstrate the value of embedding security within the planning and implementation of programmes, to enable and preserve the investments made by the international community in the United Nations and its partners.

### **III. Security threats against United Nations personnel**

#### **A. Impact of the global security environment on United Nations programmes**

14. The global security environment remains volatile and unpredictable, marked by geopolitical divides, regional rivalries, challenges for States to deliver essential services, rising political tensions, social unrest, inequality, the climate crisis, debt

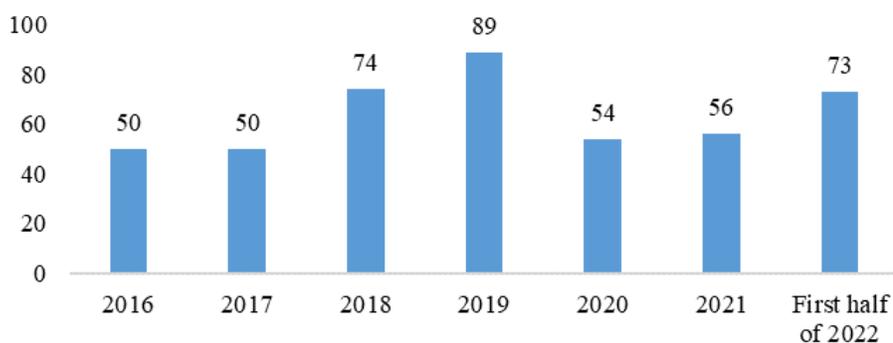
crises and violent extremism. As the increasingly complex global security terrain shifts, the nature and scale of the threats faced by United Nations and humanitarian personnel continued to evolve.

15. During the reporting period, the primary security threats to United Nations and humanitarian personnel included an increase in civil unrest, increased criminal activity, the expanded influence of violent non-State armed actors and the use of improvised explosive devices.

16. Attacks against humanitarian workers and attacks on health care<sup>5</sup> remained a serious concern. According to the World Health Organization Surveillance System for Attacks on Health Care,<sup>6</sup> 1,552 attacks were recorded in 15 countries and territories that resulted in 471 deaths and 690 injuries. Those figures marked a notable increase compared with the previous reporting period (969 attacks, 340 deaths and 625 injuries). Attacks against humanitarian workers and health-care workers in armed conflicts and other situations of violence reflected disregard for international humanitarian law and international human rights law.

17. As the United Nations continued its programmes and crisis responses amid volatile security conditions, the need for timely deployment of additional security personnel to enable these programmes drastically increased. As a result, the United Nations security management system organizations carried out surge deployments to support crisis responses. The Department of Safety and Security conducted 56 surge deployments of security personnel in 2021 (working for a combined total of 7,863 days), thereby enabling critical United Nations humanitarian operations in several parts of the world, including in Cameroon, Ethiopia, Mozambique, the Niger, Nigeria, Venezuela (Bolivarian Republic of) and Yemen. In the first half of 2022, the Department carried out 73 surge deployments (4,890 days), almost half of which were related to the crisis in Ukraine (22 deployments to support crisis response in Ukraine and 13 to other countries in the region).

Figure I  
Surge deployment of United Nations security professionals



18. In 2021, the Department of Safety and Security supported 108 field missions in areas of very high risk to enable critical United Nations programmes, including field missions in Somalia, the Syrian Arab Republic and Yemen. In the first half of 2022, the Department supported 39 field missions in areas of very high risk, including missions in Somalia, the Sudan, Ukraine and Yemen.

<sup>5</sup> The World Health Organization defines an attack on health care as any act of verbal or physical violence or obstruction or threat of violence that interferes with the availability, access and delivery of curative and/or preventive health services during emergencies.

<sup>6</sup> Available at [https://extranet.who.int/ssa/LeftMenu/Index.aspx?utm\\_source=Stopping%20attacks%20on%20health%20care%20our%20work](https://extranet.who.int/ssa/LeftMenu/Index.aspx?utm_source=Stopping%20attacks%20on%20health%20care%20our%20work).

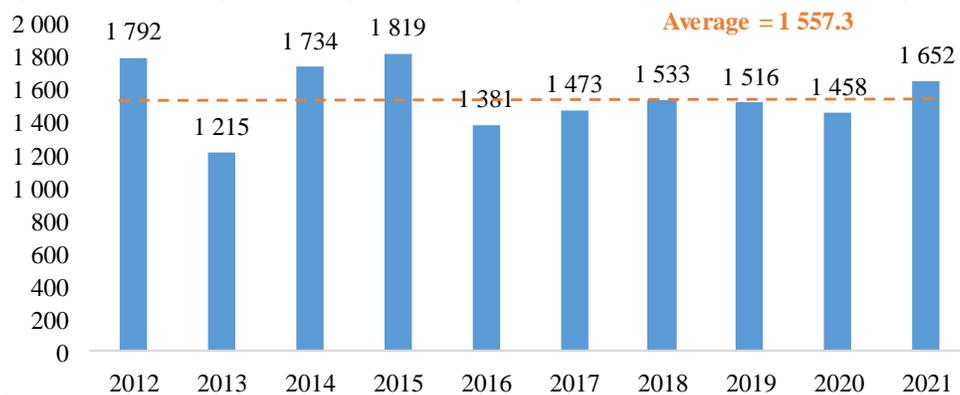
## B. Security incidents affecting the United Nations security management system<sup>7</sup>

### 1. Main types of incidents and their impact on United Nations personnel

19. Overall, incidents related to safety and security affected 1,652 United Nations personnel in 2021, compared with 1,458 in 2020, which represents an approximate 13 per cent increase and is higher than the average number of personnel (1,557) affected between 2012 and 2021 (see figure II). This was due mainly to an increase in incidents of robbery, arrest and detention, and incidents of intimidation and harassment. In 2021, female United Nations personnel accounted for 45 per cent of the United Nations workforce and 39 per cent of those affected by security and safety incidents. In the first half of 2022, incidents related to safety and security affected 671 United Nations personnel, compared with 759 in the first half of 2021.

Figure II

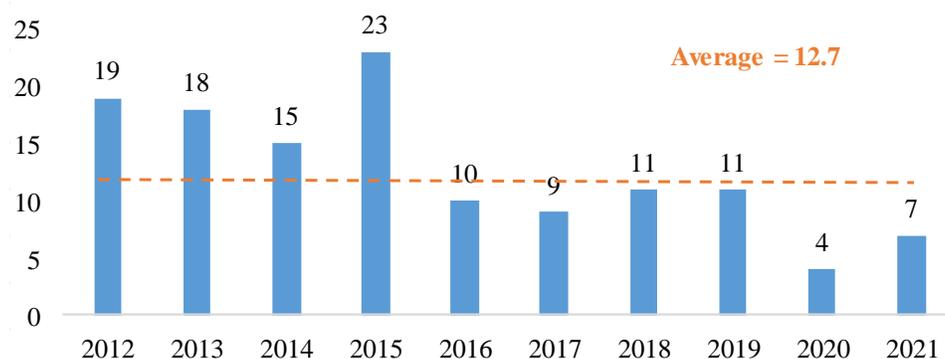
#### United Nations personnel affected by safety and security incidents



20. In 2021, seven United Nations civilian personnel lost their lives as a result of acts of violence, compared with four in 2020 (see figure III). The fatalities occurred in the Central African Republic, Colombia, the Democratic Republic of the Congo, Ghana, Haiti, Mali and South Africa. In the first six months of 2022, four United Nations personnel lost their lives as a result of violence in Haiti, Kenya, Myanmar and Zimbabwe.

Figure III

#### Fatalities of United Nations personnel resulting from violence

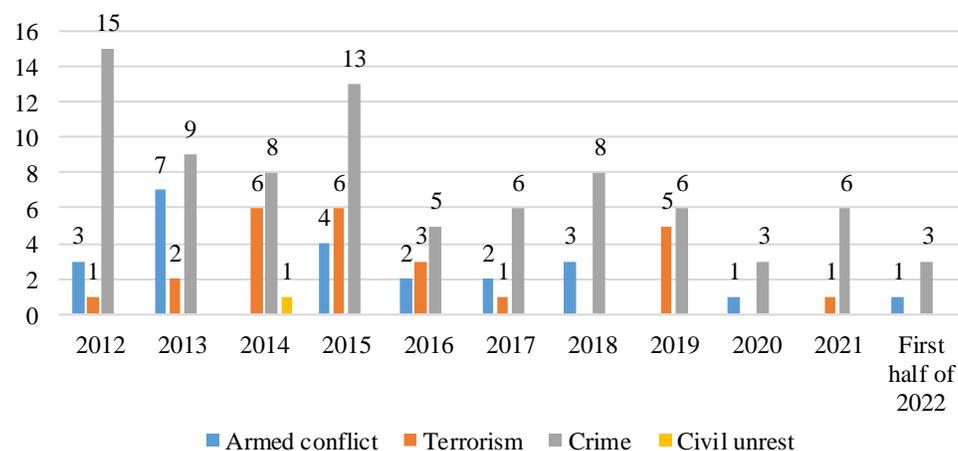


<sup>7</sup> The United Nations security management system is composed of all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations on security management.

21. Of the seven fatalities resulting from violence in 2021, six were the result of criminal acts and one was attributed to terrorism (see figure IV). Of the four fatalities resulting from violence in the first half of 2022, three were the result of criminal acts and one was connected to armed conflict. Crime-related incidents continued to be the primary source of violent deaths of United Nations personnel.

Figure IV

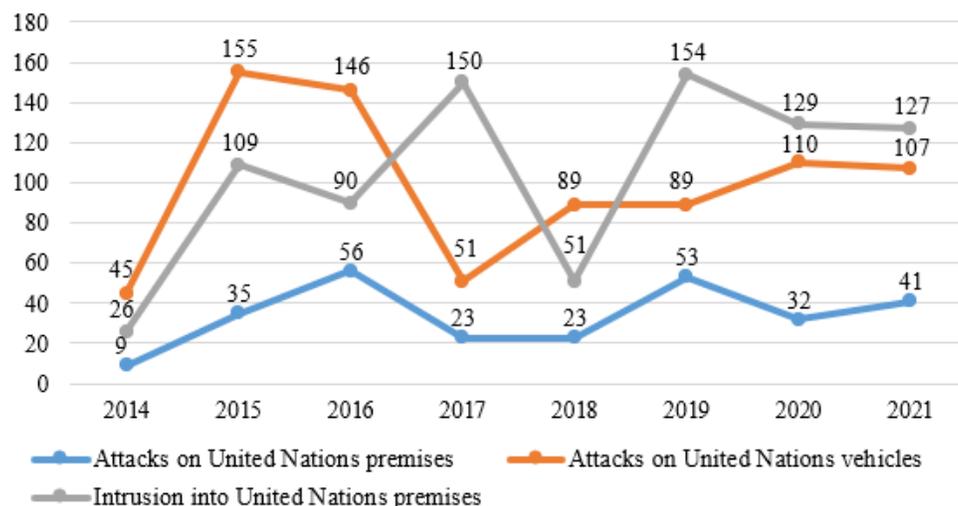
#### Fatalities of United Nations personnel resulting from violence, by category of threat



22. In 2021, there were 41 direct attacks on United Nations premises, 107 attacks on United Nations vehicles and 127 intrusions into United Nations premises, for a total of 275 incidents, compared with 32 attacks on premises, 110 attacks on vehicles and 129 intrusions in 2020 (see figure V and annex II). As a result of these incidents, 41 United Nations vehicles were lost or damaged. In the first half of 2022, there were 23 direct attacks on United Nations premises, 63 attacks on United Nations vehicles and 51 intrusions into United Nations premises, for a total of 137 incidents. Most of the attacks occurred in Mali and South Sudan.

Figure V

#### Attacks on United Nations premises and United Nations official vehicles

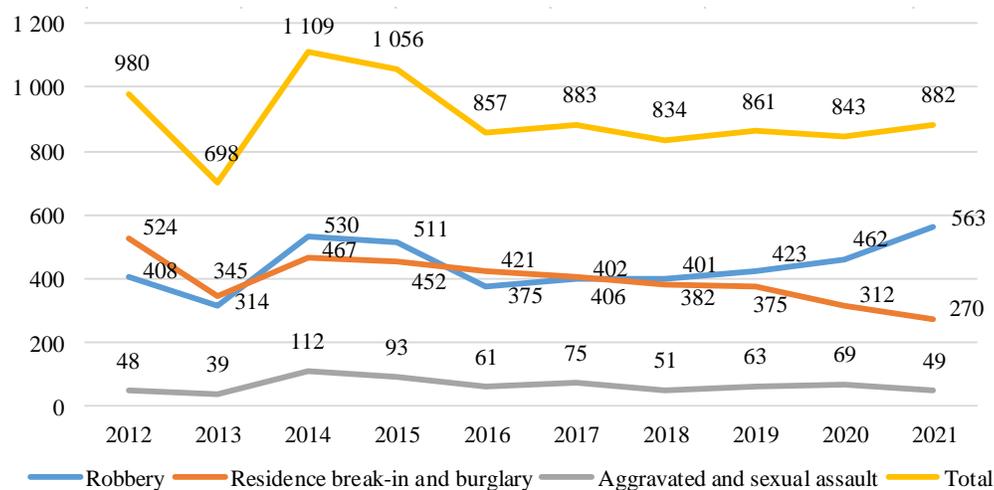


### Crime

23. Of the 1,652 United Nations personnel affected by safety and security incidents in 2021, 882 (about 53 per cent) were victims of crimes, which included robberies, residence break-ins, burglaries, aggravated assault and sexual assault (see figure VI and annex III), a small increase compared with 843 incidents in 2020. Of the United Nations personnel affected by crime in 2021, 580 (around 66 per cent) were locally recruited and 302 were internationally recruited.

Figure VI

#### United Nations personnel affected by crime, by category



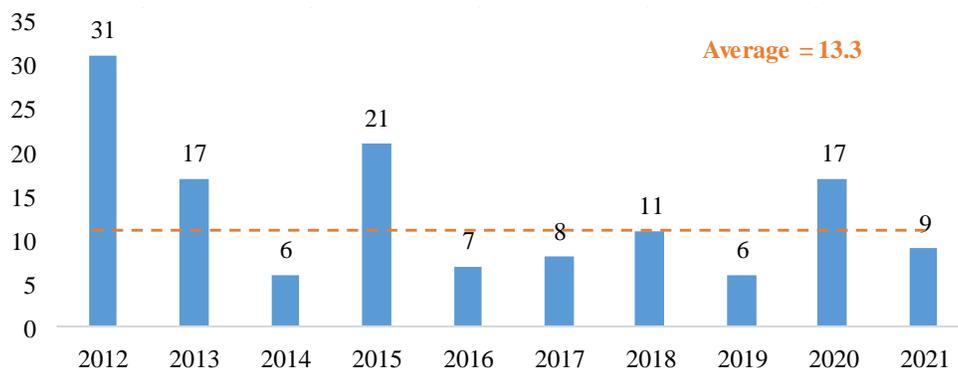
### Terrorism

24. One United Nations personnel member was killed and two were injured as a result of terrorism in 2021. In Mali, unidentified armed elements on a motorbike fatally shot a locally recruited United Nations personnel member in Timbuktu. In Afghanistan, presumed violent extremist armed elements attacked and injured two United Nations personnel at an illegal checkpoint in June 2021.

### Abductions

25. Nine United Nations personnel were abducted in 2021, a decrease from 17 personnel abducted in 2020 (see figure VII and annex III). This decrease was due partly to the Organization's intensified efforts to increase awareness and training on hostage incident management. Of the nine abductions, five evolved into hostage situations when the hostage takers made demands as conditions of the hostages' release. In the first half of 2022, nine United Nations personnel were abducted; five of them have not been released. In Yemen, the security personnel travelling in convoy with military police escorts were taken at gunpoint by armed men in Abyan Governorate. In Haiti, there was a significant increase in kidnappings affecting United Nations personnel and their families in the first half of 2022, even though personnel were not targeted because of their association with the United Nations. Three United Nations security management system personnel, abducted by gang members in Port-au-Prince over a six-day period in May 2022, have been released. The United Nations established hostage incident management teams to coordinate the safe release of the personnel and provide support to their families. The United Nations security management system has updated the hostage incident management training on the basis of lessons learned and has begun to its roll-out. Efforts are under way to conduct additional training in 2022 and 2023 to cover global needs.

Figure VII  
Abductions of United Nations personnel



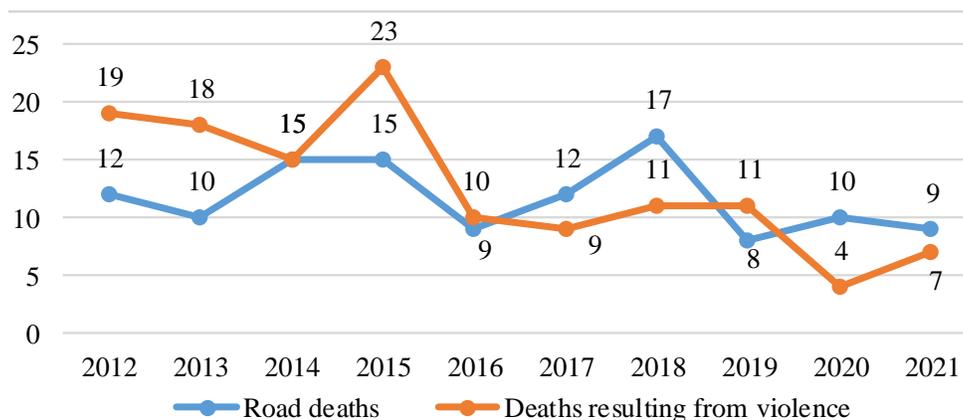
*Safety-related incidents, including road traffic crashes*

26. In 2021, 11 United Nations personnel lost their lives as a result of safety-related incidents, compared with 14 personnel in 2020. That number included nine United Nations personnel who died as a result of road traffic crashes (see figure VIII) while using private motor vehicles or public transportation. In 2021, 98 personnel were injured as a result of safety-related incidents, compared with 89 in 2020. In the first half of 2022, six United Nations personnel lost their lives, and 51 United Nations personnel were injured as a result of safety-related incidents.

27. In 2021, 17 non-United Nations personnel died, and 74 non-United Nations personnel were injured as a result of road traffic crashes involving United Nations vehicles. This represents a significant decrease in the number of safety-related incidents affecting non-United Nations personnel in 2020, which totalled 29 deaths and 129 injured. In the first six months of 2022, 12 non-United Nations personnel died, and 58 non-United Nations personnel were injured as a result of road traffic crashes involving United Nations vehicles.

28. With the aim of reducing road traffic fatalities or injuries among United Nations and associated personnel and the civilian population in host countries, the Inter-Agency Security Management Network revised the road safety policy and endorsed guidelines on road safety for all United Nations security management system personnel.

Figure VIII  
Fatalities of United Nations personnel resulting from road traffic crashes, compared with those resulting from violence



*Intimidation and harassment*

29. There were 386 reported incidents of intimidation and harassment of United Nations personnel in 2021, an increase from 307 incidents reported in 2020. Locally recruited staff members in Afghanistan reported approximately 20 per cent of the total number of intimidation and harassment incidents, which included receiving threatening calls and messages and being subjected to physical assault, hostile surveillance and extortion.

*Arrests and detention of United Nations personnel*

30. In 2021, 177 United Nations personnel were arrested or detained by national authorities, compared with 84 in 2020. Most arrests took place in the Central African Republic, the Democratic Republic of the Congo, Ethiopia and South Sudan. In the first six months of 2022, 57 United Nations personnel were arrested or detained by national authorities. As at June 2022, nine United Nations personnel remained in detention.

*Gender-related security incidents*

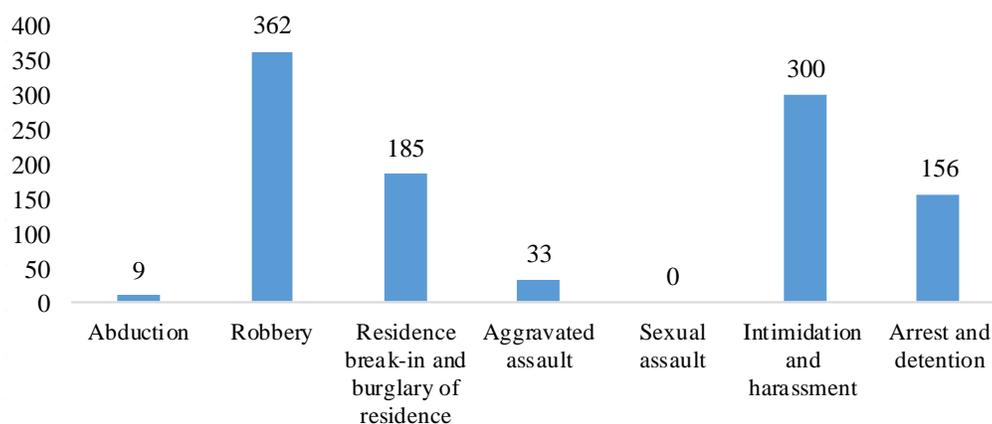
31. The number of reported sexual assaults on female United Nations personnel in 2021 decreased to two cases from seven cases in 2020. In the first six months of 2022, three sexual assaults were reported. All the United Nations personnel who reported being sexually assaulted during the reporting period were women.

## 2. Security of locally recruited personnel

32. Locally recruited personnel continued to be more affected in absolute numbers than internationally recruited personnel by security incidents resulting in fatalities and injuries from acts of violence, injuries from safety-related incidents, abduction, robbery, residence break-ins and burglaries, aggravated assault, intimidation and harassment, and arrest and detention (see figure IX and annex III). International personnel were more affected, in absolute numbers, by sexual assault.

33. In 2021, locally recruited personnel represented about 73 per cent of United Nations personnel affected by safety and security incidents (1,207 out of 1,652 incidents). Locally recruited personnel accounted for six out of seven personnel killed as a result of violent acts, with incidents occurring in the Central African Republic, Colombia, the Democratic Republic of the Congo, Ghana, Haiti and Mali. All nine personnel abducted in 2021 were locally recruited personnel.

Figure IX  
Incidents affecting locally recruited personnel, 2021



## C. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel

34. In most complex security environments, humanitarian personnel of non-governmental organizations (NGOs) and the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) work alongside United Nations personnel and provide services on behalf of and/or in cooperation with United Nations organizations.

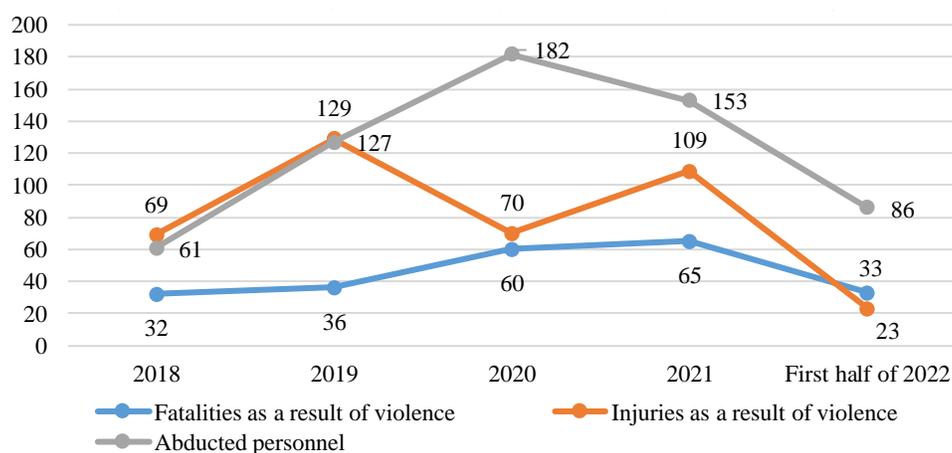
### 1. Impact of security threats on humanitarian personnel of non-governmental organizations

35. Critical incidents affecting humanitarian personnel of United Nations implementing partners increased from 578 in 2020 to 664 in 2021 (see figure X and annex IV). In 2021, 65 NGO humanitarian personnel working in close cooperation with the United Nations were killed (compared with 60 in 2020), 109 were injured as a result of acts of violence (compared with 70 in 2020) and 153 were abducted (compared with 182 in 2020). There were 36 armed attacks on premises, 89 intrusions into premises and 212 armed attacks on vehicles.

36. In the first six months of 2022, 373 security incidents affecting NGO humanitarian personnel were reported: 33 personnel were killed, 23 personnel were injured as a result of acts of violence, 86 personnel were abducted, and there were 11 armed attacks on premises, 63 intrusions into premises and 157 armed attacks on vehicles.

37. As in previous years, NGOs and implementing partners shared reports on security incidents with the Department of Safety and Security on a voluntary basis. The data are likely to be incomplete and cannot be verified or compared with other existing databases based on different terminology of security and safety incidents and methodology for gathering data.

Figure X  
Security incidents affecting personnel of non-governmental implementing partners, as reported to the Department of Safety and Security



## **2. Security incidents affecting the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East<sup>8</sup>**

38. Employing some 32,000 personnel in five areas of operation, UNRWA delivers a range of humanitarian assistance to approximately 5.7 million Palestinian refugees. During the reporting period, no UNRWA personnel died as a result of an act of violence or in safety-related incident,<sup>9</sup> compared with one personnel fatality in 2020 due to an act of violence. Thirty-seven area personnel were injured in security and safety-related incidents in 2021, 29 as a result of acts of violence and 8 in safety-related incidents. In 2021, 47 area personnel were assaulted while carrying out their duties, and 87 were subjected to intimidation, threats of violence, and harassment. In the first half of 2022, 16 area personnel were injured, including 11 as a result of violence, and 24 area personnel were assaulted.

39. During the reporting period, there were no abductions of area personnel and no reported cases of sexual assault or sexual harassment. In 2021, one area personnel member was carjacked and robbed at gunpoint. A total of 193 area personnel (154 men and 39 women) were affected by security and safety-related incidents in 2021. This represents an increase of almost 30 per cent compared with 2020, due mainly to the increase in intimidation incidents. In the first half of 2022, 104 area personnel were affected by security and safety-related incidents (see annex V). During the reporting period, there were seven attacks on UNRWA premises and 40 intrusions into UNRWA premises.

## **IV. Strengthening the United Nations security management system**

40. The United Nations security management system, led and coordinated by the Department of Safety and Security, continually adapts to the challenges of operating in highly complex and volatile security environments. The collaborative efforts made to enable the United Nations to conduct its mandated programmes and activities safely and efficiently are described below.

### **A. Providing support to designated officials**

41. During the reporting period, to strengthen the role of the designated officials for security as security decision makers, the Department of Safety and Security delivered online induction briefings to more than 200 designated officials and designated officials ad interim, which was a significant increase over the previous reporting period thanks to the use of the virtual platform.

### **B. Enhancing security risk management preparedness and response capacities**

#### **1. Enhancing situational awareness and threat and risk analysis**

42. Security threat and risk analysis serves as the foundation for designing appropriate security solutions that allow the delivery of United Nations programmes. The Department of Safety and Security conducted eight online security analysis process and practice workshops for more than 70 participants from United Nations

<sup>8</sup> United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) area personnel are not covered by the United Nations security management system.

<sup>9</sup> The UNRWA data are based on security incidents reported to and recorded in the UNRWA security information management system.

security management system organizations to strengthen the skills of United Nations security personnel in the area of security threat information analysis.

## **2. Updating the framework of safety and security policies**

43. The Inter-Agency Security Management Network continued to support United Nations system-wide policy development. The Network undertook substantial revisions and approved revised security policies, including the framework of accountability and the applicability policy. Moreover, the Network developed and approved guidelines on road safety, commercial air travel safety and new physical security guidelines. The Network endorsed a revised policy on hostage risk management that places new emphasis on prevention and support to families. The Network approved the field manual on psychosocial support in crisis situations for United Nations staff counsellors and stress counsellors. Efforts are ongoing to maintain a rolling technical review of its guidance to ensure that policies and guidelines remain relevant, effective and fit-for-purpose.

## **3. Physical security**

44. The Department of Safety and Security facilitates the work of the United Nations, its Member States and civil society by ensuring the full uninterrupted protection of United Nations headquarters and of special events held outside United Nations premises.

45. During the reporting period, the Department of Safety and Security provided support to 116 external conferences and special events, including 16 major international events, with the establishment of United Nations conference venues in 14 countries under the provisions of dedicated host country agreements and the deployment of 443 security services personnel to these countries.

46. In strengthening the physical security of United Nations headquarters premises worldwide, the Department of Safety and Security has enhanced its approach in analysing emerging trends and innovations in security technologies and in standardizing physical security systems to address evolving threats against United Nations premises. These positive steps have resulted in increased interoperability across United Nations duty stations and have provided substantial savings through the global merging of system contracts.

47. To strengthen the physical security of United Nations premises, in 2021, the Department of Safety and Security conducted 26 assessments of buildings for 15 United Nations organizations in 14 countries, including areas of high risk in Libya, Mozambique, Nigeria, Pakistan, Somalia and the State of Palestine. The Department also conducted 25 technical assessments that provided advice on specific components of physical security, and produced 12 information bulletins on physical security topics that were applicable worldwide.

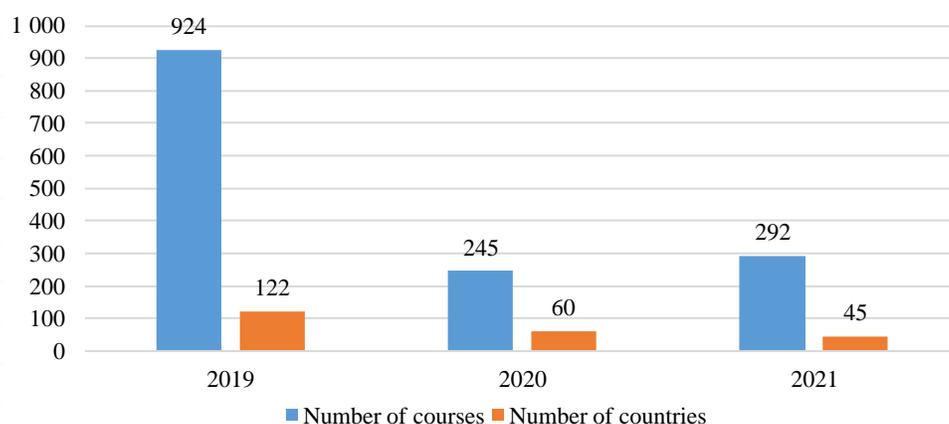
48. The Department of Safety and Security trained 167 personnel in the use of the physical assessment tool to enable security professionals to identify and address site vulnerabilities. The Department continued to strengthen the security of common premises of the United Nations, including efforts to address, in coordination with the Department of Operational Support, key issues affecting the security of United Nations premises in peacekeeping missions. In 2022, this work has continued, with 14 premises assessments, 23 technical assessments, three information bulletins and 152 personnel trained on the physical security assessment tool.

49. The Department of Safety and Security coordinated protective services for senior United Nations officials on 2,306 missions in the reporting period, including 177 missions that were classified as complex operations in high-risk environments.

#### 4. Security training

50. Security training is a key component of security risk management and means of promoting the organizational security culture. In 2021, in-person security training resumed in 45 countries, predominantly with the Safe and Secure Approaches in Field Environments programme and the individual first aid kit training. More security training courses were delivered across the United Nations security management system in 2021 than in 2020, but the overall number remained significantly lower than before the pandemic. Delivery of the training courses was focused on countries in which restrictions related to the coronavirus disease (COVID-19) had been relaxed, or where security threats outweighed the risks of COVID-19 transmission during training (see figure XI).

Figure XI  
In-person security training



51. The Department of Safety and Security continued efforts to improve training courses and support to local trainers, including for the Safe and Secure Approaches in Field Environments and the emergency trauma bag training courses. By June 2022, the Department had completed the updates of the Safe and Secure Approaches in Field Environments curriculum, which had been finalized in 2021, and initiated its roll-out in 26 countries, with six United Nations agencies, funds and programmes conducting their own Safe and Secure Approaches in Field Environments course. The more practical nature of this security training has increased learners' confidence levels in conducting field missions.

#### 5. Psychosocial response to critical incidents

52. The Department of Safety and Security maintained effective coordination for the psychosocial response to critical incidents globally while continuing to build the psychological resilience of United Nations personnel. The Department, in partnership with other United Nations counselling services, coordinated global psychosocial support services for United Nations personnel and dependants affected by critical incidents and crisis situations. This includes the mobilization of counsellors to support personnel during critical incidents in various countries.

53. The demand for psychosocial support during critical incidents remained very high. The Department of Safety and Security provided 29,966 emotional first aid and stress counselling sessions to United Nations personnel and dependants following reported critical incidents and strengthened personnel preparedness by delivering stress management and resilience training to 33,320 personnel in field locations. The

Department provided training on stress prevention and management to 233 security managers. In addition, the Department supported the capacity development of 110 United Nations Secretariat field counsellors.

54. The Department of Safety and Security continued to improve organizational capacity to collect and analyse data on stress related to critical incidents globally by designing and implementing a psychosocial information and data management platform. The platform is aimed at identifying global trends in the psychosocial needs of personnel and providing an early warning system for critical incident stress prevention and management.

## **6. Strengthening evaluation, best practices and compliance**

55. In early 2022, the Department of Safety and Security allocated additional resources to strengthen its compliance, evaluation and lessons learned functions.

56. The accountability culture of the Department of Safety and Security was reflected notably in its commitment to conducting a series of independent evaluations in line with the norms and standards established by the United Nations Evaluation Group. The Department is committed to allocating up to 3 per cent of its budget to evaluations and to building internal departmental evaluation expertise and capacity and increasing the number and scope of its evaluations.

57. The Department of Safety and Security has increased its engagement with oversight bodies, ensuring that recommendations are implemented systematically and efficiently. Efforts are under way to support country-specific lessons learned exercises.

## **7. Promoting a culture of inclusivity in the security workforce and mainstreaming of gender and inclusivity considerations**

58. The Department of Safety and Security intensified its efforts to promote a security culture. The Department developed a communication kit that summarizes 26 United Nations security management system policies in an easily accessible format. The Department partnered with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the World Food Programme and the International Organization for Migration to develop an informational video targeted at all United Nations personnel, describing the various roles of the United Nations security management system.

59. In 2021, the Inter-Agency Security Management Network reinstated and expanded its gender working group to address the issues of diversity and inclusion. Efforts are ongoing to review all United Nations security management system policies, guidelines and processes to incorporate a person-centred approach and mainstream gender and inclusion in these policies. As outlined in paragraph 51, the Safe and Secure Approaches in Field Environments programme has been updated, including with a person-centred approach to personal safety, which has been well received by participants. The Department of Safety and Security issued a compilation of best practices for inclusive security training in 2021 to ensure that training is inclusive and appropriate for all United Nations security management system personnel.

60. To help to increase the representation of women and accelerate efforts to achieve gender parity, the Department of Safety and Security made changes to its recruitment approach, shifting towards broader requirements so as to expand the pool of qualified women candidates, conducting targeted outreach, identifying and addressing gender bias during the recruitment process, and positioning diversity as essential for an effective workforce.

61. The Department of Safety and Security launched a recruitment campaign in February 2022 to replenish its rosters for security positions in the field. The emphasis

has been on attracting candidates from a wider range of demographic backgrounds and with broader profiles, with greater gender and geographical balance, to equip the Department with the skills required to deliver on its future needs and objectives. An extensive outreach strategy was implemented throughout the campaign, with tailored communications efforts, which included three global open webinars, active communication to all Member States, and specifically to unrepresented or underrepresented Member States, to attract qualified candidates. This resulted in a considerable increase in the diversity of applicants. Efforts continued to sustain the Department's visibility and positioning as a compelling employer that values inclusivity and diversity.

62. The Department of Safety and Security conducted workshops on the field-specific enabling environment guidelines to over 400 security professionals and security officers in the reporting period to promote a gender-focused organizational culture among personnel at the managerial level. The guidelines provide tailored guidance and examples for personnel in the field, especially in mission settings, to reach gender parity in the United Nations system. To promote an inclusive work culture in line with the United Nations Disability Inclusion Strategy, the Department conducted a series of six expert-led webinars aimed at improving the employment of persons with disabilities and increasing awareness and capacities to support disability inclusion. The Department also undertook a comprehensive assessment of the accessibility of United Nations headquarters premises and continued to mainstream disability considerations in security training and operations.

## **C. Building partnerships**

### **1. Addressing impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

63. The United Nations collaborates closely with host Governments, which have primary responsibility for protecting United Nations personnel deployed in their territory and for ensuring respect for the privileges and immunities of those personnel. The Organization encourages Member States to abide by relevant international instruments. To date, only 95 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994, and only 33 States are parties to the Optional Protocol thereto of 2005.

### **2. Security collaboration between the United Nations and host Governments**

64. Host Governments have primary responsibility for the protection of United Nations personnel, premises and assets. Effective collaboration and engagement with host Governments remain key components of United Nations security management. The Under-Secretary-General for Safety and Security regularly meets with authorities of host Governments to ensure close collaboration through a common understanding of the sharing of situational awareness, threat and risk analysis, the coordination of prevention and risk mitigation measures, and the management of security crises.

65. During the reporting period, the Under-Secretary-General for Safety and Security had regular bilateral engagements with Member States at United Nations Headquarters and visited and engaged with authorities of the host Governments of 14 Member States to discuss security matters and the delivery of humanitarian programmes and operations in high-risk areas. The Under-Secretary-General conducted two briefing sessions, engaging 60 Member States on the security challenges that had an impact on United Nations operations, particularly humanitarian operations.

### **3. Strengthening partnerships with non-governmental organizations**

66. Through security information-sharing, alerts, advisories and notices and operational collaboration, the Department of Safety and Security continued its efforts to strengthen collaboration with NGOs under the Saving Lives Together framework. Collaboration under the framework during the reporting period was prioritized in Ethiopia, Myanmar, Nigeria, the Sudan, Ukraine and the Sahel region. In Darfur, the Department established a humanitarian security support team under the framework to provide dedicated security support through enhanced information-sharing, including flash reports and security risk assessments, as well as coordination, training, operational and logistics support. The United Nations continued to provide direct support to NGOs, including assistance in crisis situations, medical support and, when feasible, assistance in the relocation and evacuation of personnel.

67. The Department of Safety and Security, with United Nations security management system partners, continued to promote further strategic partnerships. In June 2022, the Department organized the second international security symposium as a forum for United Nations entities, regional organizations, other intergovernmental organizations, think tanks and civil society members to discuss key strategic issues related to the evolving global security environment. The symposium, co-hosted by the Department and the African Development Bank Group, was held virtually, with over 100 participants. The next annual symposium, co-hosted by the Islamic Development Bank, is planned for 2023. In March 2022, the Department participated in the discussion series of the European Union on protecting humanitarian actors and fighting against impunity.

## **V. Moving forward: strategic focus and opportunities for strengthening security support to humanitarian personnel**

68. In early 2022, the leadership of the Department of Safety and Security launched a series of strategic initiatives to accelerate the transformation of the Department in the coming years. Building on recent change processes, the intent is to upgrade the ability of the Department to manage security risks to United Nations programmes and results in volatile and unpredictable contexts and to respond more effectively and efficiently to partner needs, notably with regard to humanitarian assistance.

69. This effort is based on the recognition that the security landscape and what is expected of the United Nations are evolving simultaneously, with new threats to address and new opportunities to seize. These opportunities include the impact of new technologies, as well as elements of the United Nations reform agenda that the Department of Safety and Security can leverage to increase its impact, such as the repositioning of the United Nations development system, the new leadership frameworks, the delegation of authority and the Secretary-General's data and innovation strategies.

70. The vision is for the Department to be a reliable, active member of the United Nations family, one that contributes to the achievement of United Nations goals in country through a risk management approach that enables the United Nations to stay and deliver its multidimensional mandates even when security circumstances deteriorate. This vision and the related knowledge and skills are emphasized in the new orientation pathway for the integrated security workforce, which was launched in 2021.

71. To this end, in any given context, the Department of Safety and Security needs to plan its presence, analysis, outputs and resources in relation to what the United Nations is seeking to achieve, as articulated in the relevant United Nations Sustainable Development Cooperation Framework or related planning instruments. More robust planning processes and capabilities will ensure that the services of the Department can enable programme delivery. As unforeseen crises hit, the Department needs to demonstrate flexibility and speed, to adjust its support and respond with the right

capabilities at the right time in the right place, so that even in times of unpredictability and crisis, the Department's support is predictable, reliable and trusted.

72. To achieve this vision, the Department of Safety and Security, as a member of the United Nations family, must also fully live by the Organization's core principles, notably with regard to gender and inclusivity, as well as in relation to management standards of compliance and evaluation for results. These obligations are important in and of themselves, but they are also critical to achieving operational excellence, and delivering high-quality, tailored and people-centred security support.

73. This vision is being implemented through the establishment of much-needed new emergency response and planning capabilities; a greater emphasis on partnerships within the United Nations and beyond, notably for surge capacity; an in-depth effort at upgrading the analytical products of the Department of Safety and Security; the diversification of profiles and skill sets; a more systematic approach to resource mobilization, based on the highest standards of donor stewardship; a modernization of the Department's information and knowledge management procedures; and a sustained emphasis on developing robust gender and inclusion action plans, supported by unwavering senior leadership engagement.

74. Throughout this process, the imperative of the Department of Safety and Security will be to continue an open dialogue with Member States and the United Nations security management system. Through this dialogue, the Department intends to listen and learn from its partners, to strengthen their understanding of and support for this vision, with adjustments as needed, in order to achieve its ultimate ambition: to make sure that United Nations programmes can be delivered safely across the world, despite high levels of unpredictability and turbulence.

## **VI. Observations and recommendations**

**75. The international community continues to call upon the United Nations to respond to complex and multiple crises marked by geopolitical divides, complex international and regional contexts, rising political tensions, economic shocks, social unrest, violent extremism, inequality and climate disasters. Agile and responsive risk management is a fundamental condition for the United Nations to manage these shifts effectively and continue to fulfil its obligations under the Charter of the United Nations and the mandates bestowed by its Member States.**

**76. I am deeply saddened by the increase in the number of United Nations civilian personnel who lost their lives as a result of acts of violence. I am equally concerned by the sharp rise in the number of United Nations personnel who have been arrested and detained, which has more than doubled. The rise in the number of intimidation and harassment incidents affecting United Nations personnel is concerning, and, of the 386 incidents reported in 2021, the majority, 300, affected locally recruited personnel. The marked increase in the number of injuries to NGO humanitarian personnel as a result of violence is also worrying.**

**77. United Nations and humanitarian personnel continued to risk their lives to bring aid and hope to those in despair. They have prevented the worst outcomes in dire humanitarian situations. In the past 18 months, 11 United Nations personnel and a reported 98 NGO humanitarian personnel lost their lives as a result of violence. I am deeply saddened by these deaths and express my sincere condolences to the families of the deceased. I condemn, in the strongest terms, all forms of violence against United Nations and humanitarian personnel. The legacies of these brave men and women live on in the commitment of the United Nations to continue to work to create a better world.**

78. In today's volatile and unpredictable security environment, the Department of Safety and Security is facing increasing demands in providing critical security support to enable the United Nations to deliver results on multifaceted mandates, particularly in responding to humanitarian crises. Within this complex context, the Department is evolving by recalibrating its strategic and operational approach, with a focus on designing services that are aligned behind United Nations mandated outcomes. The Department is therefore repositioning itself from activity-based operations to results-based security risk management, providing predictable, reliable and high-quality support to the achievement of United Nations mandate objectives in every setting, especially when security conditions deteriorate.

79. Under this repositioning, ensuring adequate and predictable resources for security remains critical. Security costs must be an integral part of programme planning and mandate consideration.

80. To better anticipate, plan for and respond to crisis situations, including by developing and implementing a surge capacity to mount an effective response, it is imperative that the Department of Safety and Security be equipped with additional resources. To this end, I call upon Member States to provide additional support through voluntary contributions to meet the growing needs for security support to enable United Nations operations in crisis settings. These contributions enable and preserve the investments made by Member States in the programming of the United Nations, notably in its humanitarian responses.

81. I remain concerned that NGOs, including United Nations implementing partners, bear a significant burden of insecurity. The localization of humanitarian aid should not translate into more lives at risk. The United Nations security management system will continue to explore how to strengthen the Saving Lives Together framework. I call for all Member States that are in a position to do so to provide additional extrabudgetary resources to support these efforts. The United Nations has an obligation, through a shared aspiration of more effective and localized implementation, to support NGO partners in managing security risks.

82. Partnership is an imperative in addressing multidimensional evolving security threats. I underscore the importance of strategic partnerships between the United Nations and regional organizations and other international partners. I welcome the continued commitments of Member States and host Governments to further strengthening strategic partnerships with the United Nations on the safety and security of United Nations and humanitarian personnel.

83. I remain deeply concerned by the systemic disrespect for international humanitarian law and international human rights law, and by impediments to the provision of humanitarian assistance in accordance with humanitarian principles. I stress the need for safe and unhindered access to deliver humanitarian assistance, and the obligation of Governments and parties to armed conflict to respect and protect humanitarian relief personnel, and to allow and facilitate the rapid and unimpeded passage of humanitarian relief for civilians in need, which is impartial in character and provided without any adverse distinction. Intentional attacks on personnel and installations involved in humanitarian assistance in accordance with the Charter of the United Nations may constitute a serious violation of international humanitarian law. I urge Governments to bring to justice the perpetrators of such violations. I welcome the efforts of Governments to address impunity for serious crimes against United Nations and humanitarian personnel.

84. I recommend that the General Assembly remain engaged on the issue of the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety or security incident	Number of personnel affected					2022 (first six months)
	2017	2018	2019	2020	2021	
Fatalities resulting from acts of violence	9	11	11	4	7	4
Fatalities resulting from safety-related incidents	13	20	33	14	11	6
Injuries resulting from acts of violence	70	67	92	100	82	47
Injuries resulting from safety-related incidents	111	114	100	89	98	51
Abduction	8	11	6	17	9	9
Robbery	402	401	423	462	563	207
Residence break-in and burglary of residence	406	382	375	312	270	91
Aggravated assault	47	41	51	62	47	19
Sexual assault	28	10	12	7	2	3
Intimidation and harassment	316	391	327	307	386	177
Arrest and detention	63	85	86	84	177	57
<b>Total</b>	<b>1 473</b>	<b>1 533</b>	<b>1 516</b>	<b>1 458</b>	<b>1 652</b>	<b>671</b>

## Annex II

**Attacks on United Nations premises and official vehicles**

<i>Category of security incident</i>	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022 (first six months)</i>
Attacks on United Nations premises	23	23	53	32	41	23
Attacks on United Nations vehicles	51	89	89	110	107	63
Intrusion into United Nations premises	150	51	154	129	127	51
<b>Total</b>	<b>224</b>	<b>163</b>	<b>296</b>	<b>271</b>	<b>275</b>	<b>137</b>

## Annex III

## United Nations civilian personnel affected by security incidents, 2021

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Recruited internationally</i>	<i>Recruited locally</i>	<i>Men</i>	<i>Women</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	7	1	6	6	1	7	Crime (6); terrorism (1)
Fatalities resulting from safety-related incidents	11	6	5	7	4	10	Road traffic crashes (9); other safety-related incidents (2)
Injuries resulting from acts of violence	82	14	68	57	25	43	Armed conflict (4), civil unrest (5), crime (70), hazards (1), terrorism (2)
Injuries resulting from safety-related incidents	98	15	83	59	39	57	Road traffic crashes (87); other safety-related incidents (12)
Abduction <sup>a</sup>	9		9	7	2	6	All personnel were released
Robbery <sup>b</sup>	563	201	362	307	256	93	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	270	85	185	152	118	73	
Aggravated assault <sup>e</sup>	47	14	33	28	19	28	
Sexual assault	2	2			2	2	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	386	86	300	228	158	64	
Arrest and detention <sup>h</sup>	177	21	156	155	22	36	
<b>Total</b>	<b>1 652</b>	<b>445</b>	<b>1 207</b>	<b>1 006</b>	<b>646</b>		

<sup>a</sup> Act of restraint through the use of, or the threat of the use of, force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or a crime aggravated by use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making someone timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Act or acts executed by State actors.

## Annex IV

**Critical security incidents affecting personnel of United Nations implementing partners, as reported to the Department of Safety and Security**

<i>Category of security incident</i>	<i>Number of personnel affected</i>					
	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022 (first six months)</i>
Personnel who lost their lives as a result of acts of violence	42	32	36	60	65	33
Personnel injured as a result of acts of violence	62	69	129	70	109	23
Abducted personnel	84	61	127	182	153	86
Armed attacks on premises	11	21	11	27	36	11
Intrusion into premises	68	59	105	73	89	63
Armed attacks on vehicles	114	72	159	166	212	157
<b>Total</b>	<b>381</b>	<b>314</b>	<b>567</b>	<b>578</b>	<b>664</b>	<b>373</b>

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Category of safety or security incident	Number of personnel affected					2022 (first six months)
	2017	2018	2019	2020	2021	
Fatalities resulting from acts of violence	–	1	–	1	–	–
Fatalities resulting from safety-related incidents	–	2	–	–	–	–
Injuries resulting from acts of violence	5	6	18	28	29	11
Injuries resulting from safety-related incidents	3	4	5	14	8	5
Abduction	–	–	1	–	–	–
Robbery	10	9	1	2	1	1
Residence break-in and burglary of residence	–	1	–	1	2	–
Assault	56	49	12	43	47	24
Sexual assault	–	–	–	–	–	–
Intimidation and harassment	109	128	57	49	87	54
Arrest and detention	21	3	7	11	19	9
<b>Total</b>	<b>204</b>	<b>203</b>	<b>101</b>	<b>149</b>	<b>193</b>	<b>104</b>



# General Assembly

Distr.: General  
20 September 2023

Original: English

---

## Seventy-eighth session

Agenda item 72

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The environments in which the United Nations operates are fraught with unpredictable security risks. Insecurity and volatility are fuelled by misinformation and disinformation, resource scarcity and civil unrest, feeding off years of accumulated political instability, armed conflict and climate change. As the United Nations expanded its programmes and humanitarian response amid unstable security conditions, the role of security as a fundamental enabler of United Nations operations, and the subsequent need for timely, effective and appropriately resourced security responses, were undisputed.

The Department of Safety and Security continued to work with host Governments and members of the international community to resolve the security-related challenges faced by United Nations humanitarian and security personnel. The Department and the United Nations security management system organizations provided people-centred security support, tailoring risk management approaches to all those they serve and to the communities with which they work. The enabling role of the United Nations security management system helped United Nations country teams preserve development gains and ensure the progress of the Sustainable Development Goals, besides supporting political and peace operations in fulfilling their mandates.

The present report provides an overview of the global security environment and its impact on the safety and security of humanitarian and United Nations personnel from 1 January 2022 to 30 June 2023. It details the Organization's response on issues under the purview of the Department of Safety and Security and the United Nations security management system, as well as the initiatives to enhance security support to humanitarian and United Nations personnel within a rapidly evolving, complex and unpredictable global security environment.



## I. Introduction

1. In its resolution 77/31, the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-eighth 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 Assembly requested that the Secretary-General include in the report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from 1 January 2022 to 30 June 2023. It provides an overview of the global security environment, the associated security threats and risks facing United Nations personnel<sup>1</sup> and the initiatives of the Department of Safety and Security to address the security challenges that the Organization faces. The report concludes with observations and recommendations for consideration by the General Assembly.

## II. Global security environment

3. Political instability continued to expand across many regions of the world, driven by increased polarization, governance failures, human rights violations and abuses and unaddressed grievances. Competition for land and resources, global financial stress, inequality and the misuse of social media for misinformation and disinformation exacerbated uncertainty, in some cases fuelling complex crises and armed conflicts.

4. Throughout the reporting period, violent extremist groups expanded across the Sahel and Central and East Africa, and remained a persistent threat across many other parts of the world. Those groups continued to issue propaganda casting humanitarian workers and organizations, including the United Nations, as legitimate targets and inciting their affiliates and sympathizers to attack them.

5. From Latin America to the Sahel and South-East Asia, clashes between criminal groups and security forces attempting to regain control of border regions have increased, restricting humanitarian access and exposing United Nations personnel, assets and operations to a higher risk of collateral harm.

6. The number of persons forcibly displaced owing to persecution, conflict, violence, human rights violations and abuses and events seriously disturbing public order rose to 108.4 million worldwide at the end of 2022,<sup>2</sup> compared with 89.3 million at the end of 2021. At the end of 2022, it was estimated that 339 million people worldwide would need humanitarian assistance and protection in 2023.<sup>3</sup> By mid-2023, 363 million people were in need of humanitarian assistance.<sup>4</sup>

<sup>1</sup> For the purpose of this report, the term “United Nations personnel” refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

<sup>2</sup> Office of the United Nations High Commissioner for Refugees, “Global trends: forced displacement in 2022”. Available at <https://www.unhcr.org/global-trends>.

<sup>3</sup> United Nations, Office for the Coordination of Humanitarian Affairs, “Global Humanitarian Overview 2023”. Available at: <https://www.unocha.org/2023gho>.

<sup>4</sup> United Nations, Office for the Coordination of Humanitarian Affairs, “Global humanitarian overview 2023: July update”. Available at: <https://www.unocha.org/publications/report/world/global-humanitarian-overview-2023-july-update-snapshot-31-july-2023>.

7. During the reporting period, attacks against humanitarian workers and on health-care workers<sup>5</sup> remained a serious concern and reflected disregard for international humanitarian law and human rights law. According to the World Health Organization surveillance system for attacks on health care,<sup>6</sup> 1,941 attacks were recorded in 16 countries and territories that resulted in 281 deaths and 607 injuries. This marked a continued increase of attacks from the previous reporting period (1,847 attacks, 476 deaths and 696 injuries).

8. The Department of Safety and Security, in collaboration with the United Nations security management system organizations, played a key role in enabling the United Nations to conduct its mandated programmes and activities safely and effectively amid the volatile global security environment.

## A. Responses to emergencies

9. The Department of Safety and Security enabled 1,111 United Nations humanitarian missions to high-risk and very high-risk areas of Ukraine, and 39 missions of the International Atomic Energy Agency to the nuclear power plants in Ukraine, including 10 missions to Zaporizhzhia. In June 2023 alone, the Department facilitated at least nine inter-agency convoys delivering 41 truckloads of life-saving supplies to the people affected by the destruction of the Kakhovka dam in Kherson Oblast of Ukraine.

10. In Ethiopia, the Department of Safety and Security supported humanitarian operations by facilitating access to local communities affected by the armed conflict, including internally displaced persons. The Department conducted 160 safety and security assessments for roads damaged by the armed conflict during the reporting period. During the armed conflict in Tigray in 2022, the Department conducted at least 215 assessments for United Nations premises and accommodations of international and national personnel.

11. In South Sudan, amidst the ongoing armed conflict in Upper Nile State, the support of the Department of Safety and Security was instrumental in keeping an important humanitarian supply route operational through information-sharing and liaising with local actors. Following the events in the Sudan in April 2023, the Department's team in South Sudan provided security information and analysis and coordinated with the relevant parties to ensure security arrangements for the reception plan of the United Nations personnel and implementing partners evacuating to South Sudan.

12. The United Nations also supported the evacuation and relocations of personnel and dependants from the Sudan through daily operational coordination meetings with the diplomatic community and United Nations security management system partners, 24/7 remote support through the Department's Crisis Coordination Centre, and coordination with relevant Member States' crisis centres. As a result, the Department enabled the movement of approximately 1,500 persons, including members of international non-governmental organizations (NGOs) and members of the diplomatic community. The collaboration with Djibouti, France, Kenya, Saudi Arabia, Uganda and the United States of America enabled the movements of 1,100 personnel and family members from Khartoum to Entebbe and Nairobi. This cooperation also enabled the air evacuation of more than a 100 personnel, including members of

---

<sup>5</sup> The World Health Organization defines an attack on health care as any act of verbal or physical violence or obstruction or threat of violence that interferes with the availability, access and delivery of curative and/or preventive health services during emergencies.

<sup>6</sup> Available at <https://extranet.who.int/ssa/Index.aspx>.

international NGOs from El Fasher to Ndjamena, and the air evacuation of personnel and their dependants from Khartoum to Djibouti.

13. In Mali, the Department of Safety and Security supported 677 field missions to enable humanitarian operations, programme delivery and implementation of the United Nations Multidimensional Integrated Stabilization Mission mandated activities in 2022 and 2023. The Department coordinated and supported eight integrated missions to provide mobile courts, increase state authority presence and provide access to justice in the Timbuktu area.

14. In Somalia, the Department of Safety and Security enabled humanitarian operations by supporting over 5,000 missions in 2022 to assist local communities facing food insecurity, persistent conflict and climate-related crises, resulting in the delivery of food aid to 235,690 people in Dhuusamarreeb, health assistance to 309,619 people in Beledweyne and non-food items to 39,565 people in Laascaanood, all areas in which aid delivery is complicated by insecurity. Through nuanced analysis of risk and tailored security risk mitigation approaches, the Department was able to extend United Nations access and support missions to very high-risk areas, including parts of the country which were previously inaccessible or did not have a permanent international presence.

15. Following the devastating earthquakes in the Syrian Arab Republic and Türkiye in February 2023, the Department of Safety and Security, in collaboration with the United Nations security management system, acted to ensure the safe delivery of humanitarian aid to vulnerable communities and the safety of United Nations and associated personnel. For instance, in Hasakah governorate, north-east Syrian Arab Republic, the Department enabled an inter-agency mission to support the delivery of essential medicines, cholera kits, and hygiene materials and assess the needs of the local population at Ra's al-Ayn's hospital, for an estimated 30,000 people. In the Syrian Arab Republic, the Department supported cross-border operations through convoy leadership and coordination.

16. In Haiti, the prevalence of gang violence continued to limit the capacity of humanitarian operations in support of local communities that face a shortage of food, outbreak of diseases and a breakdown of medical and other services. The Department of Safety and Security continued its collaboration with community leaders and host Government authorities to enable humanitarian operations and programme delivery, such as water, sanitation and hygiene and food assistance.

17. In Yemen, with the escalation of armed conflict in the first quarter of 2022, the overall operational environment was considered as very high risk owing to recurrent air strikes, drones, stand-off attacks, small arms combat and the presence of mines. The Department of Safety and Security provided extensive risk management measures to facilitate programme implementation while ensuring the safety and security of personnel and supported 3,587 humanitarian operations and United Nations programmes.

18. In Afghanistan, the Department of Safety and Security enabled humanitarian operations amid expanded demands owing to the significant changes in the security environment following the takeover by the Taliban de facto authorities in August 2021. During the reporting period, the Department conducted regular assessments to evaluate threats and manage security risks, in particular as some humanitarian organizations were exposed to threatening messages from terrorist organizations. It conducted assessments of previously inaccessible locations to enable humanitarian operations in support of local communities.

19. In Myanmar, during Cyclone Mocha in May 2023, the Department of Safety and Security supported 66 inter-agency missions, mostly in high-risk areas owing to

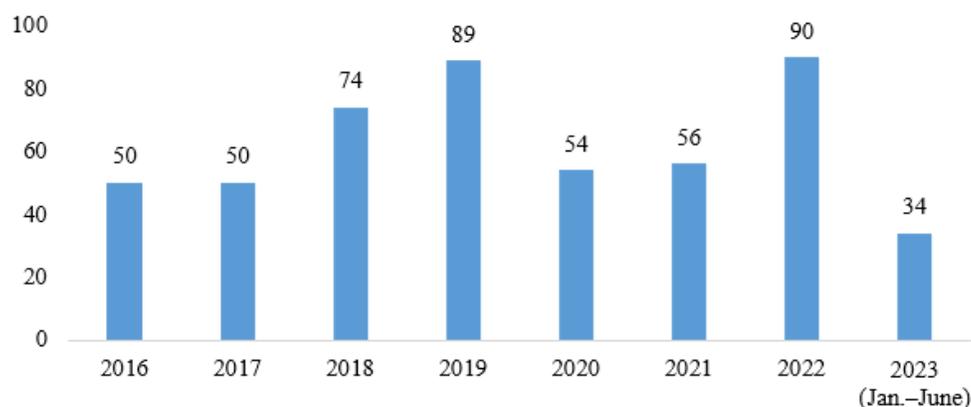
active conflicts. Those missions primarily provided humanitarian support to the internally displaced persons camps, including food distribution, water sanitation and hygiene and provisions for shelter. The Department provided support through security analysis and situational advice, and road assessments to determine access and safe passage of United Nations agencies.

20. These experiences demonstrate the importance of risk-based approaches for ensuring the safe conduct of the mandates, missions, activities, and programmes of the United Nations highlighting the Department of Safety and Security's enabling solutions that help the United Nations system to operate effectively within acceptable levels of risk, thereby ensuring that international investment in the United Nations and its partners remains protected.

## B. Surge deployment and support to field missions

21. The United Nations security management system organizations carried out surge deployments to support crisis responses. The Department of Safety and Security conducted 90 surge deployment of security personnel in 2022, compared with 56 in 2021, with a combined total of 7,230 days, thereby enabling critical United Nations humanitarian operations, including in Afghanistan, Ethiopia, the Niger, Nigeria, Ukraine and Yemen. In the first half of 2023, the Department carried out 34 surge deployments (1,647 days), including in Afghanistan, Haiti, the Niger and Türkiye.

Figure I  
Surge deployment of United Nations security professionals



22. During the reporting period, the Department of Safety and Security supported 204 missions in areas of very high-risk – those in which the likelihood and impact of serious security incidents affecting United Nations personnel are deemed to be particularly high – to enable critical United Nations programmes, including in Somalia, Ukraine and Yemen.

23. The Department of Safety and Security also coordinated protective services for senior United Nations officials on 3,734 instances of travel during the reporting period, including 238 missions that were classified as complex operations in high-risk environments.

24. The Department of Safety and Security coordinated the implementation of new technologies as force multipliers. A pilot project of a virtual operations centre based on extended reality technology was deployed in high-risk areas to protect lives, save resources and increase situational awareness.

### III. Security threats against United Nations personnel

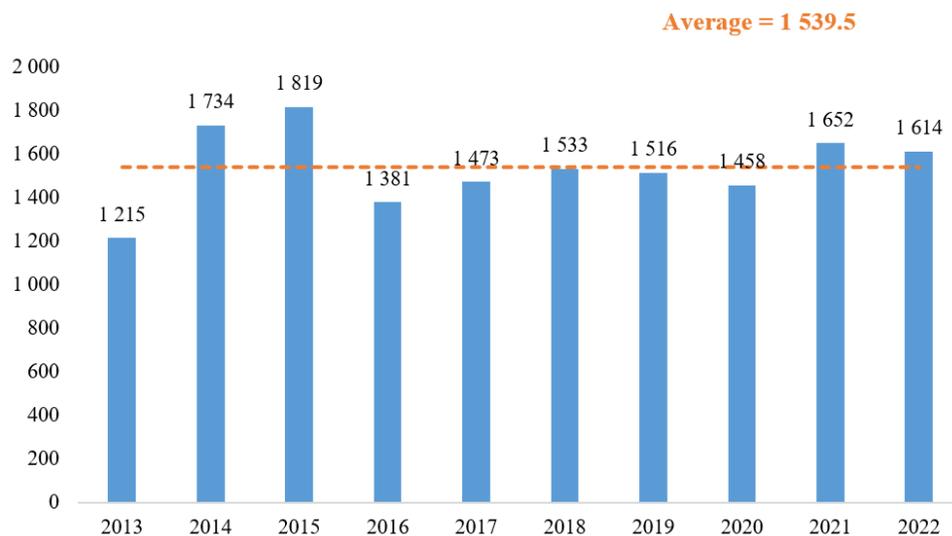
#### A. Security incidents affecting the United Nations security management system<sup>7</sup>

##### 1. Main types of incidents and their impact on United Nations personnel

25. Overall, incidents related to safety and security affected 1,614 United Nations personnel in 2022, compared with 1,652 in 2021, which represents an approximate 2 per cent decrease but remains higher than the average number of personnel affected between 2013 and 2022 (see figure II). In 2022, female United Nations personnel accounted for 46 per cent of the United Nations workforce<sup>8</sup> and 43 per cent of those affected by security and safety incidents (see annex III). In the first half of 2023, incidents related to safety and security affected 774 United Nations personnel (see annex I), compared with 671 in the first half of 2022.

Figure II

#### United Nations personnel affected by safety and security incidents

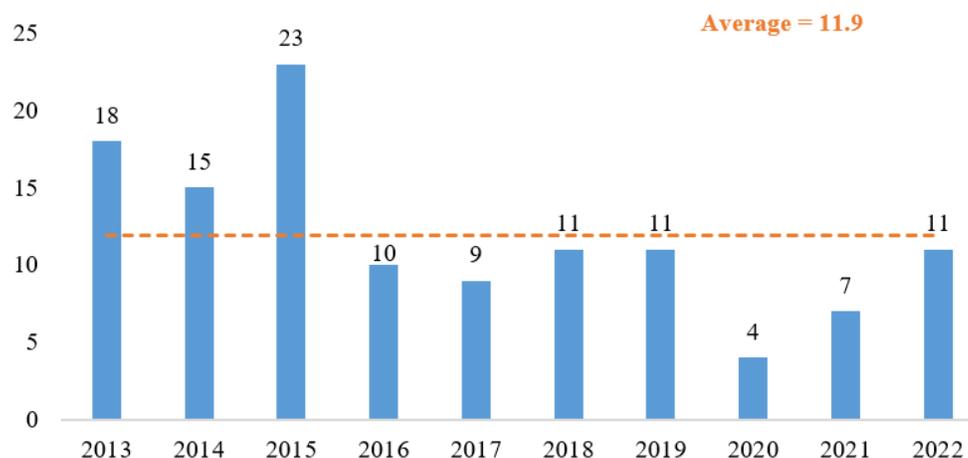


26. In 2022, 11 United Nations civilian personnel lost their lives as a result of acts of violence, compared with seven in 2021 (see figure III). The fatalities occurred in the Democratic Republic of the Congo, Guinea, Haiti, Kenya, Myanmar, Somalia, South Sudan and Zimbabwe.

<sup>7</sup> The United Nations security management system is composed of all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations on security management.

<sup>8</sup> Calculations of the total number of personnel by gender is based on the Chief Executives Board for Coordination Personnel Statistics published in August 2022.

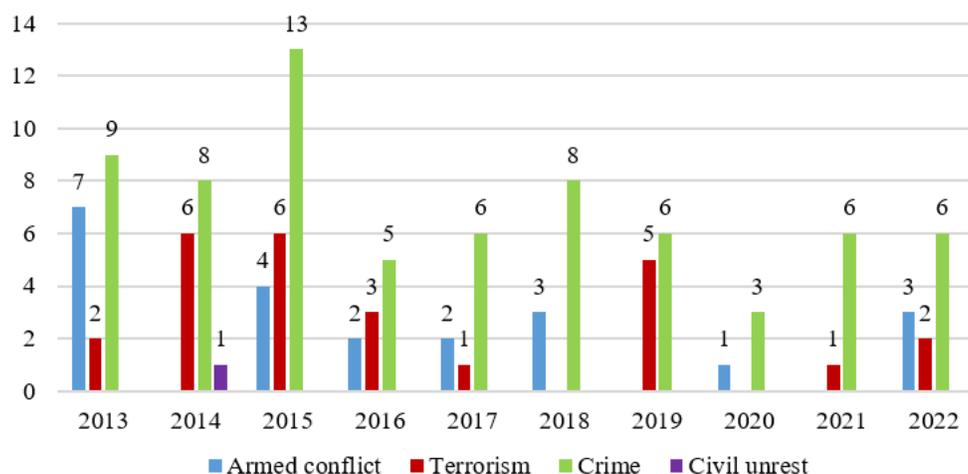
Figure III  
**Fatalities of United Nations civilian personnel resulting from violence**



27. In 2022, 6 out of the 11 fatalities were the result of criminal acts, 2 were attributed to terrorism and 3 to armed conflict (see figure IV). Crime-related incidents continued to be the primary source of violent deaths of United Nations personnel.

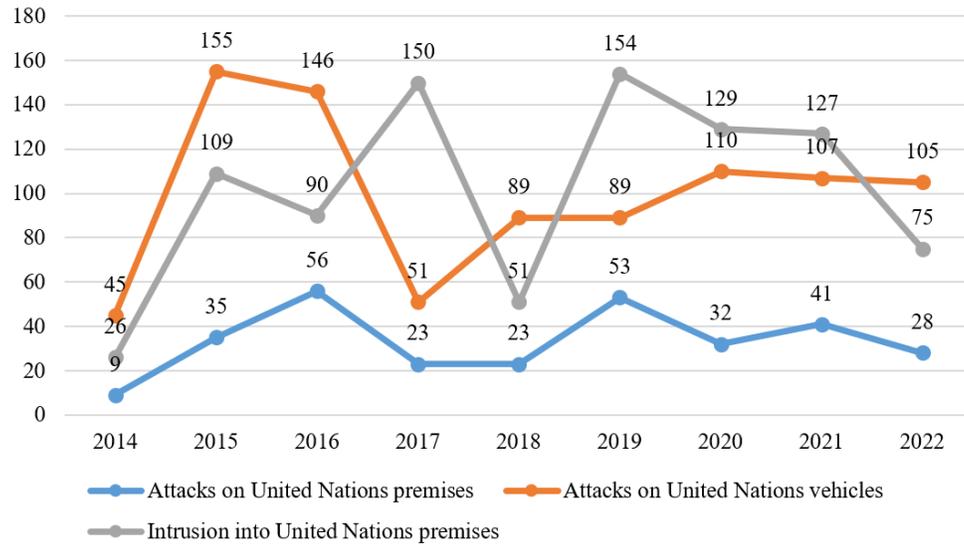
28. In the first half of 2023, nine United Nations personnel lost their lives as a result of violence in the Democratic Republic of the Congo, Lesotho, Madagascar, Somalia and the Sudan. Five of the fatalities occurred as a result of the violence in the Sudan.

Figure IV  
**Fatalities of United Nations personnel resulting from violence, by category of threat**



29. In 2022, there were 28 reports of attacks on United Nations premises, 105 attacks on United Nations vehicles and 75 intrusions into United Nations premises, for a total of 208 incidents, compared with 41 attacks on premises, 107 attacks on vehicles and 127 intrusions in 2021 (see figure V and annex II). As a result of these incidents, 69 United Nations vehicles were lost or damaged. Most attacks occurred in the Democratic Republic of the Congo, Mali and South Sudan. In the first half of 2023, there were 39 attacks on United Nations premises, 78 attacks on United Nations vehicles and 94 intrusions into United Nations premises, for a total of 211 incidents. Most incidents occurred during the compound intrusions in the Sudan.

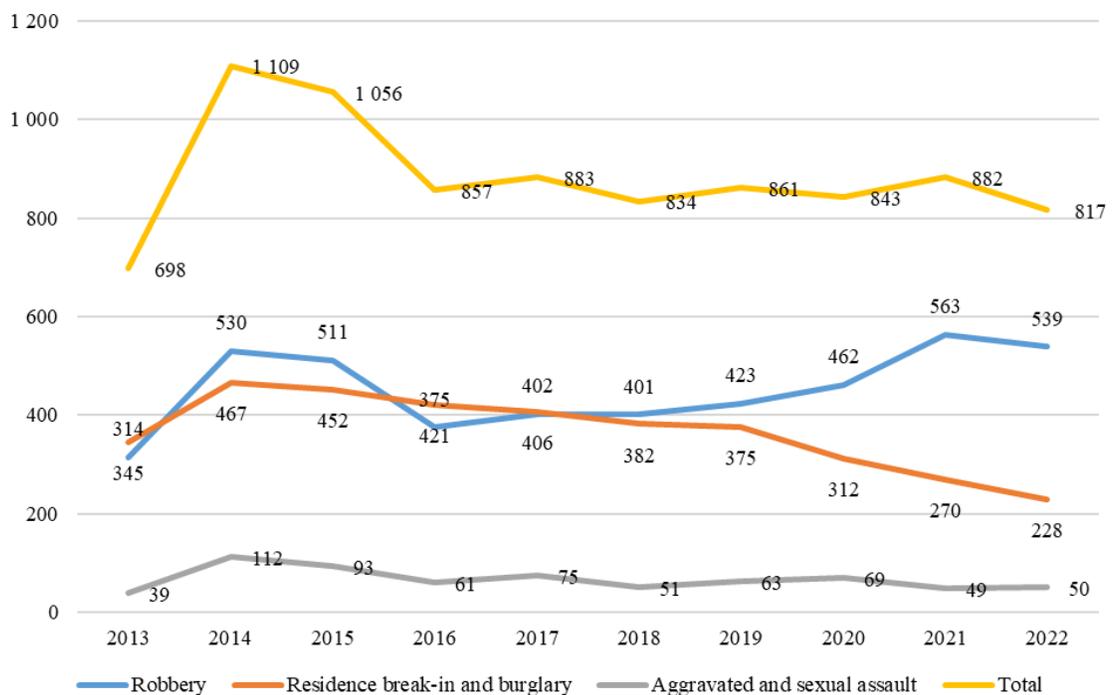
Figure V  
**Attacks on United Nations premises and United Nations official vehicles**



*Crime*

30. Of the 1,614 United Nations personnel affected by safety and security incidents in 2022, 817 were affected by crimes, which included robberies, residence break-ins, burglaries, aggravated assault and sexual assault, which is a small decrease compared with 882 incidents in 2021 (see figure VI). Of the United Nations personnel affected by crime in 2022, 501 were locally recruited.

Figure VI  
**United Nations personnel affected by crime, by category**



### *Terrorism*

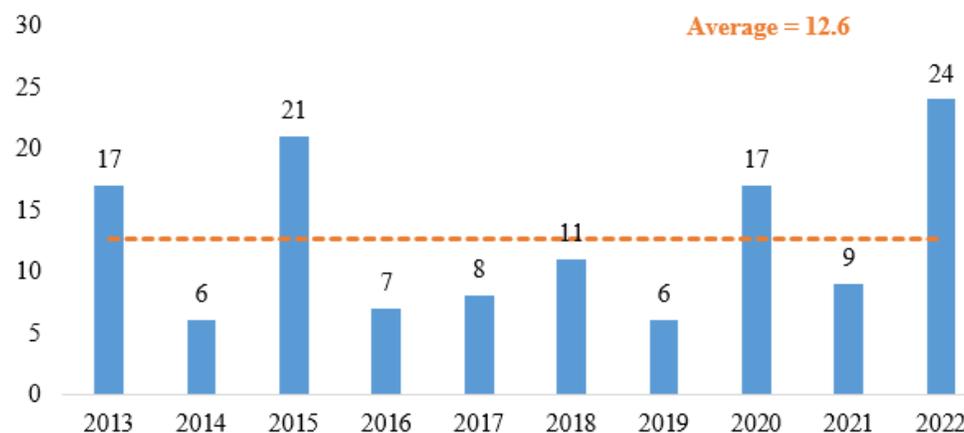
31. During the reporting period, three United Nations personnel were killed and six were injured as a result of terrorism. In September 2022, a roadside improvised explosive device exploded outside of Beledweyne in Somalia and killed a local United Nations personnel. In October 2022, two vehicle-borne improvised explosive devices detonated near host Government premises, killing over 100 persons, including a local United Nations personnel. In June 2023, a local United Nations personnel was killed in an attack involving two person-borne improvised explosive devices and active shooters in a hotel in Mogadishu. In these instances, the personnel were off duty. Indiscriminate terrorist attacks on public spaces continued to be a threat to United Nations personnel in Somalia, even if they are not direct targets.

### *Abductions*

32. Twenty-four United Nations personnel were abducted in 2022, a significant increase from nine abducted in 2021 (see figure VII and annex I). Of the 24 abductions, 16 evolved into hostage situations when the hostage-takers demanded ransom, compared with five in 2021. In the first half of 2023, eight United Nations personnel were abducted; one incident evolved into a hostage situation.

33. In Yemen, the Department of Safety and Security, with the support of Member States, secured the release of all five United Nations personnel abducted. In Haiti, hostage-taking continues to be a threat affecting United Nations personnel and their families. In the Central African Republic and Mali, the Department established hostage incident management cells in response to incidents affecting three United Nations personnel, resulting in their release. The personnel were not targeted because of their connection to the United Nations. Hostage-taking, for ransom or political purposes, continued to be an issue affecting United Nations personnel, dependants, and operations in Mali during the reporting period.

Figure VII  
**Abductions of United Nations personnel**



### *Safety-related incidents, including road traffic crashes*

34. In 2022, 15 United Nations personnel lost their lives as a result of safety-related incidents, compared with 11 personnel in 2021 (see annex I), including six United Nations personnel who died as a result of road traffic crashes (see figure VIII), five deaths occurred while using private motor vehicles or public transportation. In 2022, 165 personnel were injured as a result of safety-related incidents, which represents a significant increase compared with 98 in 2021. Most safety-related incidents resulting

in injuries were owing to road traffic crashes. As restrictions resulting from the coronavirus disease (COVID-19) pandemic eased in 2022, injuries resulting from road traffic crashes increased.

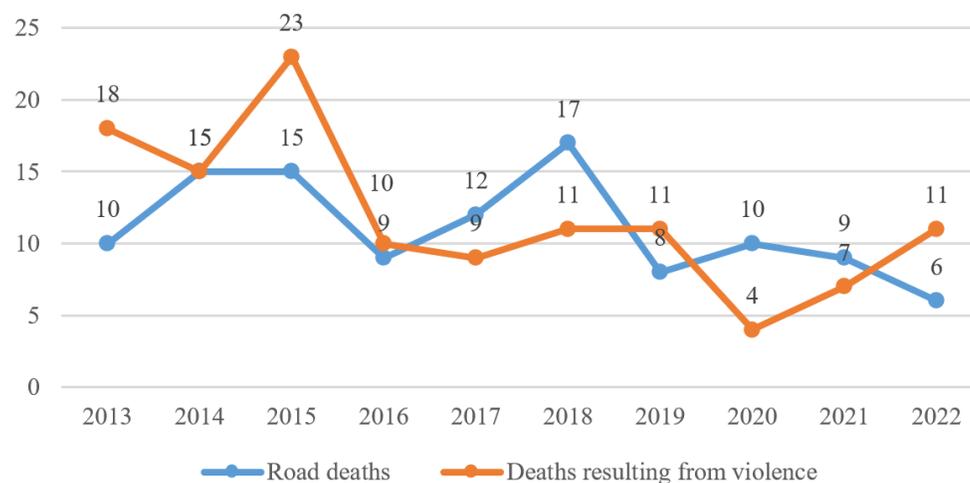
35. In the first half of 2023, 10 United Nations personnel lost their lives, and 71 were injured as a result of safety-related incidents. The fatalities included six United Nations personnel who died owing to road traffic crashes, five deaths occurred while using private motor vehicles or public transportation. The fatalities also include four personnel who died as a result of the earthquake in Türkiye in February 2023.

36. During the reporting period, 25 non-United Nations personnel died and 126 were injured as a result of road traffic crashes involving United Nations vehicles. There were 16 civilian casualties involving United Nations vehicles. The fatalities occurred in Bangladesh, the Central African Republic, the Democratic Republic of the Congo, Kenya, Lebanon, Pakistan, Senegal, Sierra Leone, Uganda, Zambia and Zimbabwe.

37. As part of the United Nations system's initiative Second Decade of Action for Road Safety 2021–2030, the Department of Safety and Security and the United Nations security management system organizations conducted awareness-raising activities to assist in reaching the initiative's target of reducing road traffic fatalities by 50 per cent by providing United Nations and associated personnel comprehensive guidelines and standards on road safety.

Figure VIII

**Fatalities of United Nations personnel resulting from road traffic crashes, compared with those resulting from violence**



*Sexual assaults*

38. The number of reported sexual assaults on United Nations personnel in 2022 increased to 16 cases from two cases in 2021. In the first six months of 2023, two sexual assaults were reported. All the United Nations personnel who reported being sexually assaulted during the reporting period were women. Gender-based security incidents, including sexual assaults, continue to be significantly underreported across the United Nations security management system.

*Intimidation and harassment*

39. There were 351 reported incidents of intimidation and harassment of United Nations personnel by external threat actors in 2022, a decrease from 386 incidents reported in 2021. The majority of cases occurred in South Sudan.

### *Arrests and detention of United Nations personnel*

40. In 2022, 107 United Nations personnel were arrested or detained by national authorities, compared with 177 in 2021. Most arrests took place in the Central African Republic, the Democratic Republic of the Congo, Ethiopia and South Sudan. In the first half of 2023, 44 United Nations personnel were arrested or detained by national authorities. As at June 2023, two United Nations personnel remained in detention.

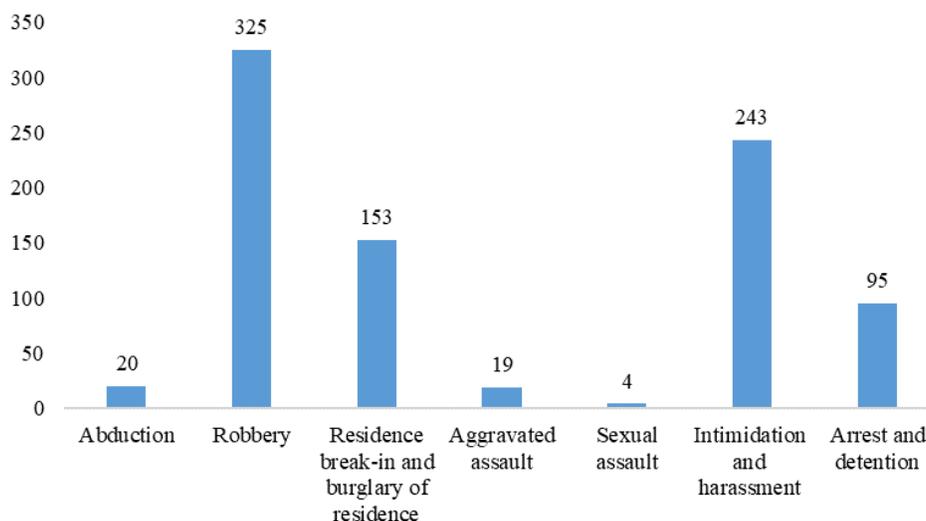
## **2. Security of locally recruited personnel**

41. Locally recruited personnel continued to be more affected in absolute numbers (1,079 out of 1,614, about 67 per cent) than internationally recruited personnel (535 out of 1,614) by security incidents resulting in fatalities and injuries, abduction, robbery, residence break-ins and burglaries, aggravated assault, intimidation and harassment, and arrest and detention (see figure IX and annex III). International personnel were more affected, in absolute numbers, by reported instances of sexual assault.

42. In 2022, locally recruited personnel accounted for seven out of 11 personnel killed as a result of violent acts, with incidents occurring in the Democratic Republic of the Congo, Guinea, Haiti, Myanmar, Somalia and South Sudan. Twenty of the personnel abducted in 2022 were locally recruited.

Figure IX

### **Incidents affecting locally recruited personnel, 2022**



## **B. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel**

### **1. Impact of security threats on humanitarian personnel of non-governmental organizations**

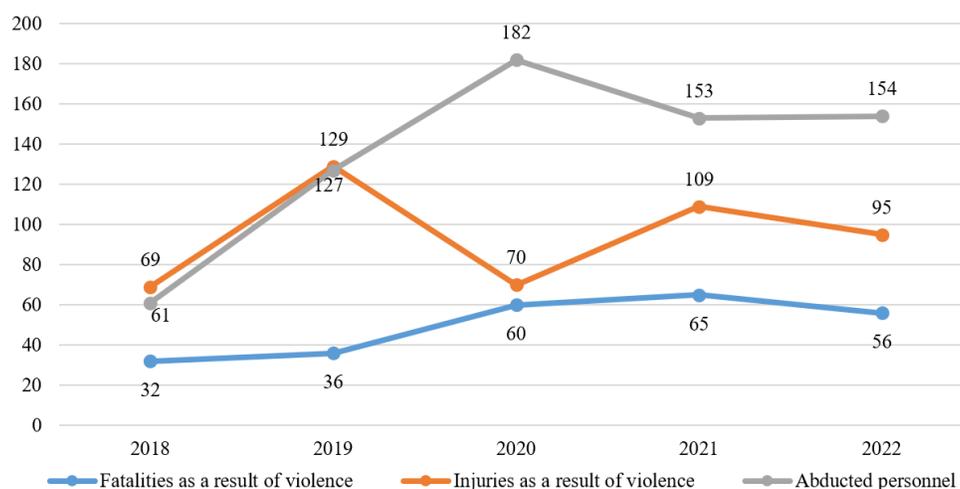
43. Critical incidents affecting humanitarian personnel of United Nations implementing partners increased from 664 in 2021 to 812 in 2022 (see annex IV). In 2022, 56 NGO humanitarian personnel working in close cooperation with the United Nations were killed, 95 were injured as a result of acts of violence and 154 were abducted, compared with 65 killed, 109 injured and 153 abducted in 2021 (see figure X). There were 44 armed attacks on premises, 153 intrusions into premises and

310 armed attacks on vehicles. Most of these incidents occurred in Afghanistan, the Central African Republic, Somalia, South Sudan and Yemen.

44. As in previous years, NGOs and implementing partners shared reports on security incidents with the Department of Safety and Security on a voluntary basis. The data should be seen as a minimum and not a fully accurate reporting of incidents. In addition, the data cannot be verified or compared with other existing databases based on different methodologies.

Figure X

**Security incidents affecting personnel of non-governmental implementing partners, as reported to the Department of Safety and Security**



**2. Security incidents affecting the area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East<sup>9</sup>**

45. Employing some 32,000 personnel, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) delivers humanitarian assistance to approximately 5.9 million Palestine refugees.<sup>10</sup> In 2022, 29 area personnel were injured in security and safety-related incidents, 22 as a result of an act of violence, and 7 in safety-related incidents; 30 area personnel suffered assaults while carrying out their duties and 96 suffered intimidation, threats of violence, and harassment. In the first half of 2023, 13 area personnel were injured, as a result of violence, and 12 area personnel were assaulted (see annex V).

46. During the reporting period, there were no abductions of area personnel, and no reported sexual assault or sexual harassment. A total of 195 area personnel were affected by security and safety-related incidents in 2022, compared with 193 in 2021. In the first half of 2023, 86 area personnel were affected by security and safety-related incidents. During the reporting period, there were five attacks against premises and 14 intrusions into premises.

<sup>9</sup> United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) area personnel are not covered by the United Nations security management system.

<sup>10</sup> The UNRWA data are based on security incidents reported to and recorded in the United Nations Relief and Works Agency for Palestine Refugees in the Near East area security information management system.

## **IV. Strengthening the United Nations security management system**

47. The United Nations security management system, led and coordinated by the Department of Safety and Security, continually adapts to the challenges of operating in highly complex and volatile security environments. The collaborative efforts made to enable the United Nations to conduct its mandated programmes and activities safely and efficiently are described below.

### **A. Enhancing security risk management preparedness and response capacities**

#### **1. Updating the framework of safety and security policies**

48. The Inter-Agency Security Management Network continued to lead the development of system-wide security policies at the United Nations. To ensure that its guidance is effective and up to date, the Network oversaw substantial revisions to several security management policies, including policies on the applicability of the United Nations security management system, risk avoidance, hostage risk management, residential security measures and armed private security companies. In addition, the Network developed guidance on diverse security-related issues, including guidelines on physical security for United Nations premises, road safety and the electronic travel advisory application.

49. Through the Inter-Agency Security Management Network Working Group on Gender and Inclusivity, the Department of Safety and Security, the United Nations High Commissioner for Refugees and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) continued to review security policies, security training and security risk management processes to ensure adequate incorporation of people-centred approaches.

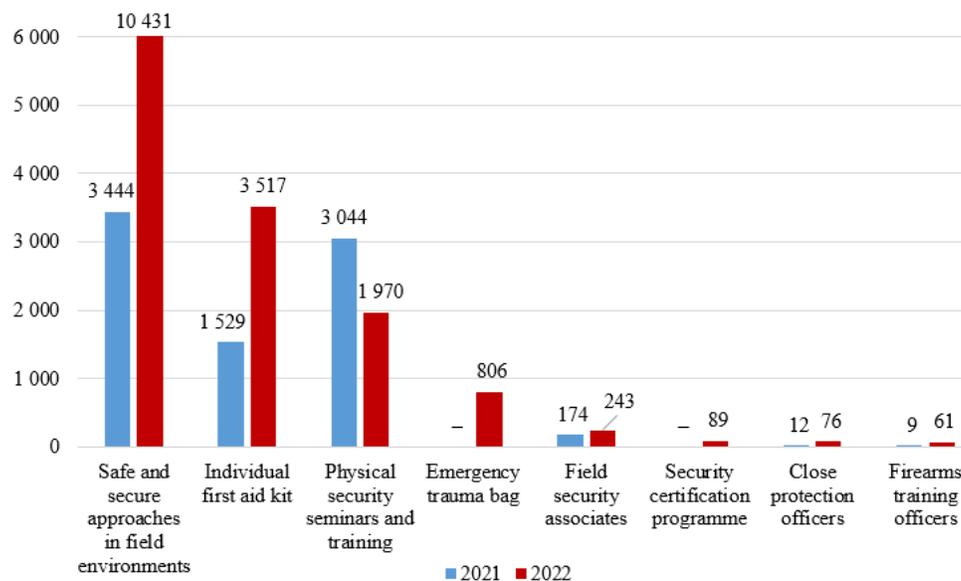
#### **2. Security training**

50. During the reporting period, the Department of Safety and Security trained 194 participants from United Nations security management system organizations in security analysis processes and practices and provided seven online security threat information trainings with 180 participants to strengthen the skills of United Nations security personnel on security threat information analysis.

51. The Department of Safety and Security and the United Nations security management system continued their review of security training modules, processes and systems, including the security risk management process and the security and safety incident reporting system to better identify people-centred security risks, support personnel who experience gender-based security incidents and strengthen the United Nations' ability to design and implement people-centred security risk management. The United Nations security management system also collaborated on identifying and sharing effective practices in the recruitment and retention of women personnel in the security workforce, including in high-risk contexts.

52. In collaboration with the United Nations security management system organizations, most of the training events planned in 2022 were executed with targets exceeded in some cases (see figure XI).

Figure XI  
**Security training**  
 (Number of trained personnel)



53. In 2022, the Department of Safety and Security, in collaboration with the United Nations security management system, delivered 850 security management team training courses, compared with 787 in 2021, and 154 designated official training courses to decision makers, compared with 169 in 2021. During the reporting period, the Department completed six crisis management training courses for 122 designated officials to increase their knowledge on security plans and security risk management and prepare them for possible crisis incidents with greater confidence.

54. The Department of Safety and Security provided guidance to strengthen physical security knowledge of United Nations security professionals managing security risks at United Nations premises. The Department supported specific in-country activities by providing 18 assessments of buildings for 13 United Nations organizations in 20 countries, including areas of high risk such as Afghanistan, Somalia, the Syrian Arab Republic, Ukraine and Yemen. The Department conducted 51 technical assessments that provided advice on specific components of physical security, produced seven information bulletins and trained 425 personnel in the use of the physical security assessment tool.

### 3. Digital transformation

55. In its efforts to adopt an agile approach to digital transformation and to promote digital innovation, in line with the Secretary-General's Data Strategy for Action by Everyone, Everywhere, the Department of Safety and Security has been ensuring continuous improvements in its security risk management and the safety and security incident recording system processes and tools. In December 2022, the Department established a team to implement recommendations proposed by the Inter-Agency Security Management Network working group for security risk management and safety and security incident recording system. During the first half of 2023, the team implemented improvements to the security risk management e-tool in collaboration with the Office of Information and Communications Technology. The priority is on revitalizing training of security personnel on data entry of safety and security incidents impacting the United Nations and in supporting improvements in data

visualization by developing an interactive dashboard displaying global trends of safety and security incidents impacting the United Nations.

56. To enhance the visibility of the United Nations security management system and improve the security awareness of United Nations personnel, the Department of Safety and Security developed a series of activities in partnership with the Inter-Agency Security Management Network, including the United Nations security management system website, a platform designed to provide comprehensive and accessible information about all security matters covering security clearance, travel advisories, tools, training and resources. The Department also planned a security week, an event dedicated to fostering a security-conscious culture within the United Nations.

#### **4. Strengthening evaluation and best practices**

57. During the reporting period, the Department of Safety and Security continued to strengthen its evaluation function as a critical dimension of security risk management preparedness, institutional accountability and learning for greater performance and results. In March 2023, the Department rolled out a new internal evaluation policy which describes the principles and framework of the evaluation function and outlines how evaluations are to be planned, conducted and used.

58. The Department of Safety and Security concluded an evaluation of the Strategy on Gender Equality and the Empowerment of Women (2015–2021) highlighting progress made in the Department's gender parity goals and in advancing gender focused security responses and setting out the areas in which the Department must strive to do better. The Department also initiated evaluations of the Emergency Trauma Bag training and the Department's psychosocial well-being strategy, and revamped its lessons learned and best practices collection process, which will be articulated in new lessons learned guidelines.

#### **5. Psychosocial response to critical incidents**

59. In 2022, the Department of Safety and Security led a United Nations system-wide initiative and developed a field manual on psychosocial support in crisis situations for United Nations staff counsellors and stress counsellors. The Department also developed the first compilation of technical guidelines for the use of information technologies in psychosocial support services in the United Nations.

60. In 2022, regular technical supervision was provided to 105 United Nations field counsellors. Stress management and resilience-building sessions were provided to 26,919 personnel. The resilience of security managers was enhanced by training on stress prevention and management to 165 principal security advisers, chief security advisers and security advisers.

61. In 2022, the Department of Safety and Security coordinated the United Nations psychosocial support response in major emergencies, such as those in Afghanistan, Ethiopia, Haiti and Ukraine, and supported hostage incident management activities in the Democratic Republic of the Congo, Haiti, Nigeria and Yemen. The Department supervised field counsellors providing emotional first aid and stress counselling to 16,446 personnel and delivered 1,405 managerial consultations to support managers dealing with critical incidents affecting their teams.

62. A comprehensive psychosocial well-being strategy for the Department of Safety and Security and the integrated security workforce personnel was launched in February 2022 as a departmental strategic priority. This incorporates psychosocial well-being considerations into departmental decision-making, building resilience of the workforce, destigmatizing psychosocial support, and setting up prioritized

counselling services for the integrated security workforce in hazardous locations. By harnessing the state-of-the-art psychosocial information and data management platform, the Department collected and analysed comprehensive global data on psychosocial needs of United Nations personnel and dependants. Data-driven insights are being used to identify emerging psychosocial needs, ongoing resource gaps and strengthen critical incident stress preparedness and management.

63. During the first half of 2023, the Department of Safety and Security enhanced the preparedness of United Nations personnel by delivering stress management and resilience-building sessions to 10,268 personnel in field locations, including 140 security managers. The Department supervised field counsellors providing emotional first aid and stress counselling support to 6,100 personnel following reported critical incidents and conducted 638 managerial consultations to support United Nations managers dealing with critical incidents affecting their teams.

## **6. Foresight and resilience building**

64. To continue providing trusted and reliable security services that enable United Nations operations worldwide, the Department of Safety and Security engaged more systematically with United Nations planning processes at the country level, including the common country assessment and the Sustainable Development Cooperation Framework. Using existing resources, the Department also established the Operational Resilience Unit to work with regional desks and assist country operations to better plan their support to the United Nations system, based on foresight analysis and quality assurance of planning products. The intent is to align the Department's services with planned development and humanitarian results, and to ensure that the Department is always prepared to support United Nations operations even if and when security situations deteriorate.

65. In addition, an emergency response unit is being established to provide extra capacity, remotely and in-country, as needed, in contexts of emergency. The Unit has developed partnerships with the Office for the Coordination of Humanitarian Affairs to ensure joint operational planning and the Department of Operational Support for access to their rosters of specialized expertise and to expedite deployments.

## **7. Aligning security with United Nations priorities**

66. During the reporting period, the Department of Safety and Security accelerated the adoption and mainstreaming of various components of the United Nations reform and the initiatives of the Secretary-General within its operations.

67. The Department of Safety and Security implemented measures to counter any form of racism. A senior advocate was appointed, and a comprehensive action plan was disseminated to all staff, with progress regularly monitored at the highest level.

68. In collaboration with the Office of the Special Coordinator on improving the United Nations response to sexual exploitation and abuse, the Department of Safety and Security organized an awareness-raising briefing to its workforce during a town hall meeting, followed up with a comprehensive communication campaign and developed specific training material.

69. In collaboration with the Department of Peace Operations, which launched a project related to misinformation and disinformation in peacekeeping contexts, the Department of Safety and Security organized a series of workshops aimed at equipping its staff with the necessary skills to identify, analyse and counter misleading information.

70. The United Nations security management system continued to play a critical role in enabling the delivery of programmes and initiatives aimed at achieving the

Sustainable Development Goals. For example, in response to the devastating earthquake in the Philippines, the United Nations security management system worked closely with the country team to develop comprehensive safety protocols for climate-related risks. This collaboration ensured the uninterrupted delivery of United Nations services, helping the country preserve its path towards affordable and clean energy (Goal 7) and climate action (Goal 13).

71. The focus on Sustainable Development Goals was also applied in conflict and post-conflict contexts. In Ukraine, the United Nations security management system implemented robust security measures to allow the United Nations presence in its efforts to deliver humanitarian aid and preserve sustainable development gains. This proactive security management allowed the United Nations country team to focus on its mission, leading to significant progress in improving access to quality education (Goal 4) and promoting gender equality (Goal 5).

## **B. Enhancing security collaboration**

### **1. Strengthening engagement with host Governments**

72. Host Governments have primary responsibility for the protection of United Nations personnel, premises and assets. Effective collaboration and engagement with host Governments remain key components of United Nations security management. The Department of Safety and Security continued to facilitate collaboration with host Governments in responding to crises and to address restrictions faced while acquiring the necessary capacities to mitigate identified risks and to strengthen support for United Nations personnel and operations. The Department also continued to collaborate with host Governments to remove barriers facing United Nations international security personnel to support security risk management on the ground owing to non-issuance of visas.

73. The Under-Secretary-General for Safety and Security regularly met with authorities of host Governments to ensure close collaboration through a common understanding and sharing of situational awareness, threat and risk analysis, the coordination of prevention and risk mitigation measures, and the management of security crises. The Under-Secretary-General met with host Governments during field visits where security needs and concerns were discussed and sought to enhance understanding of the Department of Safety and Security through, for example, briefing sessions with Member States in New York.

### **2. Strengthening partnerships with non-governmental organizations**

74. The Department of Safety and Security continued its efforts to strengthen collaboration with NGOs under the Saving Lives Together framework, focusing on systematic collaboration with NGO security platforms in high-risk areas, improving information sharing and crisis preparedness. This helped to effectively manage the response to security incidents and crises, most notably during the response to the crisis in the Sudan in April-May 2023, where the well-established Saving Lives Together collaboration was instrumental in effectively supporting NGOs and ensuring that their personnel could join United Nations relocation operations out of Khartoum and other duty stations affected by the conflict. International NGO security managers further participated in the Department's hostage incident management courses and crisis management training courses for designated officials.

75. The Department of Safety and Security, with United Nations security management system partners, continued to promote strategic partnerships and organized the third international security symposium in May 2023 as a forum for the United Nations, regional organizations and other stakeholders to enhance collaboration on security

issues. The symposium, co-hosted by the Islamic Development Bank Group, brought together over 90 participants. The next symposium, co-hosted by the Asian Infrastructure Development Bank, is planned for 2024.

### **3. Addressing impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel**

76. The United Nations collaborates closely with host Governments, which have primary responsibility for protecting United Nations personnel deployed in their territory and for ensuring respect for the privileges and immunities of those personnel. The Organization encourages Member States to abide by relevant international instruments. To date, only 95 States are parties to the Convention on the Safety of United Nations and Associated Personnel of 1994, and only 33 States are parties to the Optional Protocol thereto of 2005.

## **V. Moving forward: strategic focus and opportunities for strengthening security support to humanitarian personnel**

77. The Department of Safety and Security will increase efforts to further embed results-based planning notably through dedicated support and capacity-building to country offices and the development of country programmes that articulate the Department's support to United Nations mandates, priorities and results.

78. Prioritizing the agility and resilience of the United Nations security system, the Department of Safety and Security will continuously monitor its preparedness and ability to respond to sudden deteriorations of the security environment.

79. Adequate preparedness will not be possible without addressing critical gaps that have been identified by partners and decision makers in relation to the approach of the Department of Safety and Security to analysis. The coming year will see changes that strengthen the Department's analysis for foresight and planning, and re-orient analytical products that support security advice and decision-making around United Nations programmes in insecure environments.

80. This commitment and effort will be sustained through multiple tracks: partnerships on planning with the United Nations system, especially with the resident coordinator system, with the Office for the Coordination of Humanitarian Affairs, the Department of Operational Support, the Department of Political and Peacebuilding Affairs and the Department of Peace Operations on emergency response and support, and with multiple partners on analysis, human-resource development for a diverse and capable workforce, innovation and adaptation, including on digital transformation to support collaboration, rapid decision-making and efficiency, gender and inclusion to make our operations more effective, more accepted, and more representative of needs, and resource mobilization to equip the Department of Safety and Security with the right capabilities, at the right level, at the right time.

## **VI. Observations and recommendations**

81. **The international community continues to call upon the United Nations to respond to complex and unpredictable crises often in volatile security environments in which our personnel can be vulnerable to myriad threats. Agile, coordinated and information-based security risk management approaches are fundamental for the United Nations to deliver on its mandates bestowed by its Member States and continue to fulfil its Charter obligations even in very high-risk settings.**

82. United Nations and humanitarian personnel continued to risk their lives to bring aid and hope to those in despair. Any death or injury to United Nations or humanitarian personnel is unacceptable. In 2022, 11 United Nations personnel, the majority of which were locally recruited personnel, and, reportedly, 56 NGO humanitarian personnel have lost their lives as a result of violence. In the first half of 2023, nine United Nations personnel have died. I am deeply saddened by these deaths and express my sincere condolences to the families. I condemn, in the strongest terms, all forms of violence against United Nations and humanitarian personnel. The legacies of these brave personnel live on in the commitment of the United Nations to continue to work to create a better world.

83. I am deeply concerned by the sharp rise in the number of abductions of United Nations personnel, which has almost tripled, with 24 incidents in 2022, and the considerable increase in the reported number of sexual assaults affecting United Nations personnel. I remain also deeply concerned by the systemic disregard for international humanitarian law and human rights law and urge Governments to investigate allegations of violations promptly, thoroughly and effectively through independent and impartial bodies and bring perpetrators of such violations to justice. I welcome the efforts of Governments to address impunity for serious crimes against United Nations and humanitarian personnel.

84. I remain concerned that NGOs, including United Nations implementing partners, bear a significant burden of insecurity. The localization of humanitarian aid should not translate into more lives at risk. The United Nations security management system will explore how to strengthen the Saving Lives Together framework. I call for all Member States in a position to do so to provide additional extrabudgetary resources to support these efforts. The United Nations has an obligation, through a shared aspiration of more effective and localized implementation, to support NGO partners in managing security risks.

85. In this challenging environment, I underscore the importance of partnerships between the United Nations, the United Nations security management system, regional organizations and other international partners and welcome the continued collaboration and cooperation of Member States and host Governments with the United Nations on the safety and security of United Nations and humanitarian personnel. Strategic partnerships that enable coordinated responses are an imperative in addressing multidimensional security threats effectively and efficiently.

86. Another priority is to ensure adequate and predictable resources for security. To better anticipate and respond to emergency situations, security costs must be an integral part of programme planning and mandate consideration.

87. I call upon Member States to provide additional support through voluntary contributions to meet the continuing growing needs for security support to enable United Nations operations.

88. Such support is essential for maintaining a collective security management system that provides the most effective and efficient approach to ensuring the safety and security of United Nations operations and personnel. The efforts of the Department of Safety and Security to reorient its tasks and resources towards results and operational resilience is central to the strength of this collective system, and I call on all external partners to continue to work closely with the Department to ensure the system's sustainability and effectiveness.

89. I recommend that the General Assembly remain engaged on the safety and security of United Nations personnel and continue to provide full support to the United Nations security management system.

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety or security incident	Number of personnel affected						2023
	2017	2018	2019	2020	2021	2022	(Jan.–June)
Fatalities resulting from acts of violence	9	11	11	4	7	11	9
Fatalities resulting from safety-related incidents	13	20	33	14	11	15	10
Injuries resulting from acts of violence	70	67	92	100	82	124	59
Injuries resulting from safety-related incidents	111	114	100	89	98	165	71
Abduction	8	11	6	17	9	24	8
Robbery	402	401	423	462	563	539	269
Residence break-in and burglary of residence	406	382	375	312	270	228	131
Aggravated assault	47	41	51	62	47	34	20
Sexual assault	28	10	12	7	2	16	2
Intimidation and harassment	316	391	327	307	386	351	151
Arrest and detention	63	85	86	84	177	107	44
<b>Total</b>	<b>1 473</b>	<b>1 533</b>	<b>1 516</b>	<b>1 458</b>	<b>1 652</b>	<b>1 614</b>	<b>774</b>

## Annex II

**Attacks on United Nations premises and official vehicles**

<i>Category of security incident</i>	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023 (Jan.–June)</i>
Attacks on United Nations premises	23	23	53	32	41	28	39
Attacks on United Nations vehicles	51	89	89	110	107	105	78
Intrusion into United Nations premises	150	51	154	129	127	75	94
<b>Total</b>	<b>224</b>	<b>163</b>	<b>296</b>	<b>271</b>	<b>275</b>	<b>208</b>	<b>211</b>

## Annex III

## United Nations civilian personnel affected by security incidents, 2022

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Recruited internationally</i>	<i>Recruited locally</i>	<i>Men</i>	<i>Women</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	11	4	7	10	1	10	Armed conflict (3); Crime (6); Terrorism (2)
Fatalities resulting from safety-related incidents	15	5	10	9	6	13	Road traffic crashes (6); other safety-related incidents (9)
Injuries resulting from acts of violence	124	35	89	80	44	47	Armed conflict (1); Civil unrest (5); Crime (115); Terrorism (3)
Injuries resulting from safety-related incidents	165	51	114	103	62	55	Vehicular accident (135); other safety related incidents (30)
Abduction <sup>a</sup>	24	4	20	20	4	7	All personnel were released as of August 2023
Robbery <sup>b</sup>	539	214	325	269	270	92	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	228	75	153	124	104	68	
Aggravated assault <sup>e</sup>	34	15	19	16	18	19	
Sexual assault	16	12	4	–	16	9	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	351	108	243	193	158	68	
Arrest and detention <sup>h</sup>	107	12	95	90	17	35	2 remain in detention
<b>Total</b>	<b>1 614</b>	<b>535</b>	<b>1 079</b>	<b>914</b>	<b>700</b>		

<sup>a</sup> Act of restraint through the use of, or the threat of the use of, force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or a crime aggravated by use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making someone timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Act or acts executed by State actors.

## Annex IV

### Critical security incidents affecting personnel of United Nations implementing partners, as reported to the United Nations Department of Safety and Security

Category of security incident	Number of personnel affected						2023
	2017	2018	2019	2020	2021	2022 (Jan.–June)	
Personnel who lost their lives as a result of acts of violence	42	32	36	60	65	56	8
Personnel injured as a result of acts of violence	62	69	129	70	109	95	21
Abducted personnel	84	61	127	182	153	154	10
Armed attacks on premises	11	21	11	27	36	44	4
Intrusion into premises	68	59	105	73	89	153	29
Armed attacks on vehicles	114	72	159	166	212	310	25
<b>Total</b>	<b>381</b>	<b>314</b>	<b>567</b>	<b>578</b>	<b>664</b>	<b>812</b>	<b>97</b>

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in Near East

Category of safety or security incident	Number of personnel affected						2023 (Jan.–June)
	2017	2018	2019	2020	2021	2022	
Fatalities resulting from acts of violence	–	1	–	1	–	–	–
Fatalities resulting from safety-related incidents	–	2	–	–	–	–	–
Injuries resulting from acts of violence	5	6	18	28	29	22	13
Injuries resulting from safety-related incidents	3	4	5	14	8	7	–
Abduction	–	–	1	–	–	–	–
Robbery	10	9	1	2	1	4	2
Residence break-in and burglary of residence	–	1	–	1	2	–	–
Assault	56	49	12	43	47	30	12
Sexual assault	–	–	–	–	–	–	–
Intimidation and harassment	109	128	57	49	87	96	42
Arrest and detention	21	3	7	11	19	36	17
<b>Total</b>	<b>204</b>	<b>203</b>	<b>101</b>	<b>149</b>	<b>193</b>	<b>195</b>	<b>86</b>



# General Assembly

Distr.: General  
12 July 2024

Original: English

## Seventy-ninth session

Item 72 of the provisional agenda\*

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

## **Safety and security of humanitarian personnel and protection of United Nations personnel**

### **Report of the Secretary-General**

#### *Summary*

The present report is submitted pursuant to General Assembly resolution [78/118](#), in which the Assembly requested the Secretary-General to submit to it a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel, including an assessment of the impact of safety and security risks on such personnel and of related United Nations system policies, strategies and initiatives.

Consideration of the current global security environment shows that current compound and unpredictable crises, including complex humanitarian emergencies, protracted conflicts, increased civil unrest, crime, misinformation and disinformation, and environmental calamities, all have a significant effect on the safety and security of humanitarian and United Nations personnel,<sup>a</sup> including locally recruited personnel. The observations and recommendations of the present report focus on the need for Member States' support in order to further enhance collective efforts to prevent and mitigate current and emerging risks and joint security initiatives in line with respective United Nations mandates.

Building on the coherent management of security risks within acceptable levels of risk, the report provides details of the efforts that have enabled the delivery of humanitarian, development, peace and security activities. Such efforts include initiatives of the Department of Safety and Security and the United Nations security management system to further enhance security capabilities and policies to facilitate the anticipation of and effective response to current and future security challenges. Managing security risks helps the Organization realize the principles and objectives of the Charter of the United Nations, the Geneva Conventions of 12 August 1949, the Universal Declaration of Human Rights and the 2030 Agenda for Sustainable

\* [A/79/150](#).



Development. Without such a process, the collective ability of the United Nations to strengthen international peace and security, achieve sustainable development and deliver humanitarian assistance would be compromised.

---

<sup>a</sup> For the purposes of the present report, the term “United Nations personnel” refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in peacekeeping or special political missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

## I. Introduction

1. In its resolution 78/118, the General Assembly requested the Secretary-General to submit to the Assembly, at its seventy-ninth 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, including an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report contains an overview of the global security environment, the security threats faced by humanitarian and United Nations personnel, and initiatives of the Department of Safety and Security alongside other members of the United Nations security management system<sup>1</sup> and partners, to anticipate, plan and address such challenges. The report concludes with observations and recommendations for consideration by the General Assembly.

## II. Global security environment

3. The divides in political, economic, social, technological and environmental spheres, and the intersectionality of those spheres, have added complexity to the global security environment. Conflicts have reached levels not seen since 1945,<sup>2</sup> affecting nearly 308.5 million<sup>3</sup> people in need of humanitarian assistance and protection and putting a considerable strain on public institutions. The situation is compounded by the pervasive presence of transnational crime and violent extremism,<sup>4</sup> and the expanding sphere of influence of non-State armed groups. Such occurrences contribute to reduced levels of inter-State and intrasocietal solidarity, and to the increasing loss of public trust in institutions and civil unrest, which could affect the voting behaviours of the close to 2 billion people casting a ballot in 2024.

4. The security of personnel is affected by environmental crises, which remain the defining challenge of the present day, reinforcing instability and displacements,<sup>5</sup> and exacerbating hazards to personnel, assets and property. Technology and artificial intelligence can be misused as vectors of misinformation and disinformation, affecting public perceptions and the reputation of humanitarian and United Nations personnel and activities (see A/77/CRP.1/Add.7). Attention should also be paid in particular to drawdowns, transitions or reconfigurations of peacekeeping operations and special political missions that lead to a decrease in security capacities of the integrated security workforce at the same time as assessed security requirements of the Department of Safety and Security and the United Nations country teams increase.<sup>6</sup> Such situations require sustained engagement with Member States on

<sup>1</sup> The United Nations security management system is composed of all United Nations system organizations and other international organizations that have signed a memorandum of understanding with the United Nations on security management.

<sup>2</sup> United Nations Development Programme, “Trends report: the landscape of development” (New York, 2024).

<sup>3</sup> Office for the Coordination of Humanitarian Affairs, “Inter-agency coordinated appeals: May update”. Available at <https://humanitarianaction.info/article/inter-agencycoordinated-appeals-may-update>.

<sup>4</sup> United Nations Office on Drugs and Crime, *Global Study on Homicide 2023* (New York, 2023).

<sup>5</sup> United Nations Environment Programme, “Climate change and security risks”. Available at <https://www.unep.org/topics/fresh-water/disasters-and-climate-change/climate-change-and-security-risks>.

<sup>6</sup> United Nations, Office for the Coordination of Humanitarian Affairs, “Policy brief on the Security Council’s consideration of the protection of civilians in armed conflict” (New York, 2024).

identifying necessary operational security capacities in order to enable the continuity of United Nations programmes.

5. Assessments of such trends contributed to the formulation and implementation of context-specific security risk management measures. Those measures helped the Department of Safety and Security and other members of the United Nations security management system to enable critical efforts across the humanitarian, peace and security, and development spectrum through thousands of missions in areas categorized by respective security risk assessments as high or very high risk.

## A. Responses to emergencies

6. The Department of Safety and Security, together with other United Nations security management system members, supported programme delivery throughout various crises, many of which overlapped and were protracted in nature, requiring multi-actor emergency responses, as well as surge deployments.

7. In Myanmar, in order to respond to the humanitarian needs of around 18.6 million people, including thousands of forcibly displaced persons, the Department of Safety and Security enabled inter-agency high-risk missions amid the highest levels of violence<sup>7</sup> through contingency planning in the central regions and the States of Rakhine, Kachin and Shan. Regularly assessing and managing security risk levels remains crucial to the implementation of the Myanmar humanitarian response plan.

8. Since the onset of conflict in 2017 in Mozambique, insecurity has progressively affected humanitarian assistance, including the provision of food and medicines, to over 132,800 displaced persons, most of them children in Cabo Delgado Province. Despite significant security incidents, the United Nations security management system organizations maintained programme activities in order to assist people in need through the mitigation of security risks amid prevailing and unpredictable armed conflict.

9. The Department of Safety and Security provided tailored security analyses to United Nations country team and humanitarian country team members in the Niger to allow them to navigate the complex security landscape and broader stressors in the Sahel region and take informed decisions, enabling assistance for some of the 4.3 million people in need. Crisis preparedness and response support was also provided for security professionals for effective security risk mitigation.

10. In Yemen, security management system organizations supported partners through 3,443 United Nations missions, including 272 high-risk missions, by providing risk mitigation amid inter-tribal clashes, carjacking, air strikes and drone threats. In collaboration with the host Government and neighbouring States, they facilitated the release of five personnel held hostage for 18 months.

11. With nearly 15 million people in Ukraine currently requiring humanitarian assistance,<sup>8</sup> security management system organizations assessed the country's security contingency plans and worked closely with local authorities to enable 38,799 humanitarian, monitoring and other assistance missions across the country, of which 3 per cent were assessed as very high-risk. Despite risk levels remaining high, the

---

<sup>7</sup> United Nations, "As crisis in Myanmar worsens, Security Council must take resolute action to end violence by country's military, address humanitarian situation, speakers urge", 4 April 2024. Available at <https://press.un.org/en/2024/sc15652.doc.htm>.

<sup>8</sup> United Nations, Office for the Coordination of Humanitarian Affairs, *Humanitarian Needs and Response Plan: Ukraine* (New York, 2023).

organizations managed to increase programme activities by 12 per cent compared with the previous reporting period.

12. In Haiti, security management system organizations continued to operate in an extremely complex and dynamic security environment, including through over 200 high-risk and very high-risk missions in gang-controlled areas characterized by increasing crime rates, violence and attacks against State institutions and critical infrastructure, especially in Port-au-Prince. The missions, conducted primarily in internally displaced persons camps, facilitated the delivery of life-saving assistance and critical capacity-building support by the United Nations Integrated Office in Haiti, the United Nations country team and the humanitarian country team. The security management system also ensured that agencies could stay in the area and continue delivering vital assistance to affected communities, such as medical support missions of non-governmental health organizations under the Saving Lives Together framework. The Department of Safety and Security enabled access to land routes bordering the Dominican Republic in order to facilitate the relocation of some personnel to various regions to retain operations.

*Regional security implications following the attacks on 7 October 2023 and the subsequent Israeli military operations in Gaza*

13. In delivering humanitarian assistance to the 2.2 million Palestinians in Gaza, the United Nations has been operating in a context of extraordinary risk (see also para. 40 below). Risks are exacerbated by an inadequate system for coordination and notification with the relevant authorities, and impediments to the import of basic security and communications equipment, on which security management system leadership has provided advocacy and negotiation. Since October 2023, security management system organizations have supported in excess of a thousand life-saving missions, through 7,144 notified movements and 1,088 coordinated missions using agile security risk management approaches and advice, and substantial acceptance of risk by the most senior leaders of the United Nations. In order to stay and deliver in one of the world's most insecure environments, the Department of Safety and Security has reassessed and set in place context-specific security risk management measures, and has provided advice, analysis, technical expertise and operational support, security information, security planning (including emergency contingency planning) and liaison with the broader United Nations system and leadership, and Saving Lives Together partners. To facilitate person-centred security, the Department provided security training courses to personnel, including on safe and secure approaches, individual first aid kits and women's security awareness. Security management system organizations also enabled several humanitarian missions across the West Bank. The crisis has had regional repercussions, increasing threats to personnel and challenging programme delivery.

14. From Egypt, security management system organizations supported humanitarian operations in Gaza and 53 inter-agency missions to North Sinai to facilitate the entry and exit of personnel through the Rafah border crossing. They also supported the evacuation of more than 298 non-essential personnel and their family members, coordinated 55 rotations of critical United Nations and humanitarian personnel through the temporary United Nations hub in Arish, and carried out six medical evacuations.

15. In Lebanon, following the escalation of exchanges of fire across the Blue Line, the Department of Safety and Security enhanced situational awareness for security decision makers and personnel through timely threat assessments and preparedness activities. Coordination with national authorities helped enable 10,672 United Nations humanitarian, peacekeeping, development, political and other missions, including over 500 in conflict-affected areas north and south of the Litani River. In

the Syrian Arab Republic, the Department supported 19 United Nations entities in conducting 9,095 missions, including over 700 with physical security support. The Department's security risk assessments and scenario planning facilitated missions conducting humanitarian needs assessments and other assistance missions in high-risk and very high-risk areas in the north-west of the country.

*Cross-cutting emergency safety and security assistance*

16. In line with the Sendai Framework for Disaster Risk Reduction 2015–2030, the Department of Safety and Security has been enhancing streamlined information-sharing and coordination efforts, including through digital transformation initiatives, to better prepare and respond to the dramatic increase in environmental hazards<sup>9</sup> affecting United Nations personnel, assets and premises.

17. After Storm Daniel struck eastern Libya in September 2023, causing floods that affected 884,000 people, security management system organizations facilitated 38 humanitarian missions to Darnah, undertook various security assessments of roads and office facilities in the coastal areas of Darnah, Susah and Bayda' and coordinated aid delivery from nine United Nations entities over eight months.<sup>10</sup> Similarly, following a 6.8 magnitude earthquake in the Provinces of Al Haouz and Chefchaouen in Morocco, they secured access to affected areas and supported the deployment of humanitarian personnel to the United Nations country team for rapid response efforts.

18. In emergency situations across Afghanistan, the Democratic Republic of the Congo, Ethiopia, Haiti, Iran (Islamic Republic of), Israel, Mali, the Niger, Somalia, the Sudan, the Syrian Arab Republic, Ukraine and the Occupied Palestinian Territories, the Department of Safety and Security coordinated culturally sensitive and linguistically appropriate psychosocial support for United Nations personnel. It also provided stress management and family liaison services in 10 hostage incidents affecting United Nations personnel and families, and prioritized counselling for locally recruited personnel in high-risk areas. The Department's physical security assessments, including bunker designs in Lebanon and protection measures in Somalia, enabled continued programme delivery despite missile threats.

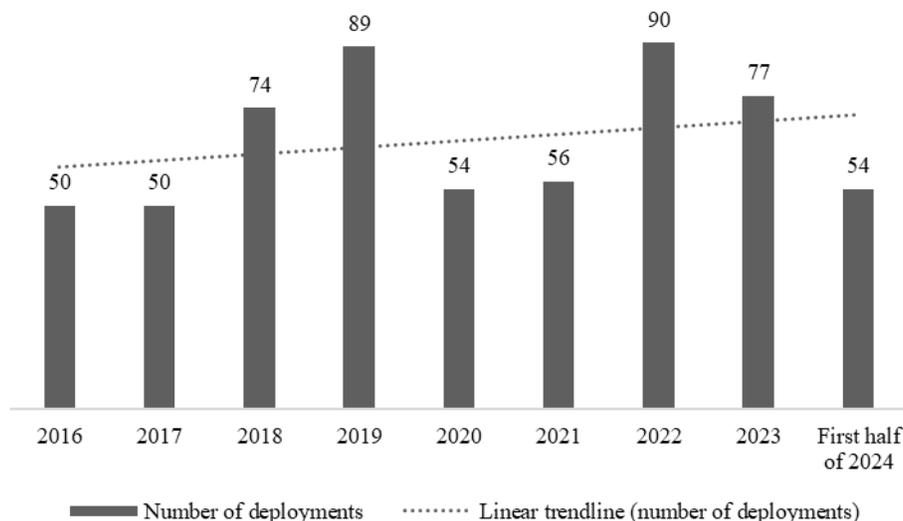
## **B. Surge deployments**

19. The Department of Safety and Security undertook 77 surge deployments (4,177 days) to bolster security support for critical United Nations development, humanitarian and peace operations, including in Chad, Egypt, Haiti, Iran (Islamic Republic of), Israel, Lebanon, the Sudan and the Occupied Palestinian Territory. Five days after 7 October 2023, the Department's Emergency Response Team deployed in order to meet the distinct security needs of humanitarian partners before their arrival. In order to respond to the diverse security requirements in emergencies, the Department strengthened strategic partnerships for surge deployments through standby arrangements, ensuring expertise in analysis, information management and security telecommunications. In the first half of 2024, the Department carried out 54 surge deployments, including to Chad, Israel, Senegal, Somalia, the Sudan and the Occupied Palestinian Territory (see figure I).

<sup>9</sup> World Meteorological Organization, *State of the Global Climate 2023* (Geneva, 2024).

<sup>10</sup> World Bank, *Libya Storm and Flooding 2023: Rapid Damage and Needs Assessment* (Washington, D.C., 2024), p. 18.

Figure I  
Surge deployment of United Nations security professionals



### C. Support for transitions

20. Closures, reconfigurations or drawdowns of integrated peacekeeping operations and special political missions lead to a reduction of the integrated security workforce,<sup>11</sup> coupled in some settings with the potential for continued or increased instability. When components of integrated peacekeeping operations and special political missions are reduced rapidly, it is essential to identify alternative security capacities and capabilities for the United Nations country team and Department of Safety and Security presence. Embedding evolving security requirements in early planning efforts is key to attaining predictable support and mitigating security risks for United Nations personnel, operations and assets. While incorporating security scenarios and capacity requirements appears feasible for the transition in Iraq,<sup>12</sup> other recent sudden drawdowns exposed remaining personnel to increased safety and security risks.

21. Following the breakout of conflict in the Sudan between the Sudanese Armed Forces and the Rapid Support Forces and after the termination of the United Nations Integrated Transition Assistance Mission in the Sudan, security management system organizations and Saving Lives Together partners have enabled the delivery of humanitarian assistance to some of the 7.5 million forcibly displaced persons, accounting for two thirds of the population, inside the Darfur region and neighbouring countries. Ad hoc security risk management processes enabled over 50 missions within the Darfur region to allow for the provision of life-saving measures to displaced persons and refugees and the restocking of warehouses. Security analyses and agile security responses are essential for the United Nations to continue serving the increased needs of communities.

<sup>11</sup> The integrated security workforce comprises Department of Safety and Security personnel at Headquarters, United Nations offices away from Headquarters and in the field, and United Nations safety and security personnel employed by peacekeeping operations, special political missions and service centres.

<sup>12</sup> Security Council resolution [2732 \(2024\)](#).

22. The withdrawal of the United Nations Multidimensional Integrated Stabilization Mission in Mali in late 2023, which had involved 11,600 troops and 1,500 police, reduced the integrated security workforce by 81 per cent and halved the United Nations operational capacity. The withdrawal reduced access to communities requiring assistance and affected security risk management capabilities. Previously, peacekeepers provided essential protection to displaced communities, secured airfields and facilitated safe movement of convoys. Despite armed clashes, improvised explosive device threats and blockades, the Department of Safety and Security recalibrated its security capacities through assessments, enabling the resumption of missions to the Regions of Timbuktu and Mopti in order to support displaced persons. To support United Nations crisis response efforts in the Sahel, synergies are needed, including to be able to use regional medical evacuation and air assets stationed or pre-arranged in a regional hub to support programme continuity.

23. Following the disengagement agreement between the Government and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo in November 2023, and the handover of all 14 bases in South Kivu on 30 April 2024, human rights and protection requirements have increased in the east of the country. The integrated security workforce continued to support United Nations entities and Saving Lives Together partners in delivering food and medical supplies to displaced persons exposed to increased levels of violence.<sup>13</sup> Following elections in the country in December 2023, the Department of Safety and Security's quick reaction team responded to security incidents involving personnel related to criminality and civil unrest, in close collaboration with host government security forces.

24. In Somalia, the integrated security workforce enabled extensive humanitarian, development and stabilization operations, and supported planning in the context of a phased drawdown of the African Union Transition Mission in Somalia. It also enabled five high-risk inter-agency missions to the region claimed by both Somaliland and Puntland, supporting the provision of United Nations humanitarian assistance to over 200,000 internally displaced persons.

### **III. Security threats against United Nations personnel**

#### **A. Security incidents affecting the United Nations security management system**

25. Recent trends in safety and security incidents show a rise in fatalities from acts of violence, especially in armed conflicts, with significant increases in the Sudan and the Occupied Palestinian Territory. The number of safety-related incidents, in particular road traffic crashes, also continue to rise, leading to more fatalities. Criminal incidents, intimidation and harassment are also on the increase. On the other hand, based on reported incidents where victims consented to data inclusion, abductions and sexual assaults have decreased, although hostage-taking remains a concern.

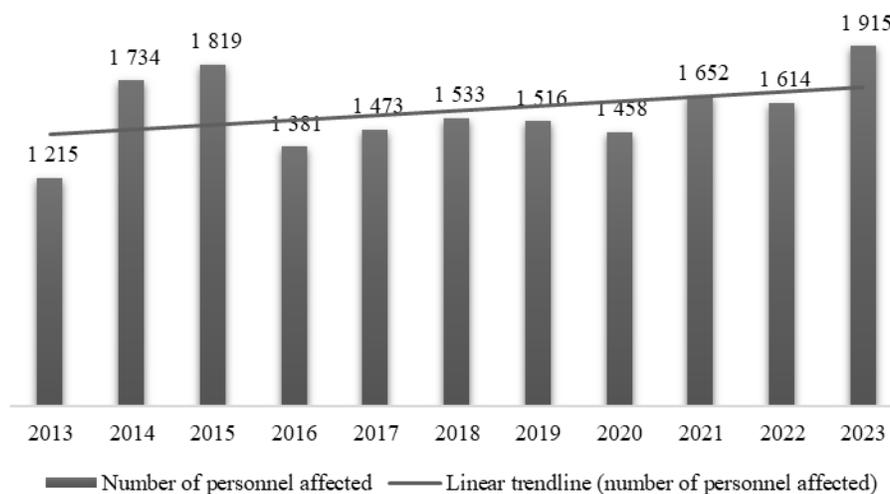
##### **1. Main types of incidents and their impact on United Nations security management system personnel**

26. Overall, incidents related to safety and security affected 1,915 personnel in 2023, compared with 1,614 in 2022 (see figure II). The increase was due to a rise in cases of robbery (36.4 per cent), residential break-ins and burglaries (32.5 per cent),

<sup>13</sup> United Nations, Office for the Coordination of Humanitarian Affairs, "DRC: UN and partners warn escalating conflict is fuelling unprecedented civilian suffering", 30 April 2024.

and incidents of intimidation and harassment (13.7 per cent). In 2023, female personnel accounted for 45 per cent of those affected by security and safety incidents. In the first half of 2024, 820 safety and security incidents affected United Nations personnel. The number of personnel affected by safety and security incidents in 2023 was the highest in the last decade. Between 2016 to 2023, the number of affected personnel increased by 38.7 per cent. Particularly noteworthy is the 96 per cent rise in the number of personnel affected by robbery, increasing from 375 in 2016 to 735 in 2023 (see figure VI).

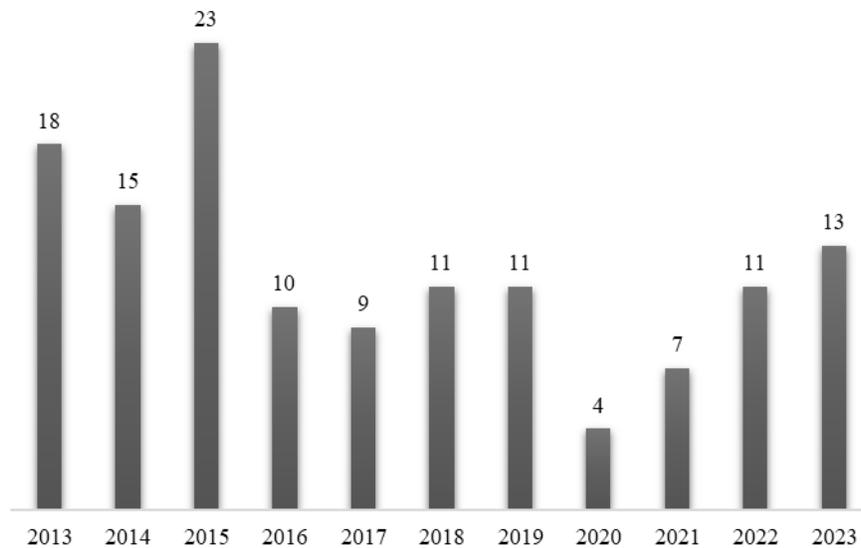
Figure II  
**United Nations security management system personnel affected by safety and security incidents**



27. In 2023, 13 personnel<sup>14</sup> lost their lives because of acts of violence, compared with 11 in 2022, making 2023 the year with the highest number of fatalities resulting from violence since 2015 (see figure III). The fatalities occurred in Afghanistan, the Democratic Republic of the Congo, Lesotho, Madagascar, the Occupied Palestinian Territory, Somalia, the Sudan, and Yemen. In the past three years, while the number of fatalities resulting from crime and terrorism has remained relatively constant, the number of fatalities resulting from armed conflict has increased.

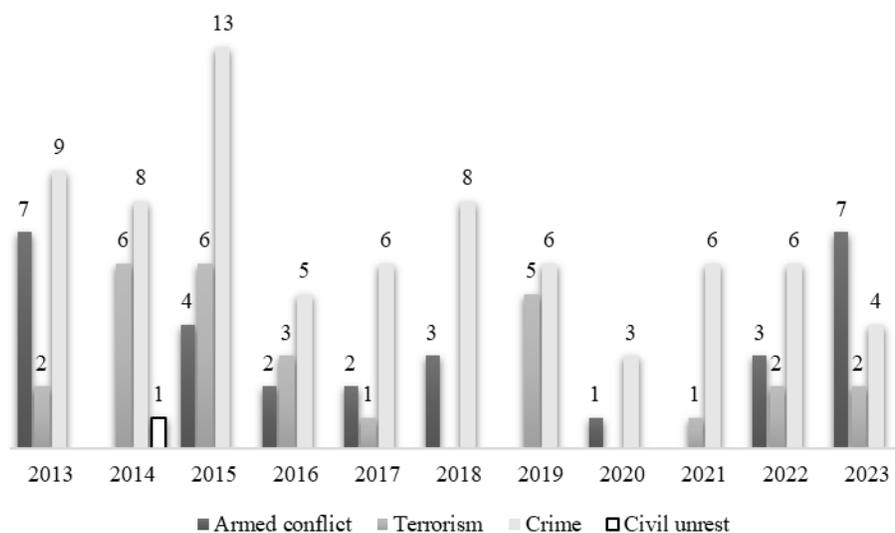
<sup>14</sup> United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) area personnel are not covered by the United Nations security management system. See para. 40 for data regarding those personnel.

**Figure III**  
**Fatalities of United Nations security management system personnel resulting from violence**



28. A total of 7 out of the 13 fatalities were the result of armed conflict, 4 were attributed to crime and 2 to terrorism (see figure IV). In the first half of 2024, two United Nations personnel lost their lives because of conflict and violence in the Occupied Palestinian Territory and Pakistan, of which one was attributed to armed conflict and one to crime.

**Figure IV**  
**Fatalities of United Nations security management system personnel resulting from violence, by category of threat**

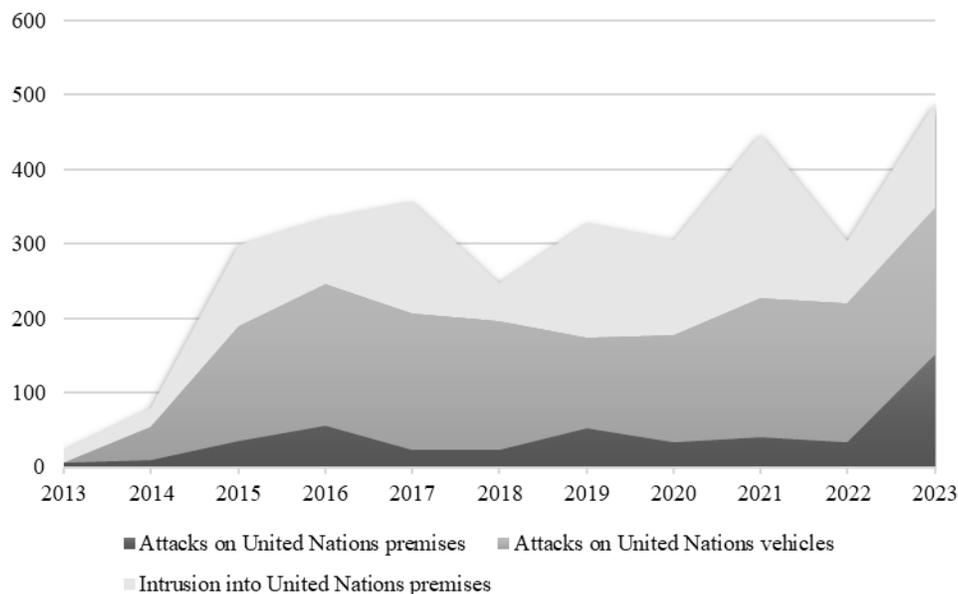


29. In 2023, there were 151 attacks on United Nations premises, 198 attacks on United Nations vehicles and 142 intrusions into United Nations premises, for a total of 491 incidents, compared with 34 attacks on premises, 187 attacks on vehicles and

83 intrusions in 2022 (see figure V and annex II). Most attacks occurred in the Occupied Palestinian Territory, the Sudan and Mali. In 2023, the number of attacks on United Nations premises reached its highest point in the past decade. In addition, a United Nations aircraft was hit by small arms fire in Mali. In the first half of 2024, there were 142 attacks on United Nations premises, 142 attacks on United Nations vehicles and 44 intrusions into United Nations premises, for a total of 328 incidents. Most incidents occurred in Haiti, the Occupied Palestinian Territory and South Sudan.

Figure V

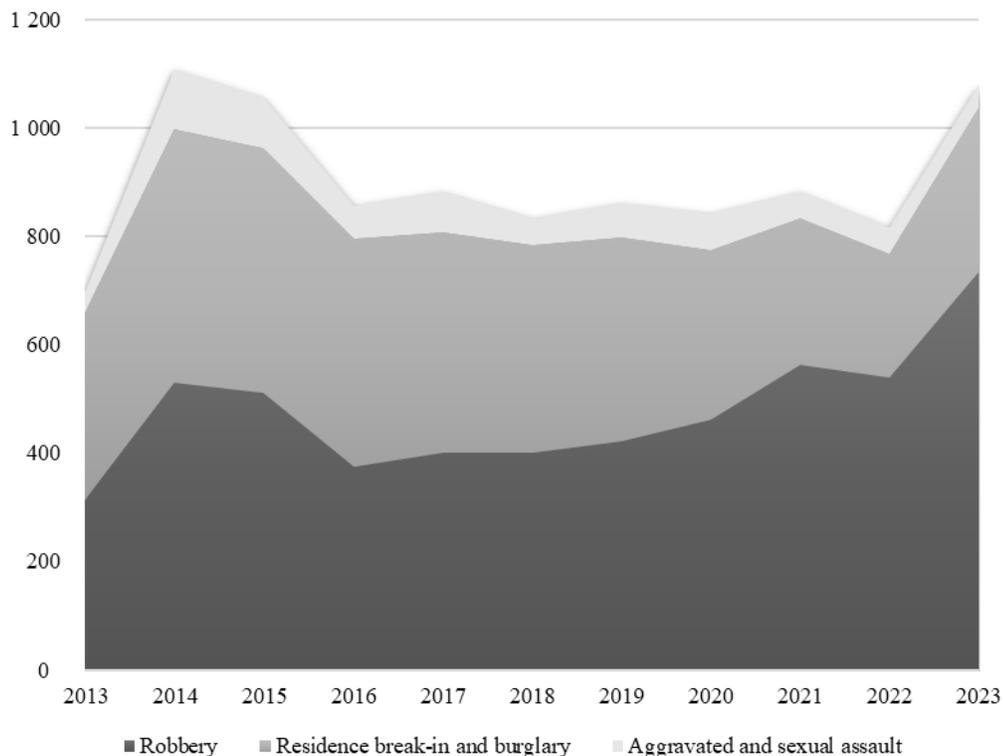
**Attacks on United Nations premises and United Nations official vehicles**



*Crime*

30. Of the 1,915 personnel affected by safety and security incidents in 2023, 1,080 were affected by crime, which included robberies, residence break-ins, burglaries, aggravated assault and sexual assault. Of the personnel affected by crime in 2023, 659 were locally recruited. Between 2022 and 2023, the number of personnel affected by robbery saw a significant increase, rising from 539 to 735 (see figure VI). In the first half of 2024, 405 personnel were affected by crime.

Figure VI  
United Nations security management system personnel affected by crime,  
by category



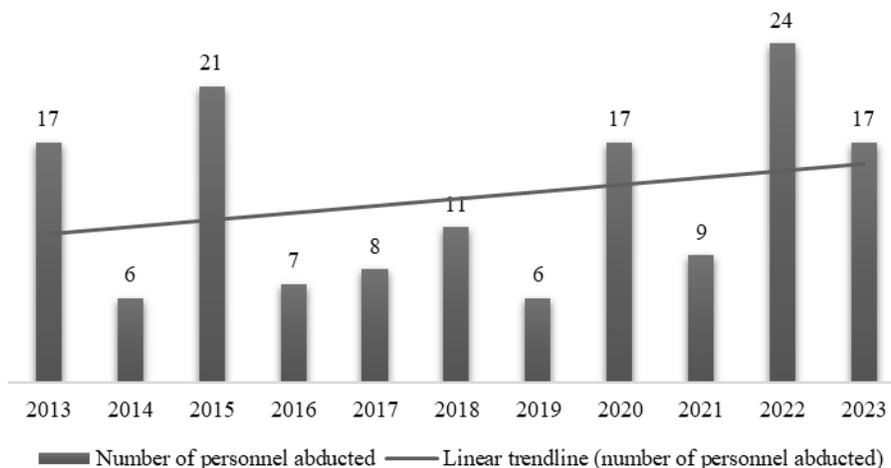
#### *Terrorism*

31. In 2023, two personnel were killed as a result of terrorism. One incident occurred in Somalia, where a locally recruited personnel was killed in an attack involving two person-borne improvised explosive devices and active shooters. The other incident occurred in Yemen, where an international personnel was fatally shot.

#### *Abductions*

32. A total of 17 personnel were abducted in 2023, compared with 24 in 2022 (see figure VII). Of the 17 abductions, 8 evolved into hostage situations. In 2023, most abduction incidents occurred in the Democratic Republic of the Congo, Haiti and Somalia. The exposure of personnel to such incidents was heightened when those personnel were on the road. In the first half of 2024, five personnel were abducted. Of those five, three incidents evolved into a hostage situation.

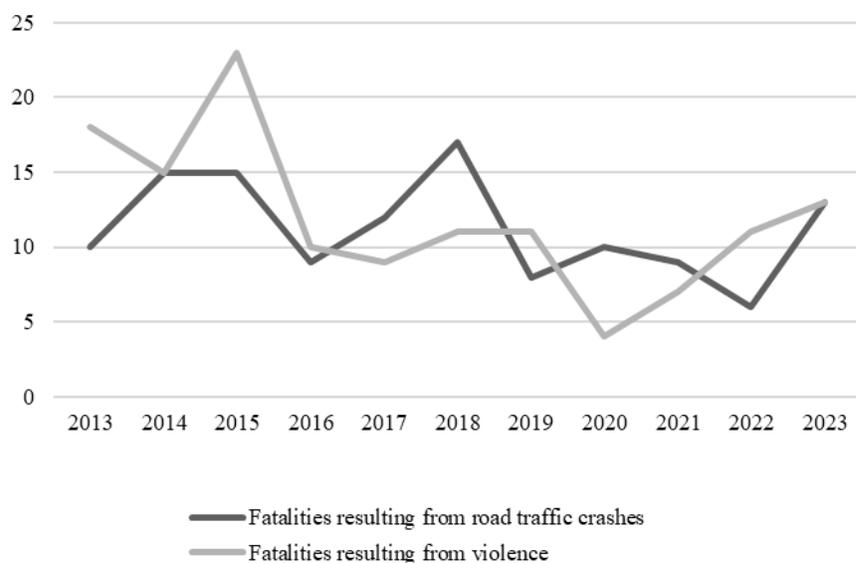
Figure VII  
Abductions of United Nations security management system personnel



*Safety-related incidents, including road traffic crashes*

33. According to the World Health Organization *Global Status Report on Road Safety 2023*, nearly 1.2 million people die in road crashes annually. Rapid motorization in low- and middle-income countries, inadequate safety measures and lack of institutional capacity exacerbate the crisis. Increased focus on education, law enforcement, vehicle quality and road infrastructure are needed to achieve target 3.6 of the Sustainable Development Goals of halving the number of global deaths and injuries from road traffic crashes by 2030. Road traffic injuries are also one of the leading causes of death for United Nations security management system personnel. A total of 19 personnel lost their lives due to safety-related incidents in 2023, compared with 15 in 2022 (see figure VIII). A total of 13 of those 19 personnel died due to road traffic crashes. Safety-related incidents resulting in death were reported in Afghanistan, Brazil, Kenya, Madagascar, Switzerland, the Syrian Arab Republic and the United Republic of Tanzania. In addition, 177 personnel were injured following safety-related incidents, which represents an increase compared with 165 in 2022. In the first half of 2024, 6 personnel lost their lives and 85 were injured due to safety-related incidents.

Figure VIII  
**Fatalities of United Nations security management system personnel resulting from road traffic crashes, compared with those resulting from violence**



#### *Gender-based violence, including sexual assaults*

34. The number of reported sexual assaults on personnel in 2023 decreased to 9 cases from 16 cases in 2022. Taking into account underreporting of cases of gender-based violence, including cases of sexual assault, the United Nations security management system organizations need to further support victims on reporting, including by training security professionals on a victim-centred approach. Sexual assault incidents occurred in the Occupied Palestinian Territory, Jordan, Kenya, Madagascar and Sri Lanka. In the first six months of 2024, one incident of sexual assault was reported.

#### *Intimidation and harassment*

35. There were 399 reported incidents of intimidation and harassment of personnel in 2023, an increase from 351 incidents reported in 2022. Most cases occurred in Afghanistan, Colombia, Myanmar, South Sudan and the Sudan. In Afghanistan, locally recruited personnel, especially women, have been the target of intimidation and harassment incidents due to their employment or association with the United Nations. Related incidents include the extortion of money, threats and access restrictions at checkpoints or while in transit to United Nations offices. In the first half of 2024, 202 personnel reported incidents of intimidation and harassment.

#### *Arrests and detentions*

36. In 2023, 103 personnel were arrested or detained by national authorities, compared with 107 in 2022. In the first half of 2024, the number of personnel arrested or detained was 54, which includes recent arrests in Yemen.

## **2. Security of locally recruited personnel**

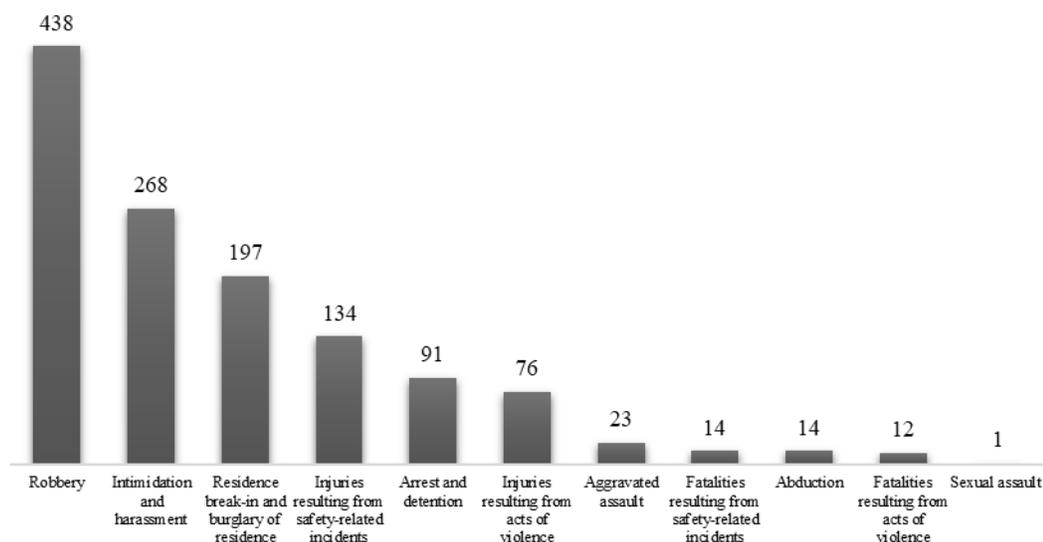
37. The safety and security of locally recruited personnel has remained a concern as they have been affected by security incidents to a greater extent in terms of absolute numbers (1,268 out of 1,915) compared with internationally recruited personnel (647

out of 1,915). The incidents include fatalities, injuries, abduction, robbery, residence break-ins, aggravated assault, intimidation, harassment, and arrest and detention (see figure IX).

38. In 2023, locally recruited personnel accounted for 14 out of 19 personnel killed due to safety-related incidents. Furthermore, 14 out of the 17 personnel abducted were locally recruited, with many incidents related to gang violence in Haiti. In Myanmar and South Sudan, locally recruited personnel were targeted for arrest owing to their political affiliations and were frequently stopped for document verification while on United Nations missions.

39. The Department of Safety and Security is prioritizing the provision of specialized security training tailored to the specific risks faced by locally recruited personnel, including situational awareness, conflict de-escalation techniques, and emergency response procedures. Work has also begun to establish robust channels for locally recruited personnel for reporting security incidents and receiving timely updates on potential threats. In Myanmar, the Department of Safety and Security actively engaged with local, de facto and non-State security actors in order to ensure better protection for locally recruited United Nations and humanitarian personnel. The Department has continued to advocate for policies at the organizational and governmental level that prioritize the safety and security of locally recruited United Nations and humanitarian personnel.

Figure IX  
**Incidents affecting locally recruited personnel, 2023**



### 3. Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

40. Employing some 32,000 area personnel in five fields of operation, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) delivers a range of humanitarian assistance to approximately 5.9 million Palestinian refugees.<sup>15</sup> In 2023, 325 area personnel (218 men and 107 women) were affected by

<sup>15</sup> The UNRWA data are based on security incidents reported to and recorded in the UNRWA security information management system.

safety and security incidents. A total of 140<sup>16</sup> area personnel were killed during the ongoing conflict in Gaza, and one in the Syrian Arab Republic. That total is the highest number of personnel killed in a single year since the United Nations was established and includes teachers, doctors, support staff, engineers and logistics experts, who were killed while in their homes or in the line of duty. In addition, 70 area personnel sustained injuries in security and safety-related incidents, with 57 of those injuries resulting from acts of violence and armed conflict, and 13 stemming from safety-related incidents. Notably, 30 area personnel were assaulted while executing their duties, while 44 faced instances of intimidation, threats of violence, and harassment. There were no reported abductions, sexual assaults or sexual harassment incidents involving area personnel. There was, however, 1 incident of robbery reported, and 39 incidents of arrest and detention reported involving area personnel throughout 2023. In the first half of 2024, 191 area personnel were affected by safety and security incidents. That number includes 36 area personnel who were killed, two fatalities resulting from safety-related incidents and 61 area personnel who sustained injuries.

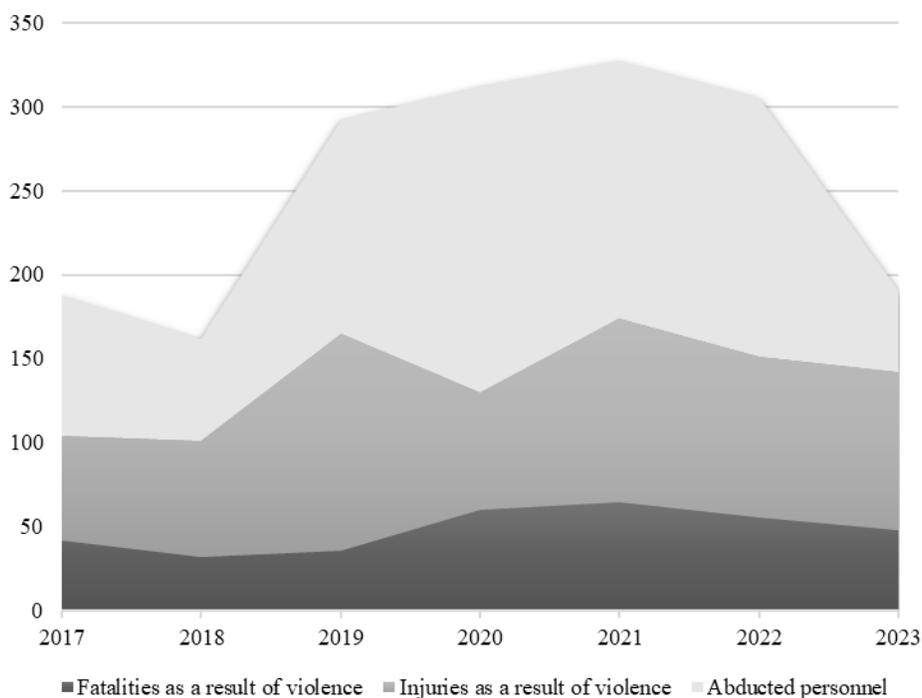
## **B. Security incidents affecting humanitarian personnel of non-governmental organizations and other personnel**

41. In 2023, 48 non-governmental organization (NGO) humanitarian personnel working in close cooperation with the United Nations were reported killed, 94 were injured as a result of acts of violence and 49 were abducted, compared with 56 killed, 95 injured and 154 abducted in 2022 (see figure X). There were seven attacks on premises, 66 intrusions into premises and 46 attacks on vehicles. As in previous years, NGOs and implementing partners shared reports on security incidents with the Department of Safety and Security on a voluntary basis. The figures should, however, be seen as minimum numbers rather than a fully accurate reporting of incidents. In addition, the data cannot be verified or compared with other existing databases, as the methodologies of those databases differ. In the first half of 2024, 20 NGO and other personnel were reported killed, 69 injured and 26 abducted. At the time of reporting, no reliable data were available on humanitarian personnel of NGOs in the Occupied Palestinian Territory.

---

<sup>16</sup> The figures given do not include individuals working under the UNRWA job creation programme. The programme supports employment opportunities for youth, women, people with disabilities and other vulnerable groups in Gaza, providing positions ranging in duration. UNRWA received reports of 18 personnel on the programme who had been killed by various types of armed-conflict-related incident.

Figure X  
**Security incidents affecting personnel of non-governmental implementing partners, as reported to the Department of Safety and Security**



#### IV. Strategic opportunities for strengthening security collaboration

42. In line with the Charter of the United Nations and the Convention on the Privileges and Immunities of the United Nations, Member States hosting humanitarian and United Nations personnel, including locally recruited personnel, are first and foremost responsible for providing security and protection for personnel, premises and assets. To date, only 95 Member States have ratified the Convention on the Safety of United Nations and Associated Personnel and only 33 are parties to the Optional Protocol to the Convention.

43. The Department of Safety and Security is considering options to enhance interoperability. The options include upgrades to its Safety and Security Incident Recording System, comprising information on incidents that affect United Nations personnel, assets and premises, and to increase situational awareness, improve incident reporting and analysis and enhance decision-making at the strategic, operational, and tactical level. Collaboration with host Governments and civil society organizations contributes to the monitoring of attacks against humanitarian personnel, strengthening the implementation of international humanitarian law.

##### *Strengthening engagement with host Governments*

44. The Department of Safety and Security continued to collaborate with host Governments on security support matters, such as forecasts, threat and risk analysis, implementation of security risk management measures and reinforcement of capacities, including for managing security crises. In several instances, the

collaboration entailed addressing challenges to deploy appropriate security-related equipment, such as armoured vehicles, personal protective equipment and communications-tracking devices.

45. In ensuring the security of the United Nations Headquarters, offices away from the Headquarters and regional commissions, the Department of Safety and Security liaised with host Government authorities on protecting United Nations premises, including implementing a common security platform that includes digitization of identification passes. The locations host 43,879 personnel and 6,000 delegates on a regular basis and receive almost 1 million visitors and participants in events and conferences every year. To keep premises safe for all, the Department conducted 1.3 million vehicle screenings, over 20,000 bomb sweeps and 3,175 investigations over 2023 and the first six months of 2024. It also facilitated 195 joint exercises with law enforcement partners in the areas of fire safety, active shooter training, evacuation drills and explosive detection, thereby ensuring the security and safety of participants in events and conferences, including of Heads of State. Security was also provided for over 16,000 events held on United Nations premises and 17 major United Nations events held outside United Nations premises, such as the United Nations Climate Change Conference in Dubai, United Arab Emirates, the fourth International Conference on Small Island Developing States in Saint John's and the Global Refugee Forum in Geneva. More than 130,000 participants attended those events, facilitating deliberations on major multilateral frameworks, such as the 2030 Agenda for Sustainable Development.

*Strengthening partnerships with non-governmental organizations and other partners*

46. Under Saving Lives Together, which comprises the security platforms of international NGOs, international organizations and the United Nations in high-risk areas, information-sharing, the provision of operational coordination and training support, including in the areas of hostage incident management and security crisis management, was maintained. Efforts also included enhancing collaboration on contingency planning, joint approaches to obtaining support from host Governments, and operational resource and logistical resource-sharing, in order to prepare and respond to security incidents and crises. The members of Saving Lives Together, in partnership with the International Committee of the Red Cross, continue to collaborate in order to tackle global security coordination issues, address policy gaps and explore opportunities to mitigate the exposure to risks for cooperating partners. Reviewing Saving Lives Together is an opportunity to ensure that it meets partners' emerging security requirements.

## **V. Strengthening the United Nations security management system**

47. The Department of Safety and Security, together with other security management system members, have made considerable strides in collectively strengthening the system at the strategic and operational level.

48. Strengthening measures have included streamlining and refining the security risk management practices and processes to enable the diverse set of organizations to deliver critical programmes within acceptable levels of security risk, applying person-centred approaches. Efforts are under way to reflect emerging good practices and lessons in updated guidance, and to improve data collection on security incidents, including modifications to the online tool to ensure confidentiality and consent for entries relating to sexual assault.

49. The United Nations is spearheading collective action to strengthen the integrity of the information ecosystem, promoting freedom of expression, including access to information, and addressing risks to information integrity such as misinformation, disinformation and hate speech. The United Nations Global Principles for Information Integrity constitute a rallying call for Member States, the private sector, civil society and the United Nations system. Within the United Nations, collaboration is under way to enhance the capacity of the Organization for information integrity, both in relation to specific mandate areas and through inter-agency collaboration.

50. Efforts also focused on further strengthening the normative basis, collaboration and cooperation through the Inter-Agency Security Management Network,<sup>17</sup> which has developed and revised system-wide security guidance. Specifically, the Network promulgated a revised policy on security learning and training which better captures the role of learning in the security management system. It also endorsed a revised policy on risk avoidance that outlines clearer procedures for relocation and evacuation. It also approved a new fire policy that defines the key roles and responsibilities and essential prerequisites for fire risk management, as well as enhanced guidance on blast protection. In the area of security communications, the Network continues to rely on the Telecommunications Security Standards service, which trains United Nations security management system personnel on the latest security communications systems. The service conducted in-country assessments on connectivity application procedures to assist with the establishment of pragmatic and cost-effective security communications solutions, including regional training programmes for 234 participants. The Network also developed an approach for inter-agency mobility for information exchange and professional and organizational growth.

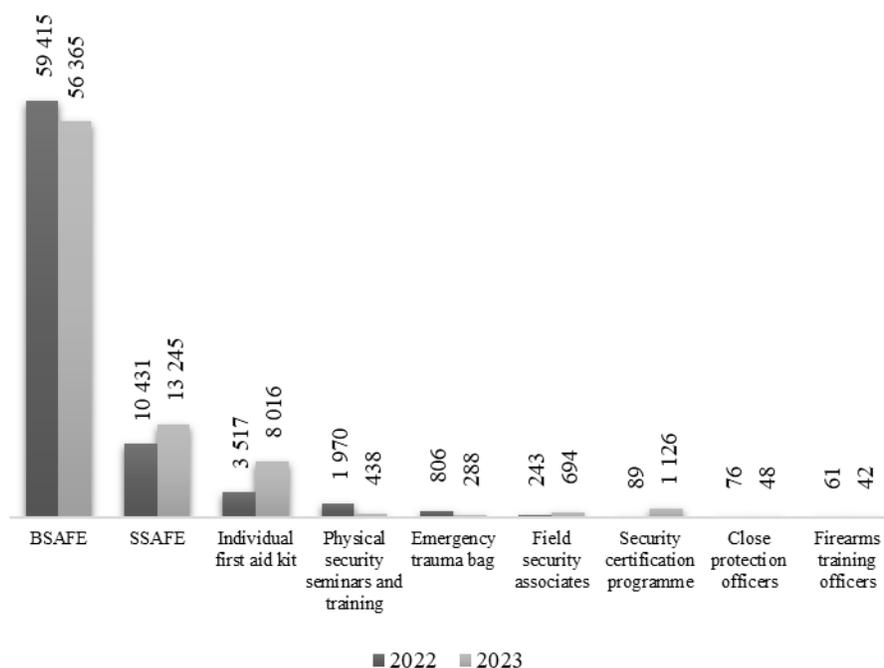
51. Efforts are under way to enhance policy comprehension and implementation through guidelines on security lessons learned, guidance development and compliance. The efforts include enhancing the security capabilities of United Nations personnel, security decision makers, security personnel and partners, where feasible, through training.

52. Training opportunities contributed to a proactive, agile, and swift crisis response among personnel. Under the coordination and oversight of the Department of Safety and Security and in close collaboration with some of the agencies, funds and programmes of the United Nations, the security management system delivered 22 different types of training course to 332,937 participants worldwide between July 2023 and June 2024. The Network launched the first online training programme for country office security focal points, with 139 participants, and facilitated crisis management tabletop exercises for security decision makers in Afghanistan, Mozambique and Pakistan. Hundreds of personnel attended the Women's Security Awareness Training courses, and 14 training sessions were held for 171 designated officials. Hybrid training arrangements contributed to an exponential increase of content delivered to personnel.

---

<sup>17</sup> The organizations of the security management system are de facto members of the Inter-Agency Security Management Network. They are represented in the Network by their security focal points.

Figure XI  
Training for security personnel



*Abbreviation:* SSAFE, Safe and Secure Approaches in Field Environments.

53. Critical incident stress preparedness for United Nations personnel was sustained through stress management and resilience-building, including training sessions in stress management, coping mechanisms and resilience, which was delivered to 18,870 personnel and 179 security managers and decision makers between July 2023 and June 2024. To mitigate the impact of critical incidents on United Nations personnel, counsellors, 60 per cent of whom were locally recruited personnel, responded by delivering, among other things, 14,550 sessions of psychological first aid and stress counselling between July 2023 and June 2024. The counsellors also advanced efforts to destigmatize psychosocial support, with the Department of Safety and Security strengthening professional standards of critical incident stress management across the security management system by providing guidance for training and certification courses on the provision of psychosocial support services during evacuations and relocations.

54. The Department of Safety and Security provided personal protection services to senior United Nations officials and others within the United Nations security management system. The Department supported the most senior officials of the United Nations, namely the Secretary-General, the Deputy Secretary-General and the President of the General Assembly, by facilitating their visits to more than 73 destinations, including several in areas of humanitarian crisis. That support enabled preventive diplomacy and high-level engagements at the political and strategic level. Leveraging technological innovations, the Department, with the support of the Office of Information and Communications Technology, developed a protective services reconnaissance mobile application integrated with a virtual operations centre featuring extended reality technology, which enhances close protection operations in high-risk areas, safeguarding lives, saving resources, increasing situational awareness and upskilling personnel.

55. The Department of Safety and Security also led physical security assessments and provided technical advice, including on blast protection, in relation to United Nations premises and assets. In addition, the Department provided guidance for strengthening the physical security knowledge of United Nations security professionals overseeing United Nations premises, and trained 111 personnel on the use of the physical security assessment tool between July 2023 and June 2024. Furthermore, it assessed 39 buildings for 19 United Nations organizations in 23 countries, including areas of high risk such as Afghanistan, Libya, the Occupied Palestinian Territory, the Syrian Arab Republic, Ukraine and Yemen.

56. United Nations security management system personnel convened a security week, a global event engaging over 3,500 United Nations personnel in 110 countries and comprising over 30 webinars and exhibitions, during which common security queries were addressed and the important role played by security was presented to the wider United Nations community. Security management system organizations also contributed to the Humanitarian Networks and Partnerships Week, which allowed for exchanges on risk perceptions, the impact of security risk management, the person-centred approach in security risk management, strategic insights on security analysis to optimize humanitarian operations, adaptive security planning and security risk management, challenges and best practices in implementing measures to avoid risk, and navigating dilemmas in high-risk environments. The fourth Security Symposium brought together practitioners and academics, developing the approach of security management system organizations to tech-enabled and innovative security risk management.

## VI. Contribution of the Department of Safety and Security

### *Advice and support for security professionals and decision makers*

57. The Department of Safety and Security continued to provide operational security support for programme delivery and personnel through security coordination, and advisory services for improving the effectiveness and relevance of security risk management processes, including enhanced measures. The support included providing consistent operational guidance in preparation for security crises and during the management of security crises, including through indications of possible emerging security threats and the deployment of security professionals to crisis settings and security contingencies following initial responses, including in the Central African Republic, Cuba, Haiti, Libya, Nigeria, Somalia, the Sudan and Ukraine, in order to enable programme delivery in high-risk environments. The Department also maintained efforts to develop capacities and access to tools for capturing and analysing data for delivering analytical products for security decision makers in order to facilitate data-driven, context-specific and risk-informed decisions.

### *Situational awareness, readiness analysis and emergency response, strategic foresight and planning*

58. In consultation with the relevant in-country United Nations system organizations, the Department of Safety and Security continued developing country programmes that integrate security contributions into United Nations results as presented in the United Nations Sustainable Development Cooperation Framework and in humanitarian response plans. In Nigeria and the Philippines, security risk management options were realigned to anticipate United Nations country team priorities, with the country programming process allowing the Department to better plan for the capacities and services required to support programme activities over the

medium term. Integration with country programme requirements facilitated greater transparency with all partners, including Member States and financial contributors, by articulating how security funding requests are linked with the implementation of the Framework, a practice that will be replicated in 13 additional countries in 2024.

59. Between July 2023 and June 2024, the Department of Safety and Security also produced over 400 security risk assessments, including global forecasts, regional assessments, country-specific assessments, topic assessments, briefings, presentations and situation reports. In addition, it trained 92 United Nations security professionals in three security analysis process and practice courses, and provided eight online security threat information training sessions to 173 participants with the aim of strengthening the analytical skills of United Nations security personnel.

60. Building on previous requests for adequate and predictable resources, the Department invested in its institutional capacity to diversify and sustain meaningful partnerships with a range of relevant actors. The process included mobilizing time-bound extrabudgetary support for field operations and global strategic initiatives, as well as deepening relations with security think tanks and academia, in order to prepare for future challenges. Strengthening gender equality and inclusion remained a top priority for the Department, with efforts under way to implement the newly launched strategy and action plan that focus on gender-transformative efforts relating to recruitment and retention, training and mentoring, strategic mainstreaming, and communications and awareness. Efforts also entailed developing digital transformation initiatives to support safety and security processes through efficient management of information and data analysis in order to improve situational awareness, manage risks, inform tactical operations and enable strategic decision-making. The Department's main aims continue to be to enhance its strategic foresight and planning capacity, strengthen its digital infrastructure and enhance the digital literacy of its personnel.

## VII. Observations and recommendations

**61. United Nations and humanitarian personnel continued to serve people in need at significant personal risk. I mourn the 219 United Nations personnel who have lost their lives and express my sincere condolences to their families and loved ones. Among those who lost their lives, 181 (178 from UNRWA) were working in Gaza. This is by far the highest number of United Nations personnel killed in a single conflict or natural disaster since the creation of the Organization. I am equally saddened by reports received of humanitarian personnel from non-governmental organizations who perished while serving people in need.**

**62. I am gravely concerned by the increased number of humanitarian crises as well as the scope and scale of those crises, which led to a considerable surge in humanitarian needs, increasing the demands on the United Nations and its humanitarian partners for humanitarian assistance and protection, and also affecting the implementation of United Nations human rights, development, and peace and security activities.**

**63. I appeal to all Member States that have not yet done so to consider becoming parties to the Convention on the Safety of United Nations and Associated Personnel and the Optional Protocol thereto.**

**64. The primary responsibility for the safety and security of United Nations personnel rests with host Governments. I therefore encourage Member States to**

**continue fully supporting the United Nations security management system, under the leadership of the Department of Safety and Security.**

**65. Concerning misinformation and disinformation, the United Nations continues to monitor, analyse and respond to false narratives on its activities relating to the implementation of its mandates. I call on Member States to adhere to the recommendations outlined in the United Nations Global Principles For Information Integrity and strengthen national laws and practices.**

**66. Deeply concerned about the impact of road crashes on personnel, as communicated by my Special Envoy for Road Safety, I urge Member States to continue strengthening road safety through legislation, infrastructure development and application of behavioural science, and call for system-wide adherence to guidance and safety protocols, so that we can realize the global goal of halving the number of global deaths and injuries from road traffic crashes.**

**67. I call upon Member States to support the Department of Safety and Security in its leadership of the United Nations security management system and in the collective efforts to assess and recalibrate safety and security requirements commensurate with the threat environment through integrated transition planning, in particular in cases of the closure or downsizing of peacekeeping and special political missions, including through proactive dialogue with host Governments and relevant partners, where the Department of Safety and Security and the United Nations country teams must continue to provide the security support necessary to ensure the continued implementation of humanitarian, development and peacebuilding activities.**

## Annex I

## United Nations personnel affected by safety and security incidents

Category of safety or security incident	Number of personnel affected							2024 (Jan.–June)
	2017	2018	2019	2020	2021	2022	2023	
Fatalities resulting from acts of violence	9	11	11	4	7	11	13	2
Fatalities resulting from safety-related incidents	13	20	33	14	11	15	19	6
Injuries resulting from acts of violence	70	67	92	100	82	124	107	61
Injuries resulting from safety-related incidents	111	114	100	89	98	165	177	85
Abduction	8	11	6	17	9	24	17	5
Robbery	402	401	423	462	563	539	735	293
Residence break-in and burglary of residence	406	382	375	312	270	228	302	99
Aggravated assault	47	41	51	62	47	34	34	12
Sexual assault	28	10	12	7	2	16	9	1
Intimidation and harassment	316	391	327	307	386	351	399	202
Arrest and detention	63	85	86	84	177	107	103	54
<b>Total</b>	<b>1 473</b>	<b>1 533</b>	<b>1 516</b>	<b>1 458</b>	<b>1 652</b>	<b>1 614</b>	<b>1 915</b>	<b>820</b>

## Annex II

**Attacks on United Nations premises and official vehicles<sup>a</sup>**

<i>Category of security incident</i>	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023</i>	<i>2024 (Jan.–June)</i>
Attacks on United Nations premises	23	23	53	33	41	34	151	142
Attacks on United Nations vehicles	184	174	121	144	186	187	198	142
Intrusion into United Nations premises	150	51	154	129	220	83	142	44
<b>Total</b>	<b>357</b>	<b>248</b>	<b>328</b>	<b>306</b>	<b>447</b>	<b>304</b>	<b>491</b>	<b>328</b>

<sup>a</sup> Technical corrections have been made to capture information that was previously not included.

## Annex III

## United Nations civilian personnel affected by security incidents, 2023

<i>Category of security incident</i>	<i>Number of personnel affected</i>	<i>Recruited internationally</i>	<i>Recruited locally</i>	<i>Men</i>	<i>Women</i>	<i>Number of countries</i>	<i>Circumstances of security incidents</i>
Fatalities resulting from acts of violence	13	1	12	9	4	9	Armed conflict (7); crime (4); terrorism (2)
Fatalities resulting from safety-related incidents	19	5	14	13	6	15	Road traffic crashes (13); other safety-related incidents (6)
Injuries resulting from acts of violence	107	31	76	65	42	48	Armed conflict (9); civil unrest (6); crime (89); terrorism (3)
Injuries resulting from safety-related incidents	177	43	134	94	83	67	Vehicular accident (146); other safety-related incidents (31)
Abduction <sup>a</sup>	17	3	14	15	2	8	All persons were released
Robbery <sup>b</sup>	735	297	438	379	356	103	
Residence break-in <sup>c</sup> and burglary of residence <sup>d</sup>	302	105	197	165	137	76	
Aggravated assault <sup>e</sup>	34	11	23	17	17	19	
Sexual assault	9	8	1	–	9	7	
Intimidation <sup>f</sup> and harassment <sup>g</sup>	399	131	268	205	194	76	
Arrest and detention <sup>h</sup>	103	12	91	85	18	24	5 remain in detention
<b>Total</b>	<b>1 915</b>	<b>647</b>	<b>1 268</b>	<b>1 047</b>	<b>868</b>		

<sup>a</sup> Act of restraint through the use of, or the threat of the use of, force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

<sup>b</sup> Act or instance of unlawfully taking property through the use of violence or the threat of the use of violence.

<sup>c</sup> Unauthorized and forceful entry with intent to commit a felony or a crime aggravated by use of force or physical assault.

<sup>d</sup> Unauthorized and forceful entry with intent to commit a felony or crime.

<sup>e</sup> Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.

<sup>f</sup> Act of making someone timid or fearful or of deterring by threats.

<sup>g</sup> Act of systematic or continued unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.

<sup>h</sup> Act or acts executed by State actors.

## Annex IV

### Critical security incidents affecting personnel of United Nations implementing partners, as reported to the Department of Safety and Security

Category of security incident	Number of personnel affected							
	2017	2018	2019	2020	2021	2022	2023	2024 (Jan.–June)
Personnel who lost their lives as a result of acts of violence	42	32	36	60	65	56	48	20
Personnel injured as a result of acts of violence	62	69	129	70	109	95	94	69
Abducted personnel	84	61	127	182	153	154	49	26
Armed attacks on premises	11	21	11	27	36	44	7	1
Intrusion into premises	68	59	105	73	89	153	66	7
Armed attacks on vehicles	114	72	159	166	212	310	46	13
<b>Total</b>	<b>381</b>	<b>314</b>	<b>567</b>	<b>578</b>	<b>664</b>	<b>812</b>	<b>310</b>	<b>136</b>

## Annex V

### Security incidents affecting area personnel of the United Nations Relief and Works Agency for Palestine Refugees in Near East

Category of safety or security incident	Number of personnel affected							2024 (Jan.–June)
	2017	2018	2019	2020	2021	2022	2023	
Fatalities resulting from acts of violence	-	1	-	1	-	-	141	36
Fatalities resulting from safety-related incidents	-	2	-	-	-	-	-	2
Injuries resulting from acts of violence	5	6	18	28	29	22	57	59
Injuries resulting from safety-related incidents	3	4	5	14	8	7	13	2
Abduction	-	-	1	-	-	-	-	-
Robbery	10	9	1	2	1	4	1	4
Residence break-in and burglary of residence	-	1	-	1	2	-	-	-
Assault	56	49	12	43	47	30	30	25
Sexual assault	-	-	-	-	-	-	-	-
Intimidation and harassment	109	128	57	49	87	96	44	34
Arrest and detention	21	3	7	11	19	36	39	29
<b>Total</b>	<b>204</b>	<b>203</b>	<b>101</b>	<b>149</b>	<b>193</b>	<b>195</b>	<b>325</b>	<b>191</b>