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Strengthening the Role of the United Nations as Key Player and Decisive Forum in International Relations

Recommendations and Requests for German UN Policy

Adopted by the Members of the United Nations Association of Germany during their 30th General Assembly in Berlin on 5 December 2009

CONTENTS:

The United Nations Association of Germany (UNA-Germany) regards itself as an organization of people with a cosmopolitan commitment. It urges that global challenges are surmounted and strives for the United Nations to be given greater ability to act as it is the core of the world society's political system as well as the central forum and manifestation of multilateralism. All peoples should exert pressure upon their governments to constructively cooperate as it is foreseen by the Preamble of the United Nations Charter. Consequently, UNA-Germany requests the Federal Government to consistently pursue existing global policy approaches and to engage in own initiatives, in order to fulfill its own objective of a credible and effective multilateralism.

Thus, UNA-Germany addresses German UN policy with the following 26 recommendations and requests the Federal Government to:

1. establish more effective protection of human rights;
2. promote democracy as a core value of the States and the world society;
3. strengthen steps taken for the common good and promote the fight against corruption;
4. demand respect for human rights from business corporations and take up the responsibility for ensuring their compliance;

5. ratify international treaties;
6. extend international criminal jurisdiction;
7. increase the support for UN-led peace operations;
8. develop innovative peace and security concepts and strategies;
9. advocate for effective counter-terrorism measures based on the rule of law;
10. strengthen the peacebuilding framework;
11. pursue effective disarmament strategies;
12. strengthen global environmental and climate protection;
13. continuously pursue the Millennium Development Goals in spite of the economic crisis;
14. extend multilateral development aid cooperation;
15. advocate a consistent and liberalized migration policy;
16. enlarge the Security Council;
17. strengthen the UN's ability to act within global economic and financial policies ;
18. strengthen the UN's women and gender institutions;
19. establish a Parliamentary Assembly of the United Nations;
20. extend international jurisdiction;
21. duly pay membership fees;
22. ensure greater transparency of German UN policies;
23. ensure the successful coordination of UN policies at the national and EU level;
24. expand the UN institutions in Germany and strengthen the UN City Bonn in particular;
25. increase the number of German personnel within the UN system; and
26. jointly strengthen the UN internally and externally.

Strengthening the Role of the United Nations as Key Player and Decisive Forum in International Relations

The members of the United Nations Association of Germany (UNA-Germany) resolve, on the occasion of their 30th General Assembly in Berlin on 5 December 2009, at the commencement of the 17th legislative period of the German parliament, the following recommendations and requests for German UN policy. These build upon the previous list of claims "Securing the United Nations' ability to act and its legitimacy in the 21st century" (Sicherung der Handlungsfähigkeit und Legitimation der Weltorganisation im 21. Jahrhundert – 2005) and the executive board's declarations: "Incorporate UN Topics into the Coalition Agreement" (VN-politische Themen schon im Koalitionsvertrag berücksichtigen – 2009), "For an International 'Culture of Prevention' and a Policy of Global Public Welfare" (Für eine internationale 'Kultur der Prävention' und eine Politik des globalen Gemeinwohls – 2002) and "Priorities for Prospective German UN policy" (Prioritäten für die künftige deutsche UN-Politik – 1999).

Preamble

The economic and financial crisis, the threatening climate change and the food crisis have once again demonstrated to what extent states are interconnected and interdependent. Such global crises prove the importance of multilateral cooperation as a means for the effective resolution of problems. In the 21st century, the international community must take appropriate steps to prevent and manage global challenges. The world continues to depend on the United Nations as the only universal and legitimate forum for this purpose.

UNA-Germany, regarding itself as an organization of people with a cosmopolitan commitment, together with numerous other people and organizations from all over the world urges to surmount global challenges and to enhance the United Nations' ability to act, as it is considered to be the core of the world society's political system. The central role of the UN and its manifestation of multilateralism can only be strengthened through enhanced worldwide commitment. All peoples must exert pressure upon their governments to constructively cooperate as it is foreseen by the Preamble of the United Nations Charter. UNA-Germany calls upon the Federal Government to consistently pursue existing global policy approaches and to engage in initiatives to fulfill its own objective of credible and effective multilateralism.

Consequently, UNA-Germany addresses German UN policy with the following 26 recommendations and requests relating to:

- I. Strengthening Human Rights, Democracy and the Respect for International Law;
- II. Human Security and Peace;
- III. Environmental and Climate Protection;
- IV. Fair Global Development and Migration; and
- VI. Further Steps of German UN-Policy.

I. Strengthening Human Rights, Democracy and the Respect for International Law

1. Effective Human Rights Protection

Human dignity and the protection of the human beings' unalienable rights belong to the primary objectives of the United Nations and are of pivotal importance for every member state. These form the foundation of any rule-based political order and its democratic legitimization. On this basis, global human rights politics are possible and necessary. They should be oriented towards all four freedoms as they have been enunciated in 1941 by Franklin D. Roosevelt, the former president of the United States: Freedom of expression, freedom of belief, freedom from want and freedom from fear. UNA-Germany welcomes that the UN Human Rights Council has commenced its work and has swiftly addressed organizational issues. The new Universal Periodic Review (UPR) is accepted by all member

states and is supported through active cooperation. As a universal and equitable procedure, it has the potential to comprehensively assess without bias the human rights situation in all member states. The Federal Government is called upon to reapply for a seat on the Human Rights Council, and thereby to pursue the enactment of an election procedure that focuses on advocating human rights policies and distances itself from other politically motivated goals. Improvements in the functioning of the Human Rights Council are inevitable. UNA-Germany encourages the Federal Government to advocate the prevention of a one-sided dominance of the Council by country and regional groupings, as well as to campaign for a wide participation of all member states during the framework of the review proceedings which are scheduled to take place at the end of its first cycle. Furthermore, the Federal Government, within the framework of the EU, should oppose elections to the Human Rights Council that are not based on human rights.

2. Democracy as the Core Value of States and the World Society

Democratic structures and procedures are closely linked to a sustainable global maintenance of peace and the respect for human rights. Hence, the peaceful promotion of democracy and good governance in all states belongs to the tasks of a community of states committed to democracy. According the right to free elections formally is merely one aspect of democracy. Beyond that, key components include the guarantee of civil and political rights for men and women. The Federal Government should continuously consider these significant domestic elements of democracy throughout its UN policy. The 'Agenda for Democratization' and the 'Cardoso Report' provide concrete suggestions on how to improve the participation of parliaments and civil society in the proceedings of the UN. UNA-Germany prompts the Federal Government to take these suggestions as a guideline and to ensure the adequate participation of parliamentarians and civil society in the political processes of the United Nations organized at the intergovernmental level.

3. Strengthening Steps taken for the Common Good and the Fight Against Corruption

Corruption damages the common good; it thrives wherever states are unwilling or unable to enforce the law, wherever transparency of government action is lacking and wherever public control is underdeveloped. Independent law enforcement authorities and courts as well as a democratically legitimized and publicly controlled government are prerequisites for effectively combating corruption. It is of major concern to the international community to support these domestic requirements. Germany will only then be judged a credible advocate in the fight against corruption at the international level, when its parliament has ratified the UN Convention against Corruption and has taken the appropriate steps to enforce it.

4. Human Rights and the Responsibility of the Business Sector

The economic activities of transnational corporations influence the lives of numerous people, especially in developing countries. Aside from corporations' social and environmental responsibilities,

their responsibility for human rights is increasingly being emphasized. UNA-Germany supports the mandate of the UN Special Representative for Human Rights and Transnational Corporations: governmental responsibility for human rights violations of third parties, voluntary responsibility of the corporate sector and the access to legal remedy and redress for victims constitute an appropriate triad of possible mechanisms. Beyond these instruments, UNA-Germany recalls the “UN Norms on the Responsibilities of Transnational Corporations”. Their implementation mechanisms call for binding regulations that could bridge governance gaps. The Federal Government should actively strive to enact an effective universal framework within the UN, obligating corporations to respect human rights. UNA-Germany also asks the German business community to recognize its responsibility for globally active corporations in the field of human rights protection, the adherence to social and environmental minimum standards and prompts the community to acknowledge its role in conflict prevention, for example through the UN Global Compact.

5. Ratifying International Treaties

Credible multilateralism is also expressed by the adoption of international treaties concluded within the United Nations framework. UNA-Germany welcomes that the Federal Republic of Germany has ratified a number of such treaties within the past years. However, UNA-Germany prompts the Federal Government and legislators to swiftly complete the ratification procedures of previously signed treaties; for example, for the Protocol Against the Illicit Manufacturing of and Trafficking in Firearms. UNA-Germany regrets that in some cases Germany still refuses the accession to significant multilateral conventions — in particular, to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families— and up until now has not signed or ratified the momentous Optional Protocol to the International Covenant on Economic, Social and Cultural Rights of 2008. Thus, UNA-Germany calls upon the Federal Government to swiftly sign these treaties, initiate ratification procedures and to present a report on all internationally negotiated agreements which are to be signed or ratified or which have been ratified with reservations within the last five years.

6. Extending International Criminal Jurisdiction

UNA-Germany welcomes Germany’s continuing commitment in supporting the International Criminal Court (ICC). UNA-Germany encourages the Federal Government to, together with the EU partners and civil society, uphold its support despite times of increased criticism of the court’s work. This holds true especially with regard to the enforcement of international arrest warrants. The envisioned expansion of the court’s jurisdiction to include the crime of aggression may not constrain the ICC’s functioning, in view of the special role of the UN Security Council. The Federal Government should, with respect to the structuring of the principle of complementarity, also promote the application of the ‘Code of Crimes against International Law’ and should support the idea of universal jurisdiction in cases of gross human rights violations in bilateral relations.

II. Human Security and Peace

7. Increasing the Support for UN Peace Operations

The Federal Government should build on the positive experiences made during its temporary leadership of the Maritime Task Force of the United Nations Interim Force in Lebanon (UNIFIL) during the past legislative period. Germany should continue to participate in peacekeeping missions mandated or led by the UN, and provide logistic and material support. Ten years after the publication of the 'Brahimi Report', major challenges for UN peacekeeping missions are emerging once again. To ensure that peacekeeping operations remain successful tools of crisis management, the Federal Government should advocate towards the EU partners and within the UN framework that lessons be learned from the past. This includes, for example, that troops under UN guidance are given a clear and realistic mandate, that they are adequately equipped and deployed only in areas where they will not need to fight wars.

8. Developing Innovative Peace and Security Concepts and Strategies

Among the substantial improvements presented in the Report of the High-Level Panel on Threats, Challenges and Change, published in 2004, is the insight into new threats the global community is currently facing and a consequential demand for the equal treatment of 'soft' and 'hard' threats to international security. UNA-Germany welcomes the establishment of this comprehensive understanding of security, which focuses on the human being. Additionally, UNA-Germany supports the international community's declaration of intent towards the responsibility to protect as an important concept of global solidarity, as it is voiced in the outcome document of the World Summit 2005. The Federal Government is urged to take a leading role in contributing to the conceptualization and practical implementation of the concept of human security and to accentuate conflict prevention and peacebuilding in particular. The mandate and work of the Special Adviser on the Responsibility to Protect should furthermore be strengthened and supported.

9. Advocating for Effective Counter-Terrorism Measures Based on the Rule of Law

The fight against international terrorism must be in conformity with the rule of law and has to respect the human rights of the affected individuals. The UN Security Council and its subsidiary organs shall promote and monitor the States' respect for these rights. The Federal Government is advised to advocate that the Security Council itself acts in conformity with the rule of law and respects human rights. This requires, in particular, that individuals who become addressees of sanctions due to their inclusion in the Consolidated Terrorism List are guaranteed sufficient and effective legal protection. UNA-Germany recommends the Federal Government to campaign for such an unbiased and rule-based system to be established at the UN level. It further calls upon the Federal Government to advance the negotiations and drafting of a comprehensive anti-terrorism convention and to work towards its adoption. The ratification of this convention would lead to a universal definition of terrorism and set uniform and clear guidelines for combating it.

10. Strengthening the Peacebuilding Framework

In 2010, the UN peacebuilding architecture will be reviewed, five years after the adoption of the resolution that created the UN Peacebuilding Commission. The Federal Government is called upon to promote discussing achievements and failures in an objective and comprehensive manner, including the involvement of local actors .

11. Pursuing Effective Disarmament Strategies

Even 20 years after the fall of the Berlin wall, the world wide military expenditures continue to increase: during the past ten years alone, there has been an augmentation of nearly 50 percent. However, more weapons do not imply more security. Thus, strengthening mechanisms of arms control and advancing disarmament are essential prerequisites to prevent arms races, avert crises and stabilize conflicts. These actions range from the effective control of the spread of small arms to armament export bans. As one of the major arms exporters, Germany bears a heightened responsibility in this area. Aside from a moratorium on exports into zones of conflict, UNA-Germany demands the Federal Government to support a global arms trade treaty restricting armament exports into countries that do not abide by international human rights standards. With regard to the question of nuclear disarmament, the Federal Government is called upon to endorse the vision adopted by the American president Barack Obama of a world free of nuclear weapons. Together with like-minded non-nuclear weapon states, the Federal Government should additionally insist on further substantial steps towards the disarmament of nuclear weapons states and towards the rapid entry into force of the Comprehensive Nuclear-Test-Ban Treaty. Progress in the disarmament of existing nuclear weapons is a precondition for the success of the review conference of the Non-Proliferation Treaty (NPT) in May 2010. UNA-Germany requests the Federal Government to ensure that the states parties to the NPT adhere to their treaty obligations and that non-signatory states soon join the NPT.

III. Environmental and Climate Protection

12. Strengthening Global Environmental and Climate Protection

At the UN Climate Change Conference in Copenhagen in December 2009, the Federal Government should lead the way towards a binding global agreement concerning the reduction of carbon dioxide. As a major emitter of carbon dioxide, Germany also bears a heightened responsibility towards those countries suffering the most from the consequences of the climate change but who up to now have contributed little to its emergence. Thus, the Federal Government should make direct and binding commitments towards the climate change Adaptation Fund, to support those developing countries that have already been inadvertently affected by the climate change. In order to prevent catastrophic effects caused by global warming, the global emission of greenhouse gases needs to be reduced until 2050 by at least 80 percent compared to the emission levels of 1990. Germany should set an example and aim to reduce its greenhouse gas emissions by 40 percent until 2020. Furthermore, UNA-Germany

calls upon the Federal Government to concentrate on the increasing global environmental problems that have decreased in significance due to the climate change. Additionally, it urges the government to promote environment protection at the international level by supporting appropriate concepts for global environmental policies under the aegis of the United Nations Environment Program (UNEP).

IV. Fair Global Development and Migration

13. Continue to Pursue the Millennium Development Goals in Spite of the Economic Crisis

At the G8 Summit in Gleneagles in 2005 and the World Summit of the General Assembly in the same year, donor countries agreed to increase the Official Development Assistance (ODA) to 0.51 percent of the gross national income by 2010, and to 0.7 percent by 2015. However, Germany currently spends only 0.37 percent on development cooperation. The Federal Government should substantially increase its development aid in line with its commitment. Funds for the adaptation to climate change should not be included into the ODA quota but should rather be funded separately. In addition, the Federal Government should participate actively in creating and developing innovative development financing instruments, such as an international finance facility, an air tickets tax, an aircraft fuel tax or the 'Tobin tax', in order to reach the agreed Millennium Development Goals by 2015. These goals can only be realized if the world trade order is simultaneously changed in favor of developing countries.

14. Extend Multilateral Development Cooperation

Both Multilateral development cooperation and the United Nations' development programs are important supplements to the German bilateral development cooperation. They offer the potential for a better international division of labor and donor coordination as foreseen by the Paris Declaration of 2005. Development cooperation within the framework of the United Nations is not only an important pillar of multilateral collaboration and solidarity; UN neutrality and its acceptance by partner countries also allows for a combination of operative and normative work, for example in the field of human rights. For many years, Germany's contributions did not match Germany's economic power or multilateral orientation. UNA-Germany, therefore, calls upon the Federal Government and the German parliament to lift the current rigid restrictions to a third of the development cooperation funds for the benefit of multilateral cooperation, in order to create a more credible German development policy and to support the reform process of individual UN organizations more systematically. Additionally, financial commitment to the UN system should be made for periods of several years. Furthermore, UNA-Germany calls upon the Federal Government to raise the amount of financial contributions for UN Funds and Programs to the level it was a few years ago. The Federal Government is also requested to support ongoing UN reforms aimed at making policies more results-oriented and improving their effectiveness and at overcoming the fragmentation of the UN system (system-wide coherence).

15. Advocating a Consistent and Liberalized Migration Policy

Migration is an international challenge. It is often the poor in serious plight who face its gravest risks. At the same time, migration offers numerous benefits, both to the country of origin and the country of destination. UNA-Germany urges the Federal Government to promote liberalization of migration at the national and the EU level, for example through seasonal or circular migration involving temporary residence permits and return requirements which would allow also unskilled migrants to enter. The Federal Government should also lobby in the United Nations for protecting human rights of environmental and climate change refugees.

V. Structural Reforms

16. Enlarging the Security Council

Reforming the Security Council in terms of its composition and operating principles remains a pressing challenge for the United Nations. In light of the changes in the international system over the past 60 years, the fact that neither entire continents, such as Africa and Latin America, nor India, the world's most populous democracy are represented with a permanent seat, undermines the legitimacy of the United Nations as a whole. The Federal Government is called upon to constructively engage in the General Assembly's debate on reform and ensure that reforms aim at establishing a well respected and representative Security Council structure. In the tradition of former tenures, Germany's candidature for a non-permanent seat for the period 2011/2012 should primarily be based on the desire to strengthen multilateralism rather than on national interests alone. In light of existing difficulties in establishing a permanent joint EU seat in the Security Council, interim solutions that include a review procedure for new arrangements offer a useful perspective and is one that is easily reconcilable with a German candidature as part of a greater reform project.

17. Enhancing the UN's Ability to Act on Global Economic and Financial Policies

The present crises prove that the current international economic and financial structures are in need of reform. The cooperation of all countries, both developed and less developed, is crucial in identifying and implementing effective solutions to global economic and financial problems. The G20 has replaced the obsolete G8 system; in the field of crisis management, participation of the most populous and economically fastest-growing states has become indispensable. However, even the G20 is not an alternative to the inclusiveness of the United Nations. The UN is the only institution that can legitimately promote a global economic and financial order that acts as an effective framework for global political action. The United Nations is the institution that ensures policies meet the socio-economic needs of all people, especially of those living in poverty. The 'Conference on the World Financial and Economic Crisis and Its Impact on Development' in 2009 confirmed the UN's important role within the global economic and financial order. UNA-Germany requests the Federal Government support a strengthened UN role in implementing decisions made at the conference. The Federal Government should also promote the establishment of an independent committee of experts on the systematic risks of the international economy based on the model of the Intergovernmental Panel on

Climate Change (IPCC). UNA-Germany commends the Federal Government's initiative in developing a 'UN Charter for Sustainable Economic Activity' and hopes it will campaign for the Charter in the General Assembly by using the United Nations as a discussion forum for economic and financial policies. In the long run, the Federal Government should strive for the establishment of a Global Economic Coordination Council under the umbrella of the United Nations.

18. Strengthening the UN Women and Gender Institutions

UNA-Germany welcomes the decision by the UN General Assembly in September 2009, to merge the four organizations in the area of gender and women issues into one entity that is to be headed by a female Under-Secretary-General. The Federal Government should ensure that this organization is equipped with sufficient and reliable financial resources. Additionally, the annual budget of \$US 1 billion, as proposed by the NGO coalition 'Gender Equality Architecture Reform', should be supported. The Federal Government should ensure that the organization receives a wide range of competencies regarding both, norm settings and operational activities so that it is able to fulfill its global mission effectively.

19. Setting up a Parliamentary Assembly of the United Nations

UNA-Germany believes that, parliamentary participation and control at the level of the United Nations should, in the medium run, be institutionalized in the form of a Parliamentary Assembly within the United Nations. It calls on both the German parliament and the Federal Government to develop independent suggestions for the creation of such a Parliamentary Assembly at the United Nations.

VI. German UN Policy: The Next Steps

20. Advancing International Jurisdiction

A lasting peaceful world order can only be one based on respect for international law. UNA-Germany calls upon the Federal Government to promote the further formalization of international relations. It specifically welcomes that the Federal Government has finally, after decades of debates, recognized the compulsory jurisdiction of the International Court of Justice on the basis of the optional clause. However, UNA-Germany questions the necessity of the extensive reservations that were attached to this recognition. The commitment to formalizing international relations is not served by merely symbolic recognition of the optional clause. Constant effort in promoting international law is necessary. The Federal Government is urged to ensure the inclusion of effective enforcement mechanisms during future treaty negotiations (such as individual complaint procedures or arbitration clauses) as well as to accept enforcement mechanisms of existing treaties, even if these are not compulsory.

21. Orderly Payment of Membership Contributions

According to the financial regulations of the United Nations, member states are required to pay their compulsory contributions to the regular UN budget within one month after the payment notice from the UN Secretary-General has been received. In 2009, 22 states fulfilled these requirements, including a large number of our EU partners. The Federal Government pays in two installments-one at the beginning and one in the middle of the year. It should adhere to UN budget regulations and to submit the complete annual contribution on time. This would set a further example for other UN member states and thus strengthen the United Nations. In addition, the Federal Government and the German parliament are must urge delinquent member states to pay their contributions which is their duty under international law.

22. Ensure More Transparency of German UN Policies

A Subcommittee for the United Nations should be reinstated within the German parliament. In order to achieve greater resonance and a greater degree of transparency in public, this subcommittee should convene publicly and make use of parliamentary-style hearings to discuss the most important UN related topics. Parliament should regularly address issues regarding the United Nations in its plenary sessions. Furthermore, the subcommittee should be given the option of convening all subordinate committees in a single United Nations meeting within the parliament on an ad hoc basis.

23. Successful Coordination of UN Policies at National and EU Level

The new Federal Government, just as its predecessor, should demand greater cohesion of German UN policy and enforce adherence to this goal among its members. The substantial UN issues must be coordinated at the cabinet level, even though responsibility, preparation and overall control of the UN policy should remain with the Federal Foreign Office. Such an improved coordination should also be utilized to strengthen the EU's foreign policy actions within the United Nations system. Appreciation for the unique multilateral framework of the United Nations should be underlined by personal appearances of the chancellor and the foreign minister, for example at the annual general debate of the UN General Assembly.

24. Extending UN Institutions in Germany , and Strengthen Bonn as a UN City, in particular

The Federal Government should actively campaign for a strengthening of all UN locations in Germany, in particular for the UN City of Bonn. Furthermore, UNA-Germany is in favor of extending the representation of the UN Information Centre in Bonn and creating a liaison office for the United Nations in Berlin.

25. Increasing the Number of German Personnel within the UN System

UNA-Germany is campaigning for appropriate official representation of Germany in high-level positions at UN organizations, which it simultaneously regards as a measure of strengthening the ideals of the UN throughout Germany as well as promoting cosmopolitan commitment. The Federal Government's efforts to remedy the under-representation of the past are already bearing fruit, although prospective

efforts should be conducted more effectively and systematically. The Federal Government is urged to continue its commitment in this area and to address any weaknesses. This includes an improved coordination of the German human resources policy in international organizations by German embassies on the ground. Existing career obstacles in transferring from national civil servant positions to service in international organizations and vice versa are to be eliminated.

26. Jointly Strengthening the UN Internally and Externally

The Federal Government and the German parliament are called upon and supported by UNA-Germany not to cease their efforts in strengthening the United Nations on all levels, both internally and externally. The UN, based on the respect for international law, is the only institution that is capable of meeting global challenges and preventing violent conflicts. Contributions to improve the UN system are evidently worthwhile in terms of the self-interest of each member state. Multilateral commitment instead of a marginalization and instrumentalization of the UN is the order of the day. Continued Commitment to achieve the goals of the United Nations must not come to a halt.

UNA-Germany

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