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Chairman: Mr. Loedel (Uruguay)

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The meeting was called to order at 10.20 a.m.

Agenda item 85: Comprehensive review of the whole question of peacekeeping operations in all their aspects

1. **Mr. Guéhenno** (Under-Secretary-General for Peacekeeping Operations) said that, in his statement, he would take stock of the past year's developments in United Nations peacekeeping operations, draw attention to some fundamental questions about the future of United Nations peacekeeping, provide updated information on progress in addressing the six priority areas and also refer to challenges and priorities for the forthcoming year.

2. The events of the past year demonstrated that, while peacekeeping operations in Prevlaka, Bosnia and Herzegovina, the Iraq-Kuwait border, Sierra Leone and Timor-Leste had been successfully completed or downsized as planned, the United Nations had significantly expanded its peacekeeping activities on several fronts. Those operations continued to play an important role in the context of peace processes in Kosovo, Georgia, Eritrea/Ethiopia and Afghanistan. The United Nations Mission in Côte d'Ivoire had been established in order to facilitate the implementation of the Linas-Marcoussis Agreement and complement the operations of the peacekeeping force of the Economic Community of West African States (ECOWAS). By a decision of the Security Council, the military strength of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) had been expanded, and the peacekeeping forces had subsequently taken over operation ARTEMIS, which had previously been conducted by the European Union, on time and according to plan. Just before the attack on United Nations headquarters in Baghdad, which had claimed many lives, a decision had been taken to establish the United Nations Assistance Mission for Iraq (UNAMI).

3. The Security Council had established the United Nations Mission in Liberia (UNMIL) to support the implementation of the ceasefire agreement and the peace process, protect United Nations staff, facilities and civilians, support humanitarian and human rights activities and assist in national security reform, and also to help maintain law and order throughout the territory of Liberia. UNMIL had taken over from the multinational ECOWAS force on schedule, although

conditions were far from ideal and the United Nations was operating in a very risky environment. The peacekeeping forces needed help in that area and called on Member States to provide the necessary assistance.

4. On 10 October the Security Council had requested the Secretary-General to initiate an analysis as soon as possible of how the United Nations could best support the implementation of a comprehensive peace agreement in the Sudan. Such an agreement could be concluded in the near future, and it would be essential for the international community to support its implementation. In that context, the United Nations would probably need to conduct a multidimensional peacekeeping operation, the success of which would depend not only on the commitment of the parties, but also on the sustained support of Security Council members and the donor community.

5. Meanwhile, in October 2003 the Security Council had authorized the expansion of the mandate of the North Atlantic Treaty Organization (NATO)-led International Security Assistance Force in Afghanistan (ISAF) and its deployment outside Kabul. He welcomed the expansion of the mandate of ISAF and expressed the hope that the troop-contributing countries would show the necessary resolve to improve security throughout Afghanistan and stabilize the situation to allow for the extension of the Government's authority throughout the country's territory and the pursuit of the Bonn process, including the holding of the elections planned for the following year. Lastly, discussions were continuing in the Security Council on the question of the further internationalization of the troops in Iraq.

6. Some fundamental questions remained unanswered, including the question of who would provide troops for peacekeeping operations; whether the current trend was acceptable whereby developing countries provided the bulk of the Blue Helmets in Africa whereas industrialized countries accorded priority to deployment of their military personnel in operations led by NATO, the European Union or coalitions authorized by the Security Council; whether it was realistic to expect that trend to be reversed; whether States were prepared to support the use in the future of the hybrid model used in Timor-Leste in 1999; whether the United Nations or another organization should be assigned responsibility for robust military peacekeeping, and in the latter case, which organization, bearing in mind the development

of regional and subregional peacekeeping capacities and the precedent of the European Union and NATO conducting out-of-area operations. All those questions required serious debate.

7. In 2002, six areas requiring priority attention had been defined. They were: rapid deployment; enhancement of the African peacekeeping capacity; the development and implementation of comprehensive strategies for complex peace operations; disciplinary issues; training; and effective capturing and application of best practices.

8. The Secretariat, with the assistance of Member States, had made real progress in the area of rapid deployment, as was apparent in the case of Liberia. The great advantages of closer consultations between the Security Council, troop-contributing countries and the Secretariat had become abundantly clear. At the same time, some tasks remained which could not be carried out by the Secretariat. Progress had been made in the rapid deployment of funds, and also, in particular, in the area of strategic stocks, which had made it possible to supply UNMIL with vehicles, communications and computers from the outset. The investment in the Brindisi facility had been a success, although the stocks needed to be replenished quickly in order to maintain that momentum. The new inventory management system, Galileo, which had been introduced was a significant improvement over its predecessor, the field assets control system. Starting in the current month, the Galileo system would be implemented in the Kosovo and Liberia missions and would then be extended to other missions as well.

9. Despite the progress made, there was still a need for improvement in the area of the recruitment and deployment of civilian personnel. The Department of Peacekeeping Operations was currently building up staffing capacity in specialized functions for which the United Nations did not have sufficient expertise, particularly in areas relating to multidimensional peacekeeping. Although the initial staffing needs of UNMIL had been met by a multi-track approach, including the use of rapid deployment teams and borrowing staff with relevant experience from other missions or from headquarters, improvements were needed in that area.

10. There were also areas in which success or failure depended directly on the Member States. Those included the standby arrangements system and the on-

call lists for military and civilian police. With regard to the on-call lists, the results had been mixed. The pledges to the military list had been satisfactory and the system had been of some use in establishing the United Nations missions in Liberia and Côte d'Ivoire, although there had been problems of inability to meet response times and lack of familiarity with United Nations methods and procedures on the part of candidates. Consideration was being given to ways to secure more experienced staff without limiting headquarters capacity. On the other hand, the civilian police roster had had few submissions, and from only seven Member States. Meanwhile, attention should be drawn to the successful efforts of the United Nations Mine Action Service to develop a rapid response capability to meet emergency needs in that sphere.

11. With regard to the second priority area, the Department had undertaken a number of actions for the enhancement of African peacekeeping capacity. In that regard, it had worked with the Group of Eight and the African Union to coordinate assistance in finalizing the proposals for the establishment of an African standby force and the military staff committee called for in the African Union protocol on the establishment of a peace and security council. It was gratifying that the African Union and the Group of Eight had developed a similar vision based on the formation of multinational brigades on a subregional basis.

12. The African chiefs of defence staff had made some specific requests to the United Nations for assistance in such areas as reinforcement of African Union strategic headquarters capacity, exchange of information, training, logistic support and organization of African standby force brigades in accordance with United Nations standards. In that regard, the United Nations would need an enhanced legislative authority and additional resources. Another conduit for supporting and strengthening African peacekeeping capacity was the initiative to develop logistics partnerships that had been the subject of the partners in peacekeeping conference held in Freetown in March 2003. The United Nations was also gaining valuable operational experience on the ground. For example, in Liberia, it was working with ECOWAS to ensure the transportation and interoperability of the ECOMIL force, which had now been rehatted.

13. With regard to the third priority area, it should be noted that in the context of peacekeeping operations, effort and resources were continuing to be expended on

the restoration of the rule of law, since, as experience in post-conflict societies had shown, sustainable peace could not be built in the absence of the rule of law. However, in order for peacekeeping operations to provide effective support to police, judicial and corrections systems and promote respect for human rights, they must have strong mandates, effective planning and adequate resources and expertise.

14. In 2002 the Executive Committee on Peace and Security had convened an ad hoc task force on the rule of law in peacekeeping operations, which had identified the rule of law expertise available within the United Nations system, prepared manuals and guidelines on the subject and issued several recommendations.

15. The results of implementing the strategy for the rule of law in Liberia and the Democratic Republic of the Congo would provide important lessons for the common efforts. The Civilian Police Division had been strengthened during the past year. To the already complex policing tasks of promoting the rule of law in conflict-torn societies had been added advisory and support functions with regard to corrections and judiciary issues. Reform of police institutions promoted stability and development of democratic institutions in post-conflict countries and represented a key benchmark of the United Nations exit strategy.

16. The process of applying lessons learned from disarmament, demobilization, rehabilitation and reintegration programmes was under way in the new peacekeeping mission in Liberia. In order to ensure the success of the disarmament, demobilization, rehabilitation and reintegration programme in Liberia, the necessary resources would have to be provided.

17. With regard to security sector reform, it would seem that the United Nations was being asked to take on a broader role, as reflected in the Security Council resolution on Liberia. The international community needed to consider a number of questions relating to the parameters of United Nations involvement and the mechanism for coordinating international efforts to restructure and retrain national armies after conflicts.

18. With regard to disciplinary issues, the Department of Peacekeeping Operations had over the past year undertaken a thorough review of existing policies and procedures for all categories of personnel and had, as a result, taken steps to raise awareness of the standards of behaviour, on duty and off, in order to

achieve more effective monitoring of the behaviour of staff on field missions. Internal procedures for dealing with cases of serious misconduct had also been strengthened.

19. Those initiatives could be effective only if supported by Member States, which should provide pre-deployment briefings to all their personnel on the standards of behaviour and clearly explain the consequences of breaches of the Code of Conduct.

20. Preventing sexual exploitation and abuse by all categories of personnel serving in peacekeeping missions was of particular importance. Men, women and children caught up in conflicts or other disasters were among the most vulnerable people and the Organization had a special duty of care for them. As the Secretary-General had noted, anyone employed by or affiliated with the United Nations who broke that sacred trust must be held accountable and prosecuted. He welcomed the coming promulgation of the Secretary-General's Bulletin on that issue and said that he would ensure that every mission fully implemented the requirement to appoint a senior focal point to receive reports on cases of sexual exploitation and abuse. Missions such as the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) and the United Nations Mission in Sierra Leone (UNAMSIL) had already taken direct measures to implement the Secretary-General's policy of zero tolerance by issuing detailed memoranda prohibiting acts of sexual exploitation and abuse.

21. With regard to training, the Department's Training Advisory Group was developing a coordinated, coherent and integrated strategy for training, particularly on such cross-cutting issues as gender and peacekeeping, child protection and disarmament, demobilization and reintegration. That strategy would first be implemented in Liberia, where an integrated training cell would be set up with an integrated budget.

22. The Military Division, besides its long-term activities, which included the standardization of training, the production of training materials and the development of a broad-based approach to training, would more aggressively pursue "just-in-time" training in the pre-deployment phase, as had recently been done at Freetown in the context of the United Nations Mission in Liberia (UNMIL).

23. The Training and Evaluation Service was developing and would introduce a new process for the recognition of United Nations peacekeeping training courses for military and civil police personnel organized by Member States, which would ensure rapid adoption of standardized United Nations training materials, act as a catalyst for emerging troop-contributing countries and enable the Service and the Civilian Police Division to place students from Africa and elsewhere in recognized courses delivered by Member States.

24. There had been substantial developments in the area of civilian training, focusing on training new and existing personnel, identifying candidates from underrepresented countries and fostering career development for internal staff.

25. With regard to lessons learned, the Department's Best Practices Unit was operational and was carrying out an extensive programme of work focused on policy, particularly in the fields of disarmament, demobilization and reintegration and gender policy, as well as real-time problem solving and information management. An online best practices database was nearly ready and would be launched early in 2004. The Unit was also preparing a handbook for peacekeepers on United Nations multidimensional peacekeeping operations.

26. The Unit was finalizing a practical field guide on mainstreaming gender issues in peacekeeping operations; the guide would appear early in 2004 and would cover a wide range of topics, from general information on gender concepts and practical checklists highlighting gender issues in peacekeeping to guidelines on establishing gender units in field operations.

27. In addition, the Department had produced and disseminated to missions a "Gender and Peacekeeping Operations — Generic Training Manual", which was aimed at training military and civilian police personnel in mission. The information package would be distributed to Member States during the current month.

28. Much had been done during the past year to implement the recommendations of the Special Committee on Peacekeeping Operations and the Brahimi Panel, with particular emphasis on the six priority areas that were to remain as the focus of effort in 2004, especially in the context of new and expanding operations. The effectiveness of the entire

reform of peacekeeping operations would depend, first of all, on efforts in the field. That had been the approach taken in planning and deploying UNMIL, the first large multidimensional United Nations peacekeeping operation since the issuance of the Brahimi report. At least five issues needed to be discussed seriously and on a priority basis in 2004.

29. A first issue would be measures to enhance the safety and security of unarmed civilian personnel deployed in United Nations peacekeeping operations. The events of 19 August 2003 in Baghdad had been unprecedented. Never before had unarmed United Nations personnel been so viciously and deliberately targeted with such devastating effect. At the very core of the problem was the question of how United Nations civilian personnel could operate in environments where they were being targeted for deliberate attack. United Nations staff engaged in civilian and humanitarian tasks were not soldiers. They could not work effectively behind concrete walls and barbed wire barriers. The Secretary-General had commissioned an independent investigation of the Baghdad incident. The Secretariat was conducting an evaluation of the United Nations Security Management System. The Department was leading an interdepartmental review of the Secretariat's response to the Baghdad bombing. The outcome of those exercises should help improve capacities within the Department and other Secretariat offices to identify, prepare for and respond to threats to the safety of personnel.

30. Secondly, the meaning of "robust peacekeeping" needed to be clarified. Peacekeeping operations were still carried out based on the principle of consent. Otherwise, the operations would not be peacekeeping operations. However, a dangerous environment was a serious barrier to peacekeeping activity. In the case of internal wars, armed elements were active, only partially under the control of those who had consented to the deployment of peacekeeping forces. There were also spoilers, who exploited weaknesses in order to derail the peace process. For a peacekeeping mission to succeed in such environments, there needed to be a shared understanding of the need for a robust force, capable not only of using force but also of keeping the initiative and, if necessary, of defending itself and the mission's mandate. Such an escalation capability was essential to ensuring the effectiveness of any peacekeeping activity. The question was whether troop contributors would allow the flexibility of deployment

needed for the effective use of force and whether countries would support the deployment of rapid reaction reserve forces, without which the United Nations capacity to respond was limited. He looked forward to hearing views on those questions, as well as on the question posed about the widening commitment gap.

31. Thirdly, more attention needed to be paid to Africa and the peacekeeping capacities of African countries, which were ready to assume the burden of peacekeeping on that continent. The United Nations should be a better partner in such endeavours by providing logistic and enabling capacities, providing more flexible financial frameworks, supporting training and ensuring effective inter-operability between the United Nations and other forces.

32. Fourthly, a cooperative partnership needed to be forged with the developed countries, including the European Union, with which the United Nations had recently issued a joint declaration on developing cooperation in specific areas: planning, training, communication and best practices. The European operation in Bunia had shown that the developed countries might be willing under certain conditions to support United Nations operations, but new models had to be developed to ensure that the partnership was effective. In that connection, a model to explore was the transfer from the International Police Task Force to the European Union Police Mission in Bosnia, as well as the continuity established between the International Force in East Timor and the United Nations Transitional Administration in East Timor (UNTAET).

33. Fifthly, the reform of the rapid deployment potential must be consolidated. The Strategic Deployment Stocks must be strengthened, particularly in the area of replenishment, and the timely recruitment and retention of qualified civilian personnel should be improved.

34. In the face of growing challenges and demands, considerable progress had been made in the area of peacekeeping. The reform and revitalization of United Nations peacekeeping was a real process from which all concerned were deriving benefits. The Brahimi process should not be seen as an end point but rather as the starting point. There was ample scope for further strengthening of United Nations peacekeeping capacities and that task could certainly be carried out, provided that Member States gave their full support. In

conclusion, he invited delegates to join in the ceremony on 24 October 2003 to unveil a monument dedicated to United Nations staff who had given their lives in the service of peace. The monument had been designed and built using funds from the Nobel Peace Prize that had been awarded to peacekeepers in 1988.

The meeting rose at 11.05 a.m.