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Chair: Mr. Drobnjak (Croatia)

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* No summary record was prepared for the informal part of the meeting.

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The meeting was called to order at 3.05 p.m.

Agenda item 51: Comprehensive review of the whole question of peacekeeping operations in all their aspects

1. **Mr. Ladsous** (Under-Secretary-General for Peacekeeping Operations) said that when he had begun his tenure in the Department of Peacekeeping Operations in 2011, the global security landscape had been undergoing unprecedented changes. In the throes of the economic crisis and the Arab Spring, Member States had demanded that the Department maintain the same level of performance with fewer resources. Terrorism and asymmetric warfare had become part of peacekeeping theatres, while the fundamental disagreements exposed by the Libyan question had fed mistrust and disunity, with repercussions for peacekeeping and the protection of civilians.

2. Continued polarization between troop- and police-contributing countries and financial contributors, as well as between mandate creators and mandate implementers, had created tensions. The complementary role of regional organizations in addressing peace and security issues had not been explored in depth. Gains had been made in responding robustly to certain threats, but outdated capabilities did not match the current and emerging operating environments. His Department had worked closely with the Department of Field Support on those issues.

3. The pragmatic, field-focused and performance-oriented approach he had favoured to operational management and reform had been validated by the recommendations of the High-level Independent Panel on United Nations Peace Operations. It remained paramount to transform peacekeeping into a modernized, more professional enterprise and to reinvigorate the collective commitment to peacekeeping around a future-oriented interpretation of its role, particularly with regard to the use of force. Used judiciously, with credible intent and in a professional manner, force complemented and lent credibility to the pursuit of political solutions, and at the same time met the expectations of civilians deliberately targeted by parties to a conflict.

4. Modern conflicts could not be resolved by the United Nations alone. In the interest of maximizing the political leverage that regional players had and

working with them in support of shared objectives, he had acted to strengthen collaboration and build a broad consensus with such regional organizations as the African Union, the Organization for Security and Co-operation in Europe and the Association of Southeast Asian Nations. The historic high-level multilateral meetings convened by the Department in recent years were helping to project United Nations peacekeeping as a core, visible part of foreign and security policy.

5. The Department was working to build confidence in the ability of peacekeeping operations to deliver, even under difficult conditions. The Peacekeeping Capability Readiness System would allow it to proactively match capabilities with needs. Deliberate steps were being taken to increase the number of uniformed female personnel in peacekeeping operations. Standards and performance management tools had been established, in consultation with Member States. The Department was also improving training standards and introducing such innovative technologies as unmanned aerial vehicles.

6. Over the previous five years, the Department had managed multiple planning, deployment and drawdown processes, including the start-up of missions in Syria, Mali and the Central African Republic, major reconfigurations of missions in South Sudan and the Democratic Republic of the Congo and responses to unprecedented situations, such as that of Haiti. It was accompanying the trajectories to peace of some countries, such as Timor-Leste, Côte d'Ivoire and Liberia, and supporting the stabilization process in others, such as Mali and the Central African Republic, beset by fragile political processes and entrenched crises. In the Middle East, significant security challenges and the wavering commitments of some troop-contributing countries had not prevented missions from maintaining and adjusting their presence.

7. The Department had demonstrated the capacity of peacekeeping operations to adapt to changing environments. Along with the Department of Field Support, it had supported multiple field initiatives beyond peacekeeping, including the Joint United Nations/Organization for the Prohibition of Chemical Weapons Mission for the Elimination of the Chemical Weapons Programme of the Syrian Arab Republic, and

the special envoys to Iraq, Syria, Yemen, Burundi and Colombia. The urgent deployment of United Nations peacekeeping operations under increasingly dire circumstances had never been in such demand.

8. Four main challenges had been encountered. First, growing tensions between peacekeeping operations and national authorities had led to crises of host-State consent, in the Sudan and South Sudan, the Democratic Republic of the Congo and Western Sahara. While disagreements between partners were normal, real difficulties arose when the Security Council and host Governments, or Security Council members themselves had different understandings of the role and objective of a peacekeeping operation in a conflict setting. Such divergences must be addressed, and consent must be nurtured by both sides. The Government should not regard peacekeepers as intruders, and peacekeepers must acknowledge the sovereignty of the host State and heed the unique knowledge and perspectives of all national actors, thus building national ownership of the peacebuilding process. By the same token, peacekeepers must be able to carry out their mandates; when they were prevented from doing so, the Security Council must act robustly to defend the implementation of mandates it had issued.

9. The second challenge involved the protection of civilians, where it was notably difficult for peacekeepers to meet expectations. In South Sudan, women and girls had been raped in close proximity to peacekeepers, while gruesome massacres had taken place near mission bases in the Democratic Republic of the Congo. Despite the Department's efforts to improve communication, full protection remained a problem, particularly since it was impossible to provide it across vast areas with relatively small numbers of forces. It was also crucial to address the underlying systemic matter of equipping and training uniformed personnel with the right tools to act swiftly and to better identify threats to civilians. Close engagement by both military and civilian personnel with local communities would help, unity of purpose must inform action, and troops and police must demonstrate leadership and a genuine will to protect.

10. Failures to follow orders, hidden caveats and the sudden withdrawal of personnel when they were most needed undermined the Organization and the nations it

represented. He had been forced to repatriate entire units that had not performed their duties satisfactorily. While protecting civilians was an immediate goal, resolving the underlying causes of conflict constituted the only lasting means of reducing violence. Both objectives should be pursued in tandem. Attacks against civilians — often a political act — should be factored into political efforts to either cajole or compel parties to move towards a negotiated settlement. All mission personnel should be involved in such efforts.

11. The creation of the Force Intervention Brigade in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the establishment of urgent temporary measures in the Central African Republic were emblematic of the Department's new, robust approach to the protection of civilians. The unprecedented establishment of protection-of-civilians sites in South Sudan had also been a moral and operational necessity. The innovations had had varying degrees of success: the Brigade had contributed to the defeat of the M23 armed group but had been less effective against other, less compact armed groups in the eastern part of the country; the urgent temporary measures had restored calm to Bangui but also raised questions about the hand-over to the domestic jurisdiction; the protection-of-civilians sites had produced new dilemmas concerning sustainability, perimeter protection and necessary in-camp policing. Those developing situations would require additional reflection and attendant political efforts.

12. The third challenge occurred when peacekeepers themselves became a threat to the people they were mandated to protect, as when they were responsible for introducing a cholera epidemic or, shamefully, when they committed abhorrent acts of sexual abuse. The public had come to associate such intolerable deeds with peacekeepers. The determined action taken by his Department, in conjunction with the Department of Field Support, on prevention, accountability and assistance to victims of abuse was part of a necessary collective effort with Member States, whose responsibility and image were implicated. All parties must work together closely to address the problem and eliminate impunity; it was no longer a matter of bureaucratic interests or national pride or shame.

13. Asymmetric environments posed a fourth challenge to peacekeeping. While the presence of peacekeepers in Mali and the Middle East was justified, the sudden threats of targeted violence against them in those complex conflicts reflected the reality of current and potential operating environments of peace operations worldwide, and should help drive adaptation, creativity and innovation. Peacekeeping operations had been the targets of an unprecedented number of attacks and had begun to respond more effectively; measures to protect personnel against improvised explosive devices and other threats had reduced fatalities over the previous year. He hoped that the deployment of combat convoy capacities would help sustain supply lines and ensure the security of operations. The All Sources Information Fusion Unit in Mali harnessed Member State assets and intelligence capabilities in order to improve situational awareness, and new technologies like unmanned aerial vehicles were enhancing protection.

14. Moving forward, it would be necessary to have a frank conversation about the scope of what United Nations peacekeeping could achieve in counter-terrorism settings. Peacekeeping and counter-terrorism operations had distinct objectives. As confirmed by the report of the High-level Independent Panel on Peace Operations (A/70/95-S/2015/446), peacekeeping could not and should not be used as a military counter-terrorism tool, for it was not configured, staffed or resourced to confront terrorist groups. Rather, supporting negotiated peace settlements and providing protection for civilians were its strengths. At the same time, peacekeeping operations could not divorce themselves from the contemporary reality of terrorism, since they operated in that environment. To operate safely entailed breaking geographical silos and developing multidimensional, transnational strategies involving regional partners.

15. The way ahead for peacekeeping would involve building new coalitions of support to address collective security challenges. After struggling to act decisively on some of the most staggering human tragedies in modern times, the Security Council must find ways of reasserting its authority and find the means to bring more collective pressure to bear on parties to a conflict. It must also be acknowledged that the Council was no longer the sole centre of political gravity and leverage on security-related matters. Strategic relations

and cooperation with regional actors must be strengthened using all available means. The focus for all involved must be on prevention: on managing and reducing the risk of conflict. Yet where no alternative to establishing a peacekeeping operation existed, every effort must be made to ensure its success and to overcome successive obstacles. It must be recalled that peacekeeping — its visible element of uniformed personnel notwithstanding — was a fundamentally political tool and a process with a political concept underlying it. Civilian personnel and all other components of peacekeeping operations must therefore be fully integrated in order to make a difference.

16. The efforts over the previous five years to make peacekeeping a nimble, flexible and modern tool capable of being deployed in response to a wide range of specific challenges on the ground must continue. More than ever, the requisite expertise, technology and intelligence would be crucial; all parties must accept that peacekeeping could not work if it was blind to what was happening around it. Operations required reliable information and must be able to shift posture as situations evolved.

17. In closing, he drew attention to the undeniable fact that the administration and management and even the culture of the Secretariat and its oversight bodies appeared to be set up to protect the Organization against financial risk, often to the detriment of efforts to respond to the threat of serious violence. While administration and fiscal accountability were important concerns, all parties should carefully consider how to avoid letting them take precedence over the Organization's capacity to save lives. To realize that objective, steps should be taken to make field support systems more agile and field-oriented.

18. He hoped that the Department's efforts during his tenure to adapt peacekeeping to modern conflict environments had laid some of the groundwork for a progressive evolution of peacekeeping operations. Without the commitment and support of Member States, it would not be possible to continue the adaptation process needed to ensure that the peacekeeping tool retained the trait that had characterized it for over six decades, namely, the capacity to transform the lives of countless human beings and give them the hope they had either lost or never known.

19. **Mr. Khare** (Under-Secretary-General for Field Support) said that he concurred with the Under-Secretary-General for Peacekeeping Operations that the complex types of conflicts currently seen could be outpacing the Organization's ability to respond to them. He was encouraged by the support shown during the 2016 United Nations Peacekeeping Defence Ministerial in London and thanked all the contributors for their pledges.

20. The support of Member States was essential for the Organization to rise to the magnitude of its task. Currently, 16 peacekeeping operations, as well as the United Nations Support Office in Somalia (UNSOS), were working in complex, high-risk, hard-to-reach environments. They comprised over 142,000 uniformed personnel from 123 countries and constituted nearly 75 per cent of the Secretariat's budget. Working in such environments presented enormous logistical challenges. During his visits to South Sudan, the Central African Republic and the Democratic Republic of the Congo that year, he had witnessed first-hand the difficulties faced by many missions in delivering even basic provisions. However, he had also seen the commitment and dedication of the peacekeepers and wished to pay tribute to them and to their compatriots who had made the ultimate sacrifice for peace.

21. The Department of Field Services was committed to providing peace operations with the rapid, effective and responsible support they needed. It had in the past year and a half focused on aligning priorities, performance frameworks and management with client and stakeholder expectations. It had restructured performance management to better measure progress in performance and in the implementation of priority initiatives, and had recalibrated performance and priorities on the basis of feedback from military, police and civilian personnel regarding the situation on the ground. By tracking satisfaction with the services it provided across missions, the Department had a better idea of which ones needed improvement, also with respect to living accommodations, rations and recreational and other camp facilities. In 2017-2018, it was introducing a common set of core support performance indicators across peacekeeping operations to better address gaps and challenges.

22. To ensure that it could deliver rapid and responsible support solutions in a consistent, reliable

and sustainable manner, the Department would continue focusing on its core set of long-term priority initiatives, on which it and the Department of Peacekeeping Operations saw eye-to-eye. Those included supply chain management, strengthening environmental management, fostering technology and innovation, enhancing measures to combat misconduct, including sexual exploitation and abuse, and supporting field-oriented reform of business processes in the Secretariat.

23. With regard to supply chain management, the Department's five-year strategy had been to combine more visible end-to-end processes in order to better synchronize the efforts of planners, suppliers and distributors of goods and services, and to do so at the right cost rather than cheaply. The Department was currently implementing four projects: acquisition planning, centralized warehousing, a review of international commercial terms, and an East Africa Corridor project to test an integrated end-to-end supply chain. In the process, it paid particular attention to the environmental impact of resource management through a three-pronged vision of using resources most efficiently while keeping environmental risk to a minimum and even making a positive environmental impact wherever possible. It had developed a six-year environmental strategy focused on energy, water and wastewater, waste, and the impact on the environment, and was about to introduce an environmental management system.

24. Increased reliance on technology and innovation in peacekeeping was critical. Both Departments realized that it was impossible to carry out twenty-first-century peacekeeping operations with nineteenth-century tools. Their efforts had therefore focused on improving situational awareness, threat detection and mitigation capacity to protect United Nations personnel who were facing unprecedented attacks. The Department of Field Support hoped to progressively improve its hardware, software and connectivity as well as its data tracking, analytics and visualization tools.

25. Lastly, the Department was working to implement the reform recommendations in the report of the High-level Independent Panel on Peace Operations and also the Secretary-General's recommendations in that regard. Member States should consider shifting to a

mechanism of ex post facto accountability coupled with better delegation of authority to those who bore the responsibility of living with the results of their decisions, in order to promote greater transparency and accountability. That had been the vision undergirding the creation of his Department, but regrettably that vision was still not fully realized.

26. His Department was working very closely with the Department of Peacekeeping Operations and the Department of Management to review key processes in order to make them more supportive of field operations. But it needed to go beyond a simple review and act to deliver what was required under the circumstances on the ground. Implementing any necessary organizational reform required political support from Member States to ensure the proper alignment of responsibilities, decision-making authority and resources. He would seek such support from the Committee when he returned to it for decisions in that regard.

27. All the Department's priorities required a long-term approach and commitment, and the support of stakeholders, which could take many forms. With extra-budgetary assistance from Japan, for example, the Department had established a triangular partnership project to strengthen military engineering units across peacekeeping missions in Africa, which enhanced African troop-contributing countries' long-term capacity to deploy engineering capabilities rapidly. Part of that training involved the technical use of signals in United Nations missions, and that could usefully be expanded to other areas such as medical services. Trilateral partnerships of that kind also allowed financial contributors to support enabling capacity flexibly, all the while enlarging the pool of needed skilled units.

28. Recently, he had also signed two agreements to further strengthen the cooperation of the Department of Field Services with the African Union (AU). The first one paved the way for AU personnel to participate in a training programme designed to foster mission support leadership and technical skills. The second established a pilot staff-exchange programme between the Department and the AU. Mechanisms for financing and supporting AU operations had also been jointly reviewed. The two organizations would then go on to develop benchmarks for transitions and for

standardizing the re-hatting of peace operations. In addition, the Memorandum of Understanding for the Acquisition and Cross-Service Agreement, which the Department had concluded with the United States to address critical gaps in the supply of goods and services in emergencies, had already been activated twice with positive results.

29. More partnerships were needed. Member States needed to work together to leverage knowledge, resources and expertise for engineering, medical support, technology, environmental protection, force protection and conduct and discipline. The Department's work was a collective responsibility that required solid, sustained support from troop and police contributors, financial contributors and host countries. Member States must focus collectively on the challenges faced in the field and take joint responsibility to meet the mutual goal of mandate delivery, without neglecting fundamental contractual arrangements in their desire to deploy rapidly. When he had arrived a year and a half earlier, more than 64 units had been deployed without a Memorandum of Understanding regulating their respective rights and responsibilities. That figure had been reduced to a little over 40, but was still too high, because such deployment resulted in reimbursement delays, more complications in addressing misconduct and greater accountability gaps. Eventually, no mission would be deployed without a signed Memorandum of Understanding or Letter of Assist.

30. In January 2017, the Working Group on Reimbursement of Contingent-Owned Equipment would conduct the triennial review of current reimbursement rates and consider technical and policy issue papers. That would allow everyone to maintain a fair reimbursement framework for contributing countries and to consider new policy approaches to keep pace with the shifting operational needs of peacekeeping. Member States, the troop- and police-contributing countries in particular, were encouraged to give their views on the issue papers.

31. Proper conduct and discipline were vital for the success and very existence of international peacekeeping. The Department had consequently intensified its focus on preventing, pursuing and rectifying misconduct, including sexual exploitation and abuse. Above all, the Department was determined

to protect and support the victims, and to respond rapidly and effectively to allegations. It was now vetting all personnel, including members of contingents and formed police units, for a history of prior misconduct while in United Nations service. It had improved training and established immediate response teams in case of sexual abuse in most peacekeeping missions. The Trust Fund in Support of Victims of Sexual Exploitation and Abuse had also been set up and he thanked the countries that had already contributed to it. Such measures needed to be reinforced by Member States, for they had a collective obligation to demand accountability and zero tolerance for sexual abuse and exploitation.

32. Although the work being done could not be carried out by any of those involved on their own, together, they could improve field support missions to ensure rapid, effective and responsible solutions.

33. **The Chair** said that there would be a suspension for an informal dialogue between Member States and the Under-Secretaries-General for Peacekeeping Operations and for Field Support.

34. *The discussion covered in the summary record was suspended at 3.55 p.m. and resumed at 4.45 p.m.*

35. **Mr. Hilale** (Morocco), speaking on behalf of the Movement of Non-Aligned Countries, said that a more cautious approach should be taken when introducing changes to United Nations peacekeeping. Member States were not always consulted during the planning or implementation of new policies, and the Secretariat appeared to be under great pressure to speed up the implementation of recommendations emerging from a structural review without having first addressed them in the Special Committee on Peacekeeping Operations; which, it must be recalled, was the only forum mandated to review all aspects of peacekeeping. Consensus among Member States on the development of policies should be sought and obtained, and only ideas and approaches adopted by Member States collectively should be implemented. The Secretariat should refrain from implementing policy that had not been agreed in an intergovernmental process. The Non-Aligned Movement asked the Secretary-General to provide a detailed report on the status of the implementation of the recommendations emanating from the three reviews of the previous year.

36. The establishment of any peacekeeping operation or the extension of the mandate of an existing operation should be strictly in accordance with the purposes and principles of the Charter, especially respect for sovereign equality, political independence, the territorial integrity of States and non-intervention in the internal affairs of States, and also with the basic principles of peacekeeping, namely, the consent of the parties, impartiality and the non-use of force except in self-defence and in defence of the mandate.

37. The Security Council should demonstrate a strong commitment to devising, in consultation with potential troop- and police-contributing countries, clear and achievable mandates based on objective assessments, with due care taken to ensure that they had political support and sufficient resources. Integrated planning to ensure the link between policy formulation and implementation in the field was paramount to achieving success. Furthermore, changing the mandated tasks of peacekeeping missions without prior consultation with troop- and police-contributing countries should be avoided. The full participation of troop- and police-contributing countries in policy formulation and decision-making was a requisite for the success of United Nations peacekeeping missions; and there must also be effective triangular cooperation between troop- and police-contributing countries, the Secretariat and the Security Council. The Movement strongly supported a substantial reworking of the current modalities of that cooperation and stood ready to work with the Secretariat and the Security Council to create a revitalized partnership.

38. The Movement strongly condemned all forms of sexual exploitation and abuse committed by United Nations peacekeeping personnel as a despicable betrayal of the duty to protect, and reaffirmed its support for the Secretary-General's zero-tolerance policy. The responsibility for investigating and prosecuting such cases lay with the national jurisdictions of the concerned States. The fight against sexual exploitation and abuse, however, was a collective responsibility that should be dealt with comprehensively, involving all concerned stakeholders. There had been a noteworthy commitment among troop- and police-contributing countries to combat such abuses. A General Assembly resolution on the issue would be appropriate.

39. All necessary support, including financial and human resources and military and civilian capabilities should be provided to peacekeeping missions to ensure that they achieved their goals while fully respecting the host country and its laws and regulations. The Movement welcomed the latest increase in troop reimbursement rates and would like to be kept informed about the preparations for the 2017 increase.

40. Intelligence could contribute to the safety and security of peacekeepers and to the protection of civilians; however, there were valid and legitimate concerns in that regard. It was crucial to reach consensus among Member States on that sensitive issue before further developing a policy framework.

41. As the responsibilities of the police in United Nations peacekeeping operations grew, care should be taken to avoid duplication of tasks between the military and the police components. In that regard, the members of the Non-Aligned Movement looked forward to discussions on the recommendations emanating from the external review of the functions, structure and capacity of the United Nations Police Division at the next session of the Special Committee on Peacekeeping Operations.

42. The Peacebuilding Commission and its country-specific configurations, as well as the Peacebuilding Fund, had a significant role to play in enhancing integration between peacekeeping and peacebuilding, and ensuring that peacekeeping efforts were accompanied by economic recovery and capacity-building efforts on the basis of national ownership. The Peacebuilding Commission should therefore expand its coordination with all relevant bodies in order to promote consistency and avoid duplication of efforts.

43. Peacekeeping operations should not be used either as an alternative to addressing the root causes of conflicts or as a means of managing the conflicts themselves. Instead, conflicts should be managed through political, social and developmental tools that would achieve a smooth transition to lasting peace, security and sustainable development. Moreover, exit strategies should always be agreed upon at the early stages of mission planning and reviewed periodically.

44. The Movement, without changing its position on the use of force by peacekeeping operations, emphasized the need for further consultations with

Member States on ways of protecting peacekeeping personnel and facilities from safety breaches. Also, although the primary responsibility ultimately lay with the host country, the protection of civilians by peacekeepers, where mandated, should support national efforts but should not be the sole basis for United Nations military intervention in conflicts.

45. The lack of resources for peacekeeping operations and the difficulty of providing troops and equipment for military operations needed to be addressed. There was potential for cooperation and collaboration between the United Nations and regional organizations in that regard. The United Nations ought, for example, to ensure predictable and sustainable funding for African-Union-led peacekeeping operations authorized by the Security Council. In general, the strategic partnership between the United Nations and the African Union in the area of peacekeeping should continue to be strengthened.

46. The Non-Aligned Movement was clearly committed to the maintenance of international peace and security. Its members represented most, if not all, of the top troop- and police-contributing countries, and they also regularly contributed military, police and civilian experts to peacekeeping missions. The Movement paid tribute to the men and women of the United Nations who were defending and giving their lives to the cause.

47. **Mr. Isnomo** (Indonesia), speaking on behalf of the Association of Southeast Asian Nations (ASEAN), said that all relevant stakeholders should harness their energy in order to ensure optimum support for United Nations peacekeeping operations. Peacekeeping missions should uphold the purposes and principles of the Organization in addition to the basic principles of United Nations peacekeeping. Military engagements alone would not lead to lasting peace; therefore, when designing and deciding to deploy peacekeeping missions, the central emphasis should be shifted to political solutions. Greater focus should also be placed on preventive diplomacy, mediation and peacebuilding. Although the adoption of resolution 70/304 was welcome, unfortunately certain elements of the text meant to strengthen work in those areas had been weakened. Close collaboration between the Peacebuilding Commission and the Department of Peacekeeping Operations would therefore be crucial to

ensuring the fulfilment of their respective mandates. ASEAN also supported greater interaction between the Security Council and the Peacebuilding Commission.

48. All acts of violence against United Nations personnel were to be condemned. Comprehensive, collective and coordinated action to address the challenge of increasingly dangerous peacekeeping environments was a matter of urgency, with priority given to enhancing situational awareness and the response capabilities of peacekeepers through effective predeployment training and adequate protection equipment. Peacekeeping operations should not, however, engage in counter-terrorism activities. Cooperation and partnership between the United Nations, Member States and regional and subregional organizations was crucial. Regional solutions to conflicts were welcome, as were stronger partnerships at the strategic and operational levels. The Security Council, the Secretariat, troop and police contributors and regional actors should consult as early as possible to draft, review and adjust mission mandates.

49. Incidents of sexual exploitation and abuse committed by some peacekeepers were a source of outrage. They tarnished the reputation of the Organization, betrayed its principles and undermined the ability of missions to function. The United Nations and Member States should explore together how to apply the relevant recommendations of the Secretary-General, in particular by elevating the issue of sexual exploitation and abuse to the level of mission performance. The primary responsibility of holding perpetrators of such abuses to account lay with troop- and police-contributing countries. The members of ASEAN stood for zero tolerance, zero complacency and zero impunity in the face of sexual exploitation and abuse and urged a full review of all credible allegations received.

50. Efforts should be made to increase the number of female peacekeepers. However, because some countries might experience difficulties in providing readiness-trained female peacekeepers, the Department for Peacekeeping Operations and other international bodies should provide the required support.

51. ASEAN members had contributed approximately 4,800 police, military advisers and troops to 12 United Nations peacekeeping missions. Members also worked with external partners on peacekeeping-related issues

through a variety of frameworks. They had recently pledged to strengthen the capabilities of United Nations peacekeeping, in particular by contributing additional troops and police, civilian demining and engineering experts, helicopter units, livelihood and medical support, as well as global capacity-building and training partnerships. The Peacekeeping Capability Readiness System should be able to help troop-contributing countries to realize their commitments. In particular, to ensure predictability, the Department of Peacekeeping Operations should consider providing incentives for troop-contributing countries that had reached readiness level 3 or 4 under that System.

52. Singapore, Malaysia, Thailand, Cambodia, Philippines and Indonesia had established state-of-the-art predeployment training facilities domestically. Given the region's collective contribution to peacekeeping, it was fitting that the Departments of Peacekeeping Operations and of Field Support should have more staff seconded from ASEAN member countries. Moreover, more ASEAN nationals, who were under-represented at Headquarters and in the field, should be appointed to positions of leadership in peacekeeping missions.

53. Speaking in his national capacity, he said it was important that mandates for peacekeepers be clear, realistic and well supported. Extreme caution should be used by any peacekeeping operation undertaking enforcement tasks, which, in addition, should be time-limited and performed on an exceptional basis. The United Nations system should shift from a culture of reaction to conflict to one of conflict prevention, with focus placed on mediation, credible political solutions, peacekeeping and peacebuilding, and it should act in an integrated and synergistic manner with other stakeholders.

54. Proud of the track record of its peacekeepers, Indonesia had contributed 2,867 of them to 10 missions. His Government remained steadfast in its longstanding commitment to contribute 4,000 peacekeepers by 2019. However, it hoped that Indonesia would also be more adequately represented in key posts in senior leadership at Headquarters and in missions. With its strong record of advancing international peace and security, and its unique profile as the largest Muslim population, the third-largest secular democracy and a promoter of women's rights, among others, his country

had much to offer. Indonesia had presented its candidacy as a non-permanent member of the United Nations Security Council for the period 2019-2020 and looked forward to working as a true partner for world peace.

55. **Mr. Rattray** (Jamaica), speaking on behalf of the Caribbean Community (CARICOM) said that its member countries were in favour of strengthening the capacity of the United Nations system to ensure the safety and security of peacekeepers.

56. The current challenges faced by Haiti, host to the only United Nations peacekeeping operation in the region, in terms of disaster recovery and reconstruction efforts were compounded by the uncertainty now surrounding the timetable of its presidential election given the damage caused by Hurricane Matthew to roads and schools that would have served as polling stations. Under those circumstances, the capacity of the United Nations Stabilization Mission in Haiti (MINUSTAH) to mobilize rapid response efforts critical to the maintenance of peace and security had to be borne in mind. CARICOM therefore welcomed the Security Council decision to extend the mandate of MINUSTAH for a further six months. It also welcomed the Council's request that the Secretary-General conduct a strategic assessment mission in Haiti by the end of the current MINUSTAH mandate with a view to appraising the role of the United Nations in Haiti and presenting recommendations on the way forward. The international community was urged to remain actively engaged with the Government and people of Haiti in order to consolidate recent progress.

57. Peacekeeping and peacebuilding should be examined concurrently during the 10-year review of the peacebuilding architecture. There should be strong coordination between the Department of Peacekeeping Operations and the United Nations peacebuilding architecture and close partnerships with national authorities. Furthermore, the natural synergy between peace, security and development had been reinforced by the collective international endorsement of the Sustainable Development Goals, especially Goal 16.

58. CARICOM fully supported the zero-tolerance approach to all forms of misconduct, in particular acts of sexual exploitation and abuse on the part of peacekeepers. It also supported the three-pronged strategy of prevention, enforcement and remediation in

response to all misconduct. United Nations personnel should be held to the highest standards. Any action taken on allegations of misconduct should be comprehensive and inclusive so as to make the perpetrators accountable.

59. Women should participate actively in conflict prevention and resolution, peacekeeping, peacebuilding and all efforts to promote international peace and security, as called for in Security Council resolution 2242 (2015). Noteworthy progress had been achieved in implementing the earlier Security Council resolution 1325 (2000) on women and peace and security. In the area of peacekeeping, gender advisers had been appointed to peacekeeping operations, and the Department of Peacekeeping Operations had mainstreamed gender perspectives throughout all its offices; it should now do more to increase the number of female officers in missions.

60. Peacekeepers must be alert, proactive and properly equipped, in order to properly adapt to the increasingly dangerous environments in which they worked. Welcome technological advances had been made in that regard, including the provision of supplemental Internet training courses for the whole spectrum of mission staff, such as the E-learning for Peacekeepers from Latin America and the Caribbean.

61. The full participation of troop- and police-contributing countries in policy formulation was needed to achieve the level of partnership and effectiveness required for United Nations peacekeeping missions. Consistent, transparent and effective triangular cooperation in decision-making between the Security Council, the Secretariat and troop and police contributors was also necessary. The mandate of an ongoing mission should be changed only after thorough and timely reassessment by the Security Council, in consultation with troop-contributing countries and through the mechanisms prescribed in resolution 1352 (2001). CARICOM expected the Secretariat to provide detailed information on the final evaluation of the global field support strategy completed in 2015.

62. In conclusion, CARICOM looked forward to meaningful, comprehensive engagement in United Nations peacekeeping and would continue to participate actively in the development of solutions involving all aspects of peacekeeping.

63. **Mr. Cortorreal** (Dominican Republic), speaking on behalf of the Community of Latin American and Caribbean States (CELAC), said that, given the central organizational role of the Department of Peacekeeping Operations, it had to ensure that when peacekeeping operations were established and carried out the purposes and principles of the Charter of the United Nations were strictly observed, especially respect for sovereignty, territorial integrity and political independence, and non-intervention in the internal affairs of States; as also the basic principles of peacekeeping.

64. For peacekeeping operations to be truly effective, they must have political support, enough human, financial and logistical resources, clearly defined and viable mandates, and clear exit strategies. They must also be adapted to the political and security situation of the host countries. Rather than being ends in themselves, the operations were intended to create a temporary security framework for the implementation of a long-term political strategy aimed at sustainable economic and social development. Similarly, the long-term sustainability of the peacekeeping system depended on a guarantee that the troop- and police-contributing countries would receive timely and efficient reimbursement.

65. CELAC recognized the Special Committee on Peacekeeping Operations as the sole intergovernmental body in a position to exhaustively examine all aspects of the question of peacekeeping. Its annual report, relevant and fundamental, must continue to be the governing instrument for the peacekeeping secretariat when it put into effect the Special Committee's conclusions. In that connection, there must be more interaction between the Special Committee and the Departments of Peacekeeping Operations and of Field Support and other parts of the peacekeeping secretariat, and between the Special Committee and the Security Council, the Peacebuilding Commission, the Fifth Committee and the Department of Political Affairs.

66. That was particularly relevant in the face of complex ad hoc developments, such as those that had necessitated the exceptional creation of an Intervention Brigade within MONUSCO, or of a regional protection force within the United Nations Mission in South Sudan (UNMISS). Such decisions required careful assessment of the effects that new mandates could have

on the security and protection of peacekeeping forces and civilians as well as on the basic principle of impartiality; and hence the importance of ongoing consultation with troop- and police-contributing countries.

67. Women played a critical role in preventing and resolving conflicts, and thus they must be encouraged to participate fully in maintaining and promoting peace and security. CELAC took note of the report of the Secretary-General on women and peace and security (S/2015/716), in which he presented the results of the global study on the implementation of Security Council resolution 1325 (2000).

68. The protection of civilians had been mandated in ten peacekeeping missions of the United Nations. Yet since the basic responsibility to protect civilians fell to host countries, the legitimate mission requirement to protect civilians must never be used to override the principle of State sovereignty. All those involved in establishing and executing protection mandates must secure agreement for those mandates and for the standards for initiating combat. At the same time, triangular cooperation between the Security Council, the Secretariat and the troop- and police-contributing countries must be improved. Member States must be consulted on draft policies and directives issued by the Secretariat for the protection of civilians, and they must also be reviewed by the Fourth Committee.

69. Modern technologies could greatly increase the security and protection of peacekeeping forces, but they must be used only in keeping with the principles of State sovereignty and territorial integrity.

70. It was, furthermore, essential to guarantee that persons participating in United Nations peacekeeping missions be held to the highest standard of ethical conduct. CELAC was concerned by the increase in the number of accusations of sexual exploitation and abuse and remained absolutely committed to the zero-tolerance policy. Those responsible must be rapidly investigated and held accountable. Welcome progress had been made in eliminating and preventing such shameful behaviour through the adoption of systematic prevention measures, including recording and following up on all reports. The Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse should be supported in her important role. Yet CELAC noted with concern the

conclusions of the report of an Independent Review on Sexual Exploitation and Abuse by International Peacekeeping Forces in the Central African Republic, and looked forward to the response of the Secretary-General.

71. There was indisputably a close relationship between security and development. Therefore, coordination must be strengthened between peacekeeping operations and the peacebuilding architecture of the United Nations, in particular the Peacebuilding Commission, as well as the relevant agencies, funds and programmes. CELAC welcomed the adoption of the resolutions on the review of the peacebuilding architecture of the United Nations, General Assembly resolution 70/262 and Security Council resolution 2282 (2016), and acknowledged the critical part played by peacebuilding operations.

72. CELAC was determined to help Haiti progress towards stability, peace and sustainable development, and reaffirmed its solidarity with the Haitian people and Government and its commitment to continue contributing troops and police to MINUSTAH. It noted the extension of the Mission's mandate until 15 April 2017 and reaffirmed the importance of adequate planning for a gradual, responsible transition with the full participation of the Government of Haiti in the withdrawal process and in close contact with the troop and police contributors. The Mission's activities and the international community's efforts to support Haiti were crucial. Those efforts would be more effective to the extent that they were defined by a long-term, integrated and sustainable strategy, under the direction and leadership of the Government of Haiti and with full respect for its sovereignty. The regional commitment to strengthening democracy in Haiti meant an insistence on a democratic, stable elections process, to be followed by a constitutional transfer of power to the next duly elected president. The negative impact of Hurricane Matthew on life and property would unfortunately affect the political development of Haiti. Nevertheless, CELAC called on the different sectors of Haitian society to prioritize dialogue and avoid confrontation, in the interest of uniting the country's political leaders around the common goal of stability and security for all its people.

73. CELAC endorsed the recommendations contained in the report of the High-Level Independent Panel on

Peace Operations as well as the report of the Secretary-General entitled "The future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations" (A/70/357-S/2015/682). Both must be discussed by the Special Committee on Peacekeeping Operations and in other relevant forums such as the Fourth and Fifth Committees.

74. The discussion on the reviews of peacekeeping operations and special political missions, the peacebuilding architecture, and women, peace and security must be conducted holistically in order to create the necessary synergies. The increase in the number and complexity of special political missions and the relationship especially of those in the field with peacekeeping operations called for an extended consideration of all aspects of special political missions, to make them more transparent, accountable and efficient.

75. Lastly, CELAC paid tribute to all peacekeeping personnel for their contributions and sacrifices to make the world a safer place.

76. **Mr. Taula** (New Zealand), speaking also on behalf of Canada and Australia, said that the recommendations resulting from the reviews of United Nations peace operations, the peacebuilding architecture, and the implementation of Security Council resolution 1325 (2000) had called for innovation, modernization, the prioritization of inclusive political solutions and the protection of civilians, both in the field and in setting policies. All involved had a role to play in that collective agenda, from troop- and police-contributing countries to the peacekeeping secretariats. Although some initial steps had been taken to implement the more visible and immediate recommendations, attention must be turned to addressing the core issues, no matter how difficult, that continued to hinder peacekeeping reform.

77. Inclusive political solutions and processes were central to conflict prevention and sustainable peace; the latter must be a core responsibility of the entire United Nations system, prior to, during and after conflicts. Political solutions must be paramount in the design of peacekeeping operations.

78. The historic resolutions on sustaining peace adopted by the Security Council and the General

Assembly in April 2016 rightly gave importance to conflict prevention, management and resolution. The incoming Secretary-General should make it a priority to advance the goal of sustaining peace, so that his report to the 72nd session, called for in the resolutions, would satisfy the high aspirations set for it. Peacekeeping missions had of course an essential role in sustaining peace. They helped to create enabling environments for peace, expand and preserve political momentum, support consensus among national counterparts and the broader international community, and guide overall strategies.

79. For peacekeepers to be effective, they must be ready and safe; to achieve that was a collective responsibility that required a shared approach to understanding security situations and risks and improving the mandating, resourcing, planning and execution of peace operations. Safety and security plans should be closely tailored to the prevailing security situation and should include better situational awareness, contingency plans, well-equipped rapid reaction forces, new technologies, intelligence and effective medical support and evacuation capabilities.

80. The Secretariat had taken welcome steps to make tangible improvements to ensure the safety and security of deployed personnel, and should be encouraged to draw on existing capabilities and enhance coherence across the United Nations system, in order to help strengthen early warning, assessment and analysis, and situational awareness. A greater focus on integrated planning mechanisms to support contingency crisis planning would also be desirable.

81. There was a definite need for a medical performance framework for peacekeeping operations, including clear capability standards that must be achieved and maintained; and mitigation measures had to be put in place when the medical support chain was stretched. Also, tailored communications strategies within missions would help local populations better understand their mandate and activities, building local trust and enhancing the safety and security of deployed personnel.

82. Canada, Australia and New Zealand strongly supported efforts to address capability and performance requirements, including through strategic force generation and capability development, and operational readiness and assurance. The peacekeeping

secretariats were encouraged to continue efforts to bring rigour to improving contingent training and performance and implementing certification as part of the force generation process. Delivering consistent and coherent predeployment training was critical to ensuring that peacekeepers met United Nations standards; and, indeed, standardization efforts were under way, including the development of the military unit manuals and associated training.

83. Ultimately, the success of peacekeeping should be measured by its impact on those whom peacekeepers sought to protect. Missions with a mandate to protect civilians must have clear and proactive preventive strategies in place and a clear understanding of obligations to intervene if and where prevention failed. To that end, the growing commitment of Member States to the Kigali Principles on the Protection of Civilians as the best practice on that topic was welcome, as were the findings outlined in the structural review of the Police Division, in view of the central role of police in peacekeeping.

84. Peacekeeping operations were further encouraged to fully implement the agenda of the report of the Secretary-General on women, peace and security ([S/2015/716](#)); there were clear benefits to the integration of its perspective. Women and men experienced conflict differently and contributed in different ways to its prevention and resolution. The inclusion of gender advisors and focal points and female military, police and civilian peacekeepers improved the operational effectiveness of peacekeeping. Continued efforts to mainstream gender in peacekeeping deserved support, including boosting women's participation in peace operations at all levels and consistent transparency and reporting on issues related to women, peace and security.

85. Sadly, conflicts disproportionately affected children, with cases of abductions, military recruitment, killing, maiming, and numerous forms of exploitation. The United Nations must therefore preserve the unique role and capabilities of child protection advisors. The publication of the updated Department of Peacekeeping Operations policy on child protection in 2017 would be of great interest.

86. It must be ensured that those trusted to bear the United Nations flag, military, police and civilians alike, upheld all that the United Nations stood for.

Canada, Australia and New Zealand condemned in the strongest possible terms all forms of sexual exploitation and abuse by United Nations staff, peacekeepers, and non-United Nations forces. While recent initiatives by the Secretary-General and Member States to combat sexual exploitation and abuse, including Security Council resolution 2272 (2016), were well taken, continued improvement in transparency and accountability was needed. Consolidation of the position of the Special Coordinator appointed by the Secretary-General was a first step towards the sustained, long-term efforts required to combat sexual exploitation and abuse.

87. Looking forward, Canada, Australia and New Zealand stood ready to work with partners in such forums as the Special Committee on Peacekeeping Operations, whose upcoming session was expected to be particularly constructive. Pioneering collective and constructive change was one way to pay tribute and recognize the service of peacekeepers. Although change would take time, it was important to forge ahead with unity of commitment and action.

88. **Ms. Adamson** (Observer for the European Union), speaking also on behalf of the candidate countries Albania, Montenegro, Serbia, the former Yugoslav Republic of Macedonia and Turkey; the stabilization and association process country Bosnia and Herzegovina; and, in addition, Georgia, Iceland, Liechtenstein, the Republic of Moldova and Ukraine, said that peacekeeping operations were a vital instrument in advancing peace and security in the world. Peacekeeping was at the core of United Nations action and was continuously evolving in response to ever-changing and complex crises that increasingly involved non-State actors. Peacekeeping operations had moved beyond traditional military models of ceasefire observation to become more proactive and multidimensional, involving civilian and political aspects, and sought to create stability in the aftermath of conflicts.

89. The 2015 peace and security reviews had offered an opportunity to shape the future of the global peace and security architecture. The report of the High-level Independent Panel had called for four essential shifts that would allow the United Nations to position its peacekeeping operations to better respond to current and future challenges: ensuring the primacy of politics,

a flexible use of the full spectrum of peace operations, stronger partnerships, and a field-focused secretariat and people-centred operations. The report had also highlighted, inter alia, the need for coherence, linking development and security efforts, mainstreaming gender aspects throughout and devising more clearly defined mandates and better transition arrangements. The Secretary-General's report on the implementation of the Panel's recommendations had centred the peace and security agenda priorities around three pillars: renewed focus on prevention and mediation; stronger partnerships; and new ways of planning and conducting peacekeeping operations to make them faster, more responsive and more accountable. In recent years, the European Union and its member States had made significant contributions to the guidance of peacekeeping operations. Taking that important work forward would require a truly global partnership.

90. Even the most successful peace operations could not be a substitute for political processes. Prevention and mediation — making full use of the Secretary-General's good offices, the early deployment of special political missions, regional and bilateral peacebuilding and mediation tools, and public diplomacy — must become a priority, and would show that the global system was intent on reducing armed conflict. Peacebuilding efforts must also be consolidated and fully synchronized with peacekeeping efforts. Special attention should hence be devoted to strengthening security capacities through security-sector reform in order to ensure sustainable peace and security.

91. The protection of civilians and the prevention of atrocities must be at the core of any peacekeeping operation's mandate. A welcome emphasis had been put on regular assessment of the political and protection effect of a mission, the extent to which it had the capabilities to fulfil its protection mandate and the additional political and practical support it required.

92. The European Union attached great importance to the mandates concerning child protection and conflict-related sexual violence; therefore, any changes in mission structures should not curtail their ability to effectively protect women and children. It was also critical for the protected not to be harmed by those meant to protect them. The Secretary-General had done

well to emphasize increased accountability and to try to strengthen the system's ability to deal with sexual exploitation and abuse swiftly and decisively.

93. Local ownership was important in protecting civilians, and the suggestion for mission-wide strategies and guidance to engage with local populations was useful. Corruption should also be recognized as a driver of conflict and instability.

94. The European Union was committed to advancing the women, peace and security agenda, both internally and in relations with third countries, and thus supported the strengthening of gender mainstreaming in mission settings and the reinforcement of gender expertise in missions, as stipulated in Security Council resolution 2242 (2015). Peace operations must also be equipped with clear, coherent and achievable mandates that included a strong human rights component. Transition arrangements and exit strategies should be explored early on; transition arrangements should take into account elements that would help assess the overall effectiveness of the missions upon their completion.

95. States must match political intent with operational might for peace operations to succeed. Ways must be found of meeting the challenge of force generation, especially in terms of enablers and other critical capabilities. The impact of the 2015 Peacekeeping Summit and the 2016 United Nations Peacekeeping Defence Ministerial in London had been encouraging in that regard.

96. The Secretary-General's initiative to request adequate training certificates was a step in the right direction. Training and equipping mission personnel were important to ensure mission success and should include standardized gender-sensitive training and operational training on the issue of children and armed conflict. In complex environments, cooperation with regional actors could be of particular assistance.

97. Adequate resources for peace operations should be ensured so that missions could deliver on their mandated tasks, while operations must make the most efficient use of human, political and financial resources. Information and intelligence were also essential for mandate delivery and personnel protection. The use of modern technology in peacekeeping must also be encouraged, and additional

efforts must be made to ensure the security of peacekeepers.

98. The European Union continued to be a loyal partner, supporting United Nations peacekeeping operations and deploying its own missions under its Common Security and Defence Policy, which allowed for burden sharing with the United Nations, especially in Mali, the Central African Republic, Somalia, and the Balkans. In that regard, the increased focus on global-regional partnerships was welcome. The United Nations and the European Union were deepening their cooperation on topics of mutual interest as part of their Strategic Partnership on Peacekeeping and Crisis Management for the period 2015-2018. The European Union fully endorsed the efforts of Africa to manage its own security and welcomed initiatives aimed at strengthening peacekeeping, such as the conference on peacekeeping in francophone environments to be convened in Paris in later that month. Better definition of the role of regional organizations within United Nations-led interventions would facilitate rapid deployment when appropriate, as a complement to United Nations operations or in a bridging capacity.

99. The international community would continue to address many challenging issues on the peacekeeping agenda, and would have to consolidate and carry forward the progress made.

The meeting rose at 5.55 p.m.