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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING
OPERATIONS IN ALL THEIR ASPECTS

Letter dated 17 March 1972 from the Permanent Representative
of the Union of Soviet Socialist Republics to the United
Nations addressed to the Secretary-General

I am transmitting to you for your information the attached "Document submitted by the Union of Soviet Socialist Republics: basic guiding principles for the conduct of United Nations peace-keeping operations including United Nations observer missions". I should be grateful if you would have it circulated as an official General Assembly document.

I have also sent this document to the Co-Chairmen of the Special Committee on Peace-keeping Operations, Mr. Z. Černík, Permanent Representative of Czechoslovakia to the United Nations, and Mr. Y. Beaulne, Permanent Representative of Canada to the United Nations, for consideration by the Committee and its Working Group.

(Signed) Y. MALIK
Permanent Representative
of the USSR to the United Nations

* A/8700.

DOCUMENT SUBMITTED BY THE UNION OF SOVIET SOCIALIST REPUBLICS:
BASIC GUIDING PRINCIPLES FOR THE CONDUCT OF UNITED NATIONS
PEACE-KEEPING OPERATIONS INCLUDING UNITED NATIONS OBSERVER
MISSIONS

I

1. All decisions of the Security Council on questions relating to the United Nations peace-keeping operations shall be adopted in accordance with Article 27, paragraph 3, of the Charter.

2. Having authorized a United Nations peace-keeping operation, the Security Council shall continue to exercise supreme control with regard to all aspects of the establishment of this operation and the direction of it throughout the entire operation.

II

1. The Security Council should from the very outset determine in what possible manner advice and assistance should be given to it on all military matters relating to a particular operation.

2. In accordance with the provisions of Article 47 of the Charter, the Military Staff Committee has been established "to advise and assist the Security Council on all questions relating to the Security Council's military requirements for the maintenance of international peace and security". Such an assistance to the Council is related, among other things, to the employment of military personnel or contingents and to the command over them. The Military Staff Committee, which consists of the Chiefs of Staff of the permanent members of the Security Council or their representatives, may in connexion with this operation invite any Member of the Organization, in particular any non-permanent member of the Security Council and any State furnishing military personnel or contingents, facilities or services, to be associated with it "when the efficient discharge of the Committee's responsibilities requires the participation of that Member in its work".

3. The Security Council may also deem it useful to establish, in accordance with Article 29 of the Charter, a special subsidiary organ (Committee on Direction of Operation) directly responsible to it for advice and assistance to it with regard to the operation. Decisions concerning the establishment of such a subsidiary organ (Committee) and its composition are also taken in accordance with Article 27, paragraph 3, of the Charter. The nucleus of this Committee will be formed by the sub-committee of permanent members of the Security Council. The sub-committee works on the basis of agreed decisions of all its members; there will be no voting. Decisions of the Committee are considered adopted if the majority of the members of the Committee, including all members of the sub-committee, agree to them. The Security Council may invite other Members of the Organization, in particular non-permanent members of the Council and States furnishing military

personnel or contingents, facilities and services, to become a member of such a Committee, when the efficient discharge of the Committee's responsibilities requires the participation of that member in its work.

III

The Secretary-General of the United Nations, in his capacity as determined by Articles 97 and 98 of the Charter, shall assist by all means at his disposal in the implementation of the resolutions or other forms of authorization by the Security Council with regard to the operation. The Secretary-General shall perform such functions as are entrusted to him by the Security Council. The Secretary-General reports to the Security Council, as appropriate or upon its request, on the performance of these functions.

IV

1. The Security Council should forward its request to States Members of the United Nations to furnish it in advance with information on the number of contingents, military personnel and facilities which they could make available for peace-keeping operations authorized by the Security Council, specifying the state of readiness.

2. On behalf of the Security Council, the Secretary-General should prepare and maintain for the use of the Security Council or its organ, as provided by section II above, an open roster of information on offers of contingents, military personnel and facilities which States Members of the Organization may indicate willingness to provide, possibly without delay, for operations authorized by the Security Council. Each State retains its right to include in, or exclude from, the roster at any time the information furnished by it.

3. On the basis of such information, in accordance with the procedure established by the Security Council, may be determined the total desirable strength of contingents of military personnel and the amount of facilities which should be constantly kept by the States Members of the United Nations in a state of readiness for use in peace-keeping operations. To this end, as soon as possible, on the initiative of the Security Council, an agreement or agreements may be negotiated, in accordance with Article 43 of the Charter, to be concluded between the Security Council and those Member States which are included in the above-mentioned roster and which may so desire. The decisions concerning the employment by the Security Council in a particular operation of specific contingents, military personnel or facilities, as determined by the said agreements, would be taken with the participation and the consent of the respective State Member of the United Nations which provides such contingents, military personnel or facilities.

4. Following authorization by the Security Council of an operation, the Secretary-General, on behalf of the Security Council, acting in contact with the organ, as provided by section II and in accordance with his functions as determined

by section III, enters into preliminary consultations with the host country and with the following States as to their readiness to participate in the operation: the States which have concluded the agreements with the Security Council under Article 43, other States included in the roster, such other States Members of the Organization that would show interest in the operation.

5. In the course of consultations on the possible participation of individual States in the operation, it is necessary to make all efforts to reach an equitable balance in the composition of the participants in the operation so that no State Member of the United Nations is excluded from participation because of its political, social and economic system or because of its belonging to a certain geographical region. At the same time, the following considerations should be taken into account: the necessity to receive the consent of the host-country, the state of readiness and fitness for the conditions of the situation of furnished contingents, military personnel and of facilities, and the necessity to ensure good working relations of the participating personnel with other parties concerned and among themselves. The results of the above-mentioned consultations on the composition of the participants of the operation shall be submitted to the organ, as provided by section II above.

6. It is essential for the organ envisaged in section II to complete its consideration of the initial strength of the contingents and of personnel and of the structure of a particular operation at the earliest possible time. If additional contingents, military personnel or facilities are required, the above-mentioned organ shall consider the matter. After the selection has been made, the organ envisaged in section II, with the assistance of the Secretary-General, would forward a report to the members of the Security Council. It would not be obligatory for the Council to meet to consider this report and, if no Council member within 48 hours requested that a meeting be convened to take a decision on this report, it would be considered as adopted and the requests to furnish contingents, military personnel and facilities would be sent to the Governments concerned.

V

1. The Security Council would request the organ envisaged in section II, with the assistance of the Secretary-General, to compile a list of potential Commanders of the United Nations peace-keeping operations. To this end, the Secretary-General, on behalf of the Security Council, would request Governments of States Members of the United Nations to suggest the names of potential Commanders of operations from among their own military personnel. This list would be considered in the manner provided for in section II and would be approved by the Security Council and kept up to date in the same manner so as to provide a reserve of available Commanders in case of need.

2. After the Security Council has authorized an operation, the organ envisaged in section II would select several candidates from this list for the post

of Commander of the operation. The host country would then be consulted confidentially and informally, through the Secretary-General, after which the name of the proposed Commander and an alternate name would be submitted by this organ to the Security Council for appointment to the post of Commander. In view of the emergent nature of most peace-keeping operations, it would be essential for all of these steps, including action by the organ, to be taken with a sense of utmost urgency.

3. The Commander of the operation shall submit candidacies for his deputies to the Security Council for its approval. In designating the Deputy Commanders and in distributing the posts of senior officials, the principle established under section IV, paragraph 5, should be used: the countries which furnish contingents and military personnel should also be taken into consideration.

VI

1. General direction and command of the peace-keeping operation are the prerogatives of the Security Council.

2. The organ envisaged in section II, within the mandate entrusted by the Security Council to a particular operation, with the assistance of the Secretary-General, shall elaborate specific directives. These directives should give the Commander a clear understanding of the nature of his responsibilities, of the relationship of the contingents and observers to the host country, of the relationship during United Nations service between them and the countries which sent them, as well as of the reporting requirements.

3. The Commander shall be given the necessary authority over all elements of the operation to enable him to carry out his responsibilities under the mandate and specific directives. The activities of the Commander should be within the framework of the mandate and specific directives. On all questions outside of this framework, the Commander shall submit appropriate reports to the Security Council and to the organ envisaged in section II for taking necessary decisions or other measures. If any member of the Security Council or any member of the organ envisaged in section II is of the opinion that the activities of the Commander are not in accordance with the mandate and specific directives on the conduct of the operation, these activities are subject to consideration by the Security Council or by this organ and the Commander can carry them out only if a decision is adopted authorizing these activities.

4. The organ envisaged in section II and the Secretary-General shall receive periodic reports from the Commander of the operation on the implementation of the mandate, as well as special reports submitted on his own initiative or at the request of the Security Council or of the above-mentioned organ. All the reports of the Commander relating to the conduct of the operation and reports on other questions on which the Security Council should take a decision in one way or

another shall be urgently submitted by the organ envisaged in section II and by the Secretary-General to the Security Council, along with their appropriate conclusions on these reports.

5. The organ envisaged in section II shall organize its work so as to be able to function continuously. This organ could be also convened at any time at the request of one of its members or in view of developments in the region of the operation.

6. The organ envisaged in section II may from time to time send its inspection groups to the area of the operation, in particular before the expiration of the term of the operation established by the Security Council.
