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Chairperson: Mr. Chipaziwa (Zimbabwe)
later: Mr. Windsor (Vice-Chairperson). (Australia)
later: Mr. Chipaziwa (Chairperson) (Zimbabwe)

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The meeting was called to order at 10.15 a.m.

Agenda item 53: Comprehensive review of the whole question of peacekeeping operations in all their aspects (*continued*)

1. **Ms. Dunlop** (Brazil), noting that peacekeeping had grown more complex out of necessity as the United Nations role in post-conflict situations had grown, drew attention to a document containing perspectives from the South on the future of peacekeeping (A/64/907), issued at the conclusion of a seminar hosted by Brazil in June 2010.

2. There were two dimensions to sustainable peacekeeping missions: each must make a truly lasting contribution to peace; and the peacekeeping system as a whole must have long-term viability. The main goal was to establish a peace that would not relapse into conflict: thus, while addressing short-term problems, peacekeepers must not lose sight of long-term peacebuilding needs, taking care not to generate dependence on the peacekeeping mission. The 2000 report (A/55/305-S/2000/809) of the Panel on United Nations Peace Operations (the Brahimi report) was still timely: missions must have a light footprint, which did not necessarily translate into smaller missions but into more effective ones. While democratic governance, economic development and the protection of civilians were ultimately the responsibility of the State, the United Nations role was to help guarantee an environment in which such processes could move forward. It was not enough for a mission to eventually transfer security responsibilities to national forces; it must support local populations in building a peaceful society by putting more emphasis on its own public information and civil affairs components, which, when properly used and adequately funded, could exponentially increase the mission's capacity.

3. Secondly, political, security and development objectives had to be pursued in mutually reinforcing ways that encouraged long-term sustainability, and therefore there must be more coordination between the peacekeeping missions and the United Nations agencies, funds and programmes, both at Headquarters and on the ground. The United Nations system must actually be made to work like one, on multiple fronts.

4. Peacekeeping was a massive endeavour by any standard. The growth of troop levels and possibly of

budgets appeared to have levelled off, but support for the troop- and police-contributing countries, whose commitment to collective security had to be recognized and respected, must be maintained, with due attention to timely reimbursement and support for training, as well as continued implementation of the global field support strategy. In addition, since collective security was a collective responsibility, all Member States must be able to engage in it fully, especially by solidifying the political legitimacy of peacekeeping through participation in the Special Committee on Peacekeeping Operations. In the Special Committee, the views of host countries, troop and police contributors and other Member States must be clearly heard, and the Special Committee itself must come forward with innovative proposals and ideas.

5. **Ms. Bolaños-Pérez** (Guatemala) said that, both as the beneficiary of a United Nations peacekeeping mission and later as a troop-contributing country, Guatemala recognized how indispensable such operations were. As the security situations changed, peacekeeping operations had become multidimensional and more dangerous. At the same time, they had been hampered by financial and technical restrictions and needed to be made more effective. Peace and security required an effectively integrated and coordinated approach, at all levels, between the Department of Peacekeeping Operations and the Department of Field Support, between them and the other relevant departments and actors, between Headquarters and the field, and in the field, among the troop-contributing countries.

6. Peacekeeping operations must have clear, feasible mandates adapted to the particular situation in each case, following a need-based assessment. The highest priority should be given to the security and protection of peacekeepers deployed in dangerous environments in the midst of crises, and the lessons learned should be shared with all Member States in order to reduce casualty rates, while the host countries must respect the basic principles of peacekeeping operations. The various tasks that formed part of a mission's mandate were indivisible and of equal importance: the controversial matter of the protection of civilians should be approached in that context. Although a deterrent capacity should obviate the need to resort to force, the extent to which a peacekeeping operation could use force had to be clarified, as must the meaning of "robust" peacekeeping. In addition,

well-planned peacebuilding strategies should be incorporated early on in the course of a mission and should address social and economic aspects as well, and the exit strategy should not repeat the errors of the past or lead to a resumption of hostilities.

7. The Secretary-General's proposed peacekeeping reform agenda should continue to be discussed openly and inclusively among Member States, and the reform process had to be guided strictly by United Nations Charter principles and basic peacekeeping guidelines.

8. The Department of Field Services should be commended for ensuring that Member States participated fully in the development of the global field support strategy, intended to improve logistics, giving them an opportunity to examine the proposals more in depth, taking into account the needs of each mission, the most efficient use of resources and, of course, adequate capacities, while preserving unity of command at all times. Any suggestion for improving the performance of peacekeeping operations should be discussed, including the recommendations contained in the informal study by the Department of Peacekeeping Operations and the Department of Field Support entitled "A New Partnership Agenda: Charting a New Horizon for United Nations Peacekeeping".

9. Lastly, given the importance of the Special Committee on Peacekeeping Operations as the only United Nations forum mandated to conduct a comprehensive review, its members must consider how to improve their working methods.

10. **Mr. Gutiérrez** (Peru) said that 10 of the 16 current peacekeeping operations had multidimensional mandates with early peacebuilding as a component. As the Brahimi report had already made clear, the key to success for a complex mission were the political commitment of the parties involved, rapid and effective deployment, adequate resources and a peacebuilding strategy.

11. Following the path of sustained dialogue, the Departments of Peacekeeping Operations and Field Support, updating their 2009 informal discussion paper, had just issued another informal paper, *The New Horizon Initiative: Progress Report No. 1*. Especially encouraging were the advances made in the four focus areas of the peacekeeping reform agenda, and the planned development of an early peacebuilding strategy. The approach to capability development coordinated by the two Departments was proceeding

more realistically and would avoid the establishment of inadequately funded mandates and the advances in the global field support strategy were also heartening. Peacekeeping operations required a capacity-driven focus before deployment and a need-driven focus once deployed, especially in support of the process of national control and from the start of peacebuilding work. It should consistently be borne in mind that peacekeeping and peacebuilding were complementary and parallel tasks, and that the functioning of each mission needed regular review.

12. For Peru, the concept of national ownership was basic and thus the institutional rebuilding of a country, with the necessary human, logistical and financial resources, must be one of the first priorities of multidimensional operations.

13. Peacekeeping operations should be reformed to make them fully capable of managing spoilers and of protecting civilians if that was part of their mandate, although the latter was primarily a government responsibility. To integrate strategy and planning, coordination was required among all stakeholders: the Security Council, the Special Committee, the Departments of Peacekeeping Operations and Field Services, the Peacebuilding Commission, the Economic and Social Council and the troop- and police-contributing countries; and the proper functioning of the missions required a constant process of assessment and reassessment, based on lessons learned. The achievement of a common political and strategic vision should lead to more responsive and effective peacekeeping operations.

14. **Mr. Cancela** (Uruguay) said that peacekeeping, a flagship activity of the United Nations and its most visible face, exposed it to special international scrutiny. The great challenge was reconciling legitimacy with effectiveness. As a troop-contributing country, Uruguay had for some time been convinced that that could be done only if all those involved in peacekeeping worked closely together, because a broad base of support would mean greater commitment to their success, especially in the more sensitive and complex operations.

15. The recent informal update paper on the New Horizon initiative showed the positive impact of having broader mechanisms for better dialogue, consultation and coordination among all those involved in peacekeeping within the United Nations system.

Substantive and frank triangular consultations among the troop- and police-contributing countries, the Security Council and the Secretariat had been especially useful, and should become a regular feature.

16. As the specialized body in the field, the Special Committee should take the lead in developing sustainable policies and practices; and, indeed, in the previous two years it had shown itself capable of dynamic and relevant work, as in the matter of the protection of civilians. In its last two reports the Special Committee had updated its language to reflect the situation on the ground and had enriched the debate by incorporating the perspectives and needs of a broader spectrum of countries. The lessons learned study it had requested of the Secretariat would provide a crucially important strategic framework for the actions of both the peacekeepers and the host countries to protect the population. A consensus should be reached as soon as possible on that question; having organized with Australia the first joint workshop on the subject, Uruguay intended to remain actively involved.

17. Another example of effective dialogue was on the global field support strategy, between the Fifth Committee, the Department of Field Support and the Special Committee. That kind of close cooperation had to be applied in other basic areas to guarantee the sustainability both of the assistance the United Nations provided and of the peacekeeping system itself.

18. Serious gaps in capacity — both material and human — would, if they were not remedied, make it impossible for the developing countries, which contributed most of the troops, to continue their participation in peacekeeping operations. As for the relation between peacekeeping and peacebuilding, missions should focus not only on security but also on early action to build institutional capacities, re-establish basic services and stimulate economic development.

19. The Fourth-Committee discussion would be an incentive for the members of the Special Committee to move ahead with improving its methods of work.

20. *Mr. Windsor (Australia), Vice-Chairperson, took the Chair.*

21. **Mr. Kleib** (Indonesia) said that the protection of civilians should be paramount for United Nations peacekeepers. Peacekeepers must be given clear mandates, backed up by adequate resources, to enable

them to execute their tasks robustly on the basis of unambiguous priorities. Concrete tasks given to peacekeepers should be accompanied by concrete obligations on the part of the Security Council and the United Nations Secretariat. It was vital that the Council should continuously monitor the situation on the ground — promptly making such modifications as might be required to a given mission based on sound and credible assessments — and ensure that all relevant stakeholders were meaningfully and genuinely consulted at all stages. Communication and common understanding between all actors were absolutely essential to the success of missions, and to the safety and security of the military and civilian staff.

22. Regional and subregional organizations also had an important role to play in peacekeeping operations. Indonesia, together with other member States of the Association of Southeast Asian Nations (ASEAN), looked forward to engaging further with the United Nations in exploring concrete ways to enhance the role of the Southeast Asian region.

23. Welcoming the steps taken by the Department of Safety and Security to improve the safety of United Nations peacekeepers, he expressed support for the concept of forming host-country committees; that would bring local actors to the table and put a more national face on United Nations work, thus enabling the Organization to sustain its close engagement with host governments and relevant local actors. However, there should be strong national ownership of peacebuilding programmes, which should be developed in parallel to peacekeeping. An early and seamless engagement by the Peacebuilding Commission was essential.

24. As for the ongoing review of civilian capacity, it should help to broaden and deepen the pool of experts and pay particular attention to developing countries, including women. Indeed, that review would be an important strategy for conflict prevention and for the intermediate aftermath of conflict.

25. Furthermore, the development of national capacity in such vital areas as justice, rule of law, governance, development and security must be the top priority for the United Nations. In the absence of national talents, expertise should be sought from the region. Accordingly, his delegation hoped that in his report to be issued at the end of 2010, the Secretary-General would highlight the need to consider creating a

network of regional experts, taking into account views and inputs from Member States as well as other relevant stakeholders.

26. Indonesia, which had been contributing to United Nations peacekeeping operations since 1957, was committed to further increasing its participation in United Nations peacekeeping. It was deploying its second corvette to the Maritime Task Force of the United Nations Interim Force in Lebanon (UNIFIL) and planned to send another Formed Police Unit to the African Union/United Nations Hybrid Operation in Darfur (UNAMID) as well as one engineering company to the United Nations Stabilization Mission in Haiti (MINUSTAH). In addition, Indonesian armed forces and police were modernizing the national peacekeeping centres.

27. **Mr. Ramadan** (Lebanon) said that peacekeeping should not be an end in itself but rather part of a political solution. Comprehensive resolution of conflicts by dealing with their core causes remained the objective. An end to the Israeli occupation in Palestine, the Syrian Arab Republic and Lebanon, the core cause of the conflict in the Middle East, was a prerequisite to any comprehensive resolution and successful transition of United Nations peacekeeping missions in that region.

28. Respect for the safety and security of United Nations peacekeepers and positions was not only critical for the implementation of peacekeeping mandates, it was also a measure for ensuring the primacy of international law and respect for Security Council resolutions. Crimes like the 1996 Israeli attack on the headquarters of UNIFIL in Qana, south Lebanon, and in 2006, on the United Nations Truce Supervision Organization (UNTSO), also in south Lebanon, should never be repeated. In that regard, compliance with the principle of collective responsibility, whereby peacekeeping costs were allocated to Member States, did not contradict the general principle under international law of the responsibility of a State for its internationally wrongful acts. Based on the latter principle, 18 previous General Assembly resolutions had asked for compensation to be paid to the United Nations for the damage it had suffered as a result of the 1996 Israeli attack on UNIFIL in Qana.

29. Lebanon believed that successful peacekeeping operations depended on developing clear and

achievable mandates matched with the required resources; adhering to the general principles of peacekeeping; establishing a strong link between peacekeeping and peacebuilding; and strengthening the role of regional and subregional organizations such as the African Union, in accordance with Chapter VIII of the Charter, including through the use of assessed contributions to ensure sustainable, flexible and predictable financing for African peacekeeping missions.

30. Referring to the recent informal update paper on the New Horizon initiative, he hoped that more progress would be achieved on the key areas of policy development, capability development, global field support strategy and planning and oversight. He emphasized the key role of the Special Committee on Peacekeeping Operations in policy formulation and development and that of the Fifth Committee in resource allocation, noting that it was important to enhance regular coordination of peacebuilding tasks with the Peacebuilding Commission in a manner that stressed national ownership and prioritization of peacebuilding needs. He stressed that while the protection of civilians was the primary responsibility of host countries, any operational guidelines for the protection of civilians developed with the participation of the Special Committee should enable a peacekeeping force like UNIFIL to safeguard innocent Lebanese civilians from the daily dangers and threats that the Israeli occupation and overflights had brought.

31. As peacekeeping appeared to be entering a period of consolidation after a period of substantial growth, it was time to draw on lessons learned in order to finalize the strategy for critical early peacebuilding tasks undertaken by peacekeepers. That strategy should focus not only on police, justice and corrections, and mine action, but also on economic revival and sustainable development.

32. With regard to capability development, the Secretariat should identify critical gaps and develop a comprehensive capability-driven approach that addressed both uniformed and civilian capability requirements. As for planning and oversight, Lebanon welcomed the consultative process among various peacekeeping actors that had started during the current year and also looked forward to the lessons learned from the evaluation of command and control arrangements in peacekeeping planned for 2010-2011.

33. Reiterating the full support of the Lebanese Government and people, for UNIFIL and UNTSO, he said that Lebanon was fully committed to the implementation of Security Council resolution 1701 (2006) in its entirety. Lebanon highly appreciated the important role that UNIFIL played in south Lebanon and fully recognized the sacrifices it had made. UNIFIL had been steadfast in its support for the Lebanese people in their efforts to liberate their lands from the Israeli occupation that had lasted for more than 30 years. UNIFIL was also a partner in mine clearance and in development efforts in south Lebanon.

34. **Mr. Pham Vinh Quang** (Viet Nam) said that Member States needed to conduct an in-depth analysis of the new challenges facing peacekeeping missions to ensure that they were given clear mandates and the necessary resources to implement them. The support and political backing of all Member States and national stakeholders, as well as efficient coordination among United Nations agencies were essential to the success of peacekeeping operations. He reaffirmed his delegation's strong support for the efforts and initiative aimed at making peacekeeping operations more effective and efficient. Peacekeeping missions should strictly observe the purposes and principles enshrined in the Charter and those that had evolved to govern peacekeeping, namely, the consent of the parties, the non-use of force except in self-defence and impartiality. They should respect the principles of sovereignty, territorial integrity and non-intervention in matters within the domestic jurisdiction of States.

35. He underlined the importance of ensuring unity of command, lines of accountability, integration of efforts and safety and security of United Nations peacekeepers. Troop- and police-contributing countries should be involved early and fully in all aspects and stages of peacekeeping. In that regard, cooperation among the Security Council, the Secretariat and troop-contributing countries was key.

36. To achieve sustainable peace, conflicts must be resolved by addressing their root causes through engaging all the parties involved on the basis of dialogue and peaceful settlement of disputes. Long-term solutions must be found to the overall political, security, economic and humanitarian dimensions of a given problem. Experience had shown that when United Nations operations were deployed in inappropriate circumstances, the results could be disastrous for the population within the conflict area

and for the peacekeepers themselves. On the other hand, an in-depth understanding of the specific country setting, the application of the appropriate response tools to the underlying conflict dynamics and the early synchronization of steps leading towards a more normalized situation were the best guarantee of a smooth, gradual transition to early recovery and the best deterrent against risks to peacekeepers.

37. *Mr. Chipaziwa resumed the Chair.*

38. **Mr. Badji** (Senegal), recalling that Senegal had been participating in peacekeeping operations since 1960, said that peacekeeping missions should meet certain requirements. Their mandate and objectives should be clearly stated, and there must be an ongoing dialogue between the Security Council, the Secretariat and troop-contributing countries, as well as an awareness-raising campaign regarding the objectives of the mission. The success of peacekeeping operations also required qualified, well-equipped personnel who were prepared to respect the customs of the local population. Adequate equipment and financing were other major challenges.

39. The financial problems facing the United Nations were basically due to non-payment of assessed contributions by Member States, in particular, developing States that were seriously stretched by difficult economic and financial circumstances. Consequently, consideration should be given to finding more predictable sources of financing, along with voluntary contributions, especially from developed countries. Likewise, it was important to emphasize the need for consistent development policies, so as to support the democratic process and create propitious conditions for a world order based on a spirit of partnership and solidarity. In addition, preventive diplomacy must be integrated into all peace-related actions, as that could help neutralize conflicts at the onset through an effective early warning system. Diligence in peacekeeping operations must go hand-in-hand with preventive diplomacy and development so as to address the root causes of conflict.

40. **Mr. Hamed** (Syrian Arab Republic) said that United Nations peacekeeping operations were one of the main instruments available to the Organization in carrying out its responsibility for the preservation of international peace and security and that they played a vital and effective role in reducing tension, resolving disputes and maintaining peace, as well as in ensuring

an environment conducive to post-conflict peacebuilding.

41. The principles of respect for national sovereignty and territorial integrity, the political independence of States and non-interference in their internal affairs enshrined in the United Nations Charter should also be binding on peacekeeping operations and it was therefore vital that the mandates of peacekeeping missions should be clear, well documented and viable and that they should also respect such basic principles as the consent of the parties involved, the non-use of force other than in self-defence and impartiality.

42. Noting that his country had always supported efforts to develop peacekeeping operations at all levels because it was aware of the fundamental changes that had taken place affecting the nature of the tasks of such operations, he emphasized that peacekeeping operations were in no sense an alternative to the lasting resolution of disputes; that meant that the main causes of disputes must be objectively and seriously addressed.

43. A number of peacekeeping missions were now charged with the protection of civilians, the primary responsibility for which rested with the host country; it followed that, in carrying out their mandates, peacekeeping missions should not interfere with the political responsibility of the host government for the protection of civilians. It was important to establish a real tripartite partnership among the Security Council, the Secretariat and the troop-contributing countries in planning, preparation and organization in order to arrive at the ideal formula for peacekeeping missions.

44. The first United Nations peacekeeping operations had been established in the Middle East in 1948 and those operations were still performing their role. In that connection, his delegation wished to commend the new relationship between his own country and those responsible for UNTSO and the United Nations Disengagement Observer Force (UNDOF) and to point out that, although peacekeeping operations in any region were originally established for a short time period, in the Middle East their timescale was measured in decades, in the case of UNTSO exceeding 50 years. Peace had become a distant prospect because of Israel's continuing occupation of Arab territories, its defiance of the relevant United Nations resolutions and its policies which were a continuing danger to security and peace in the region.

45. The Israeli occupation was the reason for the existence of four United Nations peacekeeping missions in the region; the international community should exert pressure on Israel by all available means to bring an end to its occupation and its attacks on States in the region so as to enable the people of the Middle East to live in peace and to enable the staff of the missions to return to their countries of origin. His delegation was alarmed at the security threats and the attacks on peacekeepers, which constituted a major challenge to the operations of the United Nations in the field, and regretted that the Organization had not been able to deploy any deterrent to put a stop to the repeated attacks by Israel on the international peacekeepers and on United Nations personnel.

46. In conclusion, he thanked the men and women of the peacekeeping forces for their outstanding professionalism and dedication, especially those who had given their lives in the cause of peace and security in various parts of the world, including the Middle East.

47. **Mr. Kyslytsya** (Ukraine) said that at the current stage of United Nations peacekeeping, the strategy of expansion had to give way to a policy of consolidation and of some of the shortcomings that had developed in recent years had to be remedied. One such concern, expressed by both the Secretary-General and the Special Committee, was the absence of crucial assets, including military utility helicopters, that was affecting the mobility of personnel and consequently the ability of the missions to successfully carry out their mandates. The Special Committee, asking troop-contributing countries to increase their contributions of such helicopters, had in its last report (A/64/19, para. 73) for the first time linked such a prospect with a review of the reimbursement system. As the second largest contributor of military utility helicopters, the Ukraine welcomed that development, and the fact that the Secretariat was envisaging the use of incentives to motivate contributing countries to provide more such aircraft. Ukraine itself had proposed setting up a separate sub-working group for air assets within the Special Committee's Working Group on Contingent-Owned Equipment to deal with the concerns of the contributing countries.

48. A more critical look should be taken at the matter of safety and security of peacekeeping personnel, and should start with a review of existing United Nations policies on the investigation of crimes committed

against them. A clear legal framework should be established for the involvement of the troop- and police-contributing countries concerned. The Special Committee had asked the Secretary-General to prepare a comprehensive report on the matter of the investigation and prosecution of crimes committed against deployed United Nations peacekeepers, which should provide a good basis for discussion in the Special Committee. One possibility would be allowing the national investigation officers of troop-contributing countries to participate in any investigations, and elaborating a model trilateral agreement between United Nations, the troop-contributing country and the host country on legal assistance in cases of crimes committed against peacekeepers.

49. Since the first years of its independence, Ukraine had deployed police contingents and provided aircraft support to various missions and would remain a reliable partner in maintaining international peace and security.

50. **Ms. Zamora** (Costa Rica) welcomed the progress made in envisaging the kind of effective partnership needed for twenty-first-century peacekeeping operations. Three successful missions had taken place in her region, re-establishing peace and fostering its development. Those missions had succeeded because of the clear Security Council objectives and mandates, ownership by the host countries of the processes involved, and a regional commitment to them and, of course, broad, transparent and appropriate communication among all those involved.

51. Costa Rica had repeatedly advocated the concept of integrated missions that promoted peace rather than simply keeping it. The vision of a new horizon for peacekeeping that built upon the lessons of the past had prompted welcome developments, as indicated in the recently issued progress report on the New Horizon initiative. It offered the most promising direction for meeting the expectations that the international community and the civilian population in conflict areas had of United Nations peacekeepers.

52. The challenge for the United Nations was to meet growing expectations with increasingly limited resources. Best practices had to be consolidated if the Organization was to fulfil its mandate. Resolutions of the past 10 years had set out most of what needed to be done: the task now was to take stock of what had been agreed, review its implementation and incorporate

elements that experience had shown to be indispensable for success in the field. The past year's substantive discussion, consultation and coordination among all those involved in peacekeeping had already had tangible results. The systematic triangular consultations between the contributing countries, the Security Council and the Secretariat were particularly useful and should be expanded.

53. The Special Committee itself should direct its discussions towards policies for strengthening United Nations peacekeeping in the field. Costa Rica welcomed the efforts of the Special Committee to reach a consensus on the inclusion of the protection of civilians as a key component of peacekeeping mandates, and its suggestions for dealing with funding shortfalls and for providing the needed capacity and training prior to deployment, as outlined in its 2009 report (A/64/19). Costa Rica also appreciated the recent efforts of the Secretariat to establish greater consistency on crucial policy issues, especially with regard to the protection of civilians and relation between peacebuilding and peacekeeping, and it recognized the advances made on a global field support strategy.

54. Sustainable peacebuilding should be included at the earliest possible stage in the planning of peacekeeping mandates, and the growing dialogue and coordination among all involved, especially the Peacebuilding Commission, was welcome. Sustainable peace depended to a large extent on strengthening the pillars of the rule of law: reforming the security sector and the prison systems, building and strengthening national capacities, and promoting social and economic development, human security and greater protection of human rights. The capability-driven approach was therefore important, and it would be interesting to see the results of the civilian capacities review, particularly in the justice and corrections systems. The adoption of a global field support strategy would also prove very useful in peacebuilding activities.

55. As the Special Committee considered ways of improving its methods of work, it could discuss improving the format of its report and its relations with Member States and the Secretariat.

56. Costa Rica paid tribute to the sacrifices and efforts of the thousands of men and women who were taking part in peacekeeping operations, and to those who had died in the past year in the service of peace.

57. **Ms. Hernández Toledano** (Cuba) said that Member States and the Secretariat should meet the challenges of peacekeeping while strictly observing the Charter principles of sovereignty, territorial integrity and political independence of States, and non-intervention in their internal affairs. The principles that had always governed peacekeeping operations — such as consent of the parties, impartiality, or non-use of force except in self-defence — remained fully applicable.

58. In meeting the demands of ever more complex peacekeeping operations, the work of the Special Committee, as the only United Nations forum mandated to review the whole question of peacekeeping operations comprehensively, was crucial; on the other hand, it was the General Assembly that had the prime responsibility to formulate peacekeeping concepts and policies. Any Secretariat guidelines relating to peacekeeping should therefore be agreed by Member States.

59. Peacekeeping mandates should be clearly defined, taking into account the situation on the ground, the goals set should be specific and the necessary funds to achieve them must be provided. There should be greater interaction between the host countries, the troop-contributing countries, the Secretariat and the Security Council. In most cases, the host countries and the troop contributors were not allowed to participate actively in all stages of decision-making.

60. The question of making the protection of civilians a component of peacekeeping mandates had been a matter of debate for some time. The primary responsibility for protecting civilians fell to the States, and any United Nations efforts in that regard should bear in mind the need for clear, achievable mandates and adequate logistical and financial resources. The United Nations must also consider the context of the countries where peacekeeping operations were deployed, particularly their economic and social conditions. Lasting peace could not be achieved without serious efforts to combat poverty, hunger and underdevelopment.

61. The establishment of new and more complex peacekeeping operations could not be a substitute for resolving the root causes of the conflicts in question. Peacekeeping was not an end in itself but a temporary measure to create a safe environment for a long-term

sustainable development strategy to be put in place. Peacebuilding activities should be part of a peacekeeping operation from its earliest stages to prepare countries to develop and strengthen national post-conflict development strategies.

62. **Mr. Bavaud** (Switzerland) said that the many discussions and the restructuring of peacekeeping operations undertaken by the Security Council, the General Assembly, the Secretariat and the troop-contributing countries should now result in common conclusions that would create a real partnership among all those involved in peacekeeping. The relation between peacekeeping and peacebuilding remained a priority. The issue went beyond the purview of the Department of Peacekeeping Operations, although its Office of the Rule of Law and Security Institutions still had a lead role in the matter, and the Department must rely on the support of the other actors in the United Nations system. Switzerland looked forward to the early peacebuilding strategy the Department was developing at the request of the Special Committee. The recent review of the United Nations peacebuilding architecture (A/64/868-S/2010/393) had been a step in the right direction that suggested lines of action that Member States and the Secretariat could follow. Switzerland believed the Peacebuilding Commission's role should be expanded to ensure its involvement at the outset of any mission, to help determine the appropriate peacebuilding tasks, which would then be implemented in the field.

63. The global field support strategy was an ambitious plan to restructure the support system over five years. The Fifth Committee discussions at the previous session of the General Assembly had indicated that questions remained about its implementation, but the overall strategy had received the support of Member States in resolutions 64/266 and 64/269. The aim now was to improve the quality and speed of the support provided to re-establish and maintain peace, while reducing costs and improving the security and living conditions of peacekeeping personnel. Switzerland thoroughly endorsed those objectives, and attached particular importance to the impact of the strategy in the first critical peacebuilding activities, including electoral assistance, mediation and conflict prevention.

64. Regarding the protection of civilians, the Special Committee, which had considered the matter for the past three years, had rightly seen it as a common task

of troop contributors, to be based on appropriate mandates and resources. How the United Nations handled the protection of civilians was critical for its reputation. The dialogue between the Security Council, the troop-contributing countries and the host countries of missions was absolutely crucial. The Secretariat had defined the strategic framework and developed an agreed definition of civilian protection activities within peacekeeping operations, also useful tools for ensuring consistency among the missions. Although that had not yet been done, it remained important to include women in civilian protection activities, in accordance with Security Council resolution 1325 (2000).

65. His delegation hoped that the informal dialogue among its members called for by the Special Committee with a view to improving its methods of work would give a bigger role to its secretariat and improve the format of its report.

66. **Mr. Lim Yoon Boon** (Singapore) said that sustainable peace and security could be achieved only when the root causes of conflicts were addressed, and peacekeeping operations should therefore address a range of goals, from conflict prevention and peacekeeping to post-conflict reconstruction. All operations needed to build a sense of ownership by the host country and the region, whose support was critical. The reconstruction of society and development should be given priority along with the establishment of peace and security. The Peacebuilding Commission should be more closely engaged in the process, and, generally, a more strategic and integrated approach should be taken to peacekeeping and peacebuilding.

67. His delegation was gravely concerned over the rise in horrendous sexual violence against civilians in armed conflicts, whose effects on victims and local communities were devastating and hampered national reconstruction. Peacekeepers, however, were apparently still not clear about what was expected of them in the protection of civilians; they were also generally untrained in the matter and lacked the required resources. Guidance should be provided to field commanders to begin planning civilian protection tasks from the outset of a mission, and it was even more urgent to devise a standardized operational concept for the performance of mandated protection activities.

68. Singapore was heartened by the support being galvanized by the Department of Field Support for the

global field support strategy. An appropriate logistical support system should be reasonable, transparent and effective, and should improve the welfare of logistical service staff and the daily lives of the selfless peacekeepers who were putting their lives on the line for the security of others. At a bare minimum, peacekeepers must receive better services and reliable equipment for their daily work. The Department should engage Member States to ensure transparency in the procurement process and equal access by States to information and to develop a benchmark for service quality.

69. **Ms. Vivas-Mendoza** (Bolivarian Republic of Venezuela), stressing the need for a critical evaluation of peacekeeping operations, said that the current situation was a clear reflection of the tensions that existed between the key stakeholders in peacekeeping missions. Given the disparity between the resources provided to troop-contributing countries and the complexity and scope of mandated tasks, it was crucial to take their views into account in a more systematic fashion in the planning of peacekeeping missions. Likewise, receiving countries did not participate actively in the evaluation of their political realities by the Security Council, yet they were the most important part of the equation. It was not surprising, therefore, that the Governments of some receiving countries had begun to demand that the peacekeeping missions in their territories should leave.

70. The success or failure of a peacekeeping operation and the local population's perception of it depended on the legitimacy of the mission's mandate. It was essential that in all circumstances, peacekeeping missions should strictly adhere to the guiding principles of consent of the parties, non-use of force except in self-defence and impartiality. Peacekeeping operations must also respect the principles of sovereign equality of States, political independence, territorial integrity and non-interference in matters within the domestic jurisdiction of States.

71. Referring to the proposals set out in the New Horizon non-paper, she said that the lack of a shared vision, the persistence of different positions among Member States and the conceptual inconsistencies in the arguments set forth detracted from the formulation of policies and doctrinal matters and could lead to a variety of sometimes contradictory interpretations, as was the case with the concepts of "protection of civilians" and "robust operations".

72. The United Nations must play the leading role in all matters pertaining to peacekeeping and the maintenance of international peace and security. It was up to the General Assembly to ensure that regional arrangements were in line with Chapter VIII of the Charter and that no organization should replace the United Nations in that area. Her delegation wished to stress the importance of the Special Committee on Peacekeeping Operations as the only forum with competence to consider matters relating to peacekeeping operations. The international community must not lose sight of the need to deal with the root causes of conflicts which could only be settled through political, social and economic measures designed to contribute to the well-being and development of the people. The presence in conflict countries of United Nations technical cooperation agencies was important; coordination with national authorities to determine what they needed and when they needed it was the best formula for building peace.

73. Her delegation supported the effort to restore the image and credibility of peacekeeping troops through the explicit and transparent commitment of the Organization as a whole to the policy of zero tolerance for cases of sexual abuse and exploitation.

74. **Ms. Al Rifai** (International Committee of the Red Cross (ICRC)) said that the protection of civilians lay at the core of international humanitarian law and pervaded many of its provisions. It was particularly reflected in the principle that civilians must be spared from the effects of hostilities. There was no doubt that actions undertaken by the United Nations aimed at protecting civilians in contexts where peacekeeping operations were deployed benefited those affected by armed conflicts. The collective aspiration to protect civilians through peacekeeping operations was an encouraging development for making Article 1 common to the Geneva Conventions of 1949 more operational. The International Committee of the Red Cross (ICRC) worked with governments worldwide on including international humanitarian law in the doctrine, training, curriculum and operating procedures of armed forces and police. It also supported States in incorporating international humanitarian law into their national legislation, working with the legal experts of governments in an effort to prevent violations and to put an end to impunity.

75. States were primarily responsible for protecting individuals within their jurisdiction. The international

community was more aware than ever of the dangers to which victims of armed conflicts were exposed when the laws that protected them were ignored. ICRC thus continued to follow with interest the increasing importance, in peacekeeping-related activities, of providing protection for civilians, including the United Nations' recent efforts to make it part of peacekeeping mandates. ICRC would, however, like to underline that the distinct roles of the various actors involved in protection must be understood and respected, especially when they operated under one umbrella. Military, police, political and civilian components of a peacekeeping mission all had different roles when it came to protection. The populations concerned, as well as authorities, security forces and armed groups must be able to distinguish between those different roles. That distinction was vital for independent humanitarian action such as that of ICRC.

76. ICRC always maintained a neutral, independent, impartial and strictly humanitarian approach to victims in all the countries in which it worked. Consequently, ICRC could not be part of any integrated approach, whether in a United Nations or other structure. However, it maintained regular and constructive dialogue with all stakeholders that had a direct or indirect influence in the area of protecting civilians.

77. ICRC had, over the years, developed constructive relations with peacekeeping missions deployed in contexts in which it was active. ICRC delegations reached out to troop-contributing countries in their own capitals to train and brief peacekeeping troops before they left. It had recently also started working with police-contributing countries on training the personnel they planned to send on peacekeeping missions. In New York, an institutional dialogue and regular contacts linked ICRC to the Department of Peacekeeping Operations and, increasingly, to troop- and police-contributing countries. Those contacts were an invaluable channel for sharing views and experiences on international humanitarian law and humanitarian action.

The meeting rose at 12.20 p.m.