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## Special Political and Decolonization Committee (Fourth Committee)

### Summary record of the 17th meeting

Held at Headquarters, New York, on Thursday, 27 October 2011, at 10 a.m.

*Chair:* Ms. Miculescu . . . . . (Romania)

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*The meeting was called to order at 10.05 a.m.*

**Agenda item 54: Comprehensive review of the whole question of peacekeeping operations in all their aspects** (*continued*)

1. **Mr. Htut** (Myanmar) said that the increase in the number of peacekeeping operations showed that the United Nations must do more to uphold international peace and security, its fundamental purpose. He commended the Special Committee on Peacekeeping Operations on its important work, and welcomed the contributions of regional organizations. Nevertheless, respect for the sovereignty, political independence and territorial integrity of all States and non-interference in domestic affairs must be upheld. It was also important to maintain the policy of zero tolerance for all forms of misconduct, including sexual exploitation and abuse, in United Nations peacekeeping missions.

2. The policy framework of the peacebuilding architecture — the United Nations Peacebuilding Commission, the Peacebuilding Support Office and the Peacebuilding Fund — should be harmonized in order to meet the new strategic challenges facing the international community. His delegation was concerned at the high level of outstanding contributions in respect of peacekeeping operations, which should be paid on time and without conditions. His Government was fully committed to its obligations in that regard.

3. **Mr. Zhukov** (Russian Federation) said that United Nations peacekeeping was constantly evolving at both the conceptual and the operational levels and was incorporating ever broader goals, including protection of civilians. The effective implementation of peacekeeping mandates required a more flexible and efficient use of peacekeeping and peacebuilding instruments and effective cooperation between the Security Council, troop-contributing countries and the Secretariat.

4. Serious political and technical problems persisted in planning and carrying out peacekeeping operations. A new phenomenon — non-consent of the host country to the extension of peacekeeping operations and demands for changes in their mandates and configurations — gave cause for concern. That situation could not always be explained by the complexities of dialogue with Governments; unfortunately, complaints made to peacekeeping missions, including with regard to

non-respect for neutrality and impartiality, often turned out to be well founded.

5. However complicated the relations with the host country, the principles of respect for sovereignty, non-interference in internal affairs, the supremacy of international law and observance of the basic norms of peacekeeping must remain inviolable. Recently, the Security Council had sought to meet the wishes of a number of host countries and either cut short the stay of peacekeeping contingents, as in the case of the Democratic Republic of the Congo and Haiti, or completely end it, as in the case of the United Nations Mission in the Central African Republic and Chad (MINURCAT). At the same time, it was inadmissible for peacekeepers to be drawn into internal political conflicts or to provide tacit support to one of the participants in a conflict, as had been demonstrated by the experience in Côte d'Ivoire. Such actions not only undermined the authority of the United Nations but also posed a threat to the security of the peacekeepers themselves.

6. It should be clearly understood that resort to Chapter VII of the Charter could not be regarded as a guarantee of the launching of a peace process and the achievement of a political settlement. Moreover, external military intervention carried out on the pretext of protection of the population in order to serve the political interests of individual States resulted in even greater civilian losses; that had been the case in Libya, where the possibilities for a ceasefire and the launching of dialogue among the opposing sides had not been exhausted. A full-scale military operation could not be regarded as a substitute for more complex, long-term but peaceful diplomatic efforts. Precisely for that reason, his delegation believed that while the goals of protecting the civilian population and facilitating the delivery of humanitarian assistance were important, essential peacekeeping functions such as establishing and maintaining peace, promoting a political process and ensuring security must take first place.

7. When sending peacekeepers to conflict zones, the international community must accord priority to ensuring their security. Unfortunately, irreparable losses had been incurred yet again in 2011; such incidents must be carefully investigated, and the culprits must be prosecuted under the law.

8. The Russian Federation's initiative to enhance the level of military expertise of the Security Council and

step up the work of its Military Staff Committee would enhance the Security Council's role of formulating clear mandates, particularly in relation to the use of force, and ensuring strict monitoring of their implementation; it would allow a systematic analysis of the military and political situation in problem regions of the world.

9. The formulation of strategies for the deployment of peacekeeping operations remained crucial, especially given the complexities of the global financial crisis. His delegation believed that the planning of exit strategies must be transparent, and that the main criterion should continue to be the achievement of firm foundations for a political settlement. There could be no room for double standards, whereby in some cases missions were wound down or reconfigured without having fulfilled all the goals of their mandates, while in others, missions continued to operate and switched their focus almost entirely to peacebuilding.

10. The Security Council should act pre-emptively and invest in the development of mechanisms for the peaceful settlement of disputes, in line with the increasing attention being paid to the possibilities of more effective use of Chapter VI of the Charter and the enhancement of mechanisms for preventive diplomacy, mediation and the good offices of the Secretary-General. More effective use should also be made of the resources of regional organizations, in accordance with Chapter VIII of the Charter. The experience gained in Afghanistan, Côte d'Ivoire, Somalia, the Sudan and elsewhere had demonstrated the potential of regional instruments in conflict prevention and the search for political solutions. The African Union had intensified its peacekeeping and mediation potential. The Afghan settlement illustrated the opportunities for the development of partnerships between the United Nations and the Collective Security Treaty Organization (CSTO) and the Shanghai Cooperation Organization (SCO), which were gradually increasing their political authority and their contribution to the strengthening of regional and international security; CSTO, which had developed its peacekeeping capacity, was interested in establishing practical cooperation with the United Nations.

11. At the same time, it was important to work on preventing the root causes of conflicts, ensuring long-term political stability and socio-economic development, investing in institution-building, and promoting national capacity-building in the areas of security,

justice and governance. In that regard, maximum use should be made of the potential of the Peacebuilding Commission, the specialized structures of the United Nations system, and regional organizations.

12. It was unfortunate that there were also problems in the areas of personnel and resource support and that deficits in military technology and in air transport capacity were still an acute problem for peacekeeping missions. It was the responsibility of the Secretariat to improve the integrated planning of operations and ensure coordination between Headquarters and the field; his delegation supported the initiatives designed to enhance the effectiveness of command and control of peacekeeping operations.

13. Russian military and police personnel were participating in peacekeeping operations in the Middle East, in various African countries and in Haiti. His Government attached great importance to the quality of training provided to peacekeeping personnel and was conducting training for civilian police personnel from countries of the Commonwealth of Independent States, Asia and Africa. It intended to continue to provide air support for United Nations efforts.

14. The success of United Nations peacekeeping operations depended on adherence to the Charter of the United Nations and the norms of international law, with strict observance of the prerogatives of the Security Council, and on the willingness of the international community to invest its know-how, resources and personnel and formulate integrated strategies to prevent the root causes of conflicts and ensure long-term political stability and socio-economic development.

15. **Mr. Kodama** (Japan) said that the mandates of peacekeeping operations had become more complex, and were being conducted in historically challenging circumstances. Nevertheless, the global financial crisis necessitated greater effectiveness and efficiency, a matter of great interest to all Member States, irrespective of their rate of contribution. More must be done with less.

16. In line with the view that States should contribute in the manner best suited to their circumstances, his Government, the second largest financial contributor and an active troop contributor, was studying the possibility of dispatching an engineering unit to the newly established United Nations Mission in South Sudan (UNMISS). The Fourth Committee had a mandate to conduct substantive discussions from both

the political and the practical perspective, taking into account the fundamental principles of United Nations peacekeeping operations in the context of the global financial situation and recent developments in various parts of the world. The Special Committee on Peacekeeping Operations should be the primary body for consideration of the experience and inputs of each Member State, in which regard he supported the proposal to improve its working methods.

17. Four points in particular should be given priority attention in peacekeeping operations. Firstly, the concept of triangular cooperation should be further promoted. Active collaboration on the part of all parties concerned was essential. Secondly, the concept of peacekeeping as an early form of peacebuilding had yet to be fully elaborated. The Committee should continue its work in that regard. Japan was committed to participating in further discussions on when and under what conditions peacekeeping operations might lead to a transition to the development phase. Thirdly, Japan expected the Secretariat to proceed further with its reform programme based on the New Horizon initiative. In the current time of difficulty, the success of peacekeeping operations depended on more efficient and effective support by the Secretariat. Consideration should be given to ways to improve the United Nations logistics framework so that more Member States would be able to contribute to peacekeeping operations. Lastly, Japan was pleased to note that the practice of holding meetings with troop- and police-contributing countries with sufficient advance notice prior to the adoption of resolutions had been maintained, as it contributed to the transparency of the Security Council's decision-making process and to the formulation of clear and achievable peacekeeping mandates.

18. **Mr. Tarawneh** (Jordan) said that in response to the increased complexity of threats to peace and stability, the mandates of peacekeeping operations had become more complicated and difficult to implement, and now embraced conflict prevention, peacebuilding and democratization, and even sustainable development. It was thus appropriate to refer back to the Brahimi report, drafted by the Panel on United Nations Peace Operations (A/55/305-S/2000/809), and the lessons learned during a challenging period in United Nations peacekeeping history. One of the key requirements identified in that report was the need for clear, achievable mandates with resources to match, rather than seeking to do more with less, a trend that could

open up a gap between capabilities and mandate completion.

19. Stressing the importance of safety for both civilians and peacekeepers, he noted that the precarious security environment prevailing in host States was one of the main reasons for the increased demands on peacekeepers, in terms of both quantity and quality. Primary responsibility for the security of peacekeepers lay with the host Government. A more effective consultation process in the form of triangular cooperation between the Security Council, the Secretariat and the troop-contributing countries was essential.

20. There was a need for continued improvement in the work of the Department of Peacekeeping Operations and the Department of Field Support, and for closer cooperation between stakeholders, in which regard the base of troop-contributing countries should be enlarged to include more developed States. Lastly, his delegation would spare no effort to enhance the Special Committee's working methods.

21. **Mr. Nayasi** (Fiji) said that the discharge of multidimensional mandates in today's complex operational environment presented challenges and required more resources. There was a need for a clear and comprehensive strategy for United Nations peacekeeping operations. The ongoing work on the New Horizon initiative and the Global Field Support Strategy had enabled substantive dialogue on the direction being taken by United Nations peacekeeping operations. Mandates should be based on thorough and timely assessment and sound intelligence and must provide for adequate resources, in which regard he welcomed the establishment of the Senior Advisory Group to consider rates of reimbursement to troop-contributing countries. His delegation was encouraged by the work being undertaken by the Department of Peacekeeping Operations and the Department of Field Support to develop an early peacebuilding strategy for peacekeepers. Missions needed clear guidelines if they were to become more effective tools in the pursuit of long-term stability and economic recovery. There must be clear links and channels of command between officers in the field and military and police advisers and decision makers in New York. Peacekeeping operations must accord with the purposes and principles of the Charter, and should not be used as a substitute for addressing the root causes of conflict or

entail intervention in matters pertaining to the sovereignty of Member States.

22. **Mr. Mashabane** (Republic of South Africa) said that his Government strongly condemned the killing of peacekeepers, 86 of whom had died over the previous year. Bearing in mind the complex nature of current conflicts, there was a need for clearly defined and achievable mandates that also incorporated clear exit strategies. Peacekeeping, however, was not a panacea, and must be an integral part of a broader political solution to the underlying causes of a conflict. In accordance with Chapter VI of the Charter, his Government supported conflict prevention and management, mediation and peacebuilding. The Security Council must place emphasis on making full use of political processes, including those initiated by regional organizations. In peacekeeping, the principles of consent of the parties, the non-use of force except in self-defence and impartiality must be sincerely adhered to. United Nations peacekeeping must not be politicized or misused in any manner.

23. Triangular cooperation between the Security Council, troop-contributing countries and the Secretariat had been strengthened, but much remained to be done. The Special Committee played a critical role in providing the crucial oversight required. Creating new frontiers rather than fixing old problems such as capability gaps and resourcing issues merely postponed addressing those problems to a later date. Resources must keep pace with the added demands on peacekeeping; multidimensional mandates required multidimensional resources. The essence of partnership when addressing conceptual and doctrinal issues was to work in a transparent and coherent manner in an environment that fostered confidence and mutual respect. Bearing in mind the lessons learned from the most recent session of the Special Committee, particular attention must be given to improving its working methods. Partnership did not stop with the policy arena, but extended to the field. Burden-sharing remained integral to making peacekeeping a true partnership endeavour. The general membership of the United Nations, in particular the permanent members of the Security Council, should contribute generously to all peacekeeping operations, both in personnel and in equipment.

24. He was encouraged by the fact that the issue of troop costs was being addressed in a systemic manner and looked forward to the early commencement of the

work of the Senior Advisory Group on reimbursement to troop contributors. The issue of flexible, predictable and sustainable resources for peacekeeping operations, especially as it related to the African continent, was critical. The African Union continued to play a leading role in conflict prevention, management and resolution, in accordance with Chapter VIII of the Charter. The United Nations should ensure that African Union missions that were authorized by the Security Council, including the African Union Mission in Somalia (AMISOM), were provided with sufficient enablers and capabilities to carry out their mandates. AMISOM should be rehatted to a fully fledged United Nations peacekeeping mission. He was encouraged by the fact that the Secretary-General had recently acknowledged the African contribution to peacekeeping and reaffirmed the role of regional organizations in the maintenance of international peace and security, as provided for in Chapter VIII. In that context, the African Union had taken decisive steps in deploying peacekeeping missions, as well as hybrid missions. Peacekeeping and peacebuilding could play an important role in creating an enabling environment and laying the foundations for sustainable peace, the rule of law and good governance.

25. Gender mainstreaming in peacekeeping missions ensured that women's concerns and experiences were at the forefront of the policy aspects of peacekeeping operations. He commended the work done so far by the Secretary-General to ensure that the numbers of women in leadership positions were increased. His delegation welcomed the strategic role that the United Nations Entity for Gender Equality and the Empowerment of Women would play in facilitating the integration of a gender perspective in the implementation of peacekeeping mandates. His Government was also fully supportive of the zero-tolerance approach to the disturbing incidents of sexual exploitation and abuse and was committed to cooperating with the United Nations to eradicate such conduct.

26. **Mr. Jaber** (Lebanon) said that successful peacekeeping required partnership, in particular the involvement of troop- and police-contributing countries at the planning and deployment stages. Peacekeeping was not an alternative to an inclusive political process, but rather, provided space for such processes. Resolution of conflicts by tackling the root causes remained the objective.

27. Respect for the safety and security of United Nations peacekeepers was not only critical for the implementation of their mandates, but also a measure of the primacy of international law and respect for Security Council resolutions. The success of peacekeeping operations depended on the development of clear and achievable mandates matched with the required resources and timely logistical support, adherence to the general principles of peacekeeping, a strong link between peacekeeping and peacebuilding, and strengthening of the role of regional and subregional organizations, specifically the African Union, in accordance with Chapter VIII of the Charter.

28. Peacekeeping remained the most cost-effective means of avoiding conflict. The task now was to make it more efficient, and adapt it to intrastate, rather than inter-State, conflict. Although it was certainly desirable to do more with less, that should not be accomplished by stretching troops thin to cover geographic areas that exceeded their capacities or at the expense of their ability to operate in challenging environments. To achieve that goal and to ensure the creation of a more predictable, professional and accountable peacekeeping system, it was important to emphasize the key role of the Special Committee on Peacekeeping Operations in policy formulation and development. Regular coordination of peacebuilding tasks with the Peacebuilding Commission should be enhanced, stressing national ownership and prioritization of peacebuilding needs. The base of troop contributors should be expanded.

29. It was time to draw on lessons learned in order to improve the critical early peacebuilding tasks undertaken by peacekeepers. The focus should not only be on police, disarmament, demobilization and reintegration and security sector reform, but also on economic revival and sustainable development. It was now clear that peacekeeping and peacebuilding were not sequential; it was also clear that transition should be based on benchmarking against indicators in all fields.

30. To close the critical gaps in capability development, a comprehensive capability-driven approach that addressed uniform capability requirements, including force enablers such as air assets, was needed. With regard to global field support, he was glad that the Secretariat had moved from a mission-centric to a global management approach.

31. **Mr. Pintado** (Mexico) said that peacekeeping was central to the maintenance of international peace and security by the United Nations, and required firm commitment on the part of Member States. The creation and deployment of peacekeeping operations must be based on clear, credible and achievable mandates matched with the necessary resources; clear objectives with well-defined time limits, as well as benchmarks and transition and exit strategies; an integrated approach that included early peacebuilding in peacekeeping mandates, as well as an emphasis on national ownership and national capacity development; the commitment of all parties to achieve a peaceful solution to the conflict; and a public information strategy to ensure that the parties to the conflict and the population at large understood the objectives of the peacekeeping operation and perceived that they had ownership of the operation and the mandate.

32. Protection of civilians, including the most vulnerable sectors of the population, was a priority consideration in all peacekeeping operations. A strategic framework should be designed that would provide for civilian protection, training modules should be developed, and requirements for resources and capacities should be identified. The recommendations to the Department of Field Support contained in the report of the Senior Advisory Group on civilian capacity were very useful. His delegation noted that progress had been made in some areas, such as in the deployment of the United Nations Mission in South Sudan, and it supported the continuation of such deployments. Mexico also supported the establishment of strategic partnerships between the United Nations and regional and subregional organizations, in particular the African Union. Local capacities in conflict prevention and resolution should also be promoted. Peacekeeping operations should have a clear strategy for using resources more efficiently. His delegation hoped that the Senior Advisory Group that would be reviewing reimbursement rates to troop contributors would strengthen the commitment of Member States to that important activity and would ensure the medium- and long-term financial sustainability of peacekeeping operations. All regions should be adequately represented on the Advisory Group.

33. **Ms. Lalama** (Ecuador) said that peacekeeping operations must be conducted in accordance with the provisions of the Charter and the principles of consent

of the parties, impartiality and the use of force only in self-defence or in defence of the mandate. The safety of peacekeeping personnel and protection of civilians must be paramount. She noted with regret that there were still some members of peacekeeping operations who did not comply with the zero-tolerance policy on sexual abuse and exploitation; however, she was encouraged to note the progress achieved through preventive measures such as predeployment training for troops. She commended the United Nations for following up on all complaints and providing assistance and support to victims.

34. Ecuador welcomed the positive developments with regard to reimbursements to troop-contributing countries; however, there was still room for improvement. In that regard, General Assembly resolution 63/285, on rates of reimbursement to troop-contributing countries, should be reviewed periodically. The failure to update troop costs could jeopardize the participation of troop-contributing countries in peacekeeping operations. Her delegation hoped that the supplemental payment to troop-contributing countries for the period from 1 July 2011 to 30 June 2012 and the appointment of the Senior Advisory Group pursuant to General Assembly resolution 65/289 would encourage Member States to renew their commitment to peacekeeping operations. She welcomed the mainstreaming of the gender perspective in peacekeeping operations and the appointment of gender advisers in several missions. The working methods of the Special Committee must be improved.

35. **Mr. Somdah** (Burkina Faso) stressed the importance of civilian protection, support for political peace processes, disarmament, demobilization and reintegration and security-sector reform. The principles of the non-use of force except for self-defence, respect for sovereignty, political independence and the territorial integrity of Member States, consent of the parties and neutrality of the United Nations should guide all interventions.

36. The main objective of peacekeeping operations was to support political peace processes; therefore, they should not be seen as alternatives to the peace process. Member States must make every effort to achieve consensus and to promote cooperation among all stakeholders in peacekeeping operations, including mediators, special representatives and chiefs of missions. The effectiveness of peacekeeping operations depended on the establishment of clear, achievable and

realistic mandates, good overall organization, effective logistical support and adequate training of personnel. Triangular cooperation and regular meetings between troop-contributing countries, the Secretariat and the Security Council were essential. The partnership between the United Nations and regional actors, including regional and subregional organizations, under regional peacekeeping and international security arrangements, should be strengthened. The African Union, in particular, had demonstrated its commitment to United Nations peacekeeping, and its institutional and operational capacities in the area of peacekeeping should be strengthened.

37. Peacekeeping mandates should assign high priority to civilian protection, while bearing in mind that primary responsibility for protection of civilians lay with host States. The safety of peacekeepers should continue to be a central concern in all operations. Peacekeeping operations should contribute to peacebuilding so as to guarantee a smooth transition towards development and stability. His delegation welcomed the recommendations contained in the report of the Special Committee (A/65/19).

38. **Mr. Tarar** (Pakistan) paid tribute to peacekeepers killed in the line of duty. The safety and security of peacekeepers was an issue of paramount importance for all Member States. Peacekeeping mandates must be realistic and achievable, and adequate and timely resources must be provided to ensure their implementation. Efficient entry and exit strategies were also essential for seamless transition from conflict situations to post-conflict stability, peacebuilding and long-term political and economic recovery. The first step in addressing such a broad array of challenges was to strengthen triangular cooperation between the Security Council, the troop-contributing countries and the Secretariat. Open consultations and coherence were imperative, especially in situations arising out of a sudden change in the political situation. Such transparency had regrettably been lacking during rewriting of the mandate of the United Nations Mission in Côte d'Ivoire (UNOCI) or shifting of the United Nations Mission in the Sudan (UNMIS) to the Mission in South Sudan (UNMISS). More open channels of communication between the Security Council and troop-contributing countries could have improved the administrative and logistical arrangements for the critical drawdown and the inter-mission transfer carried out in UNMIS and UNOCI. Triangular partnership

could also be facilitated by increased representation of troop-contributing countries in operational as well as managerial positions, both in the field and at United Nations Headquarters.

39. Provision of adequate resources to implement complex mandates was also mandatory for the success of peacekeeping operations. Timely allocation of resources would increase effectiveness without impacting cost. Timely deployment of aviation assets had also become increasingly important; contract modalities of aviation assets should be streamlined by the Secretariat. Troop cost was another important issue, and he hoped that the Senior Advisory Group being constituted would complete its deliberations in time for consideration of the issue by the Fifth Committee at the sixty-seventh session of the General Assembly.

40. Given the increasing complexity of peacekeeping operations, mandates now covered support to political processes, building of local security institutions and protection of civilians, all with a view to long-term peacebuilding and economic recovery. Nevertheless, peacekeeping could neither be a substitute for a viable political process nor bypass the need to address the root causes of conflicts. Peacekeeping must be distinguished from traditional law enforcement. Given that protection of civilians was a primary responsibility of the host Government, peacekeeping missions must work with local Governments. Capacity-building of formed police units was therefore especially important.

41. With regard to the Global Field Support Strategy, his delegation welcomed the establishment of the Regional Service Centre in Entebbe; however, support for the addition of more centres at the global and regional levels was not unanimous, as there was growing apprehension about the decentralization of policy formulation and fragmentation in decision-making. The idea of global and regional centres was self-contradictory.

42. The entire membership of the United Nations supported the objectives of reform, rationalization and strengthening of the Organization's peacekeeping capacity. From the Brahimi report to the reform proposals presented by the Secretariat in the New Horizon initiative, Pakistan had emphasized the need to maintain continuity in all reform initiatives.

43. **Ms. Moreno Guerra** (Cuba) said that peacekeeping operations must be based on the principles of respect for the sovereignty, territorial

integrity and political independence of States and non-intervention in their internal affairs, consent of the parties, impartiality and non-use of force except for self-defence. The Special Committee had an especially important role to play, as it was the only body entrusted with considering the broader issues relating to the Organization's increasingly complex peacekeeping operations. The General Assembly had primary responsibility for the formulation of concepts and policies pertaining to peacekeeping. Any guideline or doctrinal document prepared by the Secretariat that would have a bearing on Member States' participation in peacekeeping operations should be subject to intergovernmental approval. The interaction between host countries, troop-contributing countries, the Secretariat and the Security Council must be strengthened. In most cases, host countries and troop-contributing countries were not guaranteed active participation at all stages of decision-making.

44. Protection of civilians was primarily the responsibility of the host State. United Nations peacekeeping missions should have clear and achievable mandates, as well as the necessary logistical and financial resources. Peacekeeping missions needed to take into account the economic and social context of the countries in which they were deployed. The establishment of new and more complex peacekeeping operations could not be a substitute for efforts to resolve the root causes of conflicts. Peacekeeping operations were not an end but a temporary measure to create a secure environment in which a long-term strategy for sustainable economic and social development could be applied. Early peacebuilding efforts were a fundamental tool, and all peacebuilding strategies should be planned in a consistent and integrated manner. The Peacebuilding Commission should play a central role throughout the process of establishing priorities and implementing such activities.

45. Cuba recognized the value of regional peacekeeping arrangements; however, such arrangements must be consistent with Chapter VIII of the Charter and should not replace the role of the United Nations or disregard the basic principles of United Nations peacekeeping operations.

46. **Mr. Nwosa** (Nigeria) said that efforts to reinvigorate peacekeeping tools must of necessity rely on the global partnership of the Security Council, the General Assembly, countries that contributed troops, police and finance, and regional organizations. His



delegation welcomed the ongoing cooperation between the African Union and the United Nations; a strong African Union peace and security architecture meant a more secure political space for other, United Nations, actions. It was imperative to have a systemic view of mandates whereby different mission components were linked in pursuit of mission-wide objectives that matched means to mandates and resources to capabilities. Peacekeeping and peacebuilding needed to interface so as to tackle the root causes of conflicts. Nevertheless, peacekeeping was not a substitute for genuine political engagement, which was the only foundation for sustainable peace. The operational success of a mandate depended on coherence and coordination, strategic planning, the clarity and flexibility of the mandate and how realistic the mandate was. All that in turn depended on the level of inclusiveness and broad-based participation from the mandate-setting to the planning stage. His delegation called for a mandate formulation process involving the Security Council, the most important and experienced troop-contributing countries, the Secretariat and military experts. His delegation welcomed recommendations that would facilitate the working methods of the Special Committee.

47. **Ms. Al Rifai** (Observer for the International Committee of the Red Cross) said that as the duties and responsibilities of peace operations had expanded, so the expectations of the populations of host States had increased. That new complexity showed the importance of a coherent approach by the international community.

48. Interaction between the United Nations and the International Committee of the Red Cross (ICRC) had grown considerably, both at the headquarters level and in the field, in particular with regard to operational issues related to assistance, protection and international humanitarian law. Actions undertaken by United Nations peacekeepers in accordance with their mandate to protect civilians, particularly measures aimed at inducing the parties to an armed conflict to comply with international humanitarian law, could play an essential role in improving the fate of civilian populations affected by armed conflict. Respect for and ensuring respect for international humanitarian law must therefore be a key element in the implementation of civilian-protection mandates by United Nations peacekeeping missions.

49. The International Committee of the Red Cross had followed with interest the recent efforts of the

Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs to clarify the concept of protection of civilians and its implementation by peacekeeping missions. A risk inherent in integrated missions was the blurring of roles and responsibilities. Clarifying the different roles of the components of a mission would enable the Department of Peacekeeping Operations, in close cooperation with troop- and police-contributing countries, to ensure that resources and training were sufficient to meet the demands of the increasingly complex tasks of peacekeeping. Informing the host country and the population exactly what could be expected from peacekeepers was essential and would improve understanding of the roles and responsibilities of the various humanitarian organizations, such as ICRC, and of the peacekeeping mission itself.

50. In the area of protection work, for example, ICRC valued the establishment of a confidential dialogue with all those involved in armed violence in order to ensure that they respected their obligations under international humanitarian law. In parallel, ICRC also worked directly with the communities affected so as to reduce their vulnerability and exposure to risks. While maintaining its neutral and independent approach, ICRC was committed to continuing its constructive dialogue with peacekeeping missions on the ground. Wherever possible, ICRC would continue to cooperate closely on specific projects, such as mine action or disarmament, demobilization and reintegration programmes for child soldiers. It would also continue to address issues related to the applicability of and respect for international humanitarian law by peacekeepers. In New York, ICRC was committed to maintaining the highly constructive dialogue it had developed over the past few years with the Department of Peacekeeping Operations and Member States that were active stakeholders in peacekeeping operations and policy.

*The meeting rose at 11.50 a.m.*