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

Report of the Special Committee on Peace-keeping Operations

Rapporteur: Mr. Abdel Halim BADAWI (United Arab Republic)

1. At its twenty-third session, the General Assembly, following its consideration of the reports of the Special Committee on Peace-keeping Operations,<sup>1/</sup> adopted resolution 2451 (XXIII) of 19 December 1968, which read as follows:

"The General Assembly,

"Recalling its resolutions 2006 (XIX) of 18 February 1965, 2053 A (XX) of 15 December 1965, 2249 (S-V) of 23 May 1967 and 2308 (XXII) of 13 December 1967,

"Having received and examined the reports of the Special Committee on Peace-keeping Operations of 2 July 1968 and 12 December 1968,

"Mindful of the importance which Member States attach to the comprehensive review of the whole question of peace-keeping operations in all their aspects,

"Noting that the Special Committee has appointed a working group for the preparation of working papers for the study that the Special Committee was requested to submit to the General Assembly in accordance with paragraphs 3 and 4 of its resolution 2308 (XXII)

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<sup>1/</sup> Official Records of the General Assembly, Twenty-third Session, Annexes,  
agenda item 32, documents A/7131 and A/7396.

"Noting that the Special Committee has approved, as a first model in the programme of its working group, a study of the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to Council resolutions,

"Noting further from the report of the Special Committee of 12 December 1968 that preliminary work has been undertaken in the preparation of the above-mentioned study,

"1. Requests the Special Committee on Peace-keeping Operations to continue its work under General Assembly resolution 2308 (XXII), including the provisions of paragraphs 3 and 4 of that resolution;

"2. Reiterates its request to the Special Committee on Peace-keeping Operations to keep the General Assembly regularly informed about its progress in the comprehensive review of peace-keeping operations in all their aspects;

"3. Further requests the Special Committee on Peace-keeping Operations to submit to the General Assembly as soon as possible, and not later than at its twenty-fourth session, a comprehensive report on the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to Council resolutions, as well as a progress report on such work as the Special Committee may be able to undertake on any other models of peace-keeping operations;

"4. Transmits to the Special Committee on Peace-keeping Operations the records of the debates at the present session on the item entitled 'Comprehensive review of the whole question of peace-keeping operations in all their aspects', with the request that the suggestions and proposals contained therein be taken into account."

2. At its 37th meeting, on 14 February 1969, the Special Committee on Peace-keeping Operations unanimously elected Mr. Yvon Beaulne (Canada) as one of the two Vice-Chairmen of the Special Committee to succeed Mr. George Ignatieff (Canada), and Mr. Abdel Halim Badawi (United Arab Republic) as Rapporteur to succeed Mr. Shaffie Abdel-Hamid (United Arab Republic).

3. At the same meeting, the Chairman drew the attention of the Special Committee to the terms of General Assembly resolution 2451 (XXIII), particularly as it related to the study of military observers authorized or established by the Security Council pursuant to Security Council resolutions. He also informed the Committee that the material prepared by the Secretariat on the United Nations military observers, including the additional information requested of the

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Secretariat by the Working Group, would be placed at the disposal of the members of the Committee as soon as possible. The Special Committee then agreed that the Working Group should continue its work and keep the Committee informed of its progress.

4. At the 38th meeting, on 25 June 1969, the Chairman informed the members of the Special Committee of the progress of the work of the Working Group. He stated that, by a letter dated 23 May 1969, he had informed the members of the Committee that the material on the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to the Security Council's resolutions was available to them. He also stated that the Secretariat had been authorized to make this material available to Members of the United Nations who are not members of the Special Committee, if they so requested.

5. With regard to the drafting of model I, dealing with military observers established or authorized by the Security Council for observation purposes pursuant to Security Council resolutions, the Chairman stated that the Working Group had begun its work. The Chairman added that the members of the Working Group were conscious of the fact that the Working Group was a subsidiary body of the Special Committee charged with a specific mandate and that it was endeavouring in the best way possible to facilitate the work which was within the purview of the Committee as a whole.

6. At the 39th meeting of the Special Committee, on 15 September, the Rapporteur submitted the first report of the Working Group (A/AC.121/L.8), which is reproduced as annex I of this report. In introducing the Working Group's report, the Rapporteur stated that it described in general terms the progress achieved thus far. He added that the brevity of the report should not be construed as denoting lack of progress, for the exchanges of views in the Working Group had been very valuable and had dealt with substantive issues.

7. The Chairman, in commenting on the work done by the Working Group, said that it had hoped to submit to the Special Committee a complete draft of model I, as well as a schema for model II. Unfortunately, that had proved to be impossible. However, in his view, the Working Group had made a certain amount of progress which,

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although limited, was none the less significant. Speaking of chapter II, dealing with the Establishment (formation, strength, composition and command), direction and control, chapter III, dealing with Legal arrangements, and chapter IV, dealing with Financial arrangements, of the schema of model I, the texts of which the Working Group was not able to complete, the Chairman stated that the Working Group had discussed in depth all the questions to be covered in those chapters. In connexion with model I, the Chairman stressed that it referred exclusively to military observer missions established or authorized by the Security Council and did not constitute a precedent that would affect other types of peace-keeping operations.

8. In the course of the discussion, which took place at the 39th to 42nd meetings, some members of the Special Committee expressed regret that, despite its hard work, the Working Group had been unable to submit to the Committee a complete draft of model I. They noted, however, that the Working Group had to deal with questions of principle which were complex and delicate and in connexion with which serious differences had existed in the past which affected the United Nations fundamentally in its existence. It had been estimated that these problems could not be resolved except through a patient approach and in an atmosphere of mutual understanding and goodwill. They had declared that these conditions appeared to have the best chances of realization within the Working Group. Some members, while noting that progress had been slow, also expressed the view that some real advance had finally been made. They noted in particular that, while not all the problems had been solved, the issues involved had been fully and frankly discussed in the Working Group. They felt that there was more reason now than in the past for believing that the fundamental problems facing the Committee would be solved. Some other members expressed satisfaction at the progress so far made. They felt that the Working Group had no need to apologize for the results achieved. The Working Group had completed five chapters, and on the remaining three it had held intensive negotiations and had reached a substantial measure of agreement. They believed that if the Working Group's mandate was continued, it might be able to solve hard-core problems. References were also made to closer co-operation among all the members of the

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Special Committee. The Chairman recalled that the meetings of the Working Group were open to the members of the Special Committee, who could attend, and he stated that, in order to facilitate this closer co-operation, future meetings of the Working Group would be announced in the Journal of the United Nations.

9. Consultations have been under way concerning the possible title and framework of a model II, which would deal with United Nations peace-keeping operations on a larger scale. The Committee hopes to be able to begin study of such a model at an early date.

10. The Special Committee on Peace-keeping Operations therefore recommends that the General Assembly authorize it to continue its work in order to present a comprehensive report to the Assembly at its twenty-fifth session.

ANNEX

FIRST REPORT OF THE WORKING GROUP

Rapporteur: Mr. Abdel Halim BADAWI (United Arab Republic)

1. The Special Committee on Peace-keeping Operations, in its first report to the General Assembly at its twenty-third session,<sup>a/</sup> dated 2 July 1968, stated that on 8 April 1968 it had established a Working Group composed of the four officers of the Committee (Mexico - Chairman; Canada and Czechoslovakia - Vice-Chairmen; and the United Arab Republic - Rapporteur) and four other members, France, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America. It also stated that the Working Group had approved "as the first model in its programme of work a study of the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to the Council resolutions". It may be recalled that the Special Committee decided that this would mean studying the following:

(a) The strength and equipment of the group of observers; their recruitment and organization; facilities and services; financial questions;

(b) The relationship between observers and the State or States on the territory or territories of which they have to operate;

(c) The status of observers; privileges and immunities; duration and termination of the mission of observers.

Further, it was stated that the Working Group had requested the Secretariat to provide the following material: first, a compilation of the statements made in the Security Council and in the Special Committee on the military observers established or authorized by the Security Council; and second, a report containing all the documents and materials available in the Secretariat which refer to the military observers established or authorized by the Security Council.

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a/ Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 32, document A/7131.

2. In a second report to the General Assembly at its twenty-third session,<sup>b/</sup> dated 12 December 1968, the Special Committee stated that the material requested by the Working Group had been made available to it by the Secretariat in two volumes in September 1968, and that in the course of a preliminary consideration of that material the Working Group had made observations concerning the material and had requested that the Secretary-General supply additional factual information.
3. During the discussion of the above-mentioned reports of the Special Committee on Peace-keeping Operations by the Special Political Committee at the twenty-third session and in response to expressions of interest in the material prepared by the Secretariat, the Chairman of the Special Political Committee stated that an understanding had been reached that as soon as the additional factual material was provided by the Secretariat, appropriate steps would be taken by the Special Committee on Peace-keeping Operations to make the material available without delay, for information, to any other interested delegations.
4. The General Assembly in its resolution 2451 (XXIII) of 19 December 1968, requested, inter alia, "the Special Committee on Peace-keeping Operations to submit to the General Assembly as soon as possible, and not later than at its twenty-fourth session, a comprehensive report on the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to Council resolutions, as well as a progress report on such work as the Special Committee may be able to undertake on any other models of peace-keeping operations".
5. At its 37th meeting, on 14 February 1969, the Special Committee on Peace-keeping Operations agreed that the Working Group should continue its work and keep the Special Committee informed of its progress.
6. The Working Group resumed its work on 25 March 1969. During the period from 25 March to 11 September 1969, the Working Group held forty-nine meetings. In addition, the members of the Working Group held a number of informal meetings for the purpose of consultation.

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b/ Ibid., document A/7396.

7. The additional factual information referred to in paragraph 2 above had been presented to the members of the Working Group by the Secretariat in February 1969. This additional information, together with the original material made available by the Secretariat in September 1968, was considered by the Working Group at its meetings in March and the first half of April. After consideration, the Working Group agreed to request the Secretariat to incorporate the additional information into the original material and also to make certain revisions, including the deletion of some passages. On 15 April 1969, the Working Group further agreed that the revised material should be reproduced. Subsequently, by a letter dated 23 May 1969, the Chairman informed the members of the Special Committee on Peace-keeping Operations that in accordance with the statement made by the Chairman of the Special Political Committee, referred to in paragraph 3 above, and with the approval of the members of the Working Group, the material would be available to the members of the Special Committee. Further, the Working Group authorized the Secretariat to make this material available to Members of the United Nations who are not members of the Special Committee, if they so requested.

8. In drafting model I (Military observers established or authorized by the Security Council for observation purposes pursuant to Security Council resolutions), the Working Group had before it the following three working papers covering various aspects relating to that model:

- (a) Working Paper submitted by Canada on 26 March 1969;
- (b) Working Paper submitted by the United States of America on 3 April 1969;
- (c) Working Paper submitted jointly by Czechoslovakia and the Union of Soviet Socialist Republics on 23 April 1969.

9. On the basis of these three working papers, of drafts covering specific questions submitted by its members and of views expressed during the discussion, the Working Group first agreed on a schema of the model containing eight chapters. It then proceeded to elaborate the text of these chapters. In the course of its work, the Working Group was able to complete the text of five of the eight chapters.

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With regard to the three other chapters, namely chapter II, dealing with the Establishment (formation, strength, composition and command), direction and control, chapter III, dealing with Legal arrangements, and chapter IV, dealing with Financial arrangements, the Working Group has not yet been able to work out complete texts. However, the Working Group has had valuable discussions on all elements to be included in these chapters and has indicated the general direction to be followed in completing the work on them. It believes that a continuation of its work along these lines will help promote the completion of model I.

10. In the course of its discussion on chapter III, dealing with Legal arrangements, the Working Group also considered the draft of a standard agreement between the United Nations and the host country on the status of military observer missions.

11. The schema of model I is contained in the appendix to this report.

12. Consultations have been under way concerning the possible title and framework of a model II, which would deal with United Nations peace-keeping operations on a larger scale. The Working Group hopes to be able to begin study of such a model at an early date.

Appendix

Model I

United Nations military observers established or authorized  
by the Security Council for observation purposes pursuant  
to Security Council resolutions

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- CHAPTER I      Authorization
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CHAPTER VI Operating procedures

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- B. Training

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