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## Special Political and Decolonization Committee (Fourth Committee)

### Summary record of the 17th meeting

Held at Headquarters, New York, on Wednesday, 25 October 2017, at 10 a.m.

*Chair:* Mr. Ramírez Carreño . . . . . (Bolivarian Republic of Venezuela)  
*later:* Mr. Halfaoui (Vice Chair) . . . . . (Morocco)

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

**Agenda item 55: Comprehensive review of the whole question of peacekeeping operations in all their aspects**

1. **Mr. Khare** (Under-Secretary-General for Field Support) said that the best way to honour the over 110,000 peacekeepers deployed in unstable and dangerous environments in fifteen peacekeeping missions (95 of whom had lost their lives to date in 2017), and to ensure that their sacrifices were not in vain, was to respond more rapidly, effectively and responsibly to crises and to uphold the credibility, legitimacy and effectiveness of peacekeeping.

2. Over 90 per cent of United Nations personnel served in the field and most of the Organization's budget was devoted to field requirements, but service delivery was slow and unresponsive owing to fragmented management, inadequate resourcing of and ineffective implementation of mandates, and a lack of transparency and accountability. The Secretary-General had called for improved planning and budgeting, delegation of authority to programme managers, and changes in management and support structures (including those of the Department of Field Support) to bring decision-making closer to the point of delivery, empower managers, ensure accountability and transparency, reduce duplication and improve field support.

3. The Department maintained its commitment to strengthen peacekeeping and ensure rapid, efficient and responsible delivery of services. It was working to cooperate more strongly with and address the concerns of Member States while meeting peacekeepers' daily needs and ensuring their safety and security. It was also reviewing all peacekeeping fatalities to identify trends and investigate deaths, especially those due to malicious acts.

4. Efforts to address sexual exploitation and abuse and other misconduct by peacekeepers had been stepped up. Every case of sexual exploitation and abuse was an attack on the values of the Organization and undermined the crucial trust between United Nations missions and the people they were sent to serve. Many Member States had already committed to the Voluntary Compact on preventing sexual exploitation and abuse; others should do the same. Partnership with Member States remained crucial in implementing all aspects of the report issued by the Secretary-General in February 2017.

5. While overseeing field mission conduct and discipline, the Department had worked to improve resource management and limit the environmental

impact of field operations, and was addressing gender and geographical imbalances in missions by countering bias in interviews and launching women-only roster vacancies to strengthen the Senior Women Pipeline Initiative. It had also improved supply-chain and performance management, and had established core indicators and targets for defined, transparent and comparable performance.

6. The Department was working with the Department of Peacekeeping Operations on ways to strengthen peacekeeping. gaps and insufficiencies in contingent-owned equipment must be addressed with Member States' support in order to strengthen troop performance and ensure that standards were met. Improperly-equipped peacekeepers could not carry out their mandates; Member States should consider contributing equipment. The Department was open to all forms of State-to-State collaboration, including through tailored reimbursements.

7. Key partners for the Department were the European Union, the Organization for Security and Cooperation in Europe, and especially the African Union, whose own peace-operations support capacities were strengthened through staff exchange and training. He looked forward to implementation of the Joint United Nations-African Union Framework for an Enhanced Partnership in Peace and Security.

8. The reforms proposed by the Secretary-General would facilitate more streamlined, effective and efficient operations and enable staff to deliver on their mandates, uphold expectations for conduct and discipline, and equip and protect peacekeeping personnel. Member States must form an alliance for change so that the Secretariat could serve them better.

9. **Mr. Zuev** (Assistant Secretary-General for Rule of Law and Security Institutions in the Department of Peacekeeping Operations), speaking on behalf of the Under-Secretary-General for Peacekeeping Operations, said that since 1948, peacekeeping had had a direct impact on the lives of countless people across the globe and was effective at nation-building. More peacekeeping troops deployed in a conflict meant fewer battlefield and civilian deaths. Peacekeeping was also the most cost-effective way to prevent the resumption of conflict. He paid special tribute to all United Nations peacekeepers, uniformed and civilian alike, who put their own lives at risk every day to deliver on their mandates.

10. Peacekeeping had made a decisive difference in many conflicts. The free and fair election in Liberia in October 2017, for example, primarily an achievement of the Liberian people, was also a testament to the 14 years

of work by the United Nations Mission in Liberia (UNMIL). While failure to protect civilians had resulted in tragic losses in some cases, and the struggle to eliminate sexual exploitation and abuse continued, peacekeeping operations' positive legacy was the fruit of the collective efforts of host Governments and communities, the Member States that contributed men, women, equipment and other resources, and the dedicated Secretariat field staff.

11. Over the decades, peacekeeping had adapted and evolved in response to the changing nature of conflicts and to the shift from inter-State to intra-State conflict. The new challenges it faced included armed groups' terrorist tactics in asymmetric environments, the metastasis of organized crime, the unregulated spread of new weaponry, and the changing ideological profile of armed groups. When armed groups pursued ideological or criminal objectives, elite-level political deals and elections might not achieve peace and reduce violence. Longer-running conflicts, with diminished host-State consent or deficient political strategy hindering civilian protection, raised doubts about the scope of United Nations objectives. Meanwhile, unity within the international community remained elusive, and regional interests presented further challenges. How the United Nations should best conceive, deploy and manage peacekeeping operations and, once its political role had been more clearly defined, how to perform most effectively at different levels with key partners, were key strategic questions.

12. The reforms announced by the Secretary-General in September 2017 would be a platform for increasing the effectiveness of the range of peacekeeping operations identified by the High-level Independent Panel on Peace Operations, and would also allow for a more effective use of the policy responses available to the Secretariat. At the heart of that reform was the elimination of sexual exploitation and abuse. A plan of action had been initiated within the Department of Peacekeeping Operations to improve overall mission performance and pursue more realistic options reflecting country-specific needs. The main current peacekeeping operations would be reviewed, starting with the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The objective of the reforms would be a more flexible, better-targeted and mobile presence and a more integrated command structure.

13. Peacekeeping operations must suit the context of the conflict and the political arena in which they were deployed. Engagement in high-risk areas must be adapted to ensure that the peacekeeping mandate was carried out securely. Remote mechanisms, based on

reinforced technologies and joint partnerships, could be used to protect civilians and strengthen institutions as well as to educate the public on peacekeeping. Greater flexibility, creativity and analytical rigor must be applied to planning and capacity-building.

14. The mandate on women, peace and security could be applied to conflict prevention and resolution. While effective peacekeeping required women's participation, low levels of recruitment and retention in domestic security forces and the need for a more proactive effort to train and deploy women personnel to United Nations missions made even modest targets difficult to meet.

15. The Organization's political role was very complex. Wherever peacekeeping operations encountered problems, there was inevitably a political crisis at the heart of the conflict. United Nations peacekeepers should avoid attempting to impose peace. Similarly, counter-terrorism operations were incompatible with the principles of the United Nations and with the primacy of its political role. The triad of conflict prevention, peacekeeping and peacebuilding required specific actions. The Security Council should ensure that peacekeeping options had political legitimacy, and should impose clear mandates based on a common, unified position and supported by diplomatic resources on the ground. Political consent must be received from the host Government and local communities. Peacekeeping could not be viewed as a panacea, and conditions for ending operations must be clearly set out in mission mandates, which should prioritize civilian protection. A comprehensive gender-specific analysis was vital. Troop- and police-contributing countries could make constructive contributions concerning mandates and performance indicators.

16. Politically, regional actors were increasingly important in mediation, conflict resolution and management. While restructuring the peace and security pillar, the Organization must also readjust and reinforce its political outreach to better understand, influence and work with regional and subregional organizations. Operations decoupled from political processes must not be deployed.

17. Peacekeeping missions, especially their rule-of-law and security-institution components, enabled other peacebuilding actors by providing political cover and security guarantees and implementing critical peacebuilding tasks. Peacekeeping exit strategies needed to be better defined and linked to the political transitions and space available to the United Nations. Strong partnerships must be forged and funding shortfalls made good in a timely manner.

18. Strengthening operational performance and capabilities continued to be a priority for the Secretariat. Eighty-three Member States had registered in the Peacekeeping Capability Readiness System. A policy framework was being developed to protect peacekeepers and deliver on mandates in increasingly dangerous environments. The Department advised missions and troop contributors on mitigating threats from improvised explosive devices, and was working on rapid-deployment readiness and a casualty-evacuation policy. A peacekeeping-intelligence policy guiding and regulating the collection, analysis and use of situational-awareness information had been adopted. The Strategic Guidance Framework for International Police Peacekeeping had also been advanced through manuals on cohesive effort.

19. Some 35 per cent of deployed units had been certified by Member States since promulgation of the operational readiness-assurance framework in 2016, but Member States should increase compliance with certification requirements. Following publication of the report of the Secretary-General on United Nations Policing (S/2016/952), the Department had begun implementing a reform plan aimed at increasing performance through more-rigorous recruitment procedures, a more robust policy framework, and adapting policing skills and capabilities to current mandates.

20. United Nations peacekeeping was grounded in solid principles and was the collective achievement of the entire international community, which should solemnly recall the sacrifices made and the lives lost in the pursuit of peace. With new threats to peace and security emerging and old disputes resurfacing, a united approach to conflict resolution, anchored in the timeless values embodied by the United Nations, was of paramount importance.

21. **Mr. Laassel** (Morocco), speaking on behalf of the Non-Aligned Movement, said that the many developments and changes in United Nations peacekeeping since the 2015 reviews warranted a more cautious approach. The Secretary-General's proposed review of Secretariat peace and security architecture, following the 2015 recommendations of the High-level Independent Panel on Peace Operations, sought a more holistic approach to conflict prevention, peacemaking, mediation and post-conflict peacebuilding. It was also designed to improve management methods within the different departments of the peace and security architecture.

22. Interactive consultations with Member States and a comprehensive report to the General Assembly would

bolster confidence between the Secretariat and the Member States, particularly Members of the Security Council and the troop- and police-contributing countries. Creating a Department of Peace Operations marked a shift from peacekeeping to peace operations, and should be examined thoroughly in the light of the specific changes thereby entailed. In developing policies, only those ideas and approaches agreed at the intergovernmental level and adopted collectively by Member States should be implemented.

23. The methodological changes to be applied at the forthcoming session of the Special Committee on Peacekeeping Operations would enhance the relevance of its annual report and make it more user-friendly. In that regard, the Movement reemphasized its support of all efforts to achieve effective peacekeeping operations, and reiterated the following positions:

24. Establishing peacekeeping operations or extending their mandates should strictly observe the purposes and principles of the Charter of the United Nations, as well as the basic principles of consent of the parties, impartiality, and the non-use of force except in self-defence and in defence of the mandate. Respect for the principles of sovereign equality, political independence, and the territorial integrity of all States and non-intervention in matters within their domestic jurisdiction should also be upheld.

25. The Security Council should strongly commit, in consultation with potential troop- and police-contributing countries, to clear and achievable mandates based on objective assessments, with assured political support and sufficient resources. Integrated planning to provide the link between policy formulation and implementation in the field was paramount for success. Furthermore, mandates should not be changed without prior consultation with troop- and police-contributing countries, as well as with military personnel in the field. Success also required full troop- and police-contributing countries' participation in policy formulation and decision-making, along with effective triangular cooperation among troop- and police-contributing countries, the Secretariat and the Security Council. The Movement strongly supported a substantial reworking of the current modalities of that cooperation to make it result-oriented and beneficial to all, and remained ready to engage constructively through the open-ended group created after the previous session of the Special Committee or in any other relevant forum.

26. The Movement strongly condemned all forms of sexual exploitation and abuse committed by United Nations peacekeeping personnel as a despicable betrayal of the duty to protect, and reiterated its support

for the Secretary-General's zero-tolerance policy. Responsibility for investigating and prosecuting such cases lay with the national jurisdictions of the States concerned, but combating sexual exploitation and abuse was a collective responsibility that should be dealt with by all stakeholders. The Movement welcomed troop- and police-contributing countries' commitment against such abuses and reiterated its support for General Assembly resolution 71/278 on the issue.

27. All necessary support, including financial and human resources and military and civilian capacities, should be provided to peacekeeping missions to ensure that they achieved their goals while fully respecting host-country laws and regulations. While the Movement welcomed the latest troop-reimbursement rate increase and requested further information on the increase scheduled for 2017, the overall lack of resources for peacekeeping and the difficulty of providing troops and equipment for military operations must be addressed. The United Nations and regional organizations should collaborate in ensuring that regional arrangements were consistent with Chapter VIII of the Charter. In that regard, the Organization should ensure predictable and sustainable funding for African-Union-led peacekeeping operations authorized by the Security Council. Although the April 2017 agreement between the Secretary-General and the Chair of the African Union Commission was a welcome development, the strategic peacekeeping partnership between the United Nations and the African Union should be further strengthened.

28. Intelligence could contribute to the safety and security of peacekeepers and to the protection of civilians, but valid and legitimate concerns remained. Member States must reach consensus on that sensitive issue, particularly in the Special Committee, before developing more policy frameworks. With growing police responsibilities in United Nations peacekeeping operations, duplication of tasks between the military and the police components should also be avoided.

29. The Peacebuilding Commission, its country-specific configurations, and the United Nations Peacebuilding Fund enhanced integration between peacekeeping and peacebuilding, and ensured that peacekeeping efforts were accompanied by national-ownership-based economic recovery and capacity-building. Further cooperation between the Peacebuilding Commission and other relevant bodies was needed to promote consistency and avoid duplication of efforts.

30. Peacekeeping operations should not be used as alternatives to addressing the root causes of conflicts,

nor as ways to manage the conflicts themselves. Instead, conflicts should be managed through political, social and developmental tools that would achieve a smooth transition to lasting peace, security and sustainable development. Moreover, exit strategies should always be agreed upon early in mission planning and periodically reviewed.

31. Reiterating its position on the use of force in peacekeeping operations, the Movement called for further consultation with Member States on protecting peacekeeping personnel and facilities. With rising mission casualties, mission-personnel safety deserved greater attention as a major concern for the troop- and police-contributing countries. While the primary responsibility for civilian protection ultimately lay with host countries, such protection by peacekeepers, where mandated, should support national efforts but should not be the sole basis for United Nations military intervention in conflicts.

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

33. **Ms. Rivera Sanchez** (El Salvador), speaking on behalf of the Community of Latin American and Caribbean States (CELAC), said that the work of the United Nations in maintaining peace and international security had proven to be an effective tool for helping countries along the difficult path from conflict to peace, hence the importance of strengthening its operational capabilities and organizational structure. She paid tribute to all peacekeeping personnel for the contributions and sacrifices they had made in the service of peace.

34. Noting the recommendations of the High-level Independent Panel on Peace Operations for reforming the peace and security pillar, CELAC urged the Secretary-General to continue his consultations with Member States on the issue. In that regard, CELAC reiterated that the Special Committee was the sole intergovernmental body in a position to examine all aspects of the question of peacekeeping, and underscored that all peacekeeping operations must adhere to the purposes and principles of the Charter of the United Nations and to the basic principles of peacekeeping. To be truly effective, peacekeeping operations required adequate human, financial and logistical resources, political support, and viable,

clearly-defined and mandates, particularly when moving from peacekeeping to peacebuilding. CELAC welcomed the contribution of peacekeeping operations to an integral peacebuilding strategy.

35. The extremely fragile security and political situation in United Nations peacekeeping-mission areas were deeply concerning. Changes in the pattern of violence and their increasingly volatile operational environments had led to a significant rise in the number of casualties. To achieve lasting peace, such operations must go hand-in-hand with inclusive, carefully-planned peace processes conducted with the consent and support of the parties concerned. Also essential were clear exit strategies, whose points of transition must be assessed in light of the need to create a temporary security framework enabling the host country to achieve sustainable economic and social development.

36. Reiterating its commitment to helping Haiti progress towards stability, peace and sustainable development, CELAC emphasized the importance of proper planning for a responsible transition from the United Nations Stabilization Mission in Haiti (MINUSTAH) to the new United Nations Mission for Justice Support in Haiti (MINUJUSTH), with the full participation of the Government of Haiti and the close collaboration of the troop- and police-contributing countries. CELAC appreciated the hard work and dedication of MINUSTAH personnel, and of the troop and police forces of other countries, in fulfilling their vital support mission in Haiti over the past thirteen years.

37. Sustainable development could not be achieved without peace, nor peace without sustainable development. Coordination must be strengthened between the United Nations peacekeeping operations and peacebuilding architecture (particularly the Peacebuilding Commission) and the funds, programmes and specialized agencies of the United Nations system. Such development activities, in particular early peacebuilding, were crucial for the success of peacekeeping missions, since they enhanced missions' commitment to local populations and were instrumental in preventing conflicts.

38. Women's role in preventing and resolving conflicts was critical, and they must be encouraged to participate fully in maintaining and promoting peace. CELAC reiterated its support for the recommendations of the High-level Independent Panel on Peace Operations concerning implementation of the women, peace and security agenda.

39. While the basic responsibility to protect civilians fell to host countries, the legitimate requirement to

protect civilians must never be used to override the principle of State sovereignty. When establishing and executing civilian protection mandates, agreement for those mandates and for the standards for engagement must be secured, as must the prior approval, at the intergovernmental level, of Member States for Secretariat policies and directives, which should be applied only after agreement by the Special Committee. CELAC was concerned that policies had been implemented in specific missions without such approval.

40. Concerned by the increase in the number of accusations of sexual exploitation and abuse, CELAC remained absolutely committed to the Organization's zero-tolerance policy. Those responsible must be rapidly investigated and held accountable under due process and in accordance with the relevant memoranda of understanding signed with the United Nations. She commended the Organization on measures adopted to prevent such behaviour and for providing training and assistance to victims; progress achieved in that respect should be reviewed.

41. CELAC underscored the importance of consultations with troop- and police-contributing countries, recalling its appeal to the Security Council to ensure full consideration of their views and concerns. Their perspective was particularly relevant at the policymaking and decision-making levels, as well as during the deployment, transition and renewal of peacekeeping operations and whenever any other important changes occurred.

42. Troop- and police-contributing countries should be reimbursed promptly and efficiently, and the principles of equitable geographical distribution and gender balance must be applied to all staffing, both at Headquarters and in the field, particularly at the expert and senior managerial levels.

43. **Ms. Bird** (Australia), speaking also on behalf of Canada and New Zealand, said that 2017 was the seventieth anniversary of the first peacekeeping mission in which Australia had participated, at the request of the Security Council, in what was to become Indonesia. That deployment marked the beginning of an uninterrupted commitment to United Nations peacekeeping by Canada, Australia and New Zealand. With the changes in peacekeeping requirements over the years, however, reform was needed and positive action should be taken in the three areas of peacekeeping reform, strengthening operational capacity, and protecting those at risk.

44. First, Canada, Australia and New Zealand fully supported the Secretary-General's ambitious reform

agenda. His proposal for a single political-operational department for peacekeeping under regional assistant secretaries-general would bring greater coherence and clear political aims at the regional level. Peace and security reform required management reform, and authority needed to devolve to the field to ensure that peace operations were nimble, flexible and effective. Staff across the United Nations must unite to achieve the desired outcomes, however, and Member States must match the Secretary-General's level of ambition for reform. The Special Committee should look at ways to reform working practices and provide clear, practical policy guidance in support of mission mandates. The real-world and real-time needs of force commanders, mission heads and those serving in the field should guide policy, failing which all efforts would be irrelevant.

45. Second, in the area of strengthening operational capacity, she stressed that United Nations peacekeepers' safety and security were paramount, and new technologies, innovative practices and policy frameworks should be developed to protect them. Canada, Australia and New Zealand strongly welcomed the Secretariat's Peacekeeping Intelligence Policy Framework in line with guidance from the Special Committee in its 2016 report (A/70/19). The unhindered application of that policy in the field should better protect both peacekeepers and those they were tasked with protecting, and enable them to successfully implement mandates.

46. A balanced gender perspective, backed by monitoring and evaluation systems, was critical to operational effectiveness, and could only be achieved by increasing the number of women in key positions on missions as well as at Headquarters. Canada, Australia and New Zealand, which were actively increasing the number of women in their military and police forces, were committed to doing the same for peace operations. Policing was also a key element in the operational effectiveness of peacebuilding, sustaining peace and reconciliation. The Organization should do more to realize its potential, in particular by implementing the recommendations of the *External Review of the Functions, Structure and Capacity of United Nations Police Division* and the recommendations set out in the 2016 report of the Secretary-General on the work of the Organization (A/71/1). With more large-scale peacekeeping missions in francophone environments, the United Nations must also continue to address linguistic gaps and build the capacity of francophone partners to deploy in relevant missions.

47. Third, regarding the protection of civilians, which was central to modern peace operations and the de facto

barometer of success, that responsibility fell on United Nations peacekeepers when States were unwilling or unable to do so. Peacekeepers must be sufficiently trained, equipped and prepared to assume their responsibilities, which included the use of force when required.

48. Sexual exploitation and abuse were inexcusable. She commended the Secretary-General's initiatives for addressing systemic issues and his victims'-rights-centred approach; a Victims' Rights Advocate would afford access to the support, judicial mechanisms and remedies to which victims were entitled. Canada, Australia and New Zealand also welcomed the establishment of the Trust Fund in Support of Victims of Sexual Exploitation and Abuse as an important commitment to the rights and dignity of survivors. New approaches and robust leadership were also needed to eliminate the grave violations committed against children, including preventing the recruitment and use of child soldiers, together with enhanced protection strategies drawing on initiatives such as the Kigali Principles on the Protection of Civilians and the Principles and Guidelines on Children Associated with Armed Forces or Armed Groups (Paris Principles). The forthcoming launch of the Vancouver Principles on peacekeeping and the prevention of the recruitment and use of child soldiers was another positive development.

49. Finally, the forthcoming United Nations Peacekeeping Defence Ministerial Conference in Vancouver, Canada would be an opportunity for Member States to address capability gaps in the area of rapid field deployment.

50. *Mr. Halfaoui (Morocco), Vice-Chair took the Chair.*

51. **Mr. Rattray** (Jamaica), speaking on behalf of the Caribbean Community (CARICOM), said that the foregoing reports on the activities being undertaken to enhance United Nations capacity to manage and sustain peacekeeping operations demonstrated a commitment to improve service delivery and facilitate the effective implementation of mandates. CARICOM saluted the more than 100,000 peacekeepers working across the globe, and honoured the memory of those who had made the ultimate sacrifice. The Community reaffirmed its support for strengthening the capabilities of the Organization to ensure the safety and security of all peacekeeping personnel.

52. CARICOM welcomed the initial establishment of MINUJUSTH for a six-month period. The international community must remain actively engaged in partnership with the Government and people of Haiti to consolidate the progress made there and maintain an environment



conducive to sustained development. CARICOM continued to support Haiti as it moved towards sustainable peace, stability and development. He commended Member States that had assisted Haiti throughout the transition period, particularly for backing the Secretary-General's new approach to cholera in Haiti (set out in document [A/71/620](#)) and for authorizing the transfer of their MINUSTAH balances to the United Nations-Haiti Cholera Response Multi-Partner Trust Fund. CARICOM urged Member States, regional and intergovernmental organizations, the private sector and individuals to collaborate with the recently-appointed United Nations Special Envoy for Haiti by contributing to the Trust Fund.

53. The peacekeeping debate was complementary to the ten-year review of peacebuilding architecture. Peacekeeping operations should be conducted in close collaboration with the peacebuilding entities, in particular the funds and programmes and national authorities. The collective international endorsement of the Sustainable Development Goals, especially Goal 16, had reinforced the natural synergy between peace, security and development. The Secretary-General's proposal to establish a single political-operational structure would ensure a more holistic approach to conflict prevention, peacemaking and peace sustainability.

54. CARICOM continued to support women's active participation in conflict prevention and resolution, peacekeeping, peacebuilding and in promoting international peace and security, in accordance with Security Council resolutions on women, peace and security. The Department of Peacekeeping Operations should do more to increase the number of female officers on missions. He commended efforts by Member States and the Secretariat to achieve gender parity by creating opportunities for women in peacekeeping, along with the acceptance by the Office of Military Affairs of women warrant officers and lieutenants as military observers. However, gender mainstreaming in peacekeeping missions and the deployment of women at senior levels were still needed.

55. CARICOM endorsed the zero-tolerance approach to all peacekeeper misconduct, in particular acts of sexual exploitation and abuse; action taken on allegations of misconduct should be comprehensive and inclusive. Placing the rights and dignity of victims at the centre of efforts to end impunity, along with better reporting, transparency and accountability, was a constructive approach. CARICOM also favoured deepening engagement with civil society and key national and international actors in that regard, to ensure

that United Nations personnel were held to the highest standards.

56. Peacekeepers must be alert, proactive and properly equipped, in order to adapt to their increasingly-dangerous working environments. Technological advances in that regard, including the supplemental Internet training courses provided for all mission staff were welcome. CARICOM also appreciated the predeployment training developed by the Department of Peacekeeping Operations and provided by the United Nations Institute for Training and Research (UNITAR).

57. Full participation of troop- and police-contributing countries in policy formulation was needed to achieve the partnership and effectiveness required for United Nations peacekeeping missions. Consistent, transparent and effective triangular cooperation between the Security Council, the Secretariat and troop and police contributors was also necessary in addressing the challenges of peacekeeping. CARICOM looked forward to meaningful, comprehensive engagement in United Nations peacekeeping and would continue to participate actively in the development of solutions involving all aspects of peacekeeping.

58. **Mr. Rahdiansyah** (Indonesia), speaking on behalf of the Association of Southeast Asian Nations (ASEAN), said that the Association took note of ongoing peace reforms, restructuring of the security architecture and efforts to improve the effectiveness of peacekeeping, but underscored the need to maintain and enhance capabilities, ensure that missions could deliver as mandated, and guarantee the safety and security of peacekeepers. It welcomed the forthcoming high-level event on peacebuilding and sustaining peace and ensuring that all aspects of peacekeeping remained in keeping with sustaining peace. Political solutions must be at the heart of mission design and the decision to deploy peacekeeping operations. Military engagements alone would not lead to lasting peace. Therefore, ASEAN advocated the exercise of good offices, civilian capacity, preventive diplomacy and mediation, and the promotion of peacebuilding.

59. While all acts of violence against United Nations personnel should be condemned in the strongest terms, they did not justify peacekeepers engaging in counter-terrorism. The perception of neutrality and credibility was essential for peacekeeping; enhancing situational awareness and response capabilities through effective predeployment training should be treated as a priority.

60. ASEAN shared the international community's concern regarding sexual exploitation and abuse, and



took note of the initiatives and policies espoused by the Secretary-General for addressing the issue. ASEAN would continue working with him to eliminate complacency and impunity. Innovative measures were also being taken to increase the number of women peacekeepers, and ASEAN encouraged the Department of Peacekeeping Operations and other bodies to assist Member States in developing national action plans for that purpose. Early engagement and inclusive consultations among the Security Council, the Secretariat, troop- and police-contributing countries, regional actors and host countries were necessary for drafting, reviewing and adjusting mission mandates and also for dealing with strategic and political matters.

61. At a recent ASEAN Defence Ministers Expert Working Group meeting, the Association had shared experiences and expertise on civilian protection strategy and the role of women peacekeepers. Around 4,700 military advisers and troops from ASEAN countries were currently contributing in 12 United Nations peacekeeping missions. Singapore, Malaysia, Thailand, Cambodia, the Philippines and Indonesia had established state-of-the-art predeployment training facilities domestically.

62. Speaking in his national capacity, he said that in the ongoing effort to reform peace and security architecture, the Secretariat should increase consultations with troop- and police-contributing countries and other relevant actors on meeting the pledges, gaps and required critical enablers. Only through a meaningful dialogue and ownership of measures could the international community ensure that old and new challenges were tackled and peacekeeping missions navigated effectively. Peace and security architecture restructuring should also go hand-in-hand with management reform.

63. The Organization needed greater focus on the safety, security and well-being of peacekeepers and related civilian staff, and there should be more women in peacekeeping operations as well as in senior positions in the two departments. To date, Indonesia had deployed 258 women military in four missions, and 67 of the 2,713 Indonesian personnel deployed in nine peacekeeping missions were women. Indonesia was also fully committed to the prevention of sexual exploitation and abuse and had been one of the first countries to sign the Voluntary Compact with the United Nations.

64. **Ms. Vladulescu** (Observer for the European Union), said that the European Union and its Member States welcomed the Secretary-General's consistent efforts to implement the recommendations of the High-level Independent Panel and his reform of the

peace and security architecture, with emphasis on prevention. No effort should be spared to ensure constant improvement of the Organization's crisis-management tools. It was important to recognize the demanding conditions in which peacekeepers worked, and to pay tribute to those who had lost their lives in the service of the United Nations.

65. The European Union and its Member States reaffirmed their commitment to the basic principles of peacekeeping, which must be observed in all operations, and underscored the need for full delivery of peacekeeping mandates. Implementing the recommendations issued following recent major reviews would require a truly global partnership; the European Union endorsed the European Union-United Nations Partnership on Land, Natural Resources and Conflict Prevention as a key to global peace and security.

66. With such partnerships central to their efforts to serve those suffering from instability, insurgencies and conflict, the two organizations shared an unprecedented commitment to working together, supporting each other and sharing best practices on conduct and discipline, as well as lessons learned from strategic reviews of missions and operations. The European Union looked forward to broadening its partnership to work trilaterally with the African Union whenever appropriate. Furthermore, partnership and international cooperation were essential to stabilization and reconstruction efforts once the initial crisis and conflict had been brought to an end. The recent reviews, together with Security Council resolutions [2242 \(2015\)](#) and [2282 \(2016\)](#) and General Assembly resolution [70/262](#), continued to provide substantial guidance. Security Council resolution [2378 \(2017\)](#), focused on the primacy of politics would also be of great value.

67. The European Union and its Member States continued to stress the paramount importance of political solutions to conflicts, addressing the root causes of conflict and prioritizing prevention. Full use of the Secretary-General's good offices, early deployment of United Nations special political missions, regional and bilateral peacebuilding and mediation tools and public diplomacy must be foremost in such undertakings. The need for cost-effectiveness could not be overemphasized. Sustaining peace must be permanently on the agenda, and peacebuilding must be integrated with peacekeeping efforts in order to manage transitions more effectively.

68. Civilian protection and the prevention of atrocities must be the common denominator of any peacekeeping operation mandate. Emphasis on regular assessment of

missions' political and protection effects, their capabilities to fulfil protection mandates, and the additional political and practical support they required was welcome.

69. The European Union attached great importance to child-protection and conflict-related sexual violence mandates, and urgently requested the United Nations to ensure that missions were able to effectively protect women and children in situations of armed conflict. It fully endorsed the Secretary-General's leadership in combating sexual exploitation and abuse, and welcomed the appointment of the new system-wide Victims' Rights Advocate, establishment of the Secretary-General's Circle of Leadership on preventing and responding to sexual exploitation and abuse in United Nations operations, and the adherence of Members to the Voluntary Compact. It was also committed to advancing the women, peace and security agenda, both internally and in relations with third countries, and thus supported the strengthening of gender mainstreaming in mission settings and the reinforcement of gender expertise in missions.

70. Local ownership was important in protecting civilians, and strategies and guidance to encourage engagement with local populations should be mission-wide. As corruption was a driver of conflict and instability, strengthening police, justice and correctional institutions was crucial for safeguarding the rule of law and creating the necessary preconditions for lasting peace. Peace operations must also have clear, coherent and achievable mandates with a strong human rights component. Transition arrangements and exit strategies should be explored early on, and should take into account elements contributing to overall mission effectiveness assessment upon completion.

71. For peace operations to succeed, States must match political intent with operational might and find ways to meet the challenge of force generation, especially in terms of enablers and other critical capabilities. The impact of the recent Ministerial-level conferences on peacekeeping had been encouraging in that regard, heightening hopes for a successful outcome at the forthcoming ministerial session in Vancouver. The Secretary-General's initiative to request adequate-training certificates was also a step in the right direction; standardized gender-sensitive training and operational training on the issue of children and armed conflict were crucial, especially in complex environments, and could be enhanced in cooperation with regional actors. The United Nations needed to become more field-oriented and people-centred, necessitating administrative and institutional reforms as well as a change in mind-set. At the same time, reducing

the overall environmental footprint of peacekeeping operations required efficient use of resources, accountability and transparency.

72. The importance of efficient operational and logistical support could not be overstated. Such support must be appropriate and responsive to specific needs. Given their complex and dangerous operating environments, information and intelligence were vital for mission-mandate delivery and protection of personnel. Modern technology must also be encouraged in peacekeeping, and additional efforts made to ensure the security of peacekeepers.

73. The European Union remained a key partner for the United Nations but also deployed its own missions within its Common Security and Defence Policy framework. The role of regional organizations within United Nations-led interventions should be more clearly defined to facilitate rapid deployment as a complement to United Nations operations or to serve in a bridging capacity. The European Union also fully endorsed the development by Africa of its own peace initiatives, which were contributing increasingly to peace and security on that continent.

74. **Mr. Sanabria Rivarola** (Paraguay) said that his country's National Defence and Internal Security Act allowed Paraguay to participate, through its military institutions, in peacekeeping missions promoted by international organizations of which it was a member. As a founding member of the United Nations, Paraguay sought to contribute to international peace and security, and had participated in various peacekeeping operations since 1998. Paraguayan personnel had served in a wide variety of locations in Africa and the Caribbean, most recently in Haiti. Sixty-six Paraguayan military personnel and three officers of the national police, including female staff, were currently serving on 5 of the 14 existing United Nations peacekeeping missions.

75. As a troop-contributing country, Paraguay prioritized efficient implementation of the mandates of the peacekeeping missions in which it participated, and had had established a Joint Peace Operations Training Centre to prepare Paraguayan Army personnel to perform the functions they would need to fulfil on such missions. Predeployment programmes were also offered, with emphasis on the special ethical behaviour expected of staff.

76. The protection of civilians in situations of armed conflict must be recognized as a priority and clearly and explicitly included in the mandates of peacekeeping operations. Well-defined, categorical rules must be established for that purpose. Member States must commit to defending vulnerable populations in high-risk

areas. Paraguay condemned most forcefully the human-rights violations committed by members of peacekeeping forces, and joined in demands for specific commitments to deal with such acts.

77. **Mr. Maleki** (Islamic Republic of Iran) said that his delegation paid tribute to the men and women who had served under the United Nations flag, especially those peacekeepers who had lost their lives in the cause of peace and in defending the honour of the United Nations.

78. The Islamic Republic of Iran favoured any initiative aimed at making United Nations peacekeeping operations more effective, agile and responsive to current realities. In that regard, it supported the Secretary-General's proposed Secretariat peace and security reform in order to make it more efficient and effective. However, his proposal for the establishment of a new Department of Peace Operations reflected a significant shift, and should be carefully and comprehensively examined at the intergovernmental level.

79. Any peacekeeping operation deployment or mandate extension to address the needs of a complex security environment must rigorously observe the purposes and principles of the Charter and the basic principles of peacekeeping, and the principles of sovereign equality, political independence, the territorial integrity of all States and non-intervention in matters falling within the domestic jurisdiction of a State must be respected. United Nations personnel, including peacekeepers, must be held to the highest standards of conduct and discipline. Combating and eradicating misconduct, especially sexual exploitation and abuse, should remain a top priority for the Organization. The Secretary-General's zero-tolerance policy on sexual exploitation and abuse was a fitting response to such behaviour.

80. The protection of civilians was primarily the responsibility of host countries, which should receive support when necessary. Any military intervention by the United Nations or by any foreign forces under the pretext of protection of civilians should be avoided. Moreover, modern technology and intelligence in peacekeeping missions should be used for increasing the safety of United Nations personnel, including the peacekeepers. The legal aspects of such use should be defined in appropriate intergovernmental forums.

81. Nothing should replace the role of the United Nations in the area of peacekeeping. Participation of regional organizations in peacekeeping should therefore be defined in accordance with Chapter VIII of the Charter. Such organizations should in no way displace

the United Nations from its primary role in maintaining international peace and security.

82. The Islamic Republic of Iran emphasized that all Member States had the right to engage in policy and decision-making processes in all areas and dimensions and at all stages of peacekeeping operations. The Special Committee had a unique, indispensable and irreplaceable role in that process. Furthermore, the principle of equitable geographical distribution should be fully taken into account in staffing Headquarters and field agencies at all levels.

83. **Mr. Mahtab** (India) said that peace and security issues at the United Nations had vastly changed from the situation seven decades earlier, when the primary concern was preventing conflict between the former colonial Powers. Since the end of the cold war, inter-State armed conflicts had given way to a profusion of intra-State armed conflicts involving non-State actors and international terrorist networks, with serious implications for United Nations peacekeeping operations, which had been designed with more limited mandates. Thanks to the lessons learned from those chronic, unresolved intra-State disputes, the importance of longer-term development, institution-building for effective governance, and inclusive political processes for building and sustaining peace was better understood, even if still not seriously acted upon.

84. Decisions regarding peacekeeping operation mandates were taken in the Security Council, but longer-term development issues were dealt with in other forums, posing coordination problems. Moreover, in many serious armed conflict situations, the competing geopolitical interests of the major Powers precluded any agreement by the Security Council, and consequently no United Nations peacekeeping operations were mandated for them. Unlike earlier peacekeeping, anchored on the three basic principles, the current intra-State solutions were proving intractable; pressure was therefore building for a more robust approach which could often conflict with those principles. The peacekeepers themselves were facing more complex and dangerous challenges, with ill-defined and under-resourced mandates.

85. The Security Council must hold meaningful consultations with the troop-contributing countries, as only the troops on the ground could have a thorough knowledge of actual conditions. The growing asymmetric threats to peacekeeping missions had made civilian protection a huge challenge. Accountability policy must take into account the clarity of mandates and United Nations leadership at all levels, and greater emphasis must be placed on conflict resolution through

political means. Likewise, a more holistic approach to gender equality and empowerment, access to health care, education and employment, and strengthening of democratic institutions would contribute to peace sustainability.

86. As the longest-standing and, in cumulative terms, the leading troop contributor, India understood the evolving complexities of United Nations peacekeeping and had worked with the Organization and partner countries to train personnel, especially women peacekeepers. It continued to engage in discussions on the issue in various forums, including within the Security Council.

87. The Government of India firmly supported the zero-tolerance policy against such crimes of sexual exploitation and abuse, and signed the Voluntary Compact having also been the first country to contribute to the Secretary-General's Trust Fund for victims. His delegation hoped that the Secretary-General's comprehensive reform proposals would reduce bureaucratic delays and improve logistics for peacekeepers on the ground, while also enhancing the understanding of the wider political concerns. To ensure good governance and sustainable development, inclusive political peacebuilding initiatives must be put in place, along with investments in institutions.

88. **Mr. Skinner-Klée** (Guatemala) said that peacekeeping must be the shared responsibility of the entire Organization. From the reality in the field, however, it was evident that the performance of the United Nations could be improved. Thus, the main governmental bodies, the Secretariat and the United Nations funds, programmes and specialized agencies, must participate in a coherent and integrated manner with the peacekeeping missions in the field.

89. A complex challenge facing United Nations peacekeeping missions was the current polarization between the troop- and police-contributing countries and the finance-contributing countries. Closer cooperation was needed within the Special Committee and within the Fifth Committee. Strengthening agreement on consent between host countries and mission personnel was vital, as was cooperation among members of the Security Council, as they had to defend the mission mandates. Lack of unity or opposing views within the Security Council affected the effectiveness of peacekeeping operations.

90. His delegation appreciated the steps taken by the delegations of Pakistan and the United Kingdom to promote indispensable triangular cooperation among the troop- and police-contributing countries, the Security Council and the Secretariat. Countries contributing staff

must have a clear understanding of what was expected of them. As the only forum for the sensitive issue of establishing and adopting policies and norms, the Special Committee had stressed that the analysis and dissemination of mission information must be conducted in full compliance with the Charter to ensure security of such operations. The Secretariat should also consult with Member States on their concerns, particularly while new policies and procedures were being worked out, the security of mission personnel being an absolute priority throughout that process.

91. The definitions and principles set forth by the Special Committee should be accepted and implemented, but not interpreted, by the Secretariat. His delegation deeply appreciated the revised policy on information gathering on peacekeeping, which more faithfully reflected the consensus reached in the Special Committee, and had been arrived at with greater transparency and cooperation with Member States. The issues raised by the delegation of Canada, as Chair of the Special Committee, and its promotion of meetings between the Secretariat and the Member States, were also a welcome development.

92. His Government was deeply disturbed by the persistent problems of sexual exploitation and abuse in peacekeeping missions. Delays in the Secretariat's follow-up of the disciplinary or juridical measures adopted by Member States in such cases reflected a grave deficiency in the system. However, the Secretary-General's policy on the issue was encouraging; every incident that might constitute criminal conduct must be thoroughly investigated, and the Organization must respond promptly, efficiently and impartially to all reports and must provide assistance to victims.

93. Clear, realistic mandates must be set out for each peacekeeping mission, and troop-contributing countries must be consulted in a timely fashion when analysing, planning and formulating mandates. Only then could mandates accord with capabilities and reflect the modalities, perceived threats, unit requirements and the assignment entrusted to the mission.

94. Peacekeeping missions were not a suitable instrument for dealing with counter-terrorism. So-called robust operations that included counter-terrorism duties distorted the basic peacekeeping function, as peacekeeping operations were not designed or equipped for imposing political solutions through the use of force. Thus, the main priority of peacekeeping missions should be improving the protection and security of peacekeeping personnel.

95. **Mr. Sukhee** (Mongolia) said that Mongolia had taken deliberate steps to renew its legal defence policy framework and to upgrade other necessary instruments. The Mongolian Armed Forces would enhance their capacity to serve on peacekeeping operations; upgrade predeployment training of future peacekeepers based on the most recent United Nations training manuals and guidelines; and increase their participation in such operations. An engineering company and a special-force unit had recently been registered for the United Nations Peacekeeping Capability Readiness System. The Department of Peacekeeping Operations had conducted a preliminary assessment in 2017, and his Government looked forward to receiving a positive response from the Department in the near future.

96. Some 15,000 Mongolian troops had served with dedication over a 15-year period to date, a considerable number relative to the size of the Mongolian population. Over 900 Mongolian troops were currently serving in United Nations peacekeeping operations, including the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), and the United Nations Mission in South Sudan (UNMISS). Additionally, in accordance with Security Council resolution [1325 \(2000\)](#), over 600 female officers and non-commissioned officers had been deployed since 2006, thereby promoting peace and security and mainstreaming the gender perspective in peacekeeping efforts.

97. The international community must ensure that all peacekeeping personnel were aware of United Nations standards prohibiting sexual exploitation and abuse. Mongolian soldiers always obeyed those standards. His Government supported the Secretary-General's zero-tolerance policy against sexual exploitation and abuse and agreed that all peacekeepers must be properly trained, equipped and prepared to fulfil their mandates in the field.

98. **Ms. Mejía Vélez** (Colombia) said that her Government agreed on the need for reform to bring peacekeeping missions into line with emerging trends in global conflicts and ensure that the missions were effective. Discussions on the reform of the three pillars, put forward by the Secretary-General, were at a critical phase. Member States should collectively summon the political will to exercise their responsibilities as set forth in the Charter. Integrated reform was urgently needed to guarantee international peace and security. The forthcoming Ministerial-level peacekeeping conference, in Vancouver would be the ideal forum for further reflection on improving the performance of police and military forces in peacekeeping missions.

99. In its efforts to build and maintain a stable and lasting peace, the Organization paid special attention to recognizing the victims of the conflict, reducing the gender divide and ensuring environmental sustainability. The recent conclusion of missions in Liberia, Ivory Coast and Haiti had demonstrated measurable progress as well as the crucial need for transition to national ownership.

100. The chronic lack of women in missions must be addressed. Gender-mainstreaming policies could envisage appointing more women to leadership positions in conflict prevention, negotiations and building stable and lasting peace. In that regard, the growing percentage of women serving in peacekeeping was encouraging. In Colombia, women had acted as negotiators and had drafted and mainstreamed the gender perspective in the recent peace agreements, demonstrating their ability to play an active role in peacebuilding. In post-conflict periods, women could act as community integrators in areas previously marked by confrontation and insurgency.

101. Likewise, the value of individual experiences in the field should be recognized. Although a tailor-made approach to each situation was best and no magic formula applied to all circumstances, lessons learned by dint of hard work on the peace missions and by regional organizations such as the African Union were a very substantive contribution and could not be ignored.

102. **Mr. Nurakkate** (Thailand), commending recent progress in making United Nations peacekeeping operations more effective and efficient, said that his Government supported the basic concept, principles and goals of the Secretary-General as set out in his report on "Restructuring of the United Nations peace and security pillar" ([A/72/525](#)).

103. The Kingdom of Thailand emphasized the importance of establishing clear lines of authority and responsibility, coherent plans, and synergy based on proper alignment. Reform must ensure a more holistic approach to the peace continuum, from conflict prevention to laying down the foundations for sustainable peace. Equally important, reforms could not be achieved through top-down initiatives alone; success required collective commitment, shared endeavours and concerted actions by all actors involved.

104. All reform proposals must be considered in an integrated, cross-cutting manner to ensure that the entire work spectrum of the United Nations remained effective and coherent at both operational and policy levels. His Government was particularly interested in the establishment of the Standing Principals' Group of the Under-Secretaries-General.

105. As a troop- and police-contributing country, the Kingdom of Thailand attached importance to practical impact at the operational level. Restructuring the peace and security pillar must enhance the management and capacities of peacekeeping operations as well as collaboration between Headquarters and the field. New ways of enhancing the efficiency and effectiveness of peacekeeping operations must be found. Stronger triangular cooperation was also necessary among the Security Council, troop- and police-contributing countries and the Secretariat, while regional and subregional cooperation was crucial in providing inputs on mandates and solutions to conflicts. Timely and flexible consultations with the host countries should also be pursued.

106. Thailand supported the application of the concept of sustaining peace to United Nations operations, as it was inextricably linked to sustainable development. For that reason, his country's peacekeepers were also trained to assist the local population in their efforts in that regard. Moreover, women were effective agents of change, especially in terms of peacebuilding and sustainable conflict resolution; their numbers in all fields of peacekeeping must therefore be increased. Thailand held all its peacekeepers to a high standard of conduct and had consistently backed the zero-tolerance policy regarding all forms of sexual exploitation and abuse.

107. At the Leaders' Summit on Peacekeeping in 2015, as part of his country's ongoing contribution to United Nations peacekeeping, the Thai Prime Minister had pledged contributions of military staff officers, construction engineering units, a groundwater well-drilling team and a level-2 hospital for future peace operations. At the request of the United Nations, Thailand was currently preparing to deploy a military horizontal engineering company in UNMISS by the start of 2018.

*The meeting rose at 12.55 p.m.*