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## Special Political and Decolonization Committee (Fourth Committee)

### Summary record of the 17th meeting

Held at Headquarters, New York, on Monday, 4 November 2019, at 3 p.m.

*Chair:* Mr. Bahr Aluloom ..... (Iraq)  
*later:* Mr. Ahidjo (Vice-Chair) ..... (Cameroon)

## Contents

Agenda item 52: Comprehensive review of the whole question of peacekeeping operations in all their aspects

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*The meeting was called to order at 3.05 p.m.*

**Agenda item 52: Comprehensive review of the whole question of peacekeeping operations in all their aspects**

1. **Mr. Lacroix** (Under-Secretary-General for Peace Operations) said that peacekeeping continued to face a volatile mix of threats, as the proliferation of non-State armed groups in peacekeeping settings, the unchecked spread of weapons and the regionalization of conflict complicated the quest for peace. Nevertheless, United Nations peacekeeping operations continued to make progress in confronting the challenges they faced, ranging from the emergence of new technologies on the conflict landscape to the rise in direct attacks on peacekeepers.

2. In 2019, peacekeeping operations had recorded several notable successes in their core mission of achieving lasting and sustainable political solutions. The engagement of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) with all political actors during the December 2018 elections had helped create the conditions for the first peaceful handover of presidential power in the country's history. In the Central African Republic, the efforts of the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), along with the African Union and the Economic Community of Central African States, had facilitated the conclusion of a peace agreement between the Government and 14 armed groups, resulting in a marked decline in violence and civilian casualties. In South Sudan, the United Nations Mission in South Sudan (UNMISS) had supported the revitalized peace agreement by encouraging grassroots engagement, enhancing accountability and fighting impunity.

3. Peacekeeping missions underwent regular strategic reviews and assessments in order to ensure optimal performance, enabling them to tailor responses to conflict dynamics, allocate resources more efficiently and improve reporting to the Security Council. For instance, the expansion of the integrated strategic planning unit of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) had improved the mission's ability to plan and to articulate a clear vision for fulfilling its mandate.

4. The transition period at the end of a mission's life cycle, if planned for in a proactive and integrated manner, presented an important opportunity for both the host country and the United Nations. In Haiti, the transition process had centred on national ownership

and an internally coherent United Nations effort, which had subsequently made it possible to adapt the capacities of the successor operation to the most pressing needs on the ground. In Darfur, the transition of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) from peacekeeping to peacebuilding was under way, with the support of the State liaison officers in coordination with the rest of the United Nations system and national actors.

5. Cognizant of the decline in international interest and financial support that frequently accompanied the withdrawal of a peacekeeping operation, the Department of Peacekeeping Operations was working closely with the Peacebuilding Commission and the Peacebuilding Fund to promote sustained international attention beyond the life cycles of missions. The Department would continue to cooperate with the Peacebuilding Support Office in order to ensure full complementarity between the investments of the Peacebuilding Fund and peacekeeping budgets derived from mandatory contributions.

6. Peacekeeping depended on strong partnerships with Member States and regional organizations. The Organization's strategic partnership with the African Union, a priority for both parties, had paved the way for the implementation of the peace agreement in the Central African Republic. In line with the signing of a joint declaration on cooperation for peace operations by the Secretary-General and the Chairperson of the African Union Commission, the Department was stepping up efforts to enhance African capacities for peace operations. European Union support for United Nations peace operations in African countries had been vital; mission-specific cooperation with the European Union had been strengthened through joint European Union-United Nations high-level visits to MINUSMA and MINUSCA in 2019.

7. The Department's renewed focus on improving performance was having a positive effect across missions. Despite the decline in the number of peacekeeper deaths as a result of violent acts, additional progress was needed in implementing the Action Plan to Improve the Security of Peacekeepers, particularly at the five highest-risk missions. To that end, solutions were being implemented in such areas as base defence and force protection, enhancing mobility and flexibility, integrated trauma care and integrated planning of operations. Progress within missions was also being assessed systematically through the Comprehensive Performance Assessment System, which allowed peacekeeping mission management to monitor impact, and to plan on the basis of local conditions and performance. The Department had also begun to

evaluate the strengths, capacities and limitations of uniformed personnel; the enhanced predeployment visits conducted since 2018 had led to a sharp improved in operational readiness and targeted engagement with Member States, including to implement remedial measures as needed.

8. Enhanced standards, captured in frameworks and guidelines, were also helping to improve performance, with efforts under way to roll out or revise and update guidance in many fields. The light coordination mechanism, which facilitated training partnerships and improved performance through bilateral training, provided for systematic assessment of uniformed components. Through the mechanism, mobile training teams had been deployed to five MINUSMA troop-contributing countries to train trainers on operating in environments with improvised explosive devices, dramatically improving the ability of MINUSMA troops to detect such devices prior to detonation.

9. Gaps in contingent-owned equipment were being narrowed, with the number of units with gaps above 70 per cent nearly halved since 2018. The Department would continue to rely on Member States to make further progress in addressing critical equipment gaps, particularly for specialized assets and high-end capabilities. It therefore supported innovative concepts such as equipment-contributing countries and joint deployments.

10. Notable advances had been made in the protection of civilians, as evidenced by the voluntary return of internally displaced persons in South Sudan, facilitated by humanitarian workers with the support of UNMISS. The Shabunda Action Plan, launched by MONUSCO in conjunction with the Government of the Democratic Republic of the Congo, had paved the way for the arrest of a local militia leader responsible for mass rape, and had led 24 commanders of armed groups to sign a road map agreement to collaborate with MONUSCO on child protection, leading to the liberation of 1,400 children.

11. Inroads had also been made in promoting the full and equal participation of women in political processes, an effort to which the Department remained committed and that would require sustained international attention. For the first time, women had participated in the African Union-led peace process in the Central African Republic, while the Revitalized Agreement on the Resolution of the Conflict in South Sudan contained provisions on gender and established a 35 per cent representation quota for women in government bodies. For its part, the Department continued working to implement its Uniformed Gender Parity Strategy with a view to improving gender balance in peacekeeping

personnel. The percentage of deployed women peacekeepers stood at 4.5 per cent and was expected to increase once more infantry battalions deployed with mixed engagement platoons, while the proportion of female staff officers and military experts on mission had doubled since January 2018. Member States should continue to nominate highly qualified women officers and foster an enabling environment at national level.

12. While the Department was encouraged by the apparent decline in the number of allegations of sexual exploitation and abuse in peacekeeping, it remained vigilant in its prevention efforts. It would continue to provide support and assistance to victims and seek accountability for violations of the Secretary-General's zero-tolerance policy on sexual exploitation and abuse, in strong partnership with Member States.

13. Member States should be commended for their interest in advancing United Nations peacekeeping, including through the Action for Peacekeeping; States that had yet to sign the Declaration of Shared Commitments on United Nations Peacekeeping should do so, and signatories should take tangible action to implement their existing commitments.

14. **Mr. Khare** (Under-Secretary-General for Operational Support) said that the Department of Operational Support had taken a broad range of measures to field support for operations, thereby improving the performance of the United Nations in its peacekeeping role. It had introduced an executive governance and resource stewardship programme to provide senior leadership with the tools and support necessary to improve organizational management and the use of United Nations resources. It was developing a new mentorship programme to help managers improve their handling of support functions in the field. To promote performance management across field missions, the Department was providing a field support performance framework, dynamically refined over time, with 11 key indicators to help peacekeeping missions track their mission support performance with enhanced comparability, consistency and clarity.

15. New levels of collaboration between supply-chain planners in the Department and clients had helped to eliminate waste and improve support, in addition to facilitating the success of the global peacekeeping supply chain plan, which had made delivery of goods and services to missions more responsive and efficient. The Department had also established the Uniformed Capabilities Support Division, a single administrative entry point for troop- and police-contributing countries and field missions on issues related to force generation, memorandums of understanding, contingent-owned

equipment and reimbursement. Since its establishment, the Division had disbursed \$1.69 billion for contributions of contingent-owned equipment and personnel and processed \$77.5 million worth of claims, which were yet to be paid due to a liquidity shortfall.

16. The latest extension of Umoja, the Organization's online business management platform, had enabled the Department to plan and manage movements and shipments better and had allowed external partners to interact with the platform to obtain real-time updates. The Uniformed Capabilities Management System, the second phase of which was released in August 2019, had over 270 users as at October 2019; it facilitated the management of contingent-owned equipment contracts and the reimbursement of claims.

17. Member States were encouraged to participate in the deliberations of the Contingent-Owned Equipment Working Group, to be held in January 2020, which would be critical in ensuring that contingents had the capabilities needed to carry out their mandates, that contributing countries were compensated fairly, and that the foundation of the peacekeeping partnership was solid, equitable and predictable.

18. The Department had taken several measures to provide life-saving medical support, with a view to enhancing the safety and security of peacekeepers. It had established standards and capabilities, as well as the means for assessing shortfalls. It was considering tele-health and telemedicine technologies as means of improving the quality of care provided on the ground by giving doctors real-time access to advice from specialists. It had also added a casualty evacuation module to its medical electronic records management system that was being tested by several United Nations operations. In support of the wide range of measures, the Department had rolled out a number of medical training courses that would help troop- and police-contributing countries acquire the capability to train thousands of peacekeepers.

19. The Department had conducted four health-risk assessments in high-risk missions and had made recommendations to the leaders of those missions, highlighting the need to improve first-aid training and casualty evacuation procedures, and to increase the number of aeromedical evacuation teams and highly mobile surgical facilities. The Department relied on the support of Member States to implement those vital improvements.

20. Occupational safety and health hazards and risks were equally important, given that they claimed the lives of three times as many peacekeepers as malicious or violent acts and had a costly impact on peacekeeping

operations. The Department was developing an occupational safety and health policy and a consolidated incident-reporting system, the latter being piloted at three field missions. It was continuing to streamline death and disability compensation processes and was making progress towards handling claims in a timely and transparent manner. Half of claims for deaths were paid within 90 days, down from 170 days in February 2018.

21. New technologies, particularly digital technologies, was changing the manner in which peace operations were conducted. Used wisely, they could facilitate the assessment of and responses to realities on the ground; however, they were also being used by organized criminal organizations and terrorist groups to undermine the safety and security of countries and peace operations. "UniteAware", the Secretariat's flagship technology platform for managing situational awareness in field missions, would help synthesize information from multiple sources to produce a common operational picture. The platform was being refined while in use at MINUSCA and would be rolled out to other missions as its capabilities expanded. The Secretariat had launched the Digital Blue Helmets programme to provide the United Nations system with a common platform for rapid information exchange and better coordination of protective and defensive cybersecurity measures.

22. The triangular partnership between the Secretariat, troop- and police-contributing countries and Member States with expertise exemplified the global nature of United Nations peacekeeping. Since 2015, the Department had made notable progress in enhancing the engineering and signals capacities of uniformed peacekeepers and was taking measures to expand triangular partnership agreements to include new geographic areas and additional enabling capacities. In 2019, the Department had trained 108 African troop-contributing country engineers and 29 field medics from MONUSCO and UNMISS. In 2020, a training-of-trainers engineering course would be launched in Viet Nam and Morocco, along with engineering training in Indonesia.

23. Effective partnerships with regional and subregional organizations remained essential, as evidenced by the Organization's close collaboration with the African Union through the United Nations Support Office in Somalia and the technical agreement between the Group of Five for the Sahel, the European Union and the United Nations, through which the Joint Force of the Group received support from MINUSMA and the European Union.

24. With the Department's environmental performance and risk management framework implemented across all peacekeeping missions and the first phase of its six-year Environment Strategy for Field Missions coming to an end, a stocktaking exercise was under way to ascertain the progress made and what was yet to be achieved. In order to fulfil the Secretary-General's commitment of an absolute emissions reduction of 45 per cent by 2030, 80 per cent of electricity consumption would have to be met from renewable sources. Reaching that goal would be most challenging for larger operations based in remote, inhospitable locations. Member States should therefore uphold the commitment to deploy environmentally responsible solutions for all operations.

25. **Ms. Pollard** (Under-Secretary-General for Management Strategy, Policy and Compliance) said that less than a year since its establishment, the Department of Management Strategy, Policy and Compliance was actively participating in the implementation of the Secretary-General's vision for a nimbler and more responsive United Nations by shifting to a decentralized management paradigm in the Secretariat. It had provided policy and financial support for the Action for Peacekeeping initiative across its various themes, including performance and accountability; conduct and discipline; and the women, peace and security agenda.

26. Managing the accountability framework of delegated authority at Headquarters and in field missions was a key pillar of the Department's work. The framework authority emphasized decentralized decision-making that was closer to the point of mandate and programme delivery. Similarly, the Department had used senior leadership compacts and 360-degree assessments based on input from managers, colleagues and subordinates in its bid to promote leadership accountability in peacekeeping operations. The broader performance management framework enabled Secretariat staff to develop annual workplans, set and adjust goals and receive annual evaluations.

27. The Department was working with peacekeeping leadership to develop strategic, realistic financing proposals to ensure that operations were properly resourced and could deliver on their mandates. To that end, the Field Operations Finance Division communicated with missions on budget formulation and on key developments, achievements and challenges. It was also exploring a closer relationship with the Department of Peace Operations by linking its results-based budgeting framework with the Comprehensive Performance Assessment System, thereby enabling senior mission leadership to craft more targeted mandates and direct resources to where they could have

the greatest impact. Despite the ongoing regular-budget cash liquidity challenges due to unpaid contributions, the decision by the General Assembly to allow cross-borrowing among active missions within the peacekeeping budget was giving the Department greater flexibility to pay dues to troop- and police-contributing countries.

28. Her Department was committed to providing tailored policy and management strategies to address unique field requirements, ensuring the well-being of personnel by providing physical and psychosocial health care to staff. With regard to the recruitment process, the Department had initiated a review of the Organization's internal policy in accordance with the United Nations Staff Regulations and Rules governing staff selection, in addition to implementing improvements to the online recruitment platform. It also offered project management capacity-building to drive innovation as the Secretariat updated its business model to fulfil new and evolving mandates.

29. The oversight of conduct and discipline function across the Secretariat, a core component of the Action for Peacekeeping initiative, was now under the purview of her Department, which firmly abided by the Secretary-General's zero-tolerance policy, supported the implementation of the voluntary compact on preventing and addressing sexual exploitation and abuse, and reviewed individual misconduct cases of United Nations personnel in collaboration with the Organization's Victims' Rights Advocate. It strove to offer contributions and support to victims through the trust fund in support of victims of sexual exploitation and abuse, and would like to further its partnership with Member States by exploring approaches to strengthen preventive and remedial actions.

30. The Department's contribution to efforts to implement the women, peace and security agenda and ensure the full participation of women in peacekeeping had entailed accelerating emergency measures to increase gender parity among civilian personnel and creating a workplace free from discrimination, harassment and inequality both at Headquarters and in the field through related policy measures. The Department stood ready to support Member States in their engagement with peace operations.

31. *The meeting was suspended at 3.50 p.m. and resumed at 4.15 p.m.*

32. **Mr. Halfaoui** (Morocco), speaking on behalf of the Movement of Non-Aligned Countries, said that the Movement welcomed the Secretary-General's reform initiatives to make peacekeeping more effective and efficient, and to approach conflict prevention, mediation

and peacebuilding in a more coherent and coordinated manner. All initiatives to strengthen peacekeeping were welcome. In that connection, the Movement took note of the Secretary-General's Action for Peacekeeping initiative, which had elicited action from a number of countries, including many from the Non-Aligned Movement. It also acknowledged the Cairo road map, which provided a valuable, action-oriented, balanced and mutually reinforcing implementation framework for the initiative.

33. Performance was a shared responsibility that several factors could affect. Consequently, enhancing peacekeeping performance required a clear and adequately resourced mandate and an adaptable political strategy that covered the entire life cycle of a peacekeeping mission; capable leadership; whole-of-mission coherence; and an integrated approach to mandate implementation. The Movement expected that the Security Council and other stakeholders would be sufficiently responsive to voices and concerns from the field.

34. While the Movement supported the notion of increased accountability, performance could not be examined in isolation, but rather in relation to needs-based, predictable resources and critical enablers specific to each mission. Additionally, caveats should be strictly avoided, given their significant impact on performance. A renewed Peacebuilding Capability Readiness System was also needed to ensure transparency in the selection process and improve missions' fitness for purpose. In developing policies, only those ideas and approaches agreed at the intergovernmental level and adopted collectively by Member States should be implemented.

35. Although the Movement was dissatisfied with the outcome of the last session of the Special Committee on Peacekeeping Operations, it welcomed the fact that a collective agreement had been reached on a new structure for the Special Committee's report aligned with the format of the Action for Peacekeeping initiative which the Movement had initially proposed. The Movement looked forward to constructive engagement with other groups and delegations at the next session. The success of that session was crucial, given that the Special Committee was the only United Nations forum mandated to review the whole question of peacekeeping operations in all its aspects. Accordingly, the Movement re-emphasized its support for all efforts to achieve effective peacekeeping operations and reiterated the positions set out below.

36. The establishment of any peacekeeping operation or the extension of the mandate of existing operations

should proceed in strict compliance with 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.

37. The Movement remains concerned at violations of the provisions of memorandums of understanding concluded between troop- and police-contributing countries and the Secretariat, thereby affecting rotation, reimbursements, optimal performance, and safety and security. The Movement urged the Secretariat to fulfil its financial obligations to troop- and equipment-contributing countries by establishing a predictive system of payment, to the extent possible.

38. The effectiveness of United Nations peacekeeping hinged on the Security Council's formulation of clear, focused, sequenced and achievable mandates matched with sufficient resources, in consultation with troop- and police-contributing countries and host countries. The Movement reiterated the need to seek greater coherence between mandates and resources in support of political solutions on the ground and to manage the expectations of all stakeholders. Furthermore, mandates should not be changed without prior consultation with troop- and police-contributing countries and host countries, as well as with military personnel in the field. The Movement continued to advocate a reworking of the current modalities of triangular cooperation between troop- and police-contributing countries, the Secretariat and the Security Council to make it more results-oriented and beneficial to all.

39. The safety of United Nations personnel remained a major concern for troop- and police-contributing countries. The Movement looked forward to further engagement on the Secretary-General's action plan, the implementation of which had led to reduced fatalities during the year. Appropriate training was key in ensuring the safety and security of peacekeepers. Troop- and police-contributing countries were responsible for predeployment training, while the Secretariat was responsible for providing adequate training materials. The Movement therefore requested the Secretariat to update its training materials regularly, taking into account the evolving nature of contemporary conflicts, and with a focus on mission-specific material. It was just as important to ensure the provision of adequate medical assets to peacekeeping missions at field level.

40. In order to reduce peacekeeper fatalities resulting from violent acts, which remained unacceptably high, improvements must be made in a number of areas, ranging from rapid deployment to human intelligence gathering and adequate medical support after injuries. Moreover, casualties due to non-malicious acts attributable to stressful mission conditions must also be addressed, along with psychological disorders faced by peacekeepers, both during deployment and in post-deployment situations. With a constantly evolving threat environment, a database of different scenarios confronted by peacekeepers should be maintained, and the data and case studies compiled therein should be incorporated into predeployment training exercises.

41. 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 courts of the States concerned, but combating sexual exploitation and abuse was a collective responsibility that should involve all stakeholders. The Movement welcomed the significant decrease in the number of allegations of sexual exploitation and abuse against uniformed personnel over the previous year. However, equal accountability measures for all personnel would be required to address the increase in the number of allegations against civilian personnel.

42. New and innovative ways must be found to limit the environmental footprints of peace operations. In that regard, consensus must be reached on mainstreaming well-accepted elements for mitigating environmental footprints in the deployment and operational activities of peacekeepers. All necessary support, including financial and human resources, as well as 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. The latest survey of troop cost had resulted in a symbolic increase, necessitating a revision of the methodology for quadrennial surveys on troop cost reimbursements.

43. While peacekeeping intelligence could contribute to the safety and security of peacekeepers and to the protection of civilians, the Secretariat should continue to engage with Member States in formulating all subsequent documents, guidelines and policies following the revision of the Peacekeeping Intelligence Policy. The Movement noted the growing responsibility of police in United Nations peacekeeping operations and called for better coordination with other mission components.

44. The Peacebuilding Commission, its country-specific configurations, along with the Peacebuilding Fund enhanced integration between peacekeeping and peacebuilding, and ensured that peacekeeping efforts were accompanied by national ownership-based economic recovery and capacity-building. In that regard, the Movement noted the Security Council's regular requests for the targeted, strategic advice provided by the Peacebuilding Commission to, *inter alia*, assist with the longer-term perspective required to sustain peace during the formation, review and drawdown of peacekeeping operations.

45. Peacekeeping operations should not be used as alternatives to address the root causes of conflicts, nor as ways to manage the conflicts themselves. Instead, conflicts should be managed using political, social and developmental tools that would help to achieve a smooth transition to lasting peace, security and sustainable development. Moreover, exit strategies should always be agreed upon early in mission planning and reviewed periodically.

46. Reiterating its position on the use of force in peacekeeping operations, the Movement called for further consultations with Member States on protecting peacekeeping personnel and facilities. 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 military intervention by the United Nations in conflicts. The current lack of resources for peacekeeping operations and the difficulty of providing troops and equipment for military operations must be addressed.

47. The Movement believed that primary responsibility for the maintenance of international peace and security rested with the Organization; that the role of regional arrangements should be defined in accordance with Chapter VIII of the Charter; and that there were possibilities for cooperation between the United Nations and regional organizations in that regard. However, given the growing complexity of peacekeeping operations, particularly in Africa, and the deepening strategic partnership between the African Union and the Organization, practical ways to boost that cooperation should be considered. In that connection, the Movement called on the United Nations to strengthen its support for African Union operations by ensuring predictable and sustainable funding of African Union-led peacekeeping operations authorized by the Security Council.

48. The members of the Movement represented more than 80 per cent of troop- and police-contributing

countries and would continue to contribute military, police and civilian experts to United Nations 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.

49. **Mr. Rattray** (Jamaica), speaking on behalf of the Caribbean Community (CARICOM), said that the rise in global conflict, exacerbated by changing social dynamics, had made the role of United Nations peacekeeping increasingly important. CARICOM continued to contribute to global peacekeeping efforts in support of the difficult transition from conflict to peace.

50. CARICOM was keenly aware of the potentially destabilizing effect of social and political unrest in any country, and was therefore invested in the work being undertaken in that area, particularly in Haiti. United Nations peacekeeping and stabilization operations had been deployed in that country for 15 consecutive years, ending with the conclusion of the mandate of the United Nations Mission for Justice Support in Haiti (MINUJUSTH). During that time, United Nations officials had worked closely with the national authorities, civil society, national and international partners and the wider United Nations family to help develop and professionalize the national police force, strengthen judicial processes and build capacity in the area of human rights. CARICOM commended Member States that had supported that process.

51. In order to consolidate the progress made in Haiti and maintain an environment conducive to sustained development, the international community must remain actively engaged in effective partnership with the Government and people of Haiti. CARICOM therefore welcomed the adoption of Security Council resolution [2476 \(2019\)](#) to establish the United Nations Integrated Office in Haiti (BINUH) to succeed MINUJUSTH. CARICOM was equally supportive of the Security Council's request that BINUH be headed by a special representative tasked with advising the Government of Haiti on strengthening political stability and good governance through support for an inclusive national dialogue. The Community remained committed to assisting and advocating for Haiti on its path towards sustainable peace, stability and development.

52. CARICOM supported the active participation of women in peacekeeping and peacebuilding, and in all efforts to promote peace and security. It therefore welcomed the progress made in appointing gender advisers to peacekeeping operations and mainstreaming gender perspectives throughout the Department of Peace Operations. The Department should continue working to

increase the number of female officers in peacekeeping missions, in accordance with Security Council resolutions [1325 \(2000\)](#) and [2242 \(2015\)](#).

53. The peacekeeping debate was complementary to the ten-year review of the peacebuilding architecture. CARICOM stressed the importance of coordination between peacekeeping operations and United Nations peacebuilding entities, in particular the funds and programmes, which must work in close partnership with national authorities. CARICOM believed strongly in the work of the United Nations and the role that peacekeepers played in facilitating communication and fostering mutual understanding between opposing parties, and called for continued collaboration within the United Nations system in that regard. CARICOM was actively committed to supporting the development of solutions to all aspects of current and future peacekeeping challenges.

54. **Mr. Koba** (Indonesia), speaking on behalf of the Association of Southeast Asian Nations (ASEAN), said that United Nations peacekeeping had saved lives and facilitated the delivery of humanitarian assistance and public services, among other essential functions. However, with the challenges it faced, peacekeeping must be reformed to ensure that it remained fit for purpose. ASEAN remained committed to the reform of the United Nations peace and security pillar, embodied in the Action for Peacekeeping initiative and the Declaration of Shared Commitment. All States members of ASEAN had been actively involved in the reform process. United Nations peacekeeping operations should be designed and deployed with a view to pursuing sustainable political solutions. Clear, focused, sequenced, prioritized and achievable mandates should therefore be devised by the Security Council, in close consultation with troop- and police-contributing countries, host States and the Secretariat.

55. Adequate resources were required to enable missions to fulfil their mandates, as missions and peacekeepers could not be expected to do more with less. Enhanced cooperation and partnerships between the United Nations, Member States and regional and subregional organizations were of the essence. ASEAN welcomed greater engagement with the Organization on joint analysis, planning and information-sharing in United Nations peace operations, as well as in the context of the 2016–2020 plan of action to implement the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations. Regional solutions to conflicts and strengthened partnerships at the strategic and operational levels were also welcome.



56. The Security Council, the Secretariat, the relevant troop- and police-contributing countries, regional actors and host countries should engage early and consult in an inclusive manner in drafting, reviewing and adjusting mission mandates, as well as in addressing strategic and political matters affecting missions. Host countries should also be involved, given their knowledge of realities on the ground and their ability to provide credible information that would influence decision-making and mandate formulation.

57. The Special Committee on Peacekeeping Operations was the United Nations forum mandated to review comprehensively the whole question of peacekeeping operations in all its aspects. ASEAN supported the alignment of the Special Committee's reporting format with the themes of the Action for Peacekeeping initiative. ASEAN took note of the scope, terms of reference and modalities for conducting the 2020 review of the peacebuilding architecture and stood ready to participate in the process. Collaboration between ASEAN and the United Nations had been strengthened, and ASEAN was committed to promoting further the meaningful participation of women in United Nations peacekeeping.

58. ASEAN attached great importance to peacekeeping, as one of the main elements of its political and security cooperation, with more than 4,500 police, military advisers and troops from ASEAN countries currently participating in 12 peacekeeping missions. ASEAN also collaborated on peacekeeping-related issues with its external partners through the ASEAN Regional Forum and the ASEAN Defence Ministers Meeting Plus. Viet Nam, Indonesia, Thailand and Cambodia had begun hosting a triangular partnership programme, on a rotating basis, which aimed to bolster the capacity of peacekeepers in the region and beyond.

59. Speaking in his national capacity, he said that peacekeepers must be supported with the necessary operational, financial and political resources and training to enhance the ability of peacekeepers to discharge their mandate and to protect themselves and the local population. Indonesia stood ready to partner with other countries and the Organization to provide state-of-the-art training to peacekeepers, including through its Peacekeeping Training Centre.

60. Aware that investing in women equalled investing in peace, Indonesia was working to promote the participation of women in peacekeeping and peace processes in general. One hundred and twenty-one Indonesian women peacekeepers were currently deployed in eight missions, a number that his

Government was committed to increasing. As a large troop- and police-contributing country, Indonesia was fully determined to continue contributing to and helping to strengthen United Nations peacekeeping.

61. **Mr. Arbeiter** (Canada), speaking also on behalf of Australia and New Zealand, said that as peacekeeping operations became increasingly complex and dangerous, new ways must be found to address long-standing challenges and increase their effectiveness. To do so, peacekeepers must be held accountable for effective performance under common parameters, and mission performance must continue to be enhanced by advancing a culture of accountability to improve their safety and security and that of the populations they were mandated to protect. Recent initiatives aiming to increase transparency, comparability and accountability for peacekeeping missions, including the roll-out of the Comprehensive Performance and Assessment System, were encouraging in that regard.

62. Making peacekeeping missions more effective also meant addressing cases of sexual exploitation and abuse and strengthening the United Nations zero-tolerance policy in that regard. Addressing sexual exploitation and abuse was the collective responsibility of the Secretariat and all Member States; no effort must be spared in working to reach that goal.

63. The United Nations must continue to strengthen its partnership and collaboration with regional organizations, including the African Union. Strengthening peacekeeping operations in Africa was a question not just of resources, willingness and capacity, but also of coordination and innovation. In that connection, Australia, Canada and New Zealand welcomed the signing of a joint declaration between the Chairperson of the African Union Commission and the Secretary-General of the United Nations in December 2018 and, as signatories to the Declaration of Shared Commitments, were committed to finding more predictable, flexible and sustainable funding mechanisms for peacekeeping operations in Africa.

64. They were also committed to making innovative contributions to help close the gaps in critical military capabilities. The deployment by Canada of a C130 aircraft and a tactical air transport detachment to the Regional Service Centre in Entebbe, Uganda represented the sort of innovative and predictable contribution that the three countries were committed to providing to support peace operations. Furthermore, Australia, New Zealand and Fiji had intensified peacekeeping cooperation in the Pacific region. The expansion of the triangular partnership project in South-East Asia would also have a tangible impact, with

targeted training and capacity-building activities to ensure that contingents deployed by troop-contributing countries were of professional calibre.

65. Sustainable and inclusive peace could not be achieved without the full and effective implementation of the women, peace and security agenda. Increasing the number of civilian and uniformed women in peacekeeping at all levels, especially in key decision-making positions, was vital. As such, the root causes of gender inequality within national institutions should be addressed. Peace operations that were more representative of the populations they were mandated to protect were better placed to build trust between peacekeepers and local communities. Owing to the growing evidence that increased participation of women improved operational effectiveness, Canada had launched the Elsie Initiative for Women in Peace Operations in 2017 to develop innovative approaches to enhancing the meaningful participation of women in United Nations peace operations. New Zealand and Samoa had also co-hosted the Women, Peace and Security Summit and launched the Pacific Defence Gender Network in 2019.

66. The liquidity crisis facing the United Nations was a cause for concern. The contributors of troops, police and equipment to peacekeeping operations were often the first victims of arrears and liquidity issues in the Organization. All Member States should pay their contributions in full, on time and without condition, as United Nations peacekeeping must be based on stable and predictable funding in order to function effectively and serve the people they were mandated to protect.

67. Speaking in his national capacity as Chair of the Working Group of the Whole, he said that, in preparation for the upcoming session of the Special Committee on Peacekeeping Operations, workshops, field trips and briefings on the new structure of the Special Committee's report which had been agreed to in principle would help inform annual negotiations and lead to clear recommendations on policies to improve the effectiveness of peacekeeping operations.

68. **Mr. Dabouis** (Observer for the European Union), speaking also on behalf of the candidate countries Albania, Montenegro, North Macedonia, Serbia and Turkey; the stabilization and association country Bosnia and Herzegovina; and, in addition, Georgia, the Republic of Moldova and Ukraine, said that peacekeeping operations continued to be a central instrument in advancing global peace and security. For the European Union, working with and supporting the United Nations, especially in the peacekeeping context, was the best way to serve the collective interests of

peace, security and global stability. The European Union and all its member States had joined the Secretary-General's Action for Peacekeeping initiative, and seven of those member States had volunteered to champion thematic areas of the Declaration of Shared Commitments.

69. The European Union looked forward to the work of the Special Committee on Peacekeeping Operations based on the revised structure for its annual report, which would help to overcome some of the difficulties encountered in the past. The European Union was fully committed to its strategic partnership with the United Nations on peacekeeping and crisis management, which both organizations had agreed to reinforce by strengthening their cooperation in eight priority areas for 2019–2021. Those areas included increased cooperation in the field through reciprocal asset-sharing, coherence and continuity from the initial planning stages to transition and exit; application of a conflict prevention lens across priority areas; and building partnerships among its member States and partner countries in areas such as training and capacity-building. The European Union also looked forward to widening its partnership to increasingly work trilaterally with, for example, the African Union whenever relevant and useful. Additionally, the cooperation of the international community was essential in stabilization and reconstruction efforts after the initial crisis had ended.

70. The European Union supported the Secretary-General's initiative to make United Nations peace and security operations on the ground more efficient and effective, as well as his position on the primacy of politics, particularly given that a lack of progress in finding political solutions could hamper the implementation of the mandates of peacekeeping operations. In that regard, political solutions to conflicts and conflict prevention, notably through mediation, were of paramount importance.

71. The European Union and its member States supported the Peacebuilding Fund through their voluntary contributions and encouraged further cooperation with the United Nations in peacebuilding and sustaining peace. Peacebuilding must be integrated with peacekeeping efforts from an early stage, in order to manage transitions more effectively. Peacekeeping operations must be provided with adequate financial resources to discharge their mandates. The European Union therefore called on all Member States to pay their contributions in full and in a timely manner, without conditions, to both the regular and the peacekeeping budgets.

72. Civilian protection must be at the core of peacekeeping mandates. To that end, provision of the necessary equipment and training was crucial. Well-trained child protection focal points and their cooperation with civilian child protection advisors were essential for the effective monitoring and reporting of grave violations and for ensuring that children associated with armed forces and groups were treated primarily as victims.

73. Given the importance of improving gender balance in all components of peacekeeping operations, the European Union welcomed the Secretary-General's system-wide strategy on gender parity and the uniformed gender parity strategy 2018–2028. It continued to support adequate financing of gender expertise in missions and was actively working with United Nations missions on the ground to enhance the integration of a gender perspective throughout their activities. The European Union also welcomed the Secretary-General's emphasis on increased accountability in cases of sexual exploitation and abuse, and called for more training and awareness-raising efforts for the implementation of the Secretary-General's zero-tolerance policy.

74. Adequate force generation and police recruitment were a challenge in terms of mission planning. Member States must match political intent with operational capabilities, taking innovative approaches, such as the development of rotation plans and smart pledges, in order for peace operations to succeed. Furthermore, it was important to train and equip mission personnel, both before and during their deployment. In light of the complex and dangerous environments in which missions were operating, information and intelligence were critical for mandate delivery. Peacekeeping operations should benefit from the use of modern technology and adequate medical support, which the United Nations should work to develop for the benefit of current and future missions. Reducing the environmental footprint of United Nations peacekeeping operations was also vital.

75. 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 increasingly contributing to peace and security on that continent.

76. **Ms. Seah** (Singapore) said that for 71 years United Nations peacekeeping efforts had played a critical role in maintaining global peace and security. However, as conflicts were becoming increasingly complex and high-risk, mandates were also becoming broader and peacekeepers had at times themselves become targets. Peacekeeping operations must be enhanced to keep pace with such changes. Therefore, the steps taken by the Department of Peace Operations and the Department of Operational Support to advance the Action for Peacekeeping initiative were welcome. Furthermore, improved approaches to peacekeeping training and the provision of specialized equipment had helped to reduce peacekeeper fatalities due to violent acts. The enhancement of performance through improved situational awareness, training approaches and the increased participation of women peacekeepers were also encouraging. Nonetheless, further action was necessary to strengthen the capacity and adaptability of peacekeeping missions.

77. Despite being a small country with limited resources, Singapore made useful and meaningful contributions to United Nations efforts to promote international peace and stability, including by deploying military and police personnel to 17 peacekeeping and observer missions in various capacities. Singapore had also collaborated with the Department of Peace Operations and the Department of Operational Support on the development of a software application to enhance the efficiency of casualty reporting that had been operationalized across all United Nations peacekeeping missions. Singapore encouraged all Member States to fulfil their financial obligations to peacekeeping in full, on time and without conditions.

78. *Mr. Ahidjo (Cameroon), Vice-Chair, took the Chair.*

79. **Mr. Nurakkate** (Thailand) said that as a troop contributor, his country believed that investing in peace was one of the greatest investments of humankind. In that connection, the international community must continue working together to enhance the effectiveness and coherence of peacekeeping operations. It must invest in an integrated comprehensive implementation of ongoing reform initiatives. Peacekeeping was inherently cross-cutting in nature, making it necessary to further improve cross-pillar coordination. The Special Committee on Peacekeeping Operations was the only body mandated to discuss policymaking in peacekeeping. That it had failed to produce a substantive report that year was therefore deeply troubling. However, the agreement on the new structure for the report was welcome.

80. The international community must also invest in sustaining peace, peacebuilding and development. Peace was intrinsically linked with sustainable development and respect for human rights. As such, a comprehensive approach to peacekeeping that focused on people was imperative. Moreover, addressing development needs early on would ultimately ensure smooth transitions and reduce operational costs. Policy and strategic decisions on peace operations should be based on consensus, through an open and inclusive intergovernmental process.

81. All Member States should honour their financial commitments to the United Nations in full, on time and without conditions, to ensure that peace operations were sufficiently financed. The Organization should improve its efficiency in the budgeting cycle and reimbursement process and share financial information with Member States, to ensure proper financing for training, equipment procurement and reimbursement for peace operations. Additionally, it was important to invest in predeployment preparation, to ensure both the effectiveness of peacekeeping and the safety of peacekeepers, and also to tailor each peacekeeping mandate to the specific local context. Thailand was currently working to become a regional centre of excellence on the issue of children and armed conflict and stood ready to support the United Nations in that area.

82. Women played an indispensable role in peacebuilding and sustainable conflict resolution. Therefore, all relevant stakeholders should eliminate any barriers to the recruitment, promotion and deployment of qualified women peacekeepers. Thailand was proud to note that up to 30 per cent of its military and police officers serving in peace or observer missions in South Sudan, Darfur and India and Pakistan were women.

83. **Ms. Jáquez Huacuja** (Mexico) said that United Nations resolutions on peacekeeping and peacebuilding had helped to advance the concept of peacekeeping and to enhance the Organization's ability to adapt to new conditions and overcome the issues that led to inefficiencies, inadequate resource allocation and suboptimal operation outcomes. Mexico welcomed the practical, clear and implementable recommendations relating to the Action for Peacekeeping initiative formulated following the review of the working methods of the Special Committee on Peacekeeping Operations. It had also endorsed the Declaration of Shared Commitments as part of a collective effort to align peacekeeping operations with realistic expectations.

84. Peacekeeping operations required the shared commitment and responsibility of all actors involved, including the Security Council, the Secretariat, troop- and police-contributing countries, donors, regional organizations and host countries. Increasingly complex peacekeeping environments required States to find multidimensional solutions that took into account political, security and development issues. Peacekeeping operations must have clearly defined mandates, objectives and command structures, as well as adequate resources based on a realistic assessment of the situation. Early inclusion of peacebuilding in mandates, particularly during transitional and drawdown phases, would lay the groundwork for long-term, sustainable peace.

85. Gender mainstreaming to increase the participation of women in peacekeeping operations and in senior leadership positions was also important. In that context, Mexico reaffirmed its commitment to the women, peace and security agenda to increase the participation of women in peacekeeping operations. In 2020, Mexico would open a joint training centre for peacekeeping operations to enhance the skills of Mexican staff and provide training to staff from other countries.

86. **Mr. Verdier** (Argentina) said that his country supported the development of a transparent, efficient peacekeeping system. Peacekeeping operations should form part of a holistic strategy for conflict prevention, sustaining peace and building sustainable peace that promoted sustainable development and addressed the root causes of conflict. Argentina therefore supported efforts to include promoting and protecting human rights and gender equality in the work of peacekeeping missions. It also supported all efforts to implement the women, peace and security agenda and to introduce measures to facilitate women's participation in peacekeeping operations. Argentina renewed its commitment to the Elsie Initiative for Women in Peace Operations, as increasing the number of female peacekeepers would help improve mission efficiency. It also remained committed to the United Nations zero-tolerance policy on sexual exploitation and abuse and supported the measures adopted by the Secretary-General on that issue.

87. The mandate of each peacekeeping operation should be adapted to its specific context. Clear mandates and parameters should be set for peacekeeping personnel and for host States; they should be planned in advance and based on priorities established at the start of operations in consultation with troop- and police-contributing countries. The necessary capacities, trained

personnel and financial resources should be provided to ensure that all tasks could be completed.

88. Member States should study ways to generate new ideas for improving peacekeeping effectiveness. The Peacebuilding Commission could play a leading role in designing and modifying the mandates of peacekeeping operations and planning their conclusion. Argentina renewed its support for the Secretary-General's holistic vision with regard to the peace and security pillar, development and human rights, and reaffirmed its support for processes focusing on conflict prevention, mediation and preventive diplomacy.

89. Argentina underscored the importance of maintaining the significant role of the Special Committee on Peacekeeping Operations as the only forum mandated to examine the whole question of peacekeeping operations in all their aspects. In that connection, the failure by the Special Committee to produce a substantive report in 2019 was regrettable, although the subsequent agreement on the Special Committee's working methods was welcome.

90. Rather than taking a purely military approach to civilian protection in peacekeeping operations, such activities should proceed from a wider political and humanitarian stance focused on building an atmosphere of safety and protection. Shared understanding was needed regarding the methods and repercussions of civilian protection, particularly in cases where the use of force was necessary. Argentina paid homage to the brave peacekeeping personnel who had lost their lives in the line of duty in 2019.

91. **Mr. Prince** (Bangladesh) said that his country had always adopted a value-driven approach in its long-standing partnership with the United Nations in peacekeeping operations to contribute to global peace and stability. In light of the policy and operational changes taking place in peacekeeping, Bangladesh welcomed the increasing efforts by stakeholders to improve synergies across the various phases of operations. However, certain critical issues must be addressed to ensure the efficiency and sustainability of United Nations peacekeeping operations.

92. A specific institutional mechanism within the United Nations system was necessary to allow informed and regular dialogue among all stakeholders, to ensure that new initiatives were consistent and sustainable, including by strengthening the triangular relationship between troop- and police-contributing countries, the Security Council and the Secretariat. Peacekeepers should be given clear, realistic and achievable mandates in line with their capabilities, the realities on the ground and the resources available. Bangladesh welcomed

efforts to implement the Secretary-General's Action for Peacekeeping initiative and expressed its interest in championing some of the themes of the initiative, such as protection of civilians, women, peace and security and reduction of the environmental impact of operations.

93. As the number of fatalities among peacekeepers remained unacceptably high, improvements were needed not just with regard to the safety and security situation on the ground, but also on issues ranging from rapid deployment to unimpeded access, and from physical security to human intelligence gathering. Member States that were able to provide resources, specialized equipment and training must commit to enhancing the situational awareness, access and performance of peacekeepers.

94. The primacy of politics should be at the centre of peacekeeping operations for their long-term sustainability. Accordingly, interlinkages must be fostered between peacekeeping and peacebuilding, and all stakeholders must have the opportunity to engage in a sustainable political process to reach a lasting solution. The design and review of peacekeeping mandates must be based on an objective assessment of the political process. Activities in the field must be tailored according to political developments to avoid further escalation of conflicts, increased vulnerability of civilians and a rise in asymmetric threats and indiscriminate attacks against peacekeepers.

95. Peacekeepers remained open to an objective assessment of their performance. However, performance could not be viewed in isolation from the predictable, needs-based resources and critical enablers specific to each peacekeeping mission. Both the leadership of missions and host States played a crucial and decisive role in that regard. The Security Council and other stakeholders should also be responsive to the messages from the field and adjust their understanding of realities on the ground accordingly. Furthermore, women must be able to participate fully and meaningfully in peace operations at all levels. In that regard, Bangladesh had taken a leading role in the implementation of Security Council resolution [1325 \(2000\)](#) on women, peace and security. It also strongly supported the Secretary-General's zero-tolerance policy against all forms of sexual exploitation and abuse by peacekeepers.

96. Given the importance of finding new and innovative ways of limiting the environmental footprint of peacekeepers on the ground, a consensus should be built on mainstreaming generally accepted environmental mitigation measures into the deployment and operational activities of peacekeepers.

97. Imposing budgetary limitations forcing peacekeeping operations to do more with less was not the right approach, especially in dangerous and difficult situations. Structured consultations must be held among the Security Council, troop- and police-contributing countries and the Secretariat to rationalize mandates with commensurate deployment of personnel, equipment and resources in individual peacekeeping missions. The dynamics of politics and peacekeeping on the ground must therefore be factored into the decision-making process of the Fifth Committee.

98. **Mr. Gutiérrez Plata** (Colombia) said that the new realities of global conflicts called for improvements in the chain of command, training and operational behaviour, management of complex situations, along with clearer guidelines on the use of force. The importance of such measures to many Member States – as well as to the credibility and effectiveness of the Organization as a whole – necessitated great care in their implementation, ongoing assessment and updating. United Nations peacekeeping should focus on preventing and responding to conflicts and on producing results within a framework of legitimacy and security. The multidimensional nature of peacekeeping operations meant that the Security Council and the General Assembly, in areas under their respective purviews, both had a key role to play in the formulation of mandates, which must be clear and specific, and centred on achievable outcomes.

99. During the planning of peacekeeping operations, as well as during the review processes and periodic adjustments to their mandates, the formulation of strategies and mechanisms to prevent the intensification of conflict must be prioritized and gaps should be identified to ensure that the operations were carried out efficiently. To that end, it was imperative that dialogue be maintained between the host State, the Secretariat, the Security Council, the General Assembly and troop- and police-contributing countries. Such exchanges, on the basis of comprehensive reports in real time, were fundamental in securing an effective response to imminent risks to the security of staff or the civilian population.

100. Given that peacekeeping operations were a collective effort, the whole United Nations system, Member States and regional organizations should cooperate in order to achieve the common objective of stable and lasting peace. Colombia had contributed police personnel to the United Nations Stabilization Mission in Haiti in a variety of areas from 2006 until its conclusion and reiterated its readiness to participate with liaison officers and observers in missions that were currently deployed. Colombia hoped to be able to share

its experience and lessons learned with other countries in pursuit of the common goals of achieving and keeping peace.

101. **Mr. Namazu** (Japan) said that the Secretary-General's reform and Action for Peacekeeping initiatives had moved into the implementation phase, with greater participation of women in missions and ongoing efforts to enhance peacekeeping performance. Nonetheless, the operational environments of field missions remained challenging, with over 80 peacekeepers losing their lives during the first nine months of the current year. Furthermore, it was regrettable that the Special Committee on Peacekeeping Operations had been unable to reach consensus on a substantial report during its most recent session. However, Japan welcomed the broad agreement on the new structure for the report.

102. While comprehensive efforts were needed to address the current challenges to peacekeeping, a significant impact could be made on the ground in two areas: medical care and mission leadership. With regard to medical care, the security environment faced by United Nations peacekeepers was increasingly volatile, making them vulnerable to injury and illness. Receiving timely and effective medical treatment was therefore critical and would lead to enhanced performance in missions. Japan welcomed the efforts of the Secretariat to improve medical care, particularly in training and capacity-building. It also welcomed the successful completion of the first United Nations field medical assistance course in Uganda under the triangular partnership project.

103. With regard to mission leadership, following the management reforms undertaken at the United Nations, heads of field missions had assumed responsibility for human resources, finance and procurement, and were taking on greater responsibilities in other areas, including support for political solutions, performance evaluation, integrated planning, gender equality and empowerment. Japan was firmly committed to capacity-building for all peacekeeping personnel.

*The meeting rose at 6 p.m.*