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

Report of the Special Committee on Peace-keeping Operations

Rapporteur: Mr. Ahmed HAGGAG (Egypt)

1. At its thirty-second session, the General Assembly, following consideration of the report of the Special Committee on Peace-keeping Operations, adopted resolution 32/106 of 15 December 1977, which reads as follows:

"The General Assembly,

"Recalling its resolutions 2006 (XIX) of 18 February 1965, 2053 A (XX) of 15 December 1965, 2249 (S-V) of 23 May 1967, 2308 (XXII) of 13 December 1967, 2451 (XXIII) of 19 December 1968, 2670 (XXV) of 8 December 1970, 2835 (XXVI) of 17 December 1971, 2965 (XXVII) of 13 December 1972, 3091 (XXVIII) of 7 December 1973, 3239 (XXIX) of 29 November 1974, 3457 (XXX) of 10 December 1975 and 31/105 of 15 December 1976,

"Having examined the report of the Special Committee on Peace-keeping Operations 1/ and the reports submitted to the Special Committee by its Working Group, 2/

"Noting the limited progress achieved during the past year towards the completion of agreed guidelines for conducting peace-keeping operations in conformity with the Charter of the United Nations,

1/ Official Records of the General Assembly, Thirty-second Session, Annexes, agenda item 56, document A/32/394.

2/ Ibid., annexes I and II.

"Considering that only through a demonstration of political will and greater conciliation can such agreed guidelines to govern future United Nations peace-keeping operations be completed,

"1. Takes note of the report of the Special Committee on Peace-keeping Operations;

"2. Requests Member States to submit observations and suggestions on peace-keeping operations in all their aspects to the Secretary-General by 30 April 1978;

"3. Requests the Secretary-General to prepare a compilation of the above-mentioned observations and suggestions and to submit it to the Special Committee and its Working Group for their consideration;

"4. Requests the Special Committee to consider ways to expedite its work and to renew efforts and intensify negotiations for an early completion of agreed guidelines for conducting peace-keeping operations, in conformity with the Charter of the United Nations and General Assembly resolution 2006 (XIX), before the thirty-third session of the General Assembly;

"5. Also requests the Special Committee, bearing in mind General Assembly resolutions 3457 (XXX) and 31/105, to accord priority to the completion of agreed guidelines and devote attention to specific questions related to the practical implementation of peace-keeping operations;

"6. Further requests the Special Committee to report to the General Assembly at its thirty-fourth session;

"7. Decides to include in the provisional agenda of its thirty-third session the item entitled 'Comprehensive review of the whole question of peace-keeping operations in all their aspects'."

2. At its thirty-third session, the General Assembly, following consideration of the report of the Special Political Committee, adopted resolution 33/114 of 18 December 1978, which reads as follows:

"The General Assembly,

"Recalling its resolutions 2006 (XIX) of 18 February 1965, 2053 A (XX) of 15 December 1965, 2249 (S-V) of 23 May 1967, 2308 (XXII) of 13 December 1967, 2451 (XXIII) of 19 December 1968, 2670 (XXV) of 8 December 1970, 2835 (XXVI) of 17 December 1971, 2965 (XXVII) of 13 December 1972, 3091 (XXVIII) of 7 December 1973, 3239 (XXIX) of 29 November 1974, 3457 (XXX) of 10 December 1975, 31/105 of 15 December 1976 and 32/106 of 15 December 1977,

"Reaffirming the responsibility of the United Nations for the maintenance of international peace and security as set out in the Charter of the United Nations,

"Also reaffirming the primary responsibility of the Security Council in this respect,

"Convinced that in this framework peace-keeping operations of the United Nations, conducted with the consent of the host country and respect for its sovereignty and territorial integrity, consistent with the Charter, are an essential function of the United Nations, though not a substitute for the peaceful settlement of disputes and therefore of a temporary nature,

"Expressing its concern at the lack of progress during the last year in the completion of agreed guidelines for conducting peace-keeping operations of the United Nations as requested in its resolution 32/106,

"Commending the Secretary-General for the way in which he is carrying out peace-keeping operations of the United Nations decided upon by the Security Council,

"Paying tribute to the memory of all those who have lost their lives in United Nations peace-keeping operations,

"Affirming that the principle of equitable geographical representation should be reflected in the composition of peace-keeping forces of the United Nations,

"Determined to pursue its efforts towards strengthening international peace and security,

"1. Appeals to Member States to support peace-keeping operations of the United Nations, decided upon in accordance with the purposes, principles and provisions of the Charter of the United Nations and conducted, within this framework, with the consent of the host countries;

"2. Stresses the responsibility of Member States, in accordance with the Charter, to share equitably the financial burdens of such operations, which should continue to be conducted with maximum efficiency and economy;

"3. Appeals to Member States further to strengthen the peace-keeping capabilities of the United Nations by supplementary assistance to peace-keeping operations, in particular through logistic support and through making available to the United Nations any other peace-keeping potential to the best of their means;

"4. Urges the Special Committee on Peace-keeping Operations to expedite its work for an early completion of agreed guidelines, which will govern the conduct of peace-keeping operations of the United Nations in accordance with the Charter, and to devote attention to specific questions related to the practical implementation of peace-keeping operations before the thirty-fourth session of the General Assembly;

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"5. Invites all interested Member States to consider the possibility of training their personnel for peace-keeping operations of the United Nations and to share, inter alia, by means of reports to the Secretary-General for consideration by the Special Committee on Peace-keeping Operations, experience already gained in peace-keeping operations and in existing national programmes for peace-keeping training;

"6. Invites all interested Member States to consider supplying the Secretary-General with up-to-date information relating to possible stand-by capacities, including logistics, which could, without prejudice to the sovereign decision of the Member State on each occasion, be made available if required;

"7. Urges all concerned to extend their fullest co-operation to ensure the effective functioning of peace-keeping operations of the United Nations and, in particular, the safety of all persons involved therein;

"8. Decides to include in the provisional agenda of its thirty-fourth session the item entitled 'Comprehensive review of the whole question of peace-keeping operations in all their aspects'."

3. The Special Committee on Peace-keeping Operations held three meetings, on 2 and 17 April and 17 September 1979.

4. At its 74th meeting, on 17 April, the Special Committee re-elected its officers for a further term of one year and also discussed the organization of its work.

5. At its 75th meeting, on 17 April, the Special Committee authorized its Working Group to hold a series of meetings under the terms of General Assembly resolution 32/106 (see para. 1 above) and resolution 33/114 (see para. 2 above) to expedite its work and to renew efforts and intensify negotiations for an early completion of agreed guidelines for conducting peace-keeping operations, in accordance with the Charter of the United Nations, and to devote attention to specific questions related to the practical implementation of peace-keeping operations so that the Special Committee could submit its report to the Assembly at its thirty-fourth session.

6. At its 76th meeting, on 17 September, the Special Committee had before it a report of the Working Group (A/AC.121/L.32) which is annexed to the present report. The Committee considered the report and took note of it and of the observations made by several delegations on the report as well as on the work of the Special Committee.

7. Should the General Assembly decide to renew the mandate of the Special Committee, the Committee believes it has to expedite its work for an early completion of agreed guidelines which will govern the conduct of peace-keeping operations of the United Nations in accordance with the Charter and to devote attention to specific questions related to the practical implementation of peace-keeping operations.

ANNEX

Twelfth report of the Working Group*

Rapporteur: Mr. Ahmed HAGGAG (Egypt)

1. The Special Committee on Peace-keeping Operations, at its 75th meeting on 17 April 1979, agreed to authorize its Working Group to hold a series of meetings under the terms of General Assembly resolutions 32/106 of 15 December 1977 and 33/114 of 18 December 1978. Under the terms of the first resolution, in paragraph 5, the General Assembly requested the Special Committee, bearing in mind Assembly resolutions 3457 (XXX) and 31/105, to accord priority to the completion of agreed guidelines and devote attention to specific questions relating to the practical implementation of peace-keeping operations. Under paragraph 4 of the second resolution, the Assembly urged the Special Committee to expedite its work on early completion of agreed guidelines, which will govern the conduct of peace-keeping operations of the United Nations in accordance with the Charter of the United Nations and to devote attention to specific questions related to the practical implementation of peace-keeping operations before the thirty-fourth session of the General Assembly.
2. In accordance with this directive, the Working Group held a series of meetings between 23 April and 2 July (11 meetings) under the chairmanship of one of the four Vice-Chairmen, serving in rotation. In addition to members of the Working Group, these meetings were also attended by representatives of some of the other members of the Special Committee as well as by a representative of one of the troop-contributing countries.
3. In accordance with its mandate, the Working Group devoted considerable attention to the completion of agreed guidelines for future United Nations peace-keeping operations under the authority of the Security Council and in accordance with the Charter. As the basis for its discussions the Working Group used the draft formulae for articles of agreed guidelines, as reproduced in document A/32/39⁴, annex II, appendix I.
4. The discussion focused on draft articles 6, 8, 10, 11 and 12 which contained alternative formulations in brackets reflecting different views on the functions of the Secretary-General, the appointment of a force commander, the composition of a peace-keeping force, financing, and ways of ensuring the state of readiness of the United Nations for the prompt and effective establishment of peace-keeping operations. Drawing on the replies of Member States (A/AC.121/28 and Add.1), several compromise texts were put forward; in this respect, particular attention was paid to articles 8, 10 and 12. However, it did not prove possible to make further progress on the completion of agreed guidelines. Labourious discussions reaffirmed that long-standing basic differences remain and that the task of achieving agreed guidelines will continue to be a difficult one, owing to the

* Previously issued under the symbol A/AC.121/L.32.

fundamental nature of the issues with which the Working Group is faced. The texts of these draft formulae of guidelines are set forth in document A/32/394, a/ annex II, appendix I.

5. In accordance with its mandate, the Working Group also considered specific measures related to the practical implementation of peace-keeping operations. The delegation of the United States of America submitted to the Working Group a working paper on the strengthening of United Nations peace-keeping capabilities (see appendix). Amongst the other views expressed and suggestions offered, the Working Group took into account observations from Member States contained in the report of the Secretary-General (A/AC.121/28 and Add.1) as well as the material provided by the Secretariat in Working File No. 2 of 11 April 1977 entitled "Material on United Nations observer missions and peace-keeping forces authorized by the Security Council". Among the views expressed were the following:

(a) Canada considered that there were several areas of practical measures in which improvements should be made, such as earmarking troops, equipment and services, expanding the use of the Field Operations Service, examining the practicality of contracting services from Member States or private organizations, training arrangements including reproduction of training manuals and prior training of commanders and senior staff officers. Canada also suggested that experts from appropriate Secretariat departments might provide useful information to the Working Group on these questions.

(b) The Soviet Union expressed the view that all questions relating to practical preparations for peace-keeping operations were within the exclusive competence of the Security Council. The Soviet Union stated that an increase in the Security Council's readiness to take rapid and active action could be achieved in particular by concluding agreements provided for in Article 43 of the Charter.

As Japan pointed out that Working File No. 2 did not include information on logistics and administration, the Working Group decided, pursuant to Japan's suggestion, to request the Secretariat to prepare a revised edition of Working File No. 2. This document, to be called Working File No. 3 and retaining the same structure, should include information on administration and logistics, an account of the United Nations Interim Force in Lebanon operation, all relevant data and information till the end of June 1979, and should reflect significant developments which have taken place in other operations since April 1977.

6. On behalf of the Nordic countries Sweden drew attention to the revised edition of the study entitled "Nordic Stand-by Forces in the United Nations Service", presented to the Special Political Committee (A/SPC/33/3). The representative of Sweden, speaking at a meeting of the Working Group, underlined the value of the training courses given to officers and certain non-commissioned officers by the Nordic countries and the need for sound logistic support from each contributing country, particularly in the early stages of an operation.

7. On practical implementation of peace-keeping operations, the Working Group was not at this stage of its consideration of the matter able to arrive at a consensus on any specific substantive proposal.

a/ Official Records of the General Assembly, Thirty-second Session, Annexes, agenda item 56.

APPENDIX

Working paper submitted to the Working Group of the
Special Committee on Peace-keeping Operations by the
United States of America on 3 May 1979

Strengthening United Nations peace-keeping capabilities

In our national submission in response to General Assembly resolution 32/106, the United States suggested that certain modest steps might be taken by United Nations Member nations to strengthen the United Nations peace-keeping capabilities without prejudice to the positions of Members on disputed doctrinal issues in the guidelines. These United States suggestion were included in document A/AC.121/28, issued on 15 August 1978. As an aid to our current discussions in the Working Group, we have refined these suggestions in outline form, as shown below. The delegation of the United States hopes that measures of this nature will find increasingly broad support among Members of the United Nations, so as to facilitate the implementation of peace-keeping operations that have been duly decided upon by the Organization.

1. United Nations peace-keeping reserve:

(a) States which have not yet done so should explore possibilities of creating stand-by reserves, or earmarking troop contingents for a United Nations peace-keeping reserve of national contingents trained in peace-keeping functions.

(1) Contingents could be either combatant or logistics units and should be available for United Nations service on short notice;

(2) Countries wishing to participate in peace-keeping operations would inform the Secretary-General of the type and size of troop contingents they would be prepared to make available;

(3) Countries not in a position to provide military units might consider earmarking other facilities such as staging areas.

2. Training and technical equipment for peace-keeping units and observers:

(a) In order to make a United Nations peace-keeping reserve a coherent force:

(1) Arrangements for training of stand-by contingents by the United Nations in peace-keeping methods should be explored;

(2) Adequate training of officers and perhaps non-commissioned officers in peace-keeping should be considered as a key element of peace-keeping preparedness;

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(3) The United Nations and prospective participating countries might contract with appropriate institutions or facilities for such training, which could include seminars and field exercises;

(4) Alternatively some form of United Nations staff and training college should be considered for this purpose;

(a) Training might initially be conceived with a view to preparing officers to train their own national contingents for peace-keeping operations;

(5) The possibility of developing a training programme for personnel designed to serve on United Nations observer missions should be explored;

(a) Countries providing observers should, where possible, be asked to make them available for training one or two months prior to undertaking such duty;

(b) Training might be conducted at UNTSO headquarters.

3. Administration and logistics:

(a) The Secretary-General should prepare a study of administrative and logistics problems connected with United Nations peace-keeping in order to develop recommendations for streamlining and systematizing procedures for establishing and operating peace-keeping forces, including recourse to commercial supplies where appropriate.

4. Financing peace-keeping:

(a) All Members shall fulfil their Charter obligations to pay their assessed contribution for peace-keeping;

(b) Explore the ways and means of eliminating the current United Nations deficit for peace-keeping through:

(1) Voluntary contributions and/or

(2) Assessments under Article 17.

(c) Explore with other Members the possibility, once the current peace-keeping arrears are eliminated by payments of amounts owed combined with voluntary and/or assessed contribution, of establishing on a reimbursable basis a special peace-keeping fund to be available to cover the initial costs of peace-keeping operations authorized by the Security Council.

5. The Committee may wish to know that in the context of meaningful progress in this area the United States would be willing to contribute as follows:

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(a) The United States would, on receipt of a request from the Secretary-General, be prepared to consider assisting with the air-lift of troops and equipment required for establishing a United Nations peace-keeping force authorized by the Security Council;

(b) The United States is prepared to examine on a case-by-case basis the possibility of not requiring reimbursement for the provision of initial air-lift facilities;

(c) The United States would be prepared to examine with the United Nations possible ways of upgrading the technical equipment available to observer missions and peace-keeping forces and of enhancing their observation through the use of or access to modern technologies available in those fields.
