



# Security Council

Sixty-ninth year

Provisional

## 7228<sup>th</sup> meeting

Monday, 28 July 2014, 10.15 a.m.

New York

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*President:* Mr. Gasana/Mr. Nduhungirehe . . . . . (Rwanda)

*Members:*

Argentina . . . . .	Mrs. Perceval
Australia . . . . .	Mr. Quinlan
Chad . . . . .	Mr. Mangaral
Chile . . . . .	Mr. Barros Melet
China . . . . .	Mr. Liu Jieyi
France . . . . .	Mr. Lamek
Jordan . . . . .	Mr. Hmoud
Lithuania . . . . .	Ms. Murmokaitė
Luxembourg . . . . .	Ms. Lucas
Nigeria . . . . .	Mrs. Ogwu
Republic of Korea . . . . .	Mr. Oh Joon
Russian Federation . . . . .	Mr. Churkin
United Kingdom of Great Britain and Northern Ireland . . . . .	Sir Mark Lyall Grant
United States of America . . . . .	Ms. Power

## Agenda

### United Nations peacekeeping operations

The United Nations and regional partnerships and its evolution

Letter dated 3 July 2014 from the Permanent Representative of Rwanda to the United Nations addressed to the Secretary-General (S/2014/478)

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*The meeting was called to order at 10.15 a.m.*

### **Adoption of the agenda**

*The agenda was adopted.*

### **United Nations peacekeeping operations**

#### **The United Nations and regional partnership and its evolution**

##### **Letter dated 3 July 2014 from the Permanent Representative of Rwanda to the United Nations addressed to the Secretary-General (S/2014/478)**

**The President:** In accordance with rule 37 of the Council's provisional rules of procedure, I invite the representatives of Armenia, Brazil, Egypt, Estonia, Fiji, Georgia, Germany, Guatemala, India, Indonesia, Ireland, Italy, Japan, Malawi, Malaysia, Morocco, New Zealand, Pakistan, the Philippines, Romania, Spain, Sweden, Thailand, Turkey and Zimbabwe to participate in this meeting.

In accordance rule 39 of the Council's provisional rules of procedure, I invite the following individuals to participate in this meeting: His Excellency Mr. Maciej Popowski, Deputy Secretary General of the European External Action Service; His Excellency Mr. Tété António, Permanent Observer of the African Union to the United Nations; and Ms. Erini Lemos-Maniati, NATO Senior Civilian Liaison Officer to the United Nations.

The Security Council will now begin its consideration of the item on its agenda.

I wish to draw the attention of Council members to document S/2014/478, which contains the text of a letter dated 3 July 2014 from the Permanent Representative of Rwanda to the United Nations addressed to the Secretary-General, transmitting a concept paper on the item under consideration.

I wish to warmly welcome His Excellency Secretary-General Ban Ki-moon, to whom I now give the floor.

**The Secretary-General:** I thank the Government of Rwanda for convening this discussion on regional partnerships and United Nations peacekeeping, especially in Africa. This is the second debate on this subject this year (see S/PV.7196). Such active engagement and such high-level representation by the African Union (AU) and the European Union (EU) are

a testament to the importance of our combined efforts to keep and build peace.

We have seen how the effectiveness of the AU and the United Nations can be enhanced when we coordinate and complement our efforts. This partnership has also benefitted from the European Union's growing involvement in crisis management and post-conflict stabilization. From Operation Artemis in the east of the Democratic Republic of the Congo in 2003 to this year's deployment of the European Union Force in the Central African African Republic, the United Nations and the EU have increased their strategic partnership. By engaging early during the planning phase, we have achieved an effective division of labour — for example, in the areas of police and security sector reform.

Mali offers another important example of effective cooperation. Our partnership with the EU and the Economic Community of West African States (ECOWAS) allowed for the rapid deployment of military and police elements under the African-led International Support Mission in Mali, which was subsequently re-hatted under the United Nations Multidimensional Integrated Stabilization Mission in Mali. That cooperation led to the signing of the Ouagadougou Preliminary Agreement in June 2013 under the mediation of Burkina Faso on behalf of Economic Community of West African States.

Separately, the European Union has launched a training mission to build the capacity of the Malian armed forces. We have continued to work closely with the European Union, which is launching a new mission in Mali to build the capacity of law enforcement institutions, as well as with the African Union Mission for Mali and the Sahel on the regional dimensions of the conflict. We are also working with the AU and ECOWAS, along with Algeria and other regional actors, in support of the ongoing political process. I congratulate the Malian parties on the adoption of a consensual road map for the inter-Malian negotiations in the past week. I remain, however, deeply concerned about instability in the north. I call upon all parties to cease hostilities and cooperate with the joint security commission led by the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA).

In the Central African Republic, the United Nations has been collaborating with the Economic Community of Central African States (ECCAS), the AU, the EU and other key partners. The United

Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) and the African-led International Support Mission to the Central African Republic (MISCA) are working hand-in-hand to prepare for a transfer of authority on 15 September. An international mediation team has recently been formed to support the political process, including ECCAS, the United Nations and the AU.

I welcome the agreement reached on 23 July under the leadership of President Sassou Nguesso of the Republic of the Congo with the support of the AU, ECCAS and my Special Representatives to the Central African Republic and to Central Africa. That is an essential first step in ensuring durable peace, respect for human rights, the protection of civilians and the rule of law.

In South Sudan, our peacekeeping mission, namely, the United Nations Mission in South Sudan, has been working closely with the Intergovernmental Authority on Development (IGAD) since the outbreak of the crisis in December. However, despite our efforts, the Council heard on Wednesday, 23 July, that the situation is the most rapidly deteriorating humanitarian crisis in the world today, worse even than that in the Central African Republic and Syria. I repeat my call to the leaders on both sides to abide by the Cessation of Hostilities Agreement signed on 23 January.

In Darfur, despite political and logistical challenges, the United Nations and the AU will continue to intensify their efforts to support the African Union-United Nations Hybrid Operation in Darfur so that it can discharge its mandated tasks. In addition, the United Nations, the AU and the Government of Ethiopia are jointly engaging the Sudan and South Sudan so as to encourage both Governments to consolidate the peace in the disputed territory of Abyei, with the support of the United Nations Interim Security Force for Abyei on the ground. Our partnership with the AU and IGAD also extends to Somalia, where my Special Representative is working with the envoys of the AU and IGAD to advance the political process.

Partnerships with regional organizations should continue to be based on the comparative strengths of each organization. It is also important that we draw detailed lessons from our recent transition experiences in the context of Mali and, very soon, the Central African Republic. We will continue to work to enhance

the predictability and sustainability of African-led peace-support operations.

In Côte d'Ivoire, we will proceed with the establishment of a quick reaction force to support the United Nations Operation in Côte d'Ivoire (UNOCI) and our Mission in Liberia (UNMIL). That effort would not compete with existing mechanisms nor with our support for regional initiatives, such as the African Peace and Security Architecture, including the African Standby Force and its ECOWAS brigade.

It is consistent with our effort to transition out of countries where peacekeeping operations have contributed to restoring peace, security and stability. By mid-2015, the peacekeeping footprint in West Africa will be lighter, as UNOCI and UNMIL downsize. In that process, it is important that regional organizations play a greater role. But we are conscious that the root causes of the conflicts have not yet been fully addressed, and emerging transnational threats pose new challenges to stability. It is therefore critical to ensure that all precautions are taken. We strongly support cooperation within the framework of the AU, ECOWAS and the Mano River Union to reinforce the individual and collective security of the countries of the subregion.

Bearing in mind the evolution of transnational threats, we will need to continue our dialogue on how best to support host Governments. That could include embedding specialized units in our operations so as to provide policing and law-enforcement expertise and capacity-development assistance for host Government agencies.

We have been talking for some time about the need for the United Nations and key regional actors to be able to deploy more rapidly, especially in acute emergencies. The EU Battlegroup was created for that purpose, as was the African Standby Force. But despite years of investment, we are still far from having predictable and effective mechanisms for rapid deployment. In the Central African Republic, the force generation process for the European Union-led peacekeeping force was slower than expected, and the EU Battlegroup was not used. We are in a race against time for the re-hatting of MISCA on 15 September, trying to secure the necessary enablers and other contributions to MINUSCA.

We — the United Nations, the AU and the EU, together with other key partners — need to do better. I am convinced that we can, if we use existing mechanisms

and capacity much more effectively and predictably, and in a way that further strengthens others. The United Nations stands ready to further support the efforts of the AU and the regional economic communities to fully operationalize the African Standby Force. We should also stop looking at different tools in isolation or only through the lens of the organizations concerned. Instead, we should see how we can bring them together in a way that will finally allow the international community to respond much more quickly.

I recently announced in the Council Chamber my intention to undertake a review of peacekeeping as we approach the 15-year anniversary of the Brahimi report (see S/2000/809). Over the past decade and a half, the Council has repeatedly shown its confidence in the value of United Nations peacekeeping by deploying missions with complex mandates to tough environments.

We are constantly working to keep pace with rising demands and emerging challenges. We are already innovating and applying creative solutions in coordination with our valued partners. The review will help us further improve our mobility and agility so that we can better fulfil our duty to protect civilians in need. The review will also examine the tremendous growth in our partnerships with regional organizations. Deepening and strengthening those partnerships will be critical to our collective efforts to meet the challenges of the future.

**The President:** I thank the Secretary-General for his statement.

I now give the floor to the Deputy Secretary General of the European External Action Service.

**Mr. Popowski:** At the outset, let me congratulate Rwanda on taking this initiative to bring us together today. It is a timely initiative, timely not only because of the challenges we collectively still face, but also because it is time to measure the progress made 20 years after the genocide and our collective failure at that time.

The African continent has shown tremendous resolve in solving the conflicts on its soil. The best illustration is the role played by the African Union in conjunction with other regional organizations, such as the Economic Community of West African States, the Intergovernmental Authority on Development and the Southern African Development Community. Thanks to their efforts, most lasting conflicts have been brought

to an end. The continent still hosts half of the United Nations peacekeeping operations, and their annual budget represents more than 70 per cent of the global peacekeeping budget of the Organization.

We appreciate the increased United Nations cooperation with regional organizations in peace and security activities under Chapter VIII of the Charter and the acknowledgment of the role of regional organizations in peacekeeping. Peacekeepers transform mandates into concrete actions on the ground and keep the hope for peace alive. Clearly defined mandates, adequate resources and reliable command and control structures are crucial for successful peacekeeping. They are also crucial for a successful transition from peacekeeping to peacebuilding.

We strongly believe in the central importance of protecting all civilians, particularly women and children, in armed conflict, and in the central importance of protecting civilian mandates, where they exist. That is often decisive for the success and legitimacy of a United Nations peacekeeping operation. Protection often implies taking a more robust approach. As we know, that of course needs to take into account resources, mandates and host-State responsibilities. In that context, we welcome the agreement on the rates of reimbursement to troop-contributing countries, although that means, of course, that the global budget to support peacekeeping operations now surpasses \$8 billion.

Cooperation on peacekeeping between the European Union (EU) and the United Nations has developed steadily since the Brahimi report (see S/2000/809) referred to by the Secretary-General, with the aim of improving the efficiency of peacekeeping operations around the world. The engagement of the European Union in peacekeeping efforts is demonstrated by the very existence of its Common Security and Defence Policy, within which Africa, with 10 missions and operations deployed on the continent, remains a centre of gravity.

The EU cooperates very closely with the United Nations at the strategic level, including through joint consultative mechanisms. Our aim is to enhance practical support to United Nations peacekeeping, building on the 2003 Joint United Nations-European Union Declaration on Crisis Management. We continue to develop that cooperation, notably through effective coordination during the assessment and planning phases

and during the conduct of the respective missions and operations, in line with the agreed EU plan of action to support United Nations peacekeeping. We are still exploring various other avenues for cooperation, such as ways to make available to the United Nations Department of Peacekeeping Operations some of the military capabilities of EU member States.

The most recent meeting of our EU-United Nations steering committee on crisis management looked into progress made in the implementation of the EU Action Plan, as well as cooperation in theatres of operation such as the Central African Republic and Afghanistan, as well as trilateral cooperation with the African Union and the systemic issue of the so-called DAC-ability of peacekeeping, which is to say the extent to which peacekeeping can be regarded as development assistance. We also cooperate very closely with our African partners. We welcome the intense participation by African countries in peace support operations on the continent, whether it be it in United Nations, hybrid or African missions, such as the African Union Mission in Somalia and the International Support Mission in the Central African Republic.

When African and European leaders met in Brussels on 2 and 3 April for the Fourth EU-Africa Summit, they reaffirmed their joint commitment to peace and security on both our continents in conformity with the aims and principles of the Charter of the United Nations. The EU has been and will remain an active partner for Africa with a view to bringing about peace and stability. We continuously pay attention to the security and development nexus, including in the context of the ongoing discussion on the post-2015 sustainable development goals. That is the strength of the EU, but our focus today is on our role in support of peacekeeping operations.

Before looking at the different ways in which the EU has been active operationally, it is important to stress the significance of politics and political dialogue. Without political leadership and ownership from the continent, at the continental, regional and national levels, it is hard to imagine any progress — hence the importance of strengthened political partnership between the European Union and the African Union and with the regional organizations that I mentioned before. Joint and coordinated action is essential to finding political solutions and, more importantly, to preventing conflict. The more united Africa is in its

peace efforts, the stronger will be its partnership with the international community.

Looking now at peacekeeping operations and the role of the EU, apart from the participation of its individual member States in United Nations missions, the EU's engagement includes building African capacity to restore and maintain peace, supporting the AU and regional organizations to deploy peacekeeping operations and deploying autonomous EU missions and operations.

In order to improve the African capacity to predict and prevent or respond to crises, the EU has been a strong supporter of the African Peace and Security Architecture through the capacity-building component of the African Peace Facility, contributing €100 million over the past 10 years, which has included support for early warning systems and the multidimensional African Standby Force. We also recognize the African capacity for immediate response to crises as a complementary tool for further enhancing the capacity of the African Union to respond to crises.

We increasingly focus on national capacity, which is the starting point, and on national security forces, which are capable of maintaining stability after complex peace processes, tackling increasingly complex transnational threats and participating in broader peacekeeping operations. That has led to a number of security sector reform projects and EU training missions, both military and civilian, in the Democratic Republic of the Congo, Somalia, Mali, the Niger and the Horn of Africa. By 2016, the EU will have trained more than 10,000 African soldiers. Overall, the European Union is supporting more than 50 capacity-building projects in more than 20 countries, using all available instruments — not only crisis management instruments but also development cooperation.'

With respect to support for the African Union, the African Union Mission in Darfur was the first mission to receive, in 2004, financial support from the EU, followed by the African Union Mission in Somalia, the African-led International Support Mission in Mali and the International Support Mission in the Central African Republic. For that purpose, we have been using the African Peace Facility, as mentioned before, which has played a crucial role in supporting AU operations. Given its success, the African Peace Facility has been extended and endowed with €750 million for the next four years.

Finally, in order to respond to urgent crisis situations, the EU has deployed autonomous executive and non-executive missions, including Artemis, the EU-led Force Congo, the EU-led Force Chad, the EU-led Force Central African Republic and, for the first time, a maritime security mission, European Naval Force Operation Atalanta in the Horn of Africa. Military missions are generally bridging missions, designed to preserve a critical environment with a clear exit strategy and geared towards an eventual takeover by United Nations peacekeeping operations. As the Secretary-General mentioned, the transition in the Central African Republic is well advanced, as I had a chance to witness during my visit to Bangui on 18 July.

Finally, I think we should also look beyond peacekeeping. Peacekeeping operations can achieve a great deal, but they can never substitute for a viable political process. When there is no clear path towards peace, crises will inevitably recur. Cooperation should go beyond fire-fighting. We need to stress prevention and mediation. Peacekeeping remains the flagship activity of the United Nations and a crucial tool that paves the way for the longer-term stability and development of countries emerging from a crisis. The important work of all actors in partnership with the United Nations is a tremendous effort that may not always have been given due recognition.

We need to focus on policy frameworks, continental and regional structures, and the tools and mechanisms to anticipate, prevent, manage and resolve crises, which is in line with the EU's own comprehensive approach to crisis situations. Peacekeeping operations must focus on enabling emergence from crisis and on re-establishing both the local authorities and the United Nations country teams at the heart of peacebuilding efforts. Continued work on the peacekeeping-peacebuilding nexus remains important. Peacekeepers should provide support to the host State's authorities, while preserving the goal of achieving a transition capable of consolidating the country's emergence from crisis. If a State is fragile or failing, peacekeepers can help restore the State's authority and assist it, particularly with disarmament, demobilization and reintegration, along with security sector reform and justice.

Transitions, whether from the African Union to the United Nations, as in the case of Mali or the Central African Republic, or from peacekeeping to other forms of United Nations presence such as United Nations country teams or peacebuilding structures, continue to

be pertinent subjects that merit further joint reflection. It remains very important to get those transitions right. We need to draw lessons learned from past experiences.

The European Union closely follows the development and effectiveness of the peacebuilding structures of the United Nations, the Peacebuilding Commission and the Peacebuilding Fund, and stands ready to contribute to their improvement during the next review. The Council should rest assured that the European Union will continue to look for ways to enhance its support for United Nations peacekeeping.

**The President:** I now give the floor to His Excellency Mr. Tété António, the Permanent Observer of the African Union.

**Mr. António** (African Union) (*spoke in French*): On behalf of Ms. Nkosazana Dlamini-Zuma, the President of the African Union Commission, who, owing to circumstances beyond her control, is unable to be here with us today, I would first like to thank the Rwandan presidency of the Security Council for taking the initiative to hold this important debate on the United Nations and its regional partnerships in peacekeeping. In so doing, the Government of Rwanda has once again demonstrated its untiring commitment to strengthening the partnership between the African Union and the United Nations, as well as to promoting the continent's goals and positions alongside the two other African Union members of the Security Council, Nigeria and Chad. We greatly appreciate Rwanda's invaluable contribution to the operations that help to support the maintenance of peace in Africa.

Today's timely debate, which is taking place in a context characterized by an increasing commitment on the part of the African Union and its regional mechanisms to preventing, managing and settling conflicts, unquestionably gives us an opportunity to take stock of our joint efforts and to agree on practical measures for strengthening our collective capacity to deal with the challenges we face in the area of peace and security. In this debate we should draw on previous Security Council deliberations on the partnership between the United Nations and regional organizations, including the funding of operations conducted by the African Union, which were initiated in particular by South Africa when it was a member of this body. This is an opportunity for me to commend the continuity of African efforts within the Security Council, which are certainly proof both of effectiveness and of strengthened

coordination between the Council's current three African members in the framework of what we call the A-3.

We should also draw on the wealth of experience acquired over the past few years. From the Darfur region of the Sudan to Mali, through the Democratic Republic of the Congo, Somalia and the Central African Republic, there are now many examples that illustrate the advantages and potential of a flexible approach to addressing the challenges to peace and security on the continent, as well as the importance of maximizing the complementarity between the United Nations and regional structures, particularly the African Union. I would also like to express our appreciation to the Security Council for the continued attention it has paid to promoting peace and security in Africa and the support it has given to African efforts. The renewal of the logistical support package to the African Union Mission in Somalia (AMISOM) and the deployment of several peacekeeping operations on the continent, as well as many other initiatives, are eloquent expressions of that support.

I would also like to reiterate the African Union's thanks to the Secretary-General for his tireless commitment to peace, security and stability in Africa. I am pleased to note the continued strengthening of the partnership between the United Nations Secretariat and the African Union Commission within the framework of the relevant provisions of the Charter of the United Nations, particularly those in Chapter VIII, as well as the directions indicated by the decision-making bodies involved, that is, the Security Council and the Peace and Security Council of the African Union.

Over the past few years, the African Union and its regional mechanisms have proved their determination to play their full part in promoting peace, security and stability on the continent. There is no better illustration of this than the deployment of several operations supporting peace in various regions of Africa, enabling Africa not only to put into effect the relevant positions of the protocol that established the Peace and Security Council of the African Union, but also to contribute an approach to collective security that complements that of the United Nations, as envisioned in the Charter.

Most of the peacekeeping support operations in Africa have been aimed at establishing the conditions that would subsequently enable the United Nations to deploy multidimensional peacekeeping operations in

support of the long-term stabilization and socioeconomic recovery of the countries in question. They occur in unstable environments where peace has not been fully established. Their success obviously involves taking significant risks and using, where necessary, coercive measures in helping to establish conditions conducive to the deployment of United Nations peacekeeping missions.

It was in that spirit that the African Union deployed its mission in Darfur before it was transformed into the African Union-United Nations Hybrid Operation in Darfur (UNAMID). Based on a judicious and innovative combination of the respective comparative advantages of the African Union and the United Nations, that operation, by its very nature, has demonstrated an unquestionable capacity to adapt to the situation. I would like to pay tribute to UNAMID and its leadership for the remarkable work it has done on the ground in conditions rendered even more difficult by the number of armed groups that, despite the continuing efforts of the Joint Chief Mediator and other international actors, have not yet joined the peace process.

I note that the African Union and its regional mechanisms, such as the Economic Community of West African States and the Economic Community of Central African States, have deployed operations in Mali, through the African-led International Support Mission in Mali (AFISMA), and in the Central African Republic, through the African-led International Support Mission in the Central African Republic (MISCA). In the first case, the United Nations has already taken over, through the United Nations Multidimensional Integrated Stabilization Mission in Mali, and it is preparing to do the same by incorporating MISCA into the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic. It is clear that AFISMA and MISCA's initial stabilization efforts and the sacrifices made by their personnel have greatly facilitated the task of the United Nations. I would also like to commend the commitment and determination of the countries that have contributed troops and police to them.

Finally, the African Union Mission in Somalia has also operated in that spirit. Clearly, in seven years of deployment, AMISOM and the Somali security forces have recorded remarkable successes in the fight against the terrorist group Al-Shabaab and in extending the State's authority. These results are due in particular to the Mission personnel's courage and

enormous sacrifices made in the region through the Intergovernmental Authority on Development and the troop- and police-contributing countries. I would like to express the African Union's gratitude for this. At the same time, we should recognize that much remains to be done in order to create the kind of conditions that will enable us to make an even more sustained international commitment, including through a classic United Nations peacekeeping operation.

All these examples point clearly to the close complementarity that exists between the efforts of the African Union and the United Nations, both of which work to promote collective security, as envisioned in the Charter. They show clearly that, in the face of the increasingly complex nature of the challenges to peace and security that confront the continent, success is founded on how coherent our goals are, the wise and flexible use of available resources, our combined efforts and the coordination of our actions on the ground. For some years, based on that conviction the African Union has been advocating a dynamic partnership between the United Nations and regional organizations. That partnership would be based on a flexible and innovative interpretation of the provisions of Chapter VIII of the Charter of the United Nations. When the Peace and Security Council of the African Union met in New York last September, it reiterated the importance of that approach and recalled the principles that should underpin it.

The fact is that significant progress has been made. As I stressed earlier, coordination between the Secretariat and the African Union Commission is constantly being bolstered. Specifically with regard to peacekeeping operations, we are very pleased with the crucial support by the Secretariat in the area of planning, implementation and support to missions, as clearly illustrated by both the examples of AFISMA and MISCA. The Security Council and the Peace and Security Council of the African Union are also endeavouring to strengthen their partnership and to further enhance the synergy between the United Nations and the African Union. From that perspective, the Security Council's decision to authorize putting in place a logistical support cell to help AMISOM speaks volumes.

It is clear that the results obtained owe much to this support and to the contributions of other partners, both bilateral and multilateral partners, specifically the African Union, the European Union and the United

States of America. More recently, the establishment with bolstered mandates of an Intervention Brigade within the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo and a protection force within the United Nations Mission in South Sudan, whose troops are provided by African countries, is another illustration of the advantages arising from an innovative partnership between African actors and the United Nations.

While welcoming that progress, the African Union is convinced of the need to go further and to innovate even more, as it is true that our capacity for action and our efficiency would be considerably bolstered if we did so. In that regard, I would like to stress in particular the issue of the financing of African peacekeeping operations. The experience of the past few years has amply illustrated that one of the greatest constraints facing the African Union and its regional mechanisms relate to the issue of flexible, sustainable and predictable financing of their operations. It is crucial that a lasting solution be found on this matter.

The recommendations of the Prodi report (see S/2008/813), based on an in-depth analysis of the evolution of peacekeeping and the related challenges, remain more than ever current. The case of Somalia through AMISOM clearly showed that a wise combination of financing through United Nations assessed contributions and voluntary contributions by the European Union and other partners offer the surest means to promote our common goals. We would urge the Security Council to take the expected decisions on this financing matter bearing in mind that by taking the initiative to deploy operations on the ground, the African Union and regional mechanisms are acting on behalf of the Security Council, which has the primary responsibility for peacekeeping and international security.

By calling upon the Security Council to help find a lasting solution to the issue of financing peacekeeping operations conducted by Africa, I am of course not losing sight of the responsibilities that fall on the continent itself. From that point of view, there is very little doubt that African countries, in addition to supplying troops and necessary police staff for operations on the ground — and we can never underscore this enough — the enormous sacrifices agreed to in this context have significantly increased African countries' contributions to the financing of such operations. The resources supplied by African countries during fund-

raising conferences organized by the African Union for both AFISMA and MISCA are a testament to this renewed commitment. Efforts undertaken will be continued in the broader context of the mobilization of the resources acquired at the continent-level for financing the African Union on a more sustainable basis. However, it is understood that this effort cannot replace the responsibility of the Security Council in international peacekeeping and security.

I would like to take this opportunity to express our gratitude to our international partners that support our operations. The financing provided by the European Union through the African Peace Facility (APF) and by other partners, as well as the logistical support from the United States, has greatly facilitated our actions. In parallel to deploying peacekeeping operations, the African Union is also working to bolster its long-term capacity through the operationalization of the African Standby Force. That will make it possible to find more ideal responses to some of the gaps that have been discovered in the operations in question led by the African Union, be they related to planning, mobilizing forces, command, monitoring or to support for missions. On the basis of the Gambari report recommendations assessing the African Standby Force and its rapid deployment capacity, a number of measures are being taken. The goal of these measures is to attain full operational capacity by 2015 at the latest.

We welcome the renewed commitment of the United Nations to support us along that path, based on the recommendations and the consultative mission that visited Addis Ababa towards end of May 2014. In the meantime, the bolstering of the immediate response capacity of the African Union to crises should significantly strengthen both our speed of reaction to emergency situations and our robustness.

In conclusion, it is my hope that this Council meeting will mark a new phase in the strengthening of the partnership between the United Nations and regional organizations, especially the African Union. The complexity of the challenges before us more than ever demand a greater synergy of actions and greater flexibility in the interpretation of the relevant provisions of the Charter of the United Nations, and greater flexibility in the use of the tools available to us. In that regard, beyond the issue of financing African peacekeeping operations, we need to pay increased attention to the handover modality from an African Union operation to a United Nations operation. We

await with interest the feedback exercise that the United Nations Secretariat must undertake in consultation with the African Union regarding the transition between MISMA and the United Nations Stabilization Mission in Mali, and also the upcoming transition between MISCA and MINUSCA.

This exercise should provide us with an opportunity for an open and constructive debate on the best modalities to ensure the successful handover of an African Union operation to a United Nations operation. We must not avoid dealing with any of the issues at stake, which relate, inter alia, to timelines for a transition, bearing in mind that the creation of conditions conducive to a successful handover to countries by the United Nations requires time, a political role on the part of the African Union and its regional mechanisms in the pre-transition period, and also the appointment of the leadership for the new mission.

To conclude, I would like to wish all Muslims a happy holiday.

**The President:** I thank Mr. António for his statement.

It is my understanding that the Council is ready to proceed to the vote on the draft resolution before it.

Members of the Council have before them document S/2014/532, which contains the text of a draft resolution submitted by Argentina, Australia, Chad, Chile, Jordan, Luxembourg, Nigeria, the Republic of Korea and Rwanda.

I shall put the draft resolution to the vote now.

*A vote was taken by show of hands.*

*In favour:*

Argentina, Australia, Chad, Chile, China, France, Jordan, Lithuania, Luxembourg, Nigeria, Republic of Korea, Russian Federation, Rwanda, United Kingdom of Great Britain and Northern Ireland and United States of America

**The President:** There were 15 votes in favour. The draft resolution has been adopted unanimously as resolution 2167 (2014).

I shall now make a statement in my capacity as representative of Rwanda.

I wish to thank all present for being here today. I would like to thank our briefers; the Secretary-General, His Excellency Ban Ki-moon; the Deputy

Secretary-General of the European External Action Service, Mr. Maciej Popowski; and the Permanent Observer of the African Union to the United Nations, Ambassador Tête António.

I wish also to recognize the presence of His Excellency Mr. Tariq Fatemi, Minister of State for Foreign Affairs and Special Assistant to the Prime Minister of Pakistan, and His Excellency Mr. Urmaz Paet, Minister for Foreign Affairs of Estonia, who will join us later.

Unfortunately, owing to unforeseen last-minute circumstances, Ms. Louise Mushikiwabo, Minister for Foreign Affairs and Cooperation of Rwanda, cannot be here today, and she asked that I pass on her sincere apologies and regrets to all Council members and other representatives.

As Rwanda comes close to the end of its presidency of the Council, I would like to say that we saved the best for last. Indeed, I can think of no better way in which to end Rwanda's presidency than with this open debate and the adoption of resolution 2167 (2014), which is intended to bear fruit in concrete ways to strengthen coordination among partners and regional and subregional organizations, so as to ensure a comprehensive strategy for effective responses to threats to international peace and security.

In our assessment, we believe that this is an opportune time to hold this debate on the evolution of the United Nations and regional partnerships in the maintenance of international peace and security, especially in peacekeeping. As peace is shared, so are the consequences of insecurity and conflicts in the global world in which we live today.

Indeed, the framers of the Charter of the United Nations had foreseen the need for coordination and collaboration between the United Nations and regional agreements in the maintenance of peace and security, as set out in its Chapter VIII. The spirit of the Charter has been transformed into action today with an evident engagement on the part of regional organizations in international peace operations. The challenge we have today is to promote the positive evolution of these kinds of partnerships so that they move from ad hoc partnerships to more structured frameworks for partnership.

We have learned from the tragic failures in Rwanda and Srebrenica, 20 years ago, that rapid regional

engagement and response mechanisms are essential in a world where political will and defence budgets are both declining. There is an obvious need for rapid responses to often-unpredictable violent conflicts, and partnerships with regional organizations in Africa and elsewhere are fundamental in achieving this endeavour.

Acknowledging the benefits of peacekeeping partnerships, the Security Council has adopted various resolutions and presidential statements on the subject, with the last one being resolution 2033 (2012), which requested the Secretary-General to conduct, in consultation with the African Union, a comprehensive analysis of the lessons learned from practical cooperation between the United Nations and the African Union (AU), in particular with regard to the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and the African Union Mission in Somalia.

The issue has not been discussed since then, despite the fact that the Council has continued to rely on partnerships with regional and subregional organizations to support peacekeeping efforts. When it comes to the African continent, it is clear that the AU and regional organizations often have political legitimacy, the advantage of proximity and access to African capabilities. Partners bring funding, experience and logistical capabilities as well as political leverage in specific cases. All of these comparative advantages have come into play in various forms in support of African peace-support operations to date, but largely on an ad hoc basis.

This forum therefore offers an opportunity to explore ways in which regional partners can best bring their comparative advantages to United Nations peacekeeping and how their operational capacities can be enhanced and supported, so that they may share the peacekeeping burden and, ultimately, make operations more effective at the strategic, operational and tactical levels.

Over the past decade, African countries, with the support of international partners, have engaged in a collective effort to develop regional capacities for peace-support operations, as per the creation of the AU Peace and Security Commission and the African Standby Force. As a result of those efforts as well as of bilateral support to Member States, there has been a steady improvement in African capacities to respond to

crisis situations through the deployment of increasingly larger and more complex peace-support operations.

UNAMID is no longer a one-of-a-kind partnership. In Mali, Somalia, the Central African Republic and South Sudan, the United Nations has worked with organizations including the African Union, the Economic Community of Central African States, the Economic Community of West African States, and the Intergovernmental Authority on Development (IGAD), the Southern African Development Community and the East African Community as well as the European Union in various peacekeeping models.

Rwanda today is proud to have been part of such operations for the past 10 years, including the transitions from the African Union Mission in the Sudan to the African Union-United Nations Hybrid Operation in Darfur, which is one of the largest peacekeeping operations in the world to date; from the African-led International Support Mission in Mali to the United Nations Multidimensional Integrated Stabilization Mission in Mali; and soon from the African-led International Support Mission in the Central African Republic to the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic.

With an already large presence in the United Nations Mission in South Sudan (UNMISS), Rwanda recently deployed another battalion alongside IGAD, which has deployed a robust force of three battalions under UNMISS command in order to protect civilians and IGAD monitors in the face of escalating violence. We are currently in talks to deploy two military helicopters in support of the IGAD and UNMISS operations.

We want to also give special thanks to all of our partners, especially the United States, for their valuable support. While great things have been achieved through these and other partnerships, there are lessons to be taken and room for improvement, the fact remains that the AU has often struggled when it comes to operational capacities, which highlights the importance of matching resources to mandates.

Mandated missions must have adequate funds and other necessary resources, including troops that are appropriately prepared. Just last Friday, we convened an informative meeting of the Working Group on Peacekeeping Operations to discuss the issue of troop and police preparedness. We recognized the steps taken by African leaders at the Malabo Summit last month, as

well as those taken by the African Union Commission to operationalize the African capacity for immediate response to crises.

The East African Community aims to have full operationalization of its stand-by force by December 2014, and we commend the East African Community for this remarkable achievement and its efforts to generate the required contributions. We invite all regional and subregional organizations to accelerate the establishment of such stand-by arrangement systems.

I believe that resolution 2167 (2014) will help the Council to address many of those challenges as we forge ahead, including how organizations will pull their resources together and allocate roles and responsibilities and how we can streamline coordination processes and frameworks. It lays out measurable requests and recommendations that can provide benchmarks for progress and evaluation, including from political, operational and financial perspectives. On a larger, longer-term scale, in paragraph 28 the resolution

“[r]equests the Secretary-General, in close consultation with the AU Commission and EU to produce, not later than 31 March 2015, an assessment report and recommendations on the progress of the partnerships between the United Nations and relevant regional organizations in peacekeeping operations”.

On financial cooperation and support, the resolution recognizes that one major constraint facing some regional organizations, in particular the AU, in effectively carrying out the mandate of maintaining regional peace and security is securing predictable, sustainable and flexible resources. Rwanda therefore welcomes the steps taken by the Chairperson of the African Union Commission to generate resources from within AU member States in support of peace support operations, but we also urge external partners to seriously consider the capacity in which they can assist regional organizations.

In particular, consideration should be given to the findings contained in the 2008 joint AU-United Nations report on AU peacekeeping operations, otherwise known as the Prodi panel report (see S/2008/813), which established that a peace support operation that is eventually to be transferred to the United Nations should be sponsored by the United Nations from the beginning, through assessed contributions for six months before being handed over to the United

Nations. That will truly limit inadequate funding and unpredictable resource capacity. The AU is currently very active in peacekeeping operations that are mandated by the Security Council and that have transitioned or are in the process of transitioning to United Nations peacekeeping operations.

Today is another step towards better structuring and elaborating on the burden-sharing needs among African States, regional and subregional organizations and partners, including the AU, the EU and the United Nations. Resolution 2167 (2014) and today's discussion display the resolve of the international community to establish more predictable frameworks and working relationships when it comes to integrated peacekeeping operations. We must help each other to build up our unique abilities so that together we can forge a collective security system for a safer and more secure world.

I now resume my functions as President of the Council.

I now give the floor to the members of the Council.

**Ms. Power** (United States of America): I thank the Secretary-General; the European External Action Service Deputy Secretary General, Mr. Popowski; and the Permanent Observer of the African Union to the United Nations, Mr. António. I thank you, Ambassador Gasana, for convening and framing today's debate, which could not be more timely. Rwanda knows of what it speaks. Rwandans understand the importance of getting peacekeeping right, having experienced the catastrophic consequences of it going terribly wrong.

As we meet, regional organizations are playing a more central role in peacekeeping than ever before, particularly in Africa. They have proven swift and nimble in responding to serious crises. They have been willing to take on robust protection mandates. As we have seen in the past 18 months alone, the African Union (AU) and the Economic Community of West African States have deployed to address the urgent burning crises in Mali and the Central African Republic.

When African countries came together in 2002 to form the new African Union, they decided that they never wanted to stand by as atrocities were being committed on the continent. They refused to accept the arguments of those who said that such violence was endemic to Africa, that their newly created Union lacked the capacity or the authority to stop it, and that it was not in their collective interest to intervene. They

knew that such atrocities could be stopped and that they had the power and the responsibility to do so, so they enshrined a commitment to non-indifference in the very Charter establishing their new Union. They committed not to turn a blind eye to atrocities.

Not only does the AU have the right to intervene in the face of atrocities, but any member can request an intervention when such horrors occur. The AU Charter gives letter to the growing consensus that neighbours, regions and the entire international community have a profound stake in the security and stability of countries in conflict. In every region of the world, we have seen that conflicts do not respect borders, especially when they are fueled by groups intent on targeting civilians and sowing terror. Ignoring those conflicts can be devastating not only to the countries and regions in which they occur, but to all of us.

In order for mandates to protect civilians to be effective, they must be enforced, and enforcement is the key to deterrence. Warlords and militant take notice of peacekeepers' willingness to stand up or to stand by. The failure to uphold the commitment to protecting civilians in one mission can undermine the legitimacy of all of the others. That is part of why it is so troubling that, according to a March report (A/68/787) of the United Nations Office of Internal Oversight Services (OIOS), United Nations peacekeeping missions have routinely failed to use force to protect civilians under attack, despite the mandates under which they operate. Of the 507 attacks against civilians that it reviewed from 2010 to 2013, the OIOS found that peacekeeping missions almost never used force to protect civilians under attack. The Secretary-General has launched a comprehensive review of peacekeeping, which needs to tackle that grave challenge head on. It should draw lessons from the leadership of Rwanda, as well as other countries, such as Ethiopia and Nepal, with regard to the protection of civilians. Rwanda's troops were among the first boots on the ground when conflicts metastasized in the Central African Republic and South Sudan. Not only do Rwandans volunteer for complex and dangerous missions but, because of their commitment to protect civilians, the populations in countries where the Rwandans serve trust them. Troops from other countries who serve alongside them draw strength from their fortitude, and aggressors who would attack civilians fear them.

We recognize the many challenges to making regional and international peacekeeping missions

work, namely, the challenges of training and equipping troops, of airlifting them into theatre and of maintaining their supply lines once they are there. We are therefore investing greatly in regional missions and in the capabilities of troop-contributing countries. The United States contributed more than \$500 million to the African Union Mission in Somalia, and \$166 million towards equipment and training for the African contingents deploying to the United Nations mission in Mali, as well as logistical support to its African-led predecessor. We are also providing up to \$100 million in similar support to the African-led International Support Mission in the Central African Republic. The training and assistance programme for our African contingency operations has trained nearly 250,000 peacekeepers from 25 partner countries since 2005.

Our support for regional initiatives is a clear affirmation of our broader commitment to making peacekeeping more effective, as well as to our partnerships with countries that contribute troops to critical missions. Next week, President Obama will meet African Heads of State at the United States-Africa Leaders Summit in Washington, D.C., to discuss how the United States can deepen its partnership with countries that commit troops both to United Nations and to regional peacekeeping and how we, along with other partners, can help them to address persistent operational challenges.

Such regional cooperation is in everyone's interest. First and foremost, it is in the interest of civilians threatened by violent conflicts. It is in the interest of the United Nations because regional peacekeepers often lay the foundation for United Nations multidimensional peacekeeping efforts and advance the core principles of the Charter of the United Nations. It is in the interest of countries that send troops whose stability is enhanced by the investment in training and equipment that come with such interventions and arises from their having played a role in preventing deadly conflicts from spreading across borders.

Perpetrators who commit atrocities are routinely testing peacekeepers' limits. When the first killings began in Rwanda in the spring in 1994, Romeo Dallaire, the United Nations Force Commander there at the time, appealed for reinforcements. He cabled United Nations Headquarters and said that he could do more. He needed more and better trained peacekeepers, he said. He recognized that if he could send a clear message early on, a wholesale massacre might be averted.

Regional organizations have shown that they not only can do more but also are willing to do more. As they step forward, it is not only the people whom they protect who benefit from greater peace and stability, we all do. We owe it to regional and international peace and security and to the many civilians in harm's way right now to give them our full support.

**Sir Mark Lyall Grant** (United Kingdom): I thank you, Mr. President, for having convened this timely open debate. One of the greatest strategic issues that the Security Council faces is its relationship with regional organizations. Such relationships are constantly evolving. We are grateful to Rwanda for this opportunity to take stock of the peacekeeping partnerships, to reflect on the progress that we have made and to anticipate the challenges ahead. I thank the Secretary-General and the briefers from the European Union and the African Union for their contributions this morning.

The founders of the United Nations originally envisaged a United Nations standing army. That proved to be unrealistic. Yet the need for rapidly deployable and adequately trained, equipped and financed troops has increased considerably since 1945. In the face of a multitude of African conflicts, the United Nations has turned in particular to the continent of Africa as a critical partner. In response to that, the maxim of African-led solutions to African problems was developed. The United Kingdom welcomes the aspiration behind that maxim.

Such partnerships have brought many advantages to international and regional peace and security efforts. Over the past decade, 10 African Union and regional missions have deployed. African contributions to United Nations peacekeeping missions have increased from approximately 10,000 troops in 2003 to more than 30,000 troops in 2013. The African Standby Force (ASF) was developed and achieved notable milestones, including an annual continental training programme. Good progress has also been made towards developing a rapid reaction force within the ASF.

Troops in African-led missions often demonstrate the kind of proactive peacekeeping required in modern threat environments. I have in mind in particular the troops deployed in the African Union Mission in Somalia (AMISOM) and the African-led International Support Mission in the Central African Republic (MISCA). Such troops have the attitude and skills

necessary for the effective protection of civilians in terrain teaming with spoilers.

Nonetheless, there is still progress to be made in the development by the African Union and other regional organizations of policy, guidance and training in key areas, such as child protection and the prevention of sexual and gender-based violence. We very much welcome the framework of cooperation signed between the Special Representative of the Secretary-General on Sexual Violence in Conflict and the African Union earlier this year. That demonstrates a real commitment to developing standards and practices, and we urge its speedy implementation.

Having highlighted some good progress, we should also reflect on two key challenges that threaten the delivery of rapidly deployable and adequately trained, equipped and financed troops.

First, financial resources pose a huge challenge. A key limitation to African capability with regard to peace and security is the lack on access to adequate, timely and predictable financing for peace support operations. That hampers African Union missions and the activities of regional economic communities as well. The African Union's overwhelming dependence on outside partners for its operational budget is a significant constraint on the narrative of African solutions. That issue is rising up the African agenda and, as resolution 2167 (2014), which we adopted today, reiterates, regional bodies have a responsibility to secure human, financial, logistical and other resources for their organizations.

In the absence of a ready solution, the United Kingdom is pleased that the European Union has been able to be a supporting partner to AMISOM and MISCA through the African Peace Facility. However, that cannot continue forever. A better means of financing African peace operations and more sustainable financial arrangements must be found. If African nations are serious about taking greater responsibility for solving the continent's problems, they need to be prepared to devote more of their own resources to the task.

Secondly, the transition from African missions to United Nations peacekeeping operations raises a number of challenges. In Mali we saw a failure to deploy critical enablers ahead of troops and an inability to raise the number of troops deployed or to deploy them at an adequate pace. We need to learn those lessons for the Central African Republic, where difficulties are also looming ahead of the 15 September handover

date to the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic. We therefore welcome the request in resolution 2167 (2014) for a full lessons-learned exercise for both transitions. The challenges of re-hatting an African Union mission into a United Nations one has yet to be resolved.

Looking beyond the African Union, the United Kingdom also commends the increasing cooperation between NATO and the United Nations in the sharing of doctrine, training and best practice. The traditional peacekeeping model of an interposition force has been superseded by a more multidimensional one, often with the protection of civilians at its core. The Secretariat should continue to forge close ties with organizations able and willing to share their expertise and comparative advantages.

I wish to highlight two important aspects of the resolution that we adopted today. The first aspect is the comprehensive review of United Nations peacekeeping that the Secretary-General announced in June and to which he referred this morning. The relationship with regional organizations will no doubt form a key element of that review. We encourage the Secretary-General to be bold in his vision while ensuring concrete gains for peacekeeping. In particular, we need to strategically assess which of the seven different models of United Nations peacekeeping currently in place are most fit for the purpose and ensure that we use them in the right circumstances.

Thirdly, I am pleased to note the encouragement for greater engagement between the African Union Peacekeeping Support Team within the Department of Peacekeeping Operations and the United Nations Office to the African Union. Partnerships should be operational as well as strategic.

Finally, let me end by paying tribute to the men and women serving under all banners on peace and security operations. Those individuals make up the forces of the United Nations, the African Union, the European Union and other regional missions. They demonstrate on a daily basis the importance of working in close partnership in the maintenance of peace and security in the most perilous of locations. The risks they take to make our world a safer place must never be forgotten.

**Mr. Churkin** (Russian Federation) (*spoke in Russian*): We thank you, Sir, for organizing today's open debate. We also thank the Secretary-General for

his very informative briefing. We listened carefully to the representatives of the African Union and the European Union.

For the past few years, the Security Council has repeatedly drawn attention to the need to step up practical cooperation with regional and subregional organizations in the area of maintaining international peace and security. Today's debate is another confirmation of the importance the Council attaches to the task of developing collective approaches in shaping effective strategies for preventing and settling conflicts. Our position is that cooperation of that kind should be based on the Charter of the United Nations, specifically its Chapter VIII.

There is no doubt that regional and subregional organizations have better knowledge of the situations in their region. Their preventive and peacekeeping mechanisms are more specifically tailored to the realities on the ground. Those comparative advantages, added to the universal nature of the United Nations and its internationally recognized legitimacy, create unique peacekeeping potential. It is also important that partners should act in a harmonious way, without duplicating efforts or creating unnecessary obstacles in their work, which should be focused on coming up with political and diplomatic approaches to the settlement of conflicts.

Throughout the long history of cooperation between the United Nations and regional and subregional organizations in the area of peacekeeping, there are many excellent examples of success in different countries around the world. That success is based on fulfilling realistic tasks with the support of sufficient human and material resources. A very important imperative in fulfilling those tasks is compliance with the basic principles of peacekeeping, namely, the consent of the host country, neutrality and the use of force only in accordance with a mandate. Moving away from those principles and focusing only on coercive measures could destabilize a situation and in fact antagonize the local population.

Partnership between the Organization and regional organizations is based on the recognition that the Security Council has the main responsibility for maintaining international peace and security. That means first and foremost that the Council has to authorise and supervise regional and coalition peacekeeping operations. We should not, however,

forget the need for the Council be accountable. Expert assessment of the Organization could be very useful in planning and carrying out regional operations and in fostering an appropriate command structure.

A special role in the traditional network of partners of the United Nations is played by the African Union. The broad experience of and respectful cooperation between the two organizations in different areas is an excellent guide for other regional organizations in terms of establishing an effective paradigm for cooperation. We highlight the successful efforts of both organizations in Darfur, Somalia and in the inter-Sudan conflict. It is important to continue stepping up coordination in South Sudan, the Central African Republic and Mali. I recall that, during the Russian presidency of the Security Council in June, we held a traditional and very useful meeting in New York with our colleagues from the Peace and Security Council of the African Union.

We commend the experience of the working partnership between the United Nations and the Economic Community of West African States. That organization has shown itself to be a reliable partner with the Organization in resolving conflicts in the subregion. We also see added value in cooperating with and receiving financial support from the European Union. There is also great potential in the cooperation between the United Nations and the League of Arab States, as well as good opportunities for expanding contacts with such dynamically developing organizations as the Community of Latin American and Caribbean States and the Union of South American Nations.

We also would not want to lose sight of the importance of cooperation between the United Nations and the Collective Security Treaty Organization (CSTO) and the Shanghai Cooperation Organization, which have become increasingly recognized around the world in the area of maintaining peace and security. We also see good opportunities for cooperation between the United Nations and the CSTO in peacekeeping, which has been reflected in resolution 2167 (2014), just adopted. In the framework of the CSTO, considerable work has been undertaken to strengthen peacekeeping potential, including in United Nations peacekeeping operations. In addition, the CSTO is actively cooperating in the post-conflict reconstruction of Afghanistan and dealing with the terrorist threat coming from that country.

We continue to favour closer cooperation between the United Nations and regional organizations on the

basis of Chapter VIII of the Charter in order to promote the Organization's peacekeeping objectives. We hope that today's debate will give additional impetus to the process of improving the long-standing cooperation between the United Nations and regional organization based on the Charter of the United Nations and the norms of international law.

In conclusion, we would like to express our gratitude to the delegation of Rwanda for the effective coordination of the process of preparing the draft Security Council resolution that we have adopted in the course of today's meeting.

**Mr. Liu Jieyi (China)** (*spoke in Chinese*): The Chinese delegation greatly appreciates the Rwandan initiative to convene today's open debate. I thank Secretary-General Ban Ki-moon for his briefing. I have also listened carefully to the statements made by the representatives of the European Union and the African Union (AU).

United Nations peacekeeping operations, having been an important tool of the United Nations in the maintenance of international peace and security for over six decades, have significantly contributed to the settlement of conflicts and disputes and restoration and building of peace. In recent years, the United Nations and regional and subregional organizations such as the AU have increasingly strengthened their cooperation in peacekeeping under the guidance of Chapter VIII of the Charter of the United Nations and have yielded positive, recognizable results in peacekeeping operations in the Sudan, Darfur, Somalia, Mali, the Central African Republic and South Sudan. That cooperation is an important development in terms of international collective security mechanisms in today's world. It is also one of the increasingly effective means for defusing conflicts and maintaining peace and stability in Africa and in the world at large.

At the same time, we should also recognize that various kinds of security threats and challenges in Africa are intertwined and that its security situation is still very weak. The peacekeeping efforts of regional organizations, such as the AU, are constrained by their human, material and financial resources. The United Nations should further strengthen its cooperation with regional organizations, such as the AU, in the strategic planning and deployment of peacekeeping operations and in their communications and coordination so as to

effectively support African regional organizations in their efforts to maintain regional peace and security.

I should like to emphasize the following four points. First, the United Nations and regional organizations like the AU should be guided by the Charter of the United Nations in strengthening their peacekeeping cooperation. The Security Council has the primary responsibility for maintaining international peace and security, while the AU and other regional organizations can also play an active role in using their good offices to mediate conflicts and in peacekeeping deployment. The Security Council-mandated peacekeeping operations deployed by regional organizations should fully reflect the principles and purposes of the Charter. Their enforcement actions should abide strictly by their Security Council mandates and adhere to the basic principles of peacekeeping operations.

Secondly, the United Nations and regional organizations should strengthen their coordination so as to fully utilize their respective advantages and thereby create synergy. Many African issues are very complicated and require comprehensive solutions. Regional organizations like the AU, which was established in Africa and is led by Africans, have unique regional, historical and cultural advantages in conflict mediation and peacekeeping. The United Nations and regional organizations like the AU should explore ways of building various kinds of practical coordination and cooperation mechanisms on the basis of equal treatment and complementarity so as to strengthen coordination and cooperation in strategic planning, deployment, logistics management and support for peacekeeping operations. The efficiency and outcomes of peacekeeping operations can thereby be raised.

Thirdly, the strengthening of capacity-building in peacekeeping should be a priority area for cooperation between the United Nations and regional organizations, such as the AU. The United Nations and the international community should actively respond to the legitimate demands of regional organizations, such as the AU, and provide more support to African regional and subregional organizations in training peacekeepers, building mechanisms, logistical assistance and resource management. We should also explore practical modes of financial and technical cooperation so that we can play a significant role in mobilizing the international community in support of AU capacity-building.

Fourthly, we should constantly summarize our experience and lessons learned and respond appropriately to the challenges encountered in peacekeeping transitions from regional organizations to the United Nations. Since last year, the peacekeeping operations in Mali and the Central African Republic have transitioned to United Nations peacekeeping operations. Many challenges have emerged in the transitioning of operations, communications with troop-contributing countries, and logistical support. We hope that the United Nations will heed the opinions and proposals of regional organizations, such as the AU, on matters related to transition and respond positively to Africa's concerns so as to create enabling conditions for the smooth transition of peacekeeping operations from African regional organizations to the United Nations.

China highly commends and supports regional organizations, such as the AU, in their efforts to play an important role in African peace and security affairs. China has always made an active contribution through concrete action in the maintenance of peace and stability in Africa. China has vigorously supported and actively participated in peacekeeping operations in Africa. From the Democratic Republic of the Congo to Liberia, from Mali to the Sudan, close to 2,000 Chinese peacekeepers are involved in seven peacekeeping operations in Africa.

During his visit to Africa last year, Chinese President Xi Jinping put forward the concept of sincerity, honesty, kindness and integrity in the development of our relationship with Africa. In May, Li Keqiang, Premier of the State Council of the People's Republic of China, visited AU headquarters, where both parties signed a joint statement on the further strengthening of friendly cooperation in peace and security matters. China attaches great importance to its relationship with Africa and will actively support regional organizations, such as the AU, in their efforts to maintain peace and stability in Africa. China will follow up in depth its China-Africa Cooperative Partnership for Peace and Security in an effort to help the continent build its peacekeeping capacities.

Alongside the international community, China will play a constructive role in strengthening the cooperation between the United Nations and regional organizations, such as the AU, in peacekeeping and in jointly promoting peace and development in Africa.

**Ms. Murmokaitė** (Lithuania): Like others, I thank the Rwandan delegation for organizing this timely debate on United Nations and regional partnerships, with a focus on Africa. Africa's regional and subregional organizations have been actively involved in seeking solutions to conflicts on the continent, and their cooperation with the United Nations and other regional partners, such as the European Union (EU), has evolved significantly over the years.

I would also like to thank the Secretary-General and the representatives of the African Union (AU) and the European Union for their briefings. We welcome the unanimous adoption of resolution 2167 (2014) on regional partnerships in peacekeeping, and appreciate the efforts of the Rwandan presidency in leading the negotiations.

Lithuania aligns itself with the statement made on behalf of the European Union.

Whether through troop deployment, the provision of logistical and financial support, or working side by side in implementing multidimensional mandates, the participation of regional and subregional actors today is an indispensable and increasingly regular part of modern peacekeeping. Regional peacekeeping frequently offers faster deployment timelines and much-needed troop numbers that can literally make a difference between life and death. Such involvement strengthens regional ownership of the peace efforts and bolsters the continued commitment of the countries of the region, which share a strong interest in the sustainability and success of the peacekeeping effort.

The involvement of regional or subregional actors, as noted in the presidency's concept paper (S/2014/478, annex), also brings better understanding of the context and root causes of a specific conflict, thereby enabling us to address the situation in a more specific and effective manner. The active engagement of the African Union, as well as of the Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), the Southern African Development Community and the Economic Community of Central African States with the United Nations in bringing peace to conflict torn areas speaks for itself.

These organizations, in close cooperation with the United Nations and other regional actors, perform an essential function in peacekeeping itself, as well as in conducting critical mediation efforts in times

of crisis. IGAD's role in the case of South Sudan, one example among many, is an excellent case in point. In the case of Mali, again, a number of regional actors, including the AU, ECOWAS, the EU and others, have been continuously engaged in searching for durable solutions.

Regional partnerships, however, are not immune to the most critical obstacles faced by United Nations peacekeeping operations in general, including clarity of the mandate, capability and training gaps, logistical hurdles, a lack of critical enablers, or insufficient coordination among mission components. Close cooperation, coordination and synergies between and among regional actors and the United Nations therefore play an essential role in ensuring mission success. Drawing and applying lessons from such joint undertakings for the sake of mission effectiveness and success is therefore key. As seen from the assessment of existing missions involving United Nations and regional components, the experience to date, although generally positive, definitely offers room for improvement.

The African Union-United Nations Hybrid Operation in Darfur (UNAMID) is an important case in terms of lessons learned. The African Union-United Nations Hybrid Operation in Darfur replaced the African Union operation in 2008, with the aim of bolstering the protection of civilians and supporting the overall peace process by deploying additional troops and increasing financial resources dedicated to the task. Six years later, it is the second-largest United Nations mission, with almost 23,000 personnel, and its most expensive one, at a cost of \$1.3 billion annually, drawing criticism from various sides.

While undoubtedly UNAMID has had a positive impact on the situation in Darfur, it has also suffered from a number of problems, including a high number of casualties among peacekeepers, a lack of cooperation from the host Government, chronic shortages of equipment and enablers, as well as capability deficiencies and internal coordination issues.

Its record of protecting civilians has been subject to criticism. The Office of Internal Oversight Services described it as "highly ineffective" and "generally passive", while other reports highlight an unwillingness to report human rights abuses, and the Khartoum Government's involvement in supporting armed groups. That prompted some serious thinking about the mission's future and refocusing of its

mandate, which will, hopefully, result in more effective mandate-implementation. In that respect, this particular mission can offer useful lessons for the future that could enable new missions to avoid some of the difficulties UNAMID had to go through.

The African Union Mission in Somalia, with logistical and financial support from the United Nations, the European Union and other partners, has been instrumental in making considerable advances against Al-Shabaab militants. Its transition from maintaining an essentially defensive posture to mounting an offensive against militants was possible largely due to an increased number of troops and, most important, the willingness by the main troop contributors to robustly implement the mandate.

The sustainability of military gains against Al-Shabaab needs to be reinforced through the establishment of effective local governance and addressing the security and economic needs of the population. That enormous task will continue to be undertaken by a number of United Nations system entities, as well as through regional efforts such as those by the Intergovernmental Authority on Development and the EU mission, which provides training to the Somali National Armed Forces, including on the protection of civilians, international humanitarian law and human rights.

Turning to the Central African Republic, the stepping in of the African Union Mission for the Consolidation of Peace in the Central African Republic prevented even greater atrocities from happening. Its successor, the African-led International Support Mission in the Central African Republic (MISCA), in cooperation with the French Operation Sangaris, made a critical difference in protecting civilians and restoring basic security. In view of the complexity of the tasks ahead, MISCA will transition to a United Nations operation by mid-September to benefit from the experience of the United Nations in deploying multidimensional operations directed at addressing the root causes of the conflict. Joint United Nations and AU efforts in the Central African Republic will continue to be complemented by an EU force aimed at ensuring a secure environment in the Bangui area.

Those are but a few examples of the ever more complex and multidimensional peacekeeping missions with the involvement of regional actors, each offering specific lessons for future missions of the kind. A key

element is to advance cooperative planning and early consultations on mission types, political strategic objectives, the desired end state, tentative timelines and exit strategies. Adequate training for troops, especially as mandates become more robust, with the critical tasks of the protection of civilians, is essential, as well as on international humanitarian law and human rights law. Targeted training on gender sensitivity, protecting women and children in armed conflict and combating rape as a tool of war must remain at the core of all peacekeeping training.

To make United Nations and regional partnerships work better, the comparative strengths and requirements of all actors should be identified, mandates and responsibilities clearly defined, clear command and control structures put in place and resources ensured. As the concept paper rightly points out, the current planning processes of the regional partners in Africa could benefit from improvement. To address that, the EU, through its African Peace Facility capacity-building component, is working to increase the capacity of the AU and of the regional economic communities in the planning and conduct of peace operations.

However, we are also keenly aware that as effective as peacekeeping cooperation may be, it can deliver only up to a point. However effective and well-coordinated a peacekeeping operation might be, comprehensive efforts are required, including putting an end to impunity, justice and reconciliation processes, the strengthening of the rule of law, institution-building, solid good governance and a human rights framework, as well as creating a solid framework for long-term economic development.

While those peacebuilding processes can be started by the United Nations and regional actors, their sustainability can succeed only if national capacities are developed and national ownership of the processes is ensured. With the aim of assisting in developing such national capacities, the EU has established a number of military and civilians training missions in Africa and elsewhere, working in the areas spanning from enhancing border security and maritime capacities to combating terrorism and organized crime.

Lithuania is proud to contribute to those efforts — in Mali, for example, where our military advisers are part of the EU training mission aimed at improving the military capacity of the Malian Armed Forces. In 2013, Lithuania also deployed troops to the EU anti-piracy

Operation Atalanta. We now participate in the NATO Operation Ocean Shield to combat piracy off the Horn of Africa. In each case we are able to appreciate the value and effectiveness of cooperation between the United Nations and regional organizations. Once again, we thank the Rwandan presidency for giving us this opportunity today to review the related successes as well as the concerns, especially in view of the larger review announced by the Secretary-General.

Let me conclude by expressing our deepest appreciation and respect to the thousands of men and women peacekeepers — military, police and civilians — who dedicate themselves to the noble goal of protecting others and who all too often sacrifice their lives in the line of duty.

**Ms. Lucas** (Luxembourg) (*spoke in French*): I thank Rwanda for organizing this important public debate under its presidency. This initiative clearly illustrates its commitment as a major troop contributor to United Nations and African Union missions, as well as its commitment to increased cooperation between the United Nations and regional organizations in the maintenance of peace. My thanks also go to the Secretary-General, the Permanent Observer of the African Union and the Deputy Secretary General of the European External Action Service for their very informative briefings.

Cooperation between the United Nations and regional organizations is essential to maintaining international peace and security. As the examples of Mali and the Central African Republic illustrate, regional organizations acting under a United Nations mandate have greater legitimacy and are able to access support from the United Nations if necessary. In return, the United Nations can benefit from the expertise and operational capacity of regional organizations.

It is on the African continent that cooperation between the United Nations and regional organizations is the most visible and most necessary. In the Sudan, including Darfur and South Sudan, the United Nations and the African Union are working hand in hand. In that regard, it is important that the Security Council continues to strongly support the work of mediation undertaken by the African Union High-level Implementation Task Force. We hope that this support will be in evidence during the upcoming dialogue with President Mbeki.

In another example of partnership in South Sudan, an agreement was reached to incorporate within the United Nations Mission in South Sudan the force proposed by the Intergovernmental Authority on Development to support the monitoring and verification mechanism under the Agreement on Cessation of Hostilities.

To avoid the worst in Central African Republic, the African Union and the Community of Central African States have combined their efforts to establish the African-led International Support Mission in the Central African Republic (MISCA), with the support of the Security Council. MISCA has saved many lives and is preparing the ground for the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). For its part, Luxembourg has made a financial contribution to the African Union to strengthen MISCA for the transition to MINUSCA. We also participate in the European Force in that country, whose efforts to consolidate security in Bangui should facilitate that transition.

As a member, Luxembourg welcomes the strong partnership between the United Nations and the European Union, a partnership that benefits primarily Africa. European Union-United Nations cooperation covers the immediate crisis response, humanitarian efforts, peacekeeping, peacebuilding and development. As Mr. Popowski has indicated, synergies between the United Nations and the European Union on the ground where they work side by side are significant. That is the case in the Central African Republic, but also in the Democratic Republic of the Congo, Somalia and Mali, especially in the area of security sector reform.

Europe supports the development of African capacities to manage crises through training and the provision of equipment. By 2016, more than 17,000 African military personnel will have been trained with European support, some of those in Mali and Somalia by Luxembourg instructors. The support of the European Union and its member States can also be seen in their substantial contributions to the operating budgets of the United Nations and the African missions, especially through its African Peace Facility.

The presence of several operations in the same theatre of operations strengthens the need for coordination at political, operational and financial levels. Such coordination involves constant exchanges of information and experiences at all levels of the

chain of command in order to make interventions more effective and efficient. In that spirit, we favour deepening the triangular cooperation among the United Nations, the African Union and the European Union.

I wish to conclude by underscoring the fact that the contribution of regional organizations is equally important for protecting children in armed conflict, be it through cooperating with the Office of Special Representative Leila Zerrougui and UNICEF or through crafting guidelines on children in armed conflict, taking into account protection of children in planning operations, training personnel or deploying child-protection specialists on the ground. Resolution 2167 (2014), prepared by Rwanda and which we sponsored, highlights that issue, and rightly so.

In the area of the protection of children in armed conflicts, as in many other areas, the United Nations and other regional organizations can make a difference by working together and in a complementary manner. As a founding Member of the United Nations, of the European Union and of a number of regional organizations on the European continent, Luxembourg will spare no effort to contribute.

**Mr. Quinlan** (Australia): I thank you, Mr. President, for Rwanda's strong leadership of the Security Council this month and for your country's significant contribution to peacekeeping, a task to which Rwanda's own history brings both deep empathy and an operational determination. I also wish to thank the Secretary-General for his briefing, and Ambassador Tête António and Mr. Maciej Popowski for their remarks. I also want to recognize the indispensable role of the African Union (AU) and the European Union (EU) as partners in our collective efforts to maintain peace and security. We were of course pleased to sponsor today's resolution 2167 (2014).

The need for effective cooperation between the United Nations and regional organizations is self-evident. No single organization alone can conduct all the multifaceted tasks required to support and consolidate peace around the globe.

Cooperation between the United Nations and regional organizations lies at the heart of peacekeeping. Drawing on their unique strengths and distinct comparative advantages, borne of their deep knowledge of local context, cultural understanding and moral authority, regional organizations are deploying, often as first responders, into volatile environments to help

protect civilians and save lives. We have seen that pointedly in places such as Somalia and in the Central African Republic.

At a time when the world is torn by more simultaneous peace and security crises than it has for decades, when civilians in larger numbers are in greater threat from conflict than at any time since the Second World War, and as the demand for peacekeeping therefore intensifies, we must accelerate our efforts to foster predictability and trust in our partnerships. By strengthening mechanisms for forthright dialogue at both the strategic and operational levels, we can better achieve unified views on key issues of mutual interest and, importantly, translate them into tangible results on the ground. That engagement should be anchored in the knowledge that we cannot rely on ad hoc improvisation. We must develop a broader strategy for anticipating and responding to future challenges together. And we must embed robust peacekeeping operations with protecting civilians at their core.

As more regional organizations become involved in peacekeeping, we must continue to strive for greater coherence and inter-operability, as you said, Sir, and greater structure. We need to enhance early engagement between the United Nations and regional organizations during the planning and transition phases of a peacekeeping mission.

In our own region, Australia has seen the rewards of inclusive cooperation and well-planned transition between regional peace missions, host nations and United Nations offices. The strong participation of regional partner organizations in Solomon Islands, for instance, and the transition to peace in Timor-Leste after the drawdown of a United Nations peacekeeping operation and the International Stabilization Force, show that such arrangements can be highly instrumental.

Above all, we need to improve our collective capacity for rapid deployment in response to emerging crises and, critically, those that endanger civilians. No organization has yet developed an enduring solution to this persistent and increasing challenge. We welcome the AU's progress in this area and the commitment made by African leaders to operationalize the African Capacity for Immediate Response to Crises. We call on all Member States to support the development of policies, guidelines, doctrines and training for the African Standby Force as part of the African Peace and Security Architecture.

The President's concept note (S/2014/478, annex) for today's debate rightfully highlights the situation in Africa. It is where 8 out of every 10 United Nations peacekeepers are deployed and where so much of the Council's attention is focused. We also acknowledge the important role that the EU plays, having launched some 30 peace missions and operations to contribute to stabilization and security since 2003, including many in Africa. Australia and the EU will soon conclude an agreement providing the legal basis for Australia to participate in the EU's Common European Security and Defence Policy missions.

As today's resolution 2167 (2014) reminds us, regional organizations are responsible for securing their own human, financial and logistical resources, but international partners must improve the predictability, sustainability and flexibility of financing for regional organizations participating in peacekeeping under a United Nations mandate. In doing so, our focus should be on improving the capability of regional peacekeepers and on building a culture of efficiency, accountability and transparency.

We must embrace cost-effective force-multiplying technologies to strengthen the impact of peacekeeping. By improving the technical standards of individual units, we can improve inter-operability and boost operational effectiveness at a relatively lower cost.

We must also invest more in our capacity to undertake effective conflict prevention, mediation and peacebuilding. Australia emphasizes the instrumental role, indeed at times even decisive role, of policing in multidimensional peacekeeping operations. We reiterate that the role of women in peace and security must be fully mainstreamed in all mandates. Without the engagement of, and awareness of the effects of conflict on, women and girls, there simply can be no lasting solution to conflict.

In conclusion, we have witnessed a sharp increase in demand for peacekeeping in recent years as complex, often simultaneous, crises across the globe have multiplied. We can expect that to increase; the trajectory looks even worse. We must harness our combined strengths to maximize our capacity to meet those challenges. It is a simple truism that regional organizations need a strong United Nations, and the United Nations needs strong regional organizations.

**Mr. Mangaral** (Chad) (*spoke in French*): I would like to congratulate the Rwandan presidency for taking

the initiative of convening this open debate on “United Nations peacekeeping operations: The United Nations and regional partnership and its evolution”. I would also like to thank Secretary-General Ban Ki-moon, Mr. Popowski of the European Union and Mr. António of the African Union for their briefings.

In my statement, I will emphasize the partnership between the United Nations and the African Union. There are three main areas I would like to stress, namely, the political, operational and financial.

In terms of the political, despite the primacy of the Security Council, the dispositions of Chapter VIII of the Charter set out and encourage agreements with regional entities to maintain international peace and security. In that regard, the United Nations should establish and strengthen effective partnerships with regional and subregional organizations.

We particularly welcome the partnership and cooperation between the United Nations and the African Union in the area of peacekeeping. We applaud the annual meeting of the members of the Security Council and the members of the Peace and Security Council of the African Union, along with consultations between the Secretariats of the United Nations and the African Union Commission through their respective offices, and we encourage exchanges of personnel and knowledge between the United Nations and the African Union at all levels and in all areas.

The African Union, which is the successor to the Organization of African Unity, is a young but committed organization. It is bold and determined, has swift deployment capacities and increasingly takes risks and imposes peace where it didn't exist, taking into account linguistic, historical, geographical and cultural symmetries, thus arriving at a better understanding of the realities on the ground, all of which is undeniable. Despite weaknesses in financial, human and logistical and material resources, the AU has deployed a number of peacekeeping operations on the continent, specifically the United Nations Mission in the Sudan, the AU-United Nations Hybrid Operation in Darfur, the African Union Military Observer Mission in Somalia and the African-led International Support Mission in Mali, as well as the International Support Mission in the Central African Republic. Those regional operations have greatly contributed to peace and security internationally.

We must recall that Africa is prominent on the agenda of the Security Council, with 16 United Nations operations currently deployed on the continent. All six countries currently on the agenda of the Peacebuilding Commission are also African. We should add to that the crises in the Central African Republic, South Sudan and North Africa, specifically Libya, as well as other threats, such as terrorism, organized crime, trafficking of all types in the Sahel region and maritime piracy in the Gulf of Guinea and along the Somalian coast. Those many crises are one more reason to strengthen the partnership. Meetings and consultations between the the African Union and the United Nations should be deepened and intensified, in a spirit of mutual respect, before taking important decisions with regard to international peace and security and on the continent.

The two organizations can and should do better with regard to conflict prevention and mediation, as well as peacekeeping and peacebuilding in Africa. We ask the United Nations and the bilateral and multilateral partners to assist the African Union to operationalize as quickly as possible its Peace and Security Architecture, especially the Rapid Reaction Force project and the African Capacity for Immediate Response to Crises team. With regard to operations, despite laudable initiatives, good will and the work of the African Union and other regional organizations such as the Economic Community of Western African States, the Intergovernmental Authority on Development, the Southern African Development Community and the Economic Community of Central African States to resolve disputes on the continent, those subregional organizations still face major challenges with respect to resources, equipment and logistics.

The insufficiencies of the African States and subregional and regional organizations are usually compensated by assistance from the United Nations and bilateral partners, who provide the necessary support, whether by flying in troop contingents or by donating equipment. We can also address those gaps through South-South cooperation and even intra-African cooperation to strengthen our own capacities so that we do not rely exclusively on outside support. Likewise, coordination, the exchange of information and collaboration have enabled the improved analysis of situations and better planning and implementation of peacekeeping operations. In that regard, we welcome the joint United Nations-African Union review of the African Union Mission in Somalia and the joint

evaluation missions of the United Nations-African Union in advance of the transformation of African peacekeeping operations to peacebuilding operations of the United Nations.

With respect to finances, we applaud the contributions of the United Nations, the European Union, and the bilateral and multilateral partners to peacekeeping operations. The United Nations Trust Fund, the African Peace Facility and voluntary contributions have all been very useful to the peacekeeping operations of the African Union, especially for the African Union Mission in Somalia. We welcome the transformation of the African-led International Support Mission in Mali into the United Nations Multidimensional Integrated Stabilization Mission in Mali and we are awaiting the transition of the African-led Mission in the Central African Republic to the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic in September.

It is important to promote capacity-building for the stabilization of recent post-conflict areas and also to provide for the security of maritime routes and coasts. We therefore welcome the increase in the personnel of the Mission and the support to the Somali army provided through a trust fund. We would also ask the Security Council to re-examine the arms embargo imposed on Somalia in order to facilitate the supply of weapons and other material to the security and defence forces of Somalia.

Given the current economic and financial context and the balance of power on the continent, African efforts, supported by United Nations mandates, are very important, because they are less costly than United Nations operations and are increasingly effective. In that regard, the African Union Mission in Somalia is a good example of partnership between the African Union, the United Nations, the European Union and other partners and might serve as a model for more significant contributions to the budget.

We call upon Member States and partners to provide voluntary contributions to the Peace Fund of the African Union, and we ask the Security Council to make available to the African Union the necessary resources that will enable it to further contribute to international peace and security. It is time for all of the recommendations of the Prodi report (see S/2008/813)

designed to ensure predictable, flexible and lasting financing to be taken into account and implemented.

Finally, we would like to pay tribute to all the African troop contingents for their work on the ground, despite limited means and difficulties encountered, and we would like to express our gratitude to the United Nations, the European Union and the multilateral and bilateral partners. Chad continues to be committed to contributing to international peace and security, as reflected in its past contributions in support of the Central African Republic in the context of the Inter-African Mission to Monitor the Implementation of the Bangui Agreements, the Multinational Force of the Central African Economic and Monetary Community in the Central African Republic, the Multinational Force of Central Africa, the Mission for the Consolidation of Peace in the Central African Republic, and the African-led International Support Mission in the Central African Republic, as well as African-led International Support Mission in Mali, which has today become the United Nations Multidimensional Integrated Stabilization Mission in Mali.

**Mrs. Ogwu (Nigeria):** I would like to thank you, Mr. President, and the delegation of Rwanda for organizing this important and timely debate and for the concept note (S/2014/478, annex) provided to guide our discussions. We would also like to thank the Secretary-General for his relentless pursuit of global peace. We also thank the Permanent Observer of the African Union to the United Nations and the Deputy Secretary General of the European Union External Action Service for their profound, thoughtful and inspiring briefings.

In recognition of the complementary role that regional organizations can play in the peaceful settlement of disputes, former Secretary-General Boutros Ghali drew attention, in his 1992 report entitled "An Agenda for Peace" (S/24111), to the promise of Chapter VIII of the Charter through regional action, which could foster security and contribute to a deeper sense of participation, consensus and democratization in internal affairs. He recommended that the Security Council grant authority to a regional organization during a crisis situation.

United Nations peacekeeping efforts have since involved regional and subregional organizations in peacekeeping operations across the globe. That is evident in the joint efforts conducted by the United Nations with the Association of Southeast Asian

Nations, NATO, the Organization of American States, the AU and the Economic Community of West African States (ECOWAS). For example, ECOWAS, through its peacekeeping arm, the ECOWAS Cease-fire Monitoring Group, responded effectively to situations in Liberia, Sierra Leone and Guinea-Bissau and helped to stabilize them prior to the deployment of United Nations missions.

The increasing demand for peacekeeping missions, and the multidimensional nature of contemporary peacekeeping operations, calls for a more robust partnership between the United Nations and regional organizations. We believe that the time is ripe for reflecting on ways of improving the peacekeeping capabilities of regional organizations in order to effectively complement United Nations peacekeeping efforts. A cursory overview of United Nations peacekeeping operations since 1948 indicates a total of 69 operations undertaken to date, of which 54 are past and 15 current. Of the 54 past operations, 22, representing slightly more than 40 per cent, were in Africa. Ten of the current 15 operations are in Africa. Of those 10, 5 have remained either permanent or recurrent, underscoring the critical importance of the Security Council's sustained engagement, together with the African Union, in order to improve their partnership for effective peacekeeping in the region.

This situation has led African regional and subregional groups to take steps to enhance peacekeeping efforts on the continent. The AU is moving energetically towards establishing an African Standby Force; similarly, ECOWAS is developing a subregional standby force. Other African subregional organizations, traditionally focused on development and economic goals, are beginning to pay more attention to peace and security issues. The concept note provided for today's debate identifies the context of the challenge to the peacekeeping efforts of the AU and the constraints affecting the AU-United Nations peacekeeping partnership, which include logistical, operational and financial issues. The strengths indicate that significant efforts must still be made to enhance the peacekeeping capabilities of the AU for a more effective peacekeeping partnership with the United Nations.

Two reports containing recommendations for improving the partnership between the two organizations are worth noting — the Prodi report of the African Union-United Nations panel on modalities

for support to African peacekeeping operations (see S/2008/813) and the report of the Chairperson of the AU Commission on the need for greater coherence in the AU-United Nations partnership. They comprehensively address the measures needed to achieve an effective peacekeeping partnership between the United Nations and the AU.

A major challenge limiting the peacekeeping capabilities of the regional organizations is financial resources. In resolution 1809 (2008), the Security Council recognizes that and calls for enhanced predictability, sustainability and flexibility in financing for regional organizations when they undertake peacekeeping under a United Nations mandate. In its efforts to meet its financial challenges in the context of peacekeeping missions, the AU has sought authorization for the use of United Nations assessed contributions for AU peace operations. That is in consonance with the Prodi report, which also recommends establishing a multi-donor trust fund for the purposes of supporting African Union peacekeeping capacity. We believe that effecting these recommendations will provide the AU with predictable funding for its peacekeeping efforts. The recommendations of the high-level panel chaired by Nigeria's former President Obasanjo on alternative sources of financing for the AU are also relevant in that regard. They should therefore be implemented in order to give the AU greater access to financial resources for funding its peacekeeping operations. It is worth noting that the AU has recently undertaken a comprehensive reform effort that has resulted in improved financial management.

In terms of operational challenges, we believe that a great deal more could be done in the areas of United Nations-AU capacity-building programmes, joint assessment missions and planning exercises in order to enhance regional peacekeeping missions' performance. The joint adoption of measures aimed at meeting evolving peace and security challenges is also relevant in the context of contemporary peacekeeping.

Another critical operational challenge is logistics. Logistical deficiencies represent a well-documented and recurrent problem in AU peacekeeping missions that has compelled the AU to rely almost exclusively on assistance from outside the continent for logistics for its missions. A long-term solution would be for the AU to establish its own logistics base. We take positive note of the fact that the Department of Field Support is exploring the possibility of giving the AU access to

United Nations logistics facilities and to a surge capacity for critical missions' start-up phase, as recommended by the Prodi report. Nevertheless, we believe that some form of bridging mechanism will be required until the AU logistics base becomes operational.

In terms of the political elements of peacekeeping, we share the view that due to the factors of proximity and first-hand contact during an outbreak of conflict, regional organizations remain the most relevant in initial efforts to maintain peace. In West Africa, for example, ECOWAS has often taken the lead in peace efforts when conflicts have erupted. The Economic Community of Central African States has played a very strong leadership role in conflict resolution in the Central African subregion. The Intergovernmental Authority on Development has been instrumental in the quest for peace in South Sudan. The African Union has also taken the lead in various conflict situations in Africa, including Darfur, Somalia, Mali and the Central African Republic. It is evident that regional and subregional organizations tend to demonstrate more political will in dealing with conflicts, especially in their early stages. This can be attributed to the greater sense of urgency that members of regional organizations share when it comes to containing and resolving conflicts, particularly when there is a risk of mass atrocities or regional instability.

In terms of collaboration and coordination, Nigeria fully supports the current deeper level of interaction between the Security Council and the AU Peace and Security Council, conducted through the annual joint consultations between Addis Ababa and New York. There is considerable merit in the close collaboration between the AU Commission and the United Nations Secretariat, as well as the institutional mechanisms that have been put in place, such as the joint task force and desk-to-desk. Such mechanisms help to bring together the senior leadership and focal points in both organizations for discussion of issues of mutual interest. More attention should also be paid to information management in order to improve synergy in the implementation of mandates.

As the AU-United Nations peacekeeping partnership continues to evolve, there is a need for intensification of the current collaboration between the two institutions in order to consolidate the gains already achieved.

Ultimately, constructive interaction among members of the Security Council and the AU Peace and Security Council on substantive issues related to peacekeeping remains relevant to creating a cost-effective and mutually beneficial United Nations and AU peacekeeping partnership. Indeed, a strategic framework embodying a common vision for such cooperation and a road map for its implementation can aptly guide this kind of interaction.

**Mr. Barros Melet** (Chile) (*spoke in Spanish*): We commend the Rwandan presidency for convening this open debate and appreciate the concept note it has prepared (S/2014/478, annex). We would also like to thank Secretary-General and the observers of the African Union and the European Union for their briefings.

As we have stated before, my country believes that collective action is essential to addressing traditional and emerging threats to international peace and security. The involvement of regional and subregional organizations is highly relevant to that end. That is how my country interprets Chapter VIII of the Charter of the United Nations with a view to promoting efficient multilateralism. Resolution 2167 (2014), adopted today, is a reflection of the recognition of this contribution and of the need to strengthen the capacity of collective responses, thereby renewing the commitment of this Council to the aforementioned Chapter VIII.

The resolution adopted today takes stock of the growing role of regional and subregional organizations in recent years as significant actors in the international system, especially in terms of their contribution to maintaining international peace and security. By fostering the participation of regional and subregional organizations, we are also promoting the collaboration and cooperation in peacebuilding efforts, which represent the flipside of peacekeeping. In that regard, cooperation between the United Nations and these organizations promotes good governance, democracy, respect for human rights and enhances justice, reconciliation and development.

The decentralization and devolution of the efforts of the international community makes it possible to delegate certain elements of peacekeeping mandates to regional and subregional organizations. This has the potential to promote regional participation, but, more importantly, it can generate consensus and deepen trust in the management of international issues. In that

regard, and acknowledging the pre-eminence of African issues on the agenda of the Council, we welcome the efforts and work carried out by and with the African Union. The United Nations and the Security Council in particular should continue to work to deepen the strategic relationship with the African Union, in particular with its Peace and Security Council, as well as with other subregional organizations.

In addition to these efforts, we recognize those carried out by our region and others in maintaining international peace and security. In particular, we highlight the commitment of the countries of Latin America and the Caribbean to the United Nations Stabilization Mission in Haiti, which is the only peacekeeping mission on our continent. Through the contribution of troops and police contingents, the countries of the region have supported Haiti on its path to stabilization, sustainable peace and development. In addition to bilateral efforts, we note those of the Organization of American States, the Union of South American Nations and the Caribbean Community, which, guided by the principle of national ownership, have contributed to the institutional strengthening of the Haitian State.

My delegation wishes to highlight the preventive role of regional and subregional organizations in identifying and managing the escalation of local conflicts, thereby obviating the need for the Council to be seized thereof. To that end, it is vital to create and establish early warning mechanisms for regional developments that have the potential to affect international peace and security. Their geographical proximity, as well as better understanding of the regional situation and the causes of armed conflicts, are a comparative advantage that the Council and the United Nations must recognize and exploit. This will make it possible to ensure due complementarity and a better use of existing resources and capabilities.

With regard to the generation of forces for peacekeeping operations, regional and subregional organizations should ensure that their personnel have the necessary training and skills, in accordance with the standards established by the United Nations. Training and military capabilities should go hand in hand with proper preparation and training in human rights and international humanitarian law; the protection of civilians, particularly women and children; the prevention of sexual and gender violence; the rule of law and post-conflict reconstruction, among

others. In that context, in accordance with resolution 1325 (2000), we appeal to the regional and subregional organizations to pay special attention to ensuring the full mainstreaming of women and the gender perspective into all the activities related to peace and security that they undertake, developing the capacities and skills necessary for their full participation.

We acknowledge the advice and support that the United Nations provides in developing these skills and in conducting such training, with special emphasis on good practices and lessons learned. However, it should not end there. Regional and subregional organizations should deepen cooperation with their peers, taking advantage of South-South cooperation to make use of available mechanisms.

Some institutions in countries of the South have training capacity that has been recognized by the United Nations. In 2002, for example, my country established the Chilean Joint Peacekeeping Operations Centre, which is in charge of preparing and training personnel of the armed forces, police and civil forces in planning, implementing and evaluating peacekeeping operations. In this way, we strengthen capacities and knowledge of civilian, military and police work in an integrated way. The Centre currently has an exchange of instructors from the region and Europe, thereby strengthening its domestic and foreign contingent.

Along the same lines, we highlight the establishment in 2006 of the Argentine-Chilean Joint Peacekeeping Force known as Southern Cross, which in 2012 was made available by both Governments to the United Nations for deployment in peacekeeping operations. Moreover, in 2013 my country signed a crisis management framework agreement with the European Union, which provides a legal basis for the participation of Chile in civilian and military crisis management operations led by the Union. Currently Chilean forces are deployed in Bosnia and Herzegovina under this framework.

The Council has recognized that regional and subregional organizations are in a good position to understand the causes of armed conflicts, given their knowledge of the region. This could help efforts to help prevent or resolve such conflicts. That is why we firmly appeal for a deepening of this partnership and for its comparative advantages to be put to use with a view to ensuring that collective action reflects an efficient

multilateralism, in the spirit of Chapter VIII and the principles underlying our Organization.

**Mr. Hmoud** (Jordan) (*spoke in Arabic*): I should like to thank you, Sir, for organizing this open debate on peacekeeping operations, the United Nations and regional partnership and its evolution, and for your wise stewardship of the affairs of the Council.

We also express our appreciation to Mr. Ban Ki-moon, Secretary-General of the United Nations; the Deputy Secretary General of the European External Action Service; and the Permanent Observer of the African Union to the United Nations for their participation in this meeting and for their comprehensive briefings on the efforts made in the context of peacekeeping operations.

Jordan, like other countries working under the auspices of the United Nations in the maintenance of international peace and security, is deploying efforts in that respect in various regions in the world, so as to contribute to efforts to secure peace, stability and security. That falls within the framework of the work of the United Nations in the maintenance of international peace and security. We are one of the main countries involved in this noble United Nations mission, as we contribute 2,729 personnel to peacekeeping forces, which is a main task in context of the maintenance of international peace and security.

The United Nations continues to coordinate efforts to de-escalate tensions and to mobilize support to end long-term conflicts. Undoubtedly, the field experience gained by the United Nations over half a century is an indispensable tool in that respect. Peacekeeping operations are one of the most effective tools available to assist countries ravaged by conflict in creating conditions conducive to the establishment of sustainable peace.

However, we would like to stress the importance of focusing efforts on dealing with root causes and taking into consideration the political and peace processes in the host countries, so that peacekeeping operations do not become an alternative to finding a solution to such conflicts.

Peacekeeping operations that lack resources, mobilization and effective and adequate participation cannot contain the armed conflicts that come in the wake of civil wars; this also undermines the safety of peacekeepers. Hence peacekeeping operations, once

they have undertaken their functions, are in many cases subject to risks that could threaten them with failure. The United Nations should therefore strengthen the legal protection for peacekeepers in a manner that ensures the smooth functioning of their operations, especially in the light of cooperation with regional organizations.

It is also important to launch a constructive dialogue on the legal aspects of peacekeeping operations, as some of them are under Chapter VI, some under Chapter VII and some in conjunction with Chapter VIII, within the framework of regional arrangements.

This calls for further discussion and for a revitalization of the Special Committee on Peacekeeping Operations (C-34), as well as for a dialogue between the C-34, the Fifth and Sixth Committees, the Security Council and other international and regional organizations.

Peacekeeping activities have been expanded, which leads to difficulties with respect to coordination with the relevant stakeholders and vagueness in the mandates of such missions. This poses additional practical challenges for such activities. The United Nations has been establishing entities that enable a rapid response and make it possible to exert greater efforts with fewer resources.

However, Jordan would like here to express its concern at the concept of cooperation between missions and the transfer of peacekeepers from one mission to the other, because such utilization for long periods of time has negative repercussions on the performance of the missions and creates an imbalance.

The experiences of troop-contributing countries are important to the revitalization and development of peacekeeping operations. Such experiences give countries the ability to take part in all phases of planning for peacekeeping operations. Hence Jordan supports consultation and dialogue between the Secretariat, the Security Council and troop-contributing countries, and we reiterate the importance of benefiting from the experience of countries that have overcome conflict and post-conflict stages through South-South cooperation and triangular cooperation.

We would also like to refer, with regard to international peace and security, to the importance of cooperation arrangements between the United Nations and the relevant regional and international

organizations with regard to joint peacekeeping operations, in the spirit of Chapter VIII of the Charter of the United Nations, in the enhancement of collective efforts, particularly given that the United Nations is not capable of undertaking such tasks on its own.

There are many reasons for this, primarily the increase in the number of conflicts as well as other financial burdens. Hence it is important to coordinate with regional organizations, as they have political, military and financial resources at their disposal.

In that regard, we would like to highlight the importance of harmonization between the United Nations and regional organizations in joint missions, in particular with regard to the disclosure of information to any relevant party. In this regard, we would like to reiterate the importance of developing effective partnerships between the United Nations and regional organizations, particularly in early-warning-system enhancement. That would contribute to predicting conflict before it erupts and promote a quick response thereto.

Here we would refer to the pivotal role of the United Nations and its agencies. The role of regional organizations, which is certainly important, should not, however, serve as a substitute for the role played by the United Nations, which it should complement and support.

In that regard, it is important to enhance coordination between the Department of Peacekeeping Operations, within the United Nations, and its partners, so that there can be an exchange of experience and avert any duplication of effort.

In conclusion, we call on the international community to support peacekeeping operations and to enhance the preparedness of the United Nations to overcome obstacles to the safety and security of peacekeepers through the provision of political support and sound strategies for peacebuilding.

My delegation believes in a true partnership between stakeholders with a view to enhancing peacekeeping and will continue to mobilize support to that end.

**Mr. Lamék** (France) (*spoke in French*): I, too, should like to thank the Secretary-General for his statement and also to thank you, Mr. President, for having taken the initiative to convene today's debate between the Security Council, which is in charge of peacekeeping for the Secretariat, and regional

organizations, as well as the main troop-contributing countries, which will speak later and which are also key actors in peacekeeping.

Peacekeeping operations are a key tool at the disposal of the United Nations in the maintenance of international peace and security. In accordance with Chapter VIII of the Charter, regional organizations play a growing role in peacekeeping, which we must encourage. We must therefore continue with our efforts to strengthen cooperation between the United Nations, be it through the Security Council or the Secretariat, and regional organizations.

The issue of cooperation between the United Nations and regional organizations inspires four comments on the part of France. To start with, a basic observation is necessary. In most of the crises addressed by the Council, action is undertaken, for the most part in partnership with regional organizations. It has become a natural reflex. In that respect, the African organizations are clearly emblematic, particularly the African Union (AU). Accounting for nearly 70 per cent of the Council's action, Africa, indeed, plays a special role in the work of the Council. In that context, cooperation with the African Union has become part of its daily functions.

That partnership has deepened in recent years to include several areas of work. In the political arena, several partnership arrangements have been created, for example, the Council's support in regional mediation efforts, whether in the form of the African Union High-level Implementation Panel on the Sudan and South Sudan or the Intergovernmental Authority on Development (IGAD) mediation concerning South Sudan. Another example of partnership is the joint mediation conducted by the Economic Community of Central African States (ECCAS) with the support of the AU and the United Nations in the Central African Republic, which, a few days ago, helped in the effort to work out a ceasefire agreement.

Various forms of AU-United Nations partnership can also be found in the area of operations, inter alia, logistical support by the United Nations to support anti-terrorism actions on the part of the African Union Mission in Somalia, which would fall outside of classic United Nations peacekeeping efforts. The African Union-United Nations Hybrid Operation in Darfur is also worth mentioning, as is the African Union's interim stay with the United Nations in Mali and later,

in the Central African Republic. Such multifaceted cooperation should be encouraged. Article 52 of the Charter of the United Nations provides that

“[t]he Security Council shall encourage the development of pacific settlement of local disputes through such regional arrangements or by such regional agencies”.

Generally, regional organizations are well suited to resolving crises, whether through their knowledge of the situation in the field, their areas of influence or their self-interest in the stability of neighbouring countries. A natural complementarity exists therefore between the United Nations, which embodies peacekeeping’s universal dimension, and regional organizations.

That cooperation also helps in promoting regional ownership, in this case by Africans, of their own security. United Nations support enables the development of capacities, thereby strengthening the actions of regional organizations. For example, the Senegalese contingent that is taking over the new rapid reaction force of the United Nations Operation in Côte d’Ivoire and the United Nations Mission in Liberia will strengthen capacities that will be used in the peacekeeping efforts of the Economic Community of West African States.

France and the European Union fully support strengthening the regional organizations, particularly in Africa. Regarding the military sector, France and the European Union have become military partners of the African Union. First, in Mali, and now in the Central African Republic, French and other European soldiers have conducted actions in support of African Union soldiers to ensure the protection of civilians under the mandates contained in the Council’s resolutions. In the Central African Republic, the tripartite partnership was clearly key to assisting the rapid intervention before mass crimes could be committed. I would like here to take the opportunity to salute the courage of the soldiers of the African Union, European Union and France, who acted in harmony to protect populations at risk.

In the financial arena, the European Union is the largest contributor to African Union operations and finances 90 per cent of that organization’s programme budget. The European Union’s African Peace Facility is a unique tool facilitating the EU’s support of the African Union when it deploys operations to preserve peace on the continent. As examples we can cite the

African Union Mission in Somalia and the African-led International Support Mission in the Central African Republic, which have demonstrated the decisiveness of such support. To preserve that tool, it is also necessary that African organizations be able gradually to assume an increasing share of the financial burden of their actions and that other African partners contribute to the financing of African peace operations.

Finally, on the diplomatic front, France is studying its role in terms of its partnerships with African organizations. In the spirit of close partnership, the President of the Republic convened on 6 and 7 December 2013 an Africa-France summit on the issue of peace and security in Africa. Its purpose was to define particular ways to support the AU in coping with crises, whether via the African Standby Force or the African Capacity for Immediate Response to Crises.

The adoption of resolution 2167 (2014), introduced by Rwanda, is valuable in highlighting, in terms of policies, the importance of the link between the United Nations and regional organizations, particularly the African Union. We await with interest the outcome of the report to be submitted by the Secretary-General, in close consultation with the African Union and the European Union, on lessons learned regarding cooperation efforts in Mali and the Central African Republic and with recommendations for improving cooperation between the United Nations and the African Union. That work will nourish the parallel review of peacekeeping announced last month by the Secretary-General and will enhance the Council’s efforts in maintaining peace and security, particularly in Africa.

**Mr. Oh Joon** (Republic of Korea): I would like to thank you, Sir, for organizing today’s debate and to thank the Secretary-General for his insightful briefing. We also thank the briefers for their presentations, which added the regional perspective to today’s discussion.

When the peace and security of a country is disrupted, it affects not only the people of the country in question, but also the neighbouring countries, thereby inevitably creating regional implications. Under those circumstances, regional and subregional entities are positioned to play a pivotal role by utilizing their deep understanding of and potential influence on the parties in conflict. Countries in the region are often instrumental in preparing or executing peacekeeping activities of the United Nations. We have witnessed such examples in Somalia, Mali, the Democratic Republic

of the Congo, the Central African Republic and South Sudan. In that regard, I would like to underline a couple of points on ways to enhance regional partnerships with respect to United Nations peacekeeping efforts.

First, swift response by regional players is critical for the early stabilization of conflicts. The coordinated response of the United Nations, the Economic Community of Central African States (ECCAS) and the African Union (AU) to the situation in the Central African Republic could be a useful case study for an effective sequencing of peacekeeping activities. ECCAS troops of the Mission for the Consolidation of Peace in the Central African Republic were transitioned into the African-led International Support Mission in the Central African Republic, which is now undertaking a further transition process to become part of a United Nations peacekeeping mission — the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic. Bilateral partners and donors have also played key roles in terms of logistics and financing.

Secondly, interregional partnerships in peacekeeping activities between the AU and the European Union (EU) call for our attention, as they facilitate a swifter and more flexible response to deal with the situation in the field. It is an evolved form of applying Chapter VIII of the Charter of the United Nations, bridging a gap in the transition process towards a full-fledged United Nations peacekeeping mission under Chapter VII. In that regard, we welcome the ongoing efforts among the regional organizations to consolidate partnerships. We also hope that the Secretary-General will take that aspect into account when he reviews ways to ensure progress in partnerships between the United Nations and regional organizations, pursuant to resolution 2167 (2014), which was adopted by the Council in the morning.

We need to note that international intervention does not automatically resolve conflict. Indeed, as we are witnessing in South Sudan, even full-fledged United Nations peacekeeping operations and support from donors can not prevent relapses into conflict. Well-prepared strategies and enhanced partnerships are needed. Regional organizations and the United Nations need to devote a greater portion of their partnership efforts to early warning and prevention efforts. Preventive strategies are less costly and more effective than peacekeeping operations. In addition, the comparative advantage of the region of concern

and the United Nations should also be fully utilized in mediation and reconciliation efforts.

The majority of peacekeeping missions currently in operation are engaged in intra-State conflicts, for which the primary responsibility lies with the Government concerned. The combined efforts of the United Nations and the regional entities should therefore focus on enhancing national ownership and leadership. Disarmament, demobilization and reintegration and security sector reform are all very important elements in that regard. We hope that the Council, building on today's discussion, will continue to explore ways to strengthen the United Nations partnership with regional and subregional organizations.

**Mrs. Perceval** (Argentina) (*spoke in Spanish*): I wish to thank you, Mr. President, for having convened this meeting on a topic to which Argentina attaches great importance not only as a troop-contributing country but also because we recognize the value of regional organizations participating in maintaining international peace and security.

Our way of working and our requirements and responsibilities may seem paradoxical. Yesterday evening, we met to address an emergency or an urgent situation, namely, the tragic situation in Gaza. We unanimously adopted a presidential statement (S/PRST/2014/13), which you, Mr. President, issued and in which the Council called for the immediate and unconditional humanitarian ceasefire and for progress towards the initiative for durable peace mentioned in various resolutions of our Organization by countries of the region, such as Egypt, and by various leaders of different countries, groups of countries and the Organization itself. Now we are undertaking a medium- and long-term consideration. That is the ethical and strategic challenge facing the Council. Holding such debates with the increasing participation of the entire membership of the Organization, with less dogmatism and more innovative ideas, would perhaps contribute to you, Mr. President, or whoever holds the presidency, having to convene fewer emergency meetings or meetings on urgent situations.

Regional organizations, such as the African Union and the European Union, as well as our Latin American and Caribbean organizations, in particular have views on that necessary topic of the prevention of conflicts, not their provocation, and cooperation, not competition

and controversies. I therefore believe that the convening of this meeting is very timely.

The instrument that the Council adopted today (resolution 2167 (2014)) should promote a theory and a current way of looking at peacekeeping operations. When it presided over the Security Council, the delegation of Pakistan, headed by its Minister for Foreign Affairs and its outstanding Permanent Representative, took a forward-looking approach to the topic, assessing the achievements of the past and, on that basis, adopting resolution 2086 (2013). That resolution continues to guide our debates and decisions, such as the one that we adopted today, which clearly will further strengthen our action. The same was achieved by the resolution adopted under the Pakistan delegation when it held the Security Council presidency last year.

Forgive me for introducing that issue. It was not in my text. I did so not because I am the last member of the Council to speak but because I have once again been able to learn from the thinking and the similar and differing views that each member has expressed. All of us have clearly underscored the elements on which we agree, namely, that the participation of regional and subregional arrangements and organizations in maintaining peace is not a matter of preference or occurrence but a strategic necessity in an increasingly interdependent and interconnected world. We face a complex and challenging perspective, in which the area of our activity is much closer and becomes globalized. International problems have an impact on our communities, neighbourhoods and homes and on our political decisions and way of seeing the world. The dynamics of such a scenario have undoubtedly led to a more plural world that acknowledges diversity and can enjoy much broader cooperation in various areas, from the economic to the social fields. African, Latin American, Caribbean and South-South cooperation provide an example of that, not to mention triangular and North-South cooperation.

However, at the same time, we see and face new forms of conflict, transnational and international threats, violence and atrocities. It would therefore be inept, to say the least, if not irresponsible to overlook or minimize the fact that the Charter of the United Nations promotes the Security Council's use of regional arrangements in order to meet its primary responsibility to maintain international peace and security. That is to say that not only has the past become the present with the resolution adopted last year, but that the present

is part of the future, in that upcoming peacekeeping missions will be intrinsically linked to the process of the regionalization of peacekeeping operations.

We must highlight what various colleagues have said. The involvement of regional organizations cooperates and complements the work of the United Nations and the Security Council through the inclusion of such bodies but it does not replace it. Rather, it incorporates a knowledge of the context, including a better and deeper understanding of the causes of the conflict. That is of vital political interest in successfully completing missions, not to say in saving lives and in protecting oneself from the fear of loss of life.

Geographical affinity, the experience of a similar and related way of life and cultural expression and the feeling of trust that local actors can usually generate are without doubt comparative advantages. We have found them to be empirical evidence of great value for the implementation of peace agreements and the monitoring of a cessation of hostilities so as to open the way for negotiations and political and social agreements and to help in the transition towards strengthening the rule of law through stable and legitimate Governments on the basis of democratic principles.

Such advantages also support humanitarian action, promote efforts for the disarmament, demobilization and reintegration of ex-combatants and contribute to protecting and ensuring full respect for human rights. We must ensure in particular that the rights of women and children are respected, as the representative of Luxembourg mentioned earlier. We must focus on vulnerable persons, those who are discriminated against, marginalized or excluded who, if they were already in that situation in times of peace, are even more exposed in times of unrest and war.

The United Nations brings and must bring universality and legitimacy, to which we should add its great experience and operational capacity. The Security Council's monopoly on authorizing and deploying peacekeeping operations and implementing mandates and conditions for deployment implies that operations led by regional or hybrid organizations must be subject to United Nations mandates and objectives. They must respect the unity, sovereignty and territorial integrity of countries in accordance with the provisions of international humanitarian law, human rights law and refugee law, and they must meet the obligation of regional organizations to keep the

Security Council informed of their activities. That will make it easier to understand how to act. It is sometimes also necessary — clearly necessary — that there be accountability, and not just financial accountability. The accountability of peacekeeping operations must be measured in terms of human lives that are protected, saved and taken care of.

I know that there are many speakers still waiting to take the floor and that we have many activities scheduled for today, but I believe it is important to set out three principles that are essential for my country.

First, in the process of outsourcing the association between the United Nations and regional and subregional organizations based on non-discriminatory and balanced cooperation, we must surely include conditions such as the provision of technical, specialized assistance by the United Nations in the planning and deployment of regional peacekeeping operations, as well as the application of its concept of operations and the establishment of the headquarters of a mission to strengthen the administrative command and control arrangements, improve communications and information technology infrastructure and provide training in all necessary areas, including human rights.

Secondly, appropriate coordination mechanisms between the United Nations and regional organizations must be established.

Thirdly, financing mechanisms that will provide appropriate levels of predictability, sustainability, viability and dignity should be put in place, and not just sufficient financing for equipment but also for the living and working conditions of our peacekeepers.

Our colleague from Chile mentioned this point so I will not repeat it, but, naturally, Latin America, our region, is a region of peace, which is not a gift of nature, but rather a joint decision of our societies that is sustained by public policies that favour democracy and human rights. All of this has made peace a value for us, and conflict is not a value when it comes to solving problems, disputes and controversies. Our diverse organizations, such as the Community of Latin American and Caribbean States and the Union of South American Nations and the Southern Common Market, show that, in addition to conflict prevention, we have signed onto the democratic clause.

We await the second biannual report of the Secretary-General on cooperation between the

United Nations and regional, subregional and other organizations, as well as recommendations on methods to strengthen that cooperation.

We wish to thank the delegation of Rwanda. We support resolution 2167 (2014) because of its contribution to our current thinking about the future needed to ensure peacekeeping operations and to create a more consistent framework.

In the Fifth Committee, there is a debate about the budget. There are discussions at each meeting on the precise meaning of the term “robust”. There are debates about not contradicting the essential nature of peacekeeping operations pursuant to the Charter, and issues that seem to be distanced from those mandates. There are debates on whether the leadership should go to the United Nations or to the regional organization. There are debates about how to train. There is tension about the use of the new technologies, such as drones, which Argentina considers fundamental, as long as they are deployed within an ethical framework and with reliable manuals of procedure. Given all those ongoing debates, I believe that this one is very timely.

**The President:** I wish to remind all speakers to limit their statements to no more than four minutes in order to enable the Council to carry out its work expeditiously. Delegations with lengthy statements are kindly requested to circulate their texts in writing and to deliver a condensed version when speaking in the Chamber.

I give the floor to the Minister of State for Foreign Affairs and Special Assistant to the Prime Minister of Pakistan.

**Mr. Fatemi (Pakistan):** I am delighted to be here, Mr. President, and commend your initiative to convene this debate on United Nations peacekeeping, with a focus on regional partnerships. As a leading troop contributor and a key stakeholder in United Nations peacekeeping, Pakistan is deeply committed to collective efforts to strengthen peacekeeping and the global and regional partnerships that underpin it.

Regional cooperation is an important dimension of the work of the United Nations in various fields, ranging from peace and security to development and human rights. The Charter of the United Nations, under Chapter VIII, provides for a direct relationship between the Security Council and regional arrangements and entities. That relationship also extends to peacekeeping.

The Security Council has accorded high priority to enhancing regional cooperation, as manifested in its growing partnerships with Africa, including the African Union Peace and Security Council, and with subregional organizations, such as the Economic Community of West African States, the South African Development Community, the Economic Community of Central African States and the Intergovernmental Authority on Development. The European Union has also been an important partner for peace in various theatres.

The Non-Aligned Movement is a key player because its members provide more than 85 per cent of United Nations peacekeepers. Latin America has contributed to the Council's peace efforts, particularly in that region. Cooperation with the League of Arab States and the Organization of Islamic Cooperation (OIC) is crucial to reinforcing United Nations peacekeeping and mediation efforts in Africa and the Middle East.

It is necessary to diversify and deepen those partnerships to give swift responses to conflicts, promote durable solutions, ensure long-term prevention and prevent relapse into conflicts. In that context, I would like to highlight the following points.

First, in exercise of its mandate, the Security Council deals with hard-core issues of peace and security, as well the closely related issues of stability, peacebuilding, transitional justice and economic revival in post-conflict situations. If we are to ensure tangible results in those areas, we need comprehensive strategies, to which regional and subregional organizations bring important complementary resources, expertise and insight. We welcome the Secretary-General's initiatives, built around regional partnerships that seek to tap their full potential, such as in the case of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, and the United Nations integrated strategy for the Sahel. We must continue to strengthen that trend.

Secondly, regional partnerships become more significant as regions assume ownership of their peace and security issues. Africa is a prime example. The African Union and its subregional organizations are increasingly in the lead in responding to conflicts, at times acting independently and at others in support of the United Nations. Often, African interventions have initially restored stability and paved the way for United Nations deployment. In some cases, most notably in

Somalia, Africa continues to shoulder the primary responsibility for maintaining and keeping peace, awaiting an eventual United Nations peacekeeping operation. From those experiences, the importance of realizing the full potential of regional partnerships, based on complementarities and comparative advantages, is evident. Partnerships must be anchored in a clear strategic vision if they are to attain the political and operational coherence needed for success. They are also important to preventing fragmentation.

Thirdly, adequate capacity and resources are essential for the effective planning and management of any peacekeeping operation, whether regional, hybrid or United Nations. Therefore, when authorized by the Security Council, African peacekeeping missions should be fully supported in various aspects, from planning and funding to equipment, logistics and training. Streamlined processes and a capability-driven approach should guide the provision of such support for enhanced efficiencies and effectiveness.

Fourthly, it is logical that the focus of this debate is on Africa. The bulk of peacekeeping is currently concentrated on that continent. Partnership with Africa has also enabled the United Nations to intervene and provide support in a variety of ways. There is a need to take these partnerships to a higher plane. Strategic cooperation and coordination between the Security Council and the African Union Peace and Security Council should be further enhanced on the basis of mutual trust and confidence.

Pakistan has contributed to United Nations peacekeeping for over five decades, having participated in 41 United Nations missions in 23 countries from Africa to South-East Asia to the Balkans and Central America. Pakistan has always demonstrated a strong commitment to peace and security in Africa. The bulk of our troops is presently deployed there. Through our experience from Liberia and Sierra Leone to Burundi, the Sudan and the Democratic Republic of the Congo, we have come to appreciate the value of regional partnerships and cooperation. Pakistan is deploying additional troops in Darfur, and we are contributing to the mission in the Central African Republic, despite the daunting conditions there. In the coming years, the Security Council would benefit by associating the OIC and the League of Arab States with its work.

Peacekeeping is a collective responsibility of the entire United Nations membership. It is indeed a

partnership. Individual troop-contributing countries are the building blocks of that partnership. Regional cooperation has the potential not only to address the resource and capacity gaps on the security side, but also to help formulate better and integrated strategies on the political, humanitarian and development sides. We hope that this debate will assist the Council in consolidating those partnerships, in the best interests of regional and international peace and security.

Today, the United Nations is once again under the spotlight and close scrutiny. This body, the Security Council, has to live up to the promises of its founding fathers and to prove to the world that it is succeeding in its declared objectives — namely, in maintaining international peace and security — and that the United Nations as a whole has the political will and the capability to prevent and resolve conflicts. The global citizenry is demanding that this body be more assertive and effective in addressing the issues, whether they be in the Middle East or in Ukraine. The importance of peacekeeping and regional cooperation will increase manifoldly in the coming years as new and more sinister fault lines emerge in conflict areas.

Let us work together to avert wars and conflicts, to fight the scourge of terrorism and to steer our planet towards peace, harmony and sustainable development. The Security Council has to play its rightful and pivotal role in achieving those objectives. Pakistan stands committed to the enhancement of the purposes and principles of the United Nations.

**The President:** I give the floor to the representative of Japan.

**Mr. Yoshikawa (Japan):** I would like to begin by expressing my appreciation to you, Sir, for convening today's open debate on this important subject. I will circulate my statement but, to save time, I will speak only to the most salient points.

I believe that there is a consensus within the Organization that peacekeeping operations constitute the most important tool the United Nations has for maintaining international peace and security, and that this tool should be constantly reviewed and improved. The challenge before us is how to make United Nations peacekeeping operations more sustainable with respect to both financial and human resources.

In that connection, I would like to touch upon the latest development concerning the United Nations

peacekeeping budget for 2014-2015. After lengthy debate, the budget was finally adopted on 3 July. For the first three days of the month, there was no budget to pay for United Nations peacekeepers. While acknowledging the difficulty of the negotiation and the severe financial conditions faced by many of us, including Japan, in coping with the ever-increasing size of the peacekeeping operations budget, it is our collective responsibility to ensure that such an anomaly does not arise again.

Let me turn to the main topic of today, namely, the partnership between the United Nations and regional arrangements. Regional and subregional organizations can provide vital capabilities for peacekeeping operations. Their deep knowledge and understanding of regional matters, as well as of local networks, significantly improve the effectiveness of United Nations operations in a synergetic manner within the United Nations. Japan welcomes the adoption today of resolution 2167 (2014) and appreciates your leadership, Sir.

Nine out of 16 current peacekeeping missions are operating in Africa and their personnel and budget make up more than 70 per cent of the whole. That reflects how crucial peace and security in Africa are for international peace and security. I would like to highlight two points regarding the way forward on the partnership between the United Nations and regional arrangements, particularly in the context of Africa.

My first point concerns enhanced coordination between the United Nations and regional arrangements. Regional arrangements are often the first groups to respond to regional crises. Therefore, they are indispensable partners in helping the United Nations to fulfil its responsibility for the maintenance of international peace and security. In Africa, we see several key developments concerning such a partnership: the first is the African Union-United Nations Hybrid Operation in Darfur; the second is the re-hatting of African-led missions to the United Nations peacekeeping missions in Mali and the Central African Republic; and the third is the provision of logistical support to the African Union Mission in Somalia by the United Nations. Japan welcomes recent efforts to coordinate partnerships, including the annual consultative meetings between the Security Council and the African Union Peace and Security Council, and looks forward to seeing further developments in that regard.

My second point is on the importance of support for regional arrangements. In order for regional arrangements to fulfil their role as first responders in maintaining regional peace and security, it is essential to strengthen support for regional capacity-building. In that regard, Japan has been supporting Africa through two approaches. The first is support for the activities of the African Union in peace and security. For 17 years, Japan has been supporting the African Union in that area through contributions to its Peace Fund. The total contribution is approximately \$12 million dollars. The second approach is support for enhancing African regional capacities, particularly in human resources. Since 2008, we have provided a total of \$37 million and dispatched our trainers to 13 African peacekeeping training institutions. Among those, I would like to elaborate today on our support to Rwanda, the country of the presidency.

In 2008, Japan provided \$3 million to support to the establishment of the Rwanda Peace Academy. The Academy has conducted 25 courses and workshops covering a wide range of issues related to peacekeeping operations, such as the protection of civilians, security sector reform, and peacebuilding. Since 2010, more than 700 personnel have received training through the Academy. They are mainly from African countries, but also include peacekeepers from other regions. The Rwanda Peace Academy has become one of the regional centres of excellence for training and serves to strengthen regional peacekeeping capabilities.

In my view, Japan's approach, which I have outlined, is in line with the resolution adopted today. Japan wishes to contribute to peacekeeping operations by broadening its involvement, in conjunction with strengthening its cooperation with regional arrangements, under the banner of a proactive contribution to peace.

In closing, I would like to express my sincere appreciation to all peacekeepers and offer my deepest condolences for those peacekeepers who have made the ultimate sacrifice.

**The President:** I give the floor to the representative of Sweden.

**Ms. Burgstaller** (Sweden): I thank you for providing this opportunity to discuss how the partnerships between the United Nations and regional organizations can be further developed. I have the honour to speak on behalf of the Nordic countries: Denmark, Finland, Iceland, Norway and my own country, Sweden.

In promoting peace and stability, enhanced cooperation between the United Nations and regional organizations is key, and the increased role of regional organizations in peacekeeping contributes to the efficient use of scarce resources. In Africa, the African Union is shouldering a heavy burden alongside the United Nations. We commend the progress made by the African States within the framework of the African peace and security architecture, bringing increased knowledge and ownership to conflict management on that continent. A more results-oriented cooperation and a stronger African ability to deal with peace and security challenges on African soil will be of benefit to all.

The Nordic countries commend the role played by African forces both in the framework of regional missions, such as the African Union Mission in Somalia, and in United Nations settings. More recently, in the Force Intervention Brigade in the Democratic Republic of the Congo, African forces have again accepted to take on high levels of risk, and have achieved significant progress as a result. We also welcome the intention of the African Union to develop its civilian conflict-management capacities, and stand ready to support that endeavour.

The Nordic countries fully agree with the conclusions of the concept note that was circulated prior to today's meeting (S/2014/478, annex) regarding the complementary roles of the regional economic communities, the African Union and the United Nations. Alongside the United Nations, other regional organizations such as the European Union (EU), as well as NATO, give important logistical and financial support and contribute to capacity-building.

The Nordic countries would also like to commend the Latin American countries for their support to United Nations peacekeeping, in particular through their engagement in Haiti and their large contributions to the United Nations Stabilization Mission in Haiti. Similarly, we welcome the engagement of the League of Arab States in conflict-management efforts in the Middle East, notably in Syria.

Over the years, we have seen that the international community lacks the capability to react quickly to early warning signals. South Sudan and the Central African Republic are recent examples. The early warning mechanisms of the African Union and regional economic communities, such as the Economic Community of West

African States and the Intergovernmental Authority on Development (IGAD), have the potential to improve this situation, and we hope that they can be further developed in collaboration with the United Nations. Although there are unarguably clear advantages of cooperation between the United Nations and regional organizations, and between regional and subregional organizations, this also creates challenges, not least in the areas of command-and-control, joint planning and coordination. Well-structured partnerships are needed for the smooth transfer of regional operations to United Nations operations and vice versa.

We welcome the Secretary-General's June 11 announcement that he will be initiating work on a comprehensive review of United Nations peacekeeping (see S/PV.7196). The review should closely study how United Nations partnerships with regional organizations can be further developed, especially regarding their operational aspects. A ministerial event on the challenges of United Nations peacekeeping will be organized by Finland and Uruguay in cooperation with the International Peace Institute during the high-level week of the General Assembly in September.

Effective peace operations require a comprehensive approach. The Nordic countries continue to emphasize the importance of ensuring that the framework for women and peace and security is reflected in all aspects of peacekeeping and activities relating to it. The Nordic Centre for Gender in Military Operations, located in Sweden, is designed to support the implementation of resolution 1325 (2000) and related resolutions.

Strengthening the rule of law has emerged as a central objective for United Nations peacekeeping operations, and has led to the expansion and increasing complexity of international police mandates and tasks in peacekeeping operations. The strategic guidance framework for international police peacekeeping being developed by the Department of Peacekeeping Operations, in close collaboration with Member States, is designed to provide an overarching policy architecture. A strategic guidance framework police command meeting, to be co-hosted in Pretoria in October by the Institute for Security Studies, South Africa, the Swedish Police and the United Nations Police Division, will further the framework's development.

The Nordic countries are strongly committed to peaceful conflict resolution in Africa. We are jointly engaged in several capacity-building programmes with

the Eastern Africa Standby Force that include giving financial and advisory support, and we contribute to capacity-building within the African Union Commission and IGAD. The Nordic countries contribute troops, military observers and staff officers, as well as police and corrections officers and other civilian personnel, to both United Nations and EU peace operations across the continent. We are already contributing to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), and Sweden will soon make a substantial contribution, with an intelligence collection capability, in support of MINUSMA's all-sources information fusion unit. In the area of civilian personnel, we contribute to the majority of United Nations missions in Africa, including MINUSMA, the United Nations Mission in South Sudan, the United Nations Mission in Liberia and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo.

For more than a decade, the European Union has been engaged in civil and military crisis management and capacity-building in Africa, in partnership with the United Nations and regional partners. One of the instruments of the European Common Security and Defence Policy is the EU Battlegroup concept, inspired by the successful conduct of Operation Artemis in 2003, in support of the then United Nations Organization Mission in the Democratic Republic of the Congo. In the spring of 2015, the Nordic Battlegroup, in which Estonia, Finland, Ireland, Latvia, Lithuania, Norway and Sweden participate, will be on standby and capable of carrying out military crisis management operations should the EU member States decide to launch such an operation.

In conclusion, the Nordic countries welcome the Security Council's increased attention to the issue of enhanced cooperation and partnerships between the United Nations and regional organizations, and we stand ready to contribute by supporting regional capacity-building and through direct participation in international and regional peacekeeping efforts.

**The President:** I now give the floor to the representative of Brazil.

**Mr. De Aguiar Patriota (Brazil):** I would like to thank you, Mr. President, for presiding over this very meaningful open debate on peacekeeping operations and their relations with regional organizations. I would also like to thank the Secretary-General, the

Deputy Secretary General of the European External Action Service, Mr. Maciej Popowski, speaking on behalf of High Representative Catherine Ashton, and Ambassador Tête António, Permanent Observer of the African Union to the United Nations, speaking on behalf of the Chairperson of the African Union Commission.

In a world order forged collectively by our own actions, Brazil supports the creation of a multipolar system based on cooperation, devoid of unilateralism and exceptionalism; an order founded on the primacy of multilateralism and aimed at seeking peaceful solutions to the challenges faced by the Security Council. Diplomacy and dialogue are essential to that view. As the useful concept note (S/2014/478, annex) circulated by the Rwandan delegation makes clear, the history of the relationship between the United Nations and regional organizations in conflict situations is not new. In the recent past, examples of their cooperation have taken place around the world, in varying forms and levels of intensity. Brazil is convinced that harmonizing the purposes and actions of regional and international actors strengthens multilateral efforts towards peace.

In my own region, the Union of South American Nations has in the past few years sought to build an institutional architecture that can help to promote peace, cooperation and stability. The South American Defence Council has established an innovative coordination and cooperation mechanism for South American countries in matters of peace and security. Greater regional integration has been instrumental in encouraging many countries of the region to support the efforts of the United Nations to stabilize Haiti, the only country in the Americas where a United Nations peacekeeping mission is currently deployed.

Today, Africa is the main locus of cooperation between the United Nations and regional and subregional organizations. Brazil is a strong believer in the benefits of fostering African solutions to African problems. The same logic applies when we deal with peacekeeping operations on that continent. We commend the stabilization efforts that have recently been made by the African Union, with the support of subregional organizations, in Somalia, the Central African Republic and West Africa.

Developing such cooperation, in Africa or elsewhere, requires that some principles be followed. First, United Nations collaboration with regional and subregional organizations should enable the Security

Council to better exercise its primary responsibility for the maintenance of peace and security across the globe. In that process, the Council should always respect and take into consideration the mandates and purposes of the various regional organizations. In no way should cooperation in peacekeeping be understood as an outsourcing of the Council's authority or an endorsement of doctrines of military alliances that define their sphere of action beyond their members' territory.

Secondly, policy decisions should not be driven by financial constraints. The arguments at the two extremes — that transferring responsibilities to regional organizations can help reduce the peacekeeping budget, or, conversely, that their efforts should be integrally backed by United Nations financial resources — tend to put financial considerations before the political and humanitarian foundations of any peacekeeping operation. Furthermore, it is essential to support and preserve a certain degree of diversity in terms of the countries that contribute to those operations in order to safeguard their legitimacy, which is why reimbursing African Union operations at an adequate and sustainable level is fundamental. On the other hand, regional arrangements among developed countries should not unnecessarily drain resources from United Nations peacekeeping missions, which already cost less than 1 per cent of the world's annual military budget.

Thirdly, we should be conscious that coordination and unity of purpose are not easy to achieve when we put two or more international entities together. While the goal of peace and security, founded on respect for human rights and solidarity, must be our compass, pragmatic considerations are also important. The interests and priorities may vary from the subregional to the global level. The closer one is to the conflict, the greater are the effects of its actions — unfortunately, not always in ways conducive to ensuring lasting peace.

Lastly, maintaining international peace and security in Africa, as anywhere in the world, is not and cannot be limited to peacekeeping. Conflict-prevention, post-conflict peacebuilding and strong economic development, with social justice and the eradication of poverty, are key to maintaining and consolidating political stability.

Contemporary peacekeeping operations involve multidimensional mandates and the deployment of advanced technological assets. They face greater risks

derived from the presence on the ground of insurgent groups not willing to recognize the United Nations legitimacy as an impartial broker. All these tendencies occur against the backdrop of the increased reluctance of some Members to spend more on peacekeeping, not to mention on post-conflict peacebuilding, even when many of those same States are increasing their domestic military budgets.

Peacekeeping mandates must be accompanied by the necessary resources, and by the same token regional actors must spare no effort to progressively bring their troops up to United Nations standards of performance. We encourage the African Union efforts to have its African Standby Force ready by 2015. If we do not invest simultaneously in better operational capabilities for troop-contributing countries, on the one hand, and in adequate financial means for peacekeeping, on the other, the end result of this double dilemma could be the erosion of peacekeeping's credibility.

As stressed by the Fortaleza Declaration, adopted at the sixth Summit of the Brazil, Russia, India, China and South Africa (BRICS) association few weeks ago in Brazil, the leaders of the BRICS countries welcomed the decision taken at the African Union Summit in Malabo, Equatorial Guinea, to establish an interim African Capacity for Immediate Response to Crises (ACIRC) by October to respond quickly to crisis situations as they arise. They underscore the importance of adequate support to ensure the timely operationalization of ACIRC, pending the final establishment of the African Standby Force.

Brazil wishes to stress that no administrative arrangement between global and local institutions can replace political consensus-building. It is precisely the necessary convergence of views and interests, at times very elusive and difficult to obtain, that is the missing link in most cases of failure. The very nature of peacekeeping — the willingness to compromise in order to save lives and relieve suffering — is an indispensable first step towards mustering the consensus needed to promote stability and, in the longer term, prevent relapse. The United Nations and regional organizations should be partners in this endeavour, sharing the burden according to their own capabilities in the fairest way possible. No amount of peacekeeping resources will be enough if diplomacy is not deployed with even greater emphasis.

As always, Brazil is ready to contribute its fair share, not only in peacekeeping, but also in promoting diplomacy, conflict -prevention and peaceful settlement of disputes as the essential basis for the cooperation with regional and subregional organizations.

**The President:** I now give the floor to the representative of Italy.

**Mr. Lambertini (Italy):** Italy aligns itself with the statement made by the Deputy Secretary General for the European External Action Service, Mr. Popowski, on behalf of the European Union (EU). I would like to add a few remarks in my national capacity.

Threats and challenges to international peace and security require a coherent, coordinated approach on the part of the international community. That is why the United Nations is consolidating partnerships with Member States and regional and subregional organizations. Many regional and subregional organizations have long histories of cooperation with the United Nations in conflict-prevention and mediation, peacekeeping and peacebuilding. Cooperation between the United Nations and European Union in conflict prevention and management has become a major component of global security governance today. The EU-United Nations partnership is today heavily operations-driven. A recent, pragmatic example is the EU Mission to the Central African Republic, which is preparing the ground for a United Nations mission that will take over in September.

But there are many other important examples of close EU-United Nations cooperation in crisis management. These include, inter alia, the United Nations Support Mission in Libya and the European Union Integrated Border Assistance Mission in Libya, under the Common Security and Defence Policy (CSDP) — and I take this opportunity to stress the gravity of the current situation in Libya and its capital, Tripoli, to which my country attaches great importance; the United Nations Interim Administration in Kosovo and the European Union Rule of Law Mission in Kosovo; the United Nations Assistance Mission in Somalia and the European Union Training Mission in Somalia, under the command of Italy, which also provides its main contingent; and the European Union Training Mission in Mali, the European Union CSDP Mission in Niger and the United Nations Multidimensional Integrated Stabilization Mission in Mali.

The principles underpinning our action are those of the African Peace and Security Architecture, which proposes to increase the capacity of both the African Union and the regional economic communities in planning and conducting peace-support operations. We should aim at building on their best practices and creating synergies among these groups. To that end, my country has consistently provided financial support to implement a project, which has different modules in different countries, in order to promote knowledge and skills for rendering operative the civilian component of the African Standby Force.

In the Horn of Africa, many of our interventions in the field of peace and security have been conducted in cooperation with the African Union, whose role we praise. We have also provided political and financial support to the Intergovernmental Authority on Development (IGAD), the regional organization for the Horn of Africa. We have backed IGAD's endeavours for peace in South Sudan and Somalia, always encouraging close cooperation with the United Nations and the African Union. The project we have developed with IGAD's Somalia Office for the resolution of outstanding issues between the Somali Federal Government and the Juba Administration is particularly meaningful. That initiative and others have addressed centre-periphery relations, which, we believe, remain one of the key issues of the Somali stabilization process. Our support has always been transparent and in keeping with the New Deal for Somalia and with the United Nations' lines of action.

Italy is the top contributor of Blue Helmets among the members of the Group of Western European and Other States and the seventh top contributor to the United Nations peacekeeping budget. It is in this same spirit that my country also strongly supports EU-United Nations cooperation. Under Italy's presidency of the European Union Council in 2003, renewed United Nations cooperation in crisis management began through the adoption of the joint declaration on EU-United Nations cooperation in crisis management. Many significant achievements have followed since then.

The current Italian presidency of the European Union Council would like to take stock of the best practices and lessons learned in this cooperation and further build on this partnership. This is why we are pleased to host, on this topic — with Germany and with the help of some well-known think-tanks — two high-level regional seminars whose programmes were

presented during the 17 July event in New York, in the presence of Under-Secretary-General Ladsous. The seminars will take place this coming fall in Rome and Berlin, followed by a final conference in Brussels.

In a 2010 statement to the Security Council, the EU High Representative for Foreign Affairs and Security Policy, Lady Ashton said:

“The reasons behind the creation of the United Nations were similar to those that originally drove European integration: ‘to save succeeding generations from the scourge of war’. Today, the United Nations and the EU need to promote the ideals that inspired earlier generations... in a new world.” (*S/PV.6306, p. 2*)

As a founding member of the EU, Italy firmly believes in the vision of the united States of Europe and in a unique European foreign and defense policy. Italy has always embraced the vision and the values of the United Nations Charter. The United Nations and the EU are two sides of the same coin, two paths leading to the same goal — a peaceful world. To achieve this goal, we need more Europe in United Nations peacekeeping, and my country is proud to be on the front line of this commitment.

**The President:** I give the floor to the representative of Guatemala.

**Ms. Bolaños Pérez** (Guatemala) (*spoke in Spanish*): I would like to thank Rwanda for organizing this open debate and for the concept note (S/2014/478, annex) it has prepared on this important topic. We also thank the Secretary-General for his observations.

As a troop-contributing country, we deem it indispensable to hold a debate on all issues related to the maintenance of peace under the United Nations flag, especially given the rapidly changing conditions facing such operations.

My delegation associates itself with the statement to be made by the Movement of Non-Aligned Countries and would like to make some observations from our national perspective.

First, peacekeeping operations must have clear, achievable and verifiable mandates, tailored to each particular situation and taking into account the requirements and circumstances of each case. In order to successfully implement the mandates of the Security Council, it is necessary to address the issue of the major

gaps in the areas of skills, resources and training through greater coordination between the Security Council, the Secretariat and troop-contributing countries. In that regard, we believe that regional organizations can play a key role, especially given their strategic position and proximity to the field.

Secondly, the growth and expansion of United Nations peacekeeping operations has led to increasingly complex mandates. This makes it necessary to strengthen the capacity to assess conflict situations; carry out effective planning based on accurate information; strengthen measures aimed at the protection and safety of forces; and devise a rapid-response strategy for emergency situations. The participation of and cooperation between the United Nations and regional organizations from the planning stage of peacekeeping operations can help to ensure the provision of more complete and detailed information, thus leading to the establishment of better mandates, concepts of operations and rules of engagement. This will require the promotion and development of clear policies for better cooperation in all areas with such regional entities.

Thirdly, the Charter gives the United the primary responsibility for the maintenance of international peace and security. In that context, we must recognize the contribution that regional arrangements and agencies can make to peacekeeping, in keeping with the provisions of Chapter VIII. Regional arrangements and agencies have supported and contributed to the activities of United Nations peacekeeping; these efforts must continue. It is therefore necessary to support regional peacekeeping operations, ensuring predictable and sustainable mechanisms for their funding.

Fourthly, the relationship between peacekeeping and peacebuilding must improve. Efforts made towards the maintenance of peace must be accompanied by equal efforts towards economic recovery and capacity-building. In this regard, the Peacebuilding Commission and the Peacebuilding Fund play a critical role in enhancing States' potential and preventing a return to conflict. We must promote the involvement and cooperation of regional organizations in such processes.

Finally, I should like to touch on a specific issue that concerns the credibility of the United Nations and peacekeeping operations. I refer here to a point made in the nineteenth report of the Prosecutor of the International Criminal Court, Ms. Fatou Bensouda, to

the Council pursuant to resolution 1593 (2005). We are deeply concerned about this observation. We call on the Secretary-General to address, as a matter of priority, the Prosecutor's request that a full, independent and transparent investigation be conducted into allegations that serious crimes against civilians and troop contributors are being covered up in the African Union-United Nations Hybrid Operation in Darfur (UNAMID). We also call on the Council to support the call made by the Prosecutor in the interests of effective accountability.

I shall conclude by reiterating Guatemala's commitment to provide troops with the highest standards of efficiency, competence, discipline and integrity to United Nations peacekeeping operations. I also wish to pay tribute to all those working in United Nations peacekeeping operations, especially those who have made the supreme sacrifice for this noble cause.

**The President:** I now give the floor to the representative of Spain.

**Mr. González de Linares Palou (Spain)** (*spoke in Spanish*): I wish first to express the gratitude of the Spanish delegation to the Rwandan presidency for having convened this open debate, which allows us to address an issue of increasing importance, that is, the cooperation of regional and subregional organizations in the crucial work that peacekeeping operations are currently carrying out.

Spain welcomes the growing cooperation between the United Nations and regional organizations in the field of peace and security under Chapter VIII of the Charter. We believe that this cooperation strengthens the collective efforts of the international community to keep and build the peace. These efforts form the basis of such operations, which always operate according to the mandate given them by the Security Council.

Spain stresses the need for mechanisms that ensure greater efficiency of peacekeeping operations, with robust, clear and appropriate mandates, and, of course, sufficient resources for their discharge. We also deem it important to devote attention to the changing circumstances, needs and challenges faced daily by peacekeeping operations on the ground. In order to achieve this, we support the active participation of the countries and regional and subregional organizations concerned in the debates and decision-making processes on such missions that take place in the Security Council.

The work of regional and subregional organizations has become indispensable to ensuring a rapid response to difficult situations, so as to meet new challenges and to strengthen local and regional ownership, which is essential to the prevention and resolution of conflicts.

We must continue working to deepen and strengthen mechanisms aimed at improving the coordination and complementarity of our actions, with the ultimate aim of increasing their effectiveness and coherence. Dialogue with regional and subregional organizations should be ongoing.

Spain is very pleased at the level of cooperation achieved between the European Union and the United Nations, at both the institutional and operational levels, which has produced very positive results on the ground in countries such as Mali and the Central African Republic. We will continue to work with other European Union partners to deepen this collaboration.

The regional approach enriches our understanding of local challenges and brings us closer to the concerns and needs of the countries and peoples most directly affected by conflict, thus facilitating the adoption and implementation of effective, comprehensive and sustainable solutions.

We wish here to express our deep appreciation for the commitment, effort and dynamism shown by regional and subregional African organizations in response to the continent's peace and security-related challenges. Spain favours African ownership and African-owned solutions through the strengthening of African mechanisms and capacities for the prevention, management and resolution of conflicts. We acknowledge and welcome African political, military and financial efforts for the resolution of crises on the continent, including those initiatives taken by the African Union and subregional organizations such as the Economic Community of West African States (ECOWAS) and the Economic Community of Central African States.

We support the African Union's resolve to obtain the means and resources necessary to ensure peace and security in Africa through the African Peace and Security Architecture. That determination to assume greater responsibilities must be translated into a greater role for Africa in all decision-making centres.

Spain is firmly and actively committed to peace and security in Africa, as this issue affects us directly.

Since my country first participated, in 1989, in a peacekeeping mission in Africa, we have been present in more than 20 African countries. This commitment is currently reflected in our active participation in European Union missions in Mali, Somalia and, more recently, the Central African Republic. Furthermore, Spain has supported the African Union and ECOWAS, both financially and politically, in order to promote the development of their responsibilities in that area.

Spain is firmly committed to the essential endeavour of peacekeeping operations, to which regional and subregional organizations contribute effectively. We shall continue working with other Member States and regional and subregional organizations in strengthening and improving such cooperation, which has already generated many positive results and which we hope will continue to do so in future.

**The President:** I now give the floor to the representative of Turkey.

**Mr. Eler (Turkey):** The conditions in which peacekeepers operate today have changed dramatically. Unfortunately, the number of conflicts is on the rise and they are increasingly of an intra-State nature. Asymmetric threats are emerging more frequently. Furthermore, United Nations peacekeeping has become a multidimensional establishment, with significant post-conflict peacebuilding activities in various areas.

No single organization can cope with the requirements and challenges of a peacekeeping initiative. Due to that fact, partnerships between the United Nations and regional organizations, in accordance with Chapter VIII of the Charter of the United Nations, have become indispensable. We believe that such partnerships should be established and strengthened with a strategic, long-term and mutually beneficial perspective.

As the majority of the Council's agenda is occupied by peace and security challenges in Africa, the partnership between the United Nations and the African Union (AU) regarding peacekeeping issues draws the most attention. A welcome observation is that the partnership between the two organizations has been strengthened, enhanced and deepened significantly, especially in the past decade. We also welcome the increasing coordination and coherence efforts between the African Union and subregional organizations in the continent which will further consolidate African

leadership and ownership in overcoming challenges faced by the continent.

The United Nations-AU partnership can be further intensified by strengthening the institutionalization of their relations. In addition, despite the enormous efforts and leadership of the AU in addressing threats to peace and security in Africa, the organization still requires logistical, financial and capacity-building support in dealing with regional instabilities. Efforts to establish the African Standby Force should be redoubled. Last but not least, the United Nations and the AU can jointly undertake an exercise to draw lessons from past experiences.

Turkey fully supports the leading role of the United Nations in peacekeeping missions and is committed to expanding United Nations partnerships with regional organizations in peacekeeping, peacebuilding and peacemaking efforts. In line with that thinking, let me on this occasion point out that Turkey, Finland and the members of the Group of Friends of Mediation have presented their third draft resolution focusing on the role of regional and subregional organizations in mediation.

We believe that, besides the African Union, organizations including the Organization for Security and Cooperation in Europe, Organization of Islamic Cooperation, the Conference on Interaction and Confidence-building Measures in Asia, NATO, the League of Arab States, the Association of Southeast Asian Nations, the Organization of the Black Sea Economic Cooperation, the Pacific Islands Forum, the Community of Portuguese-speaking Countries, the Shanghai Cooperation Organization, the Community of Latin American and Caribbean States, the Union of South American Nations, the Organization of American States and many other regional and subregional organizations have important roles to play in ensuring peace and stability together with the United Nations. Intra-regional cooperation, such as that between the European Union and the AU, can also significantly contribute to common efforts to maintain peace and security and to building on the lessons learned from different cases.

In conclusion, we would like to seize this opportunity to pay homage to the women and men serving as peacekeepers, and express our condolences for those who have sacrificed their lives in the line of duty.

**The President:** I now give the floor to the representative of Malaysia.

**Mrs. Adnin (Malaysia):** I wish to commend you, Mr. President, for convening this important open debate on peacekeeping operations and for preparing the concept note (S/2014/478, annex) that forms the basis of today's debate. I wish to also express my delegation's appreciation to the Secretary-General and the observers of the African Union and the European Union for their respective briefings earlier today.

Malaysia would like to associate itself with the statements to be delivered by the representative of Thailand on behalf of the Association of Southeast Asian Nations (ASEAN) and by the representative of Egypt on behalf of the Movement of Non-Aligned Countries.

It is worth recalling that under the Charter of the United Nations, the Security Council has the primary responsibility for the maintenance of international peace and security, while regional organizations have the responsibility to work towards the peaceful settlement of issues and conflicts within their respective regions. We are encouraged to note that, thus far, various international organizations — including the Economic Community of West African States, the Intergovernmental Authority on Development, the European Union (EU), NATO and our very own ASEAN — have been playing active roles in the peaceful settlement of disputes at the regional level. Malaysia believes that regional organizations should continue to play a leading role in efforts to resolve conflicts within their regions.

We all agree that partnerships between the United Nations and regional organizations involving peacekeeping operations offer unique comparative advantages. Apart from commanding legitimacy and affinity in their respective regions, regional organizations can provide useful information that could contribute, in turn, to enhancing the overall effectiveness of United Nations efforts in managing conflicts, as well as in addressing the root causes of conflicts. Some regional organizations may demonstrate even greater flexibility in the allocation of resources. Coupled with geographical proximity, regional organizations can deploy assets, including troops, more rapidly than the United Nations, which is often crucial in saving more lives. Now the question is:

How can we further enhance the effectiveness of such cooperation in order to maximize the benefits?

Malaysia firmly believes that cooperation between the United Nations and regional organizations should be an ongoing and dynamic process. Given the increasingly complex and multidimensional nature of today's peacekeeping operations, it is vital that policy development at the intergovernmental level be undertaken by consensus. The policymaking process must also be based on the relevant provisions of the Charter of the United Nations and guided by the basic principles of peacekeeping. Malaysia reaffirms that the Special Committee on Peacekeeping Operations is the appropriate body in charge of policymaking in peacekeeping.

A capability-driven approach should be one of the key strategies to address the evolving nature of present and future peacekeeping. It should focus on developing capability standards, as well as on comprehensive and effective training and preparation. It is essential that the United Nations and regional organizations use the same peacekeeping terminology and have a common understanding of the basic doctrine and operational rules of engagement that could be practically applied under various circumstances.

In addition, it is vital for peacekeeping personnel to be provided with clear operational tasks, appropriate guidance and training, and the necessary tools and equipment to enable them to carry out their duties effectively. Peacekeepers must also be constantly aware of the cultural sensitivities and local peculiarities of the areas where they serve. That could be achieved through joint training workshops and awareness-raising programmes conducted by the United Nations in troop-contributing countries and in the respective national peacekeeping centres.

For our part, in June 1995 we established the Malaysian Peacekeeping Centre, which is tasked with training and providing armed forces officers, the Royal Malaysian Police and non-governmental organizations with appropriate knowledge of peacekeeping prior to assignment with the United Nations. Over the years, the Centre has collaborated with various United Nations agencies, including the Department of Peacekeeping Operations and the United Nations Development Programme, as well as with training centres of partner countries in conducting various training programmes.

To date, the Centre has trained 1,931 local officers and 612 international participants from 52 countries.

Peacekeeping operations depend to a great extent on both financial and personnel resources. Malaysia is all too aware that resources in a time of great economic challenge are scarce. The discussion of the new troop reimbursement rate at the most recent session of the Fifth Committee only further attested to that challenge. It is imperative for Member States to remain committed to supporting United Nations peacekeeping missions. In that regard, Malaysia is of the view that both the United Nations and the respective regional organizations must strive to adopt a more effective approach to generate sufficient resources for peacekeeping operations.

Another key issue that the United Nations and regional organizations must emphasize is the importance of effective and efficient logistical support, which has often been stretched too thin. It is of the utmost importance to provide logistical support at the right time, in the right place and in the right quantity to meet the demands on the ground. Acknowledging that there is no single solution that will be able to satisfy the varying needs of different missions, the United Nations, regional organizations and other partners must cooperate so as to enhance their logistical capabilities.

In conclusion, I wish to take this opportunity to pay tribute to the men and women of the United Nations, particularly those who have sacrificed their lives while serving in peacekeeping missions. The Council may rest assured that, for its part, Malaysia will continue to work together with all partners and stakeholders in our collective efforts to advance the cause of international peace and security through the United Nations peacekeeping agenda.

**The President** (*spoke in French*): I now give the floor to the representative of Romania.

**Mrs. Miculescu** (Romania): I thank you, Mr. President, for this timely debate and congratulate you on having convened it. Allow me to briefly touch upon the topic from our national perspective besides the statement delivered earlier by the observer of the European Union, with which Romania fully aligns itself.

Against the backdrop of the ever-growing United Nations peacekeeping operations with increasingly complex multidimensional mandates, while also bearing in mind the decrease in human resources and

financial sustainability, the United Nations has the difficult task of ensuring that its operations remain viable and efficient. It therefore constantly seeks new partnerships in maintaining peace and security. In that regard, the strengthened United Nations cooperation with regional organizations is unquestionably, in our view, a positive trend and an increasing necessity. That is why I wanted to emphasize from the start that your idea, Mr. President, of holding this discussion is very welcome.

In numerous situations, characterized by difficult and violent environments where peace is almost inexistent and where non-State actors and transnational armed groups, foreign fighters, mercenaries or organized criminal networks are increasingly active, regional and subregional organizations are often in a better position to operate than United Nations troops either in a stabilizing intervention or in taking over from the United Nations at a certain point.

As a security provider, Romania attaches great importance to the effectiveness of the United Nations in its pursuit of global peace and security. As a contributor to United Nations peacekeeping operations, my country is an active promoter of redefining how the United Nations and regional organizations cooperate. In that context, allow me to recall that, during its most recent mandate on the Security Council as a non-permanent member in 2004-2005, one of my country's key achievements was the successful promotion of resolution 1631 (2005) pertaining to United Nations cooperation with regional organizations in the maintenance of international peace and security. Besides being the first Romanian resolution adopted by the Security Council, that document represents the first resolution in the history of the United Nations to deal with cooperation between the United Nations and regional organizations.

Further to resolution 1631 (2005), regional organizations have become significant contributors to international efforts to support States in transition from conflict and from political instability to sustainable peace, as highlighted, for instance, in the report of the Secretary-General on the relationship between the United Nations and regional organizations, in particular the African Union, in the maintenance of international peace and security (S/2008/186). As a member of the European Union since 2007, Romania has been an ongoing and consistent supporter of the European Security Strategy, including its priority of strengthening cooperation with the United Nations. At

the same time, Romania is one of the States members of NATO that have firmly supported the need to create a United Nations-NATO cooperation framework.

On those grounds, as an important contributor to EU and NATO missions with a multidimensional involvement, from military and police components to civilian elements, most notably in Bosnia and Herzegovina, Iraq, Afghanistan and Georgia, Romania has continuously been involved in the efforts of the international community on crisis management. Having always called for regional and global actors to have complementary roles, Romania has also started to work on new concepts and to identify new actions in the area of stabilization and post-conflict recovery. That is why we established the Training Centre for Post-Conflict Reconstruction in Bucharest. Such topics are relevant to complex situations, such as that in Afghanistan or the Democratic Republic of the Congo, where the cooperation and coordination of all field actors — international organizations, States and non-governmental organizations — is highly necessary.

Our presence in other regional cooperation formats, such as the South-East European Cooperation Process, the Regional Cooperation Council and the Black Sea Economic Cooperation Organization, seeks to consolidate and diversify Romania's contribution to and role in security matters at the regional and subregional levels.

Allow me to conclude with Romania's conviction that strengthening United Nations partnerships with regional and subregional organizations is key to improving the capacity for facing and overcoming an ever-growing set of challenges, as the world seems to be in turmoil these days. We see room for better communication between the United Nations and regional and subregional organizations, including through consultations at all appropriate levels. We also need better integration between peacekeeping and peacebuilding, as it is a fact that peacekeeping operations alone cannot solve conflicts and must be complemented by carefully crafted peacebuilding mechanisms. I congratulate all those who think and act in that way. My country will always share that vision and gladly help with its implementation.

**The President:** I now give the floor to the representative of Indonesia.

**Mr. Percaya (Indonesia):** I thank you, Mr. President, for organizing today's important debate and for your

detailed and helpful concept note (S/2014/478, annex). We would also like to thank the Secretary-General, the Deputy Secretary-General of the European External Action Service and the Permanent Observer of the African Union to the United Nations for their respective briefings.

Indonesia aligns itself with the statements to be delivered by the representative of Egypt on behalf of the Non-Aligned Movement and the representative of Thailand on behalf of the Association of Southeast Asian Nations.

The increased complexity of ongoing conflicts clearly underscores the need for a multidimensional and integrated response. It is therefore understandable that regional and subregional actors have an increasingly important role in peacekeeping, peacemaking and peacebuilding. As an avid supporter of today's topic, during its most recent presidency of the Council, Indonesia held an open debate on United Nations cooperation with regional and subregional organizations in maintaining international peace and security (see S/PV.5776). Presidential statement S/PRST/2007/42 underscored, among other issues, United Nations political support for such organizations. That cooperation between the United Nations and regional organizations is well recognized in the Charter of the United Nations, which emphasizes that such regional arrangements should make every effort to achieve the peaceful settlement of local disputes before referring them to the Security Council.

However, there remains a gap in more systematically and effectively harnessing the role of key regional actors. While regional entities can be vital partners in fostering peace, including through their peacekeepers, mediators and provision of civilian capacity enhancement, the United Nations and the international community also need to step up their political and technical support to the relevant regional entities in strengthening their capacities.

Indeed, with regional organizations' geographical, cultural and historical proximity to conflicts in their regions whose causes they deeply understand, they have distinct advantages and are able to take approaches that can contribute to the prevention and resolution of conflicts in a unique manner. Furthermore, as we have seen in some situations in Africa, troops can quickly be readied and supplied. While stressing the principles of the Charter of the United Nations and the

three basic principles of United Nations peacekeeping, we also emphasize an improvement in peacekeeping mechanisms to ensure adequate and timely financial and logistical resources for the missions.

Numerous cases show that without predictable and sustained financing and support, regional operations can experience setbacks in their missions, thereby also impacting support for United Nations peacekeeping operations. Crucially, the United Nations and regional organizations must enhance their mutual trust and confidence so that they are better prepared to swiftly and flexibly draw on their respective comparative advantages for the cause of peace. In that regard, Indonesia welcomes the continued effort of the Security Council to deepen the relationship between peacekeeping and relevant regional organizations, including the African Union Peace and Security Council, on matters of mutual interest.

The wider, the more inclusive and more transparent the dialogue is among peacekeeping stakeholders, the more effective the outcomes will be. Given that the Special Committee on Peacekeeping Operations (C-34) is the most widely represented intergovernmental forum to comprehensively consider United Nations peacekeeping, my delegation also looks forward to the enhanced proposals from the Special Committee on today's theme.

In our own region of South-East Asia, ASEAN, under the ASEAN-United Nations Comprehensive Partnership, stands ready to support the United Nations in the maintenance of international peace and security. We also believe that it is important to share experiences and best practices with other regions, including on improving ways to enhance relevant capacities for addressing the whole spectrum of conflict from initial occurrence to its aftermath. The inputs and recommendations by regional organizations and troop-contributing countries need to be appropriately taken into account by the Council in its decision-making process at the earliest stage so that a multidimensional and integrated approach can be adopted.

In conclusion, Indonesia reiterates its support for greater and systematic cooperation among all peacekeeping stakeholders in concert by the Working Group on Peacekeeping Operations and the C-34. We are confident that today's debate and the resolution adopted this morning (resolution 2167 (2014)) will advance the work of the Council and other relevant

actors to strengthen United Nations peacekeeping operations.

**The President:** I now give the floor to the representative of Thailand.

**Mr. Bamrungphong** (Thailand): I have the honour to speak on behalf of the States members of the Association of Southeast Asian Nations (ASEAN), which comprises Brunei Darussalam, Cambodia, Indonesia, the Lao People's Democratic Republic, Malaysia, Myanmar, the Philippines, Singapore, Thailand and Viet Nam.

Allow me to express ASEAN's appreciation to the Rwandan presidency for organizing today's open debate and for its excellent concept note (S/2014/478, annex). I also thank the Secretary-General, the representatives of the European Union and the African Union for their respective briefings.

In its open debate last month, the Council examined new trends in United Nations peacekeeping (S/PV.7196). As many speakers pointed out, partnership between the United Nations and regional and subregional organizations in peacekeeping is undoubtedly one of the most discernible trends of modern day United Nations peacekeeping. The participation of regional and subregional organizations in United Nations peacekeeping operations offers unique comparative advantages. At the operational level, geographical proximity means that regional partners can respond faster than the United Nations. Quicker deployment of peacekeepers often means more civilian lives caught in an unfolding crisis can be saved.

In addition, the mandates of United Nations peacekeeping operations have become increasingly multidimensional. In order to ensure a durable peace, peacekeepers are now required to carry out early peacebuilding tasks such as providing support for national dialogue and reconciliation and national institution-building. Regional engagement in peacekeeping can bring in relevant experiences and collaborations needed to address the root causes of conflict, the solution to which is often a regional one.

Regional partnership in peacekeeping plays out most prominently on the African continent. ASEAN commends the invaluable contribution of the regional and subregional organizations in Africa, inter alia, the African Union, the Economic Community of West African States and the Intergovernmental Authority

on Development. We also acknowledge the role of the European Union in providing financial resources to a number of peacekeeping missions in Africa.

For our part, almost 4,000 troops and police officers from the States members of ASEAN are currently serving in United Nations peacekeeping missions around the world. Under the framework of the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations, we are constantly looking for ways and means to foster closer cooperation between ASEAN and the United Nations in the area of peacekeeping. We also reiterate the need to implement the Joint Declaration in a comprehensive manner.

In taking the discussion on this issue forward, ASEAN wishes to highlight the following. First, partnerships between the United Nations and regional actors must be based on the relevant provisions of the United Nations Charter, namely, Chapter VIII on regional arrangements. Partnerships must also be guided by the basic principles of United Nations peacekeeping, that is, consent of the parties, impartiality and non-use of force except in self-defence and defence of the mandate.

It must also be reiterated that important policy discussions and decisions on this issue should be conducted in a consensual manner. ASEAN stresses that the Special Committee on Peacekeeping Operations (C-34), which includes the troop- and police-contributing countries, host countries, Council members and other interested countries, is the appropriate forum for those discussions and decisions. ASEAN draws attention to the policy decisions made by the C-34 in its report for the 2014 substantive session (A/68/19).

Secondly, while rapid deployment may be one of their key strengths, regional and subregional organizations taking part in a peacekeeping operation authorized by the United Nations are frequently faced with a challenge of securing adequate financial resources and logistical support to maintain their participation in the long run. Therefore, establishing a financing mechanism that can provide predictable and flexible funding is crucial for sustaining the partnership. In addition, ASEAN also recommends that the United Nations and other partners cooperate with regional and subregional organizations, particularly in Africa, where most of the peacekeeping operations are deployed, to enhance their logistical capabilities.

Thirdly, modern peacekeeping is a complex enterprise. Partnership in peacekeeping should thus be comprehensive and responsive. Yet it has been observed that there are gaps in mission planning and insufficient information sharing between the United Nations and regional partners. Therefore, ASEAN supports the idea of further enhancing the information sharing and formal consultation processes among the Security Council, the regional partners, troop-contributing countries and the Secretariat at every stage of a peacekeeping operation, especially at the mission planning and mandate review stages.

In closing, on behalf of ASEAN member States, I wish to take this opportunity to pay tribute to the men and women who have perished while serving in peacekeeping missions. We acknowledge with immense gratitude their sacrifice for the noble cause of peace.

**The President:** I give the floor to the Minister for Foreign Affairs of the Republic of Estonia.

**Mr. Paet (Estonia):** At the outset, allow me to thank the Rwandan presidency of the Council for its initiative to convene this open debate. I highly value open debates as a measure of greater transparency and inclusion of the wider United Nations membership in the issues discussed by the Council. I recommend that every presidency follow suit.

I congratulate the Council on its adoption of resolution 2167 (2014) today. I would like to thank the Secretary-General for his briefing. Estonia also fully aligns itself with the statement made by the Deputy Secretary General of the European External Action Service.

United Nations peacekeeping provides essential security and humanitarian support to millions of people in conflict zones and supports fragile institutions in countries emerging from conflict. United Nations peacekeeping and peacebuilding help societies in desperate need of stability to return to the path of peace and development. United Nations peacekeeping facilitates the protection of human rights and strengthens democracy, which I believe is the best way to ensure one's stability and well-being.

Estonia has actively contributed to international peacekeeping since 1995. During that time, there has not been a single day when an Estonian peace soldier, policeman or expert has not been on a peace mission. This spring, Estonian soldiers began their first mission

on the African continent, namely, in the Central African Republic, where our infantry platoon is deployed as a part of the European Union (EU) mission. We realize the importance of cooperation and mutual support in solving problems in the international arena.

By taking part in peace operations, Estonia first aims to protect civilians and achieve a peaceful outcome in situations with escalating tensions. But we also understand that all tensions, instabilities and conflicts, close or distant, will sooner or later have an effect on us. There is therefore a link between peacekeeping and our own security. Based on our own experience, I should like to elaborate on some elements of the President's concept note (S/2014/478, annex), which I find comprehensive and forward-looking.

Both politically and operationally, we agree that there are comparative advantages to regional action. That applies not only to Africa but also to other regions where we have witnessed some positive results of joint regional action. Let us recall operations and missions in the former Yugoslavia or in Afghanistan, where the European Union, NATO, the Organization for Security and Cooperation in Europe and the United Nations have worked together and shared the burden. Regional and subregional organizations sometimes have more knowledge and experience to handle local affairs, and they might also have better suited capabilities for regional action. Therefore, the complementary roles of, for example, regional economic communities such as the Economic Community of West African States or the African Union — speaking of Africa — should be reinforced in the future.

In that respect, the experience gained by the European Union or NATO in peace operations could be used. Their increased cooperation with the United Nations, the African Union and regional economic communities could improve their overall capacity for carrying out the missions. Over the years, some progress has been made, but ongoing crises demonstrate that it is not enough. Conflicts continue to erupt and instabilities to arise. Our response to them is still very often too slow or cautious.

It is understandable that even the United Nations has its operational limits, and its capabilities have to be used first of all to counter the most serious crises. With regional organizations taking more responsibility, the excessive burden facing the United Nations can be relieved. Regional organizations are

very often better suited to taking preventive action because they can detect rising tensions more quickly and accordingly respond sooner, using their good offices and mediation tools. Political will is the first and foremost prerequisite for more regional actions, as are the existing decision-making framework and operational capabilities. In that regard, joint planning and information-collection capabilities, as well as the pooling of troops and necessary expertise, are of great importance.

During the past decade, in the light of the growing necessity for raising readiness and enhancing the capacity to counter crises and take timely action, both the European Union and NATO have worked to improve their toolbox in order to streamline their operational and planning capabilities, as well as their readiness for prompt action. The EU concept of battlegroups and the NATO Response Force could be used as good examples for other regions to follow. The battlegroups, for example, are based on contributions from member States and are staffed and equipped in a rotational manner. It is a battalion-size force reinforced with a combat support element. There are 18 such groups, and they undertake military tasks of a humanitarian, peacekeeping and peacemaking nature. Even more importantly, the groups are prepared in a unified planning and training framework.

Speaking of peacekeeping, we should not overlook what happens in a conflict zone after peace has been restored. The international community should keep looking for ways to facilitate the return of the country concerned to a peaceful and sustainable path of development. Disarmament, demobilization and reintegration should be an integral part of the mandates of peacekeeping operations and for post-conflict peace consolidation. Comprehensive security sector reform is vital to ensuring the development of effective, efficient, affordable and accountable security institutions. In that regard, Estonia commends the work of the United Nations Peacebuilding Commission.

I would like to touch upon one important feature of peacekeeping, namely, financing. We have seen the United Nations peacekeeping budget increase year by year. Exceeding \$8 billion, it places an enormous burden on Member States, but especially on the countries that contribute financially. Estonia welcomes the very last-minute agreement of the Fifth Committee on the peacekeeping budget for 2014-2015, but allow me to remind the Council that the agreement was a hard

compromise and was hindered, surprisingly, by the strong unwillingness of many countries.

Estonia has always taken its responsibilities for the United Nations peacekeeping budget seriously. In 1999, Estonia made a unilateral voluntary decision to contribute to the peacekeeping budget on level B and has continued to follow that pattern since then. I would like to call upon Member States to follow suit, especially those that have enjoyed considerable economic growth during the past 10 to 15 years and that today have a greater capacity to pay than in the past.

I also have to emphasize that the peacekeeping budget is not the only resource we allocate to peace and stability. Estonia has contributed to the United Nations Peacebuilding Fund this year. Funds are also allocated to conflict-torn countries through different United Nations bodies, such as UNICEF and the Office of the United Nations High Commissioner for Refugees, to name only a few.

Peace on the African continent is a prerequisite for a better future for the whole world, and Estonia is therefore ready to take on more international responsibilities and is willing to contribute increasingly to African stability. To bolster African countries' peacekeeping capacities, Estonia supported the European Union decision to commit to double spending on the African Peace Facility, a joint EU-African Union fund supporting African-run peacekeeping and conflict-resolution missions. The European Union will give €800 million to the Fund over the next three years.

We highly value the role of international actors and international law in safeguarding peace and security. But there is also a need for stronger national and regional ownership on the part of the Governments of countries struggling for peace and stability. Societies must demand more from their elected leadership, and we remain a devoted supporter of that principle.

Here I come back to prevention and its importance. One effective measure of prevention, among others, is the general understanding that perpetrators must be held accountable. Atrocity crimes have no justification, and those who commit them must be brought before to justice and subjected to trial. Therefore, we must all treat the international tribunals and the International Criminal Court with respect and dignity and help and support them in carrying out their tasks. Otherwise, we will lose an important element of international justice

and law, and already complicated peace efforts will become even more complicated.

To conclude, allow me to stress that these issues should be brought to wider international attention. We should ask for more international reaction, including on the part of the Security Council. But at the same time, there is no real alternative to increasing the local, national and regional comprehensive approach to tackling protracted and violent crises. We stand ready to contribute and assist. The more we invest in prevention, the less we will have to deal with consequences. But prevention can be successful only if we strive for it together. I am convinced that we will be successful in that endeavour. We shall commit ourselves here today to act together for a better, safer and more prosperous future for our children.

**The President:** I give the floor to the representative of New Zealand.

**Mr. McLay** (New Zealand): New Zealand joins those who have paid tribute to all United Nations peacekeepers. We particularly mourn those who have died in the course of their duty.

I also acknowledge Rwanda's very considerable contribution to peacekeeping. It is a tribute that Rwanda is now the sixth largest United Nations troop contributor, which is yet another example of the meaningful contribution made by small States to the United Nations. We also acknowledge, with real appreciation, the burden carried by Rwanda and many other African countries in their support for United Nations, hybrid and regional peacekeeping operations in Africa, including in Somalia, South Sudan, Darfur, the Democratic Republic of the Congo, Mali and the Central African Republic.

New Zealand is concerned that, despite the efforts of all troop-contributing countries, the system of peacekeeping is still dangerously exposed. United Nations peacekeeping is overstretched. The deployment of missions is too slow and uncertain. And, as we have seen recently in South Sudan, even existing missions are being taken by surprise by the re-emergence of conflict. The adoption of resolution 2167 (2014) is therefore very timely. We congratulate you, Mr. President — and indeed, the whole Council — on raising the level of decision-making on peacekeeping to that of a formal resolution.

But New Zealand is still concerned that so much of the initial work on halting conflict and restoring peace is too dependent on peacekeeping by regional organizations, which are often poorly equipped to undertake those tasks. Of even greater concern is the fact that regional peacekeeping still lacks predictable and sustainable financing. We are therefore disappointed by the failure of resolution 2167 (2014) to resolve the funding and capacity issue. We recall that, 11 months ago in S/PRST/2013/12 of 6 August 2013, Council members agreed that it was time to enhance the predictability, sustainability and flexibility of financing for regional organizations when they undertake peacekeeping under a United Nations mandate.

It is a serious matter that, almost a year later, the Council as a whole has still failed to resolve that issue. The issue must not be put in the "too hard" basket for another 11 months. New Zealand believes that, if the recommendations in the Prodi report (see S/2008/813) cannot be adopted in their entirety, then it is incumbent on the Council to agree variations of those recommendations that meet the needs of all parties and ensure systematic and reliable United Nations support for regional peacekeeping initiatives.

Today's debate is not just about financing. Regional and subregional organizations have important functions across the full spectrum of the Council's mandate, from early warning, conflict prevention and conflict management to conflict resolution to tackling root causes, as well as oversight of developments in peacekeeping operations. With the trend towards deploying peacekeeping operations to deal with asymmetric challenges where there is no real peace to keep, interested and invested regional partners can play even more important roles.

New Zealand's experience with its own regional organizations dealing with such problems is very much in line with that outlined to us a moment ago by Mr. Paet. They usually have a better understanding of the issues; they often know the players, maybe even personally; they can generate a force rapidly; and they can use all those attributes to set and implement robust mandates that complement regional political efforts.

Too often, the Council and United Nations peacekeeping have come too late in support of regional efforts, as we have seen recently in Mali and again in the Central African Republic. We must therefore improve the partnership with those regional organizations

across the whole spectrum of the Council's agenda. New Zealand is unequivocal in its support for such partnerships. The annual consultations with the African Union Peace and Security Council are useful, but they do not offer the kind of opportunity for detailed discussion that is necessary when a crisis situation is emerging, and they do not allow for ongoing follow-up. Genuine engagement requires commitment, both from the Council collectively and from its individual members.

There is much that has been left undone on those issues, as the Rwandan presidency knew when it insisted that the Council debate this topic. We therefore thank you, Sir, and your delegation for the efforts you have made here today. You have helped lay a solid foundation for the next very necessary steps. You have, in the words of your Ambassador, indeed saved the best until last.

**The President:** I give the floor to the representative of Armenia.

**Mr. Mnatsakanyan (Armenia):** Armenia joins all others in welcoming the present debate as an important contribution to advancing the capacity and effectiveness of peacekeeping. We therefore add our voice in thanking the presidency for its initiative to focus on specific aspects of partnerships in the context of the regionalization of crisis management.

Coherence in constructing peacekeeping operations remains an overriding objective. To achieve that, we underline the centrality of the role of the United Nations as the clearinghouse for generated experience, standard-setting and coordination. The capacity of the Secretary-General and the respective departments should therefore be continuously strengthened. The legitimacy of peacekeeping continues to rest with a mandate from the Security Council, while the actual implementation of operations relies on the engagement of Member States, including by means of regional arrangements. We therefore underline the continued need to improve modalities for increased interaction, consultation and coordination among all stakeholders, including the mandating body — the Security Council — the Secretary-General, troop-contributing States and the respective regional organizations. Such a need is particularly prominent in light of the increasing experience of setting up hybrid peacekeeping operations..

We strongly share the view about the significant role of regional organizations in maintaining peace and security. Indeed, regional organizations may hold mandates to provide regional security or economic and social cooperation, as well as to protect human rights. The effectiveness of action at the regional level, however, relies primarily on the strength of institutions for regional cooperation. It should be admitted in that respect that the levels of institutionalized cooperation differ among regions. As a global Organization, the United Nations is well placed to facilitate cross-regional cooperation in order to complement regional capacities and employ their comparative advantages.

It could be reasonably argued that proximity to conflict implies a greater incentive for States adjacent to conflict zones to seek resolution in the interests of lasting regional peace and security. However, it would also be realistic to expect neighbouring States to see contrasting interests in conflict situations, to the extent that they may favour one party to a conflict at the expense of the other. In that regard, the effectiveness of operations depends greatly on the explicit consent of all the parties directly concerned in the conflict. The specific nature of an operation, as well as the strength and composition of a peacekeeping force and the rules of its engagement, should be based on a political agreement between all the parties to the conflict.

In dealing with considerable direct threats to its own security over the past 23 years, Armenia has acquired an acute understanding of the value of peacekeeping. We have developed a firm foundation of self-defence coupled with a solid peacekeeping component. The peacekeeping brigade of the Armenian armed forces is the main professional capacity-building framework for that purpose. As a troop-contributing State, Armenia has gained significant experience in peacekeeping operations. We participate in NATO-led operations in Kosovo and Afghanistan. In October, Armenia will contribute a platoon to the United Nations Interim Force in Lebanon, a demonstration of our intention to gradually increase our contribution to United Nations peacekeeping.

As a member of the Organization for Security and Cooperation in Europe, Armenia recognizes that the Organization may have a possible role in peacekeeping, decided on a case-by-case basis. Together with other members of the Collective Security Treaty Organization, Armenia has also been working on improving its preparedness for peacekeeping. Both organizations

have been strengthening their institutional interactions with the United Nations, which should eventually enable them to perform shared peacekeeping tasks as well.

In conclusion, I reiterate Armenia's strong commitment to continued operational engagement in promoting peace all over the world.

**The President:** I now give the floor to the representative of Ireland.

**Mr. Mawe (Ireland):** We warmly welcome your initiative in scheduling today's debate, Mr. President. It provides a timely opportunity for considering the evolution of regional partnerships in support of United Nations peacekeeping. My remarks will focus on two main areas — cooperation between the United Nations and the European Union (EU), and United Nations-African cooperation.

At the outset, I should say that Ireland aligns itself with the statement made by Mr. Popowski on behalf of the EU and its member States

Under-Secretary-General Ladsous recently described peacekeeping as being in a time of partnerships. Certainly, the collective enterprise that is peacekeeping involves the cultivation of a network of different partnerships — partnerships between Member States, the United Nations system, host Governments and, increasingly, regional organizations. The growing participation of regional and subregional organizations is a significant development, and was the theme of a successful seminar hosted by Ireland during our presidency of the EU last year.

In our eyes, greater regional participation is a very welcome development. It is a concrete expression of the sharing of a collective security burden. More regional involvement can mean that more local and regional expertise and understanding can be made available. It can mean greater regional ownership, responsibility and commitment to addressing security challenges. Some regional organizations offer the potential for responding rapidly; others provide critical niche capabilities, and through its participation in EU- and NATO-led missions, Ireland has seen first-hand the success of regional partnerships in peacekeeping from both perspectives. But it is essential that a commensurate capacity exist or be created to ensure that mandates delivered by regional organizations are delivered effectively. That is why, to give just one

example, predictable and sustainable financing is so crucial to ensuring the success of African Union (AU) peace operations. The real challenge in nurturing strategic partnerships remains the delivery of political and operational results.

Ireland is a long-time and prominent supporter of closer EU-United Nations cooperation in peace operations. In terms of international peace and security, for us that is the paramount strategic partnership. The exit of many European States from the International Security Assistance Force offers the prospect of a broader European return to United Nations peacekeeping. As a Member State that has maintained a consistent presence in United Nations peacekeeping operations, we are pleased to encourage and facilitate this development in any way we can. That is one reason why, this month, my delegation convened a panel discussion on command-and-control arrangements in United Nations peacekeeping. It was designed to showcase the improvements that have been made in recent years, while also exploring ways to address some outstanding challenges, including ensuring high-quality leadership, improving mission planning, ensuring accountability and minimizing national caveats. And so we could not agree more with the message of the President's concept note (S/2014/478, annex) for today's debate, to the effect that effective command and control of operations underpins both their success and their credibility.

Turning to Africa, today there are many ways in which African organizations, regional and subregional, can contribute to peace operations. Two notable ones are through high-intensity operations and surge capacity. African willingness to pursue high-intensity operations in Africa is incontrovertible. We have seen the commitment of South African, Tanzanian and Malawian troops in the decisive Force Intervention Brigade of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo. And we readily acknowledge the sacrifice of the soldiers of the African Union Mission in Somalia (AMISOM), including troops from Uganda, Burundi, Kenya, Djibouti and Ethiopia. AMISOM has stayed the course when a force from outside the region might well not have done so. It also undertakes tasks, such as offensive and counter-terrorist operations, that the United Nations does not do. But we also acknowledge that AMISOM, as a contingent-led mission, poses particular coordination challenges, and that the presence of the two missions, United Nations

and AU, demands heightened coordination if political and strategic coherence is to be achieved.

Given the evident political commitment, African rapid-response or surge capacity also clearly holds promise. The development of African regional standby brigades is a welcome initiative, particularly in a frustrating context in which others have proved very reluctant to use their own rapid-reaction capabilities. But we must also be honest enough to recognize some important general constraints. While missions from the region offer the promise of greater acceptance, they can also pose a risk of partisanship. Regional and subregional organizations, either because of a lack of resources or the absence of collective will, have also at times shown themselves unable to act decisively.

We strongly support all efforts to enhance cooperation between the African Union, the European Union and the United Nations. Effective AU-EU-United Nations triangular cooperation will be critical to successful peacekeeping operations in future years in Africa. On the specific issue of planning, we also agree strongly on the need to improve joint planning. We welcome the progress made in this area between the AU and the United Nations in Somalia; the joint planning between the Economic Community of West African States and the AU on Mali; and the current coordination between the AU and the United Nations on the transfer of authority in the Central African Republic between the African-led International Support Mission in the Central African Republic and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic.

Nationally, Ireland makes a significant contribution to the training of African security forces, both through participation in EU missions in Somalia and Mali and on a bilateral basis, in which we have helped to train Ugandan police in community policing and the South Sudanese police in conventional munitions disposal, landmine clearance and specialist search awareness. We also provide training for modest numbers of African military and police personnel at our United Nations training school in Ireland. And we are pleased to support the elaboration of United Nations standards for peacekeeping operations as part of the United Nations military units manuals project, and to provide expertise for the Working Groups on military police and special forces.

We are certainly in a time of partnerships; indeed, we have been for quite some time now. We can expect that partnerships will feature as a prominent theme in the review of peacekeeping announced by the Secretary-General on 11 June. Ireland looks forward greatly to making a positive, meaningful contribution to the review, be it in support to a particular area of policy development or in some other way. And we look forward to continuing to make our contribution to various peacekeeping partnerships.

**The President:** I now give the floor to the representative of Malawi.

**Mr. Msosa (Malawi):** I have the honour to speak on behalf of the 15 States members of the Southern African Development Community (SADC). SADC wishes to align itself with the statement delivered by the Permanent Observer of the African Union on behalf of the African Group.

Today Africa is home to nine of the 16 active United Nations peacekeeping operations. Nowhere is the growing importance for United Nations peacekeeping of partnership with regional organizations more visible than on the African continent. Partnership with the United Nations has long been a hallmark of peacekeeping operations in Africa. The foundation of that cooperation lies in Chapter VIII of the Charter of the United Nations, which attests to the role and scope of regional actors in furthering the Organization's ideals. This partnership was born out of recognition that the United Nations and regional organizations have unique and complementary capacities that can contribute to conflict prevention and resolution. Clear testament to that partnership are the African Union-United Nations Hybrid Operation in Darfur, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic and the United Nations Multidimensional Integrated Stabilization Mission in Mali.

In this context, we welcome the peace agreement reached in the Central African Republic on 25 July. We also emphasize the partnership between the United Nations and the African Union through the United Nations Integrated Peacebuilding Office in Guinea-Bissau and the Economic Community of West African States, which led to the recent general elections and the restoration of constitutional order in that country. These missions, together with the African Union Mission in Somalia, attest to the continued partnership

and mutual commitment of both the United Nations and the African Union. It is a partnership that will certainly characterize the future of peacekeeping in the African continent.

The cooperation and operations underpinning the relationship have served to advance the goals of the United Nations, and particularly of the Security Council, in the maintenance of international peace and security. They have also provided the framework for a stronger cooperation with Africa that has also advanced the objectives of the African Union Charter in promoting peace, security and stability on the continent. This partnership has not been static. It has evolved, widened and strengthened. It has encompassed mediation, peacemaking and humanitarian support. As a result, one of the contemporary realities is that peacekeeping in Africa is no longer the sole prerogative and responsibility of the United Nations.

This evaluation has taken place in a challenging environment. Its roots go back to 1990 when the Economic Community of West African States first intervened in Liberia. It crystallized with the formation of the African Union Standby Force and was further consolidated by the adoption of specific subregional arrangements, such as the SADC Mutual Defence Pact. The Mutual Defence Pact, which was developed in 2003 to operationalize the SADC mechanisms and for mutual cooperation in defence and security matters, has contributed to peacekeeping and the stabilization of the region, particularly in the Democratic Republic of Congo, as well as to the training of defence forces and security in that country.

It is in this regard that SADC welcomes this open debate, for we attach great importance to the issue of peacekeeping. We also see the evolving relationship as key to building a more meaningful and sustainable framework for peacekeeping. We believe that the future effectiveness of peacekeeping operations depends on the ability to harness national and regional capacities in affected countries to strengthen coordination and build mutual understanding of operational imperatives for regional commitments. Therefore, it is desirable and necessary that respective regions have a greater voice in the formulation of peacekeeping mandates impacting their regions because, as recognized by this body in its previous resolutions, regional organizations are well placed to understand the root causes of armed conflict and well positioned to influence their prevention and resolution.

The nature and complexity of contemporary conflicts suggest, in certain instances, another approach. In that sense, the structure and scope of peacekeeping must necessarily respond to the reality on the ground. The Council should be flexible in meeting this challenge and correct past failures. The Council should intervene when serious crimes, such as atrocities against civilians, are being committed. The Council should also be ready to reach out to partners willing and able to take responsibility to restore and maintain peace in conflict-affected countries.

Peacekeepers need a greater readiness to cooperate with other actors that may be introduced in the field. This collaboration is particularly necessary with the increase of interfaces and synergies between United Nations peacekeeping and regional organizations. This would not only deepen the partnership but also enhance the possibilities for a successful mission. Therefore, it is critical that the mandate be clear. This approach will reduce enduring uncertainties and occasional tensions between the United Nations mandate responsible for international peace and security and regional organizations, such as the African Union, which plays a supporting role.

Acting in accordance with the African Union Protocol on Peace and Security, SADC has established a standby brigade whose mandate includes, among other things, undertaking interventions for peace and security restoration in a conflict situation, at the request of a member State. We are grateful that the Council has shown willingness to work with the bloc to address the instability in eastern Democratic Republic of Congo through the Force Intervention Brigade.

SADC also welcomes the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, signed on 24 February 2013 and supported by resolution 2098 (2013), whose goal is not only to address the instability in eastern Democratic Republic of the Congo, but also to create enabling conditions for political dialogue and peacebuilding. Had the Council ignored our calls, the situation might have deteriorated further, with dire consequences for the Democratic Republic of the Congo and beyond.

In conclusion, we wish to underscore the significance of close consultations and cooperation. This alliance should also manifest itself in improving mutual understanding of each other's structure and organization, and in improving channels of

communications. SADC also wishes to stress the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a United Nations mandate.

We call on the United Nations and regional organizations to continue investing in conflict-prevention, including through mediation, which is less costly than peacekeeping. Efforts already undertaken to assist the African Union, including in the context of its Ten-Year Capacity Building Programme, and subregional blocs in building subregional blocs to build capacity to deal with security challenges are appreciated and encouraged.

**The President:** I now give the floor to the representative of Egypt.

**Mr. Khalil (Egypt):** I would like first to wish a happy Eid for those who celebrate it. Today is a holy feast for all Muslims and we hope that at the next Eid the Muslim world and Palestine will be in better shape.

I am speaking on behalf of the Non-Aligned Movement. I would like to start by thanking Rwanda for convening today's meeting on this important topic. I also wish to thank the Secretary-General for his comprehensive statement this morning and for his clear assessment of the progress made in peacekeeping activities in terms of concepts and operations, as well as his efforts to strengthen the United Nations peacekeeping operations as an important tool in the maintenance of international peace and security, and helping peoples emerging from conflict to achieve stability. I also wish to commend Under-Secretary-General Amira Haq, whose extensive personal expertise and commitment were clearly reflected in her work over the past couple of years. The Non-Aligned Movement wishes her all the best in her future endeavours.

United Nations peacekeeping is at a crucial juncture as a result of increased demand and of the expansion and complexity of its tasks and mandates in assuming responsibilities that are outside the scope of its traditional political and military roles and its capacity to implement them. All these factors place additional burdens on the capacity of the Organization and the countries contributing uniformed personnel to achieve their desired objectives.

The continuous increase in the activities of United Nations peacekeeping operations requires, inter alia,

improved capacity to assess conflict situations, effective planning based on accurate information, enhanced measures for the safety and security of peacekeepers, and rapid response to emergencies in accordance with the provisions of the Charter of the United Nations. The Non-Aligned Movement re-emphasizes its commitment to supporting all efforts aimed at achieving the effectiveness of peacekeeping operations, and reiterates the following five points.

First, it is important to reach a consensus among Member States on the development of policies and to ensure that only ideas and approaches adopted collectively by Member States are implemented. We call on the Secretariat to refrain from working on policies that have not been agreed in an intergovernmental process. The Special Committee on Peacekeeping Operations is and should remain the sole body in charge of policymaking in peacekeeping.

Secondly, all necessary support should be provided, including financial, human resources and military and civilian capabilities, to peacekeeping missions in order to achieve their tasks within the framework of full respect for the host country's sovereignty, laws and regulations. In that context, it is also necessary to avoid changing the mandated tasks of peacekeeping missions without prior consultations with troop-contributing countries. Troops on the ground are the guarantors of the successful implementation of mandates. Seeking their advice should be a prerequisite for any change in mandates.

Thirdly, we would stress the need for a strong and clear Security Council commitment to drafting clear and achievable mandates, based on an objective assessment, without rushing into the adoption of mandates that lack a political basis or sufficient resources or are not practically achievable. The development of integrated planning and consistent approaches to achieve the link between policy formulation and implementation on the ground are paramount to achieving success.

Fourthly, it is very important to enhance the integration of peacekeeping and peacebuilding, so that peacekeeping efforts are accompanied by economic recovery and capacity-building efforts, on the basis of national ownership. The Peacebuilding Commission and the Peacebuilding Fund have a significant role to play in that regard. The objective should not be peacekeeping cost-cutting, but enhancing States' potential in order to avoid their relapse into conflict.

Fifthly, the Movement strongly believes that the primary responsibility for the maintenance of international peace and security rests with the United Nations and that the role of regional arrangements should be in accordance with Chapter VIII of the Charter. The Non-Aligned Movement calls for intensified support on the part of the United Nations for the African Union's operations through the ensuring of predictable and sustainable funding for its missions.

The Non-Aligned Movement, as the one group that comprises most, if not all, of the top military and police troop-contributing countries, continues to support peacekeeping operations. Its member States keep increasing their contributions in terms of military and police, as well as in civilian experts, to United Nations peacekeeping missions. That represents clear evidence of our commitment to efforts aimed at maintaining international peace and security.

I would like to conclude by paying tribute to the men and women of the United Nations who are carrying out their tasks in the implementation of peacekeeping activities, and in particular to those peacekeepers who have lost their lives in the field defending the flag of the United Nations and contributing to upholding the positive image of the Organization and its peacekeeping operations.

**The President:** I now give the floor to the representative of Fiji.

**Ms. Khatri (Fiji):** At the outset, Mr. President, allow me to thank you for having convened this open debate on regional partnerships in peacekeeping. Allow me also to thank the Secretary-General and the representatives of the African Union and the European Union for framing the debate through their presentations.

Fiji aligns itself with the statement just delivered by the representative of Egypt on behalf of the Movement of Non-Aligned Countries.

The examination of this theme is timely, as the United Nations peacekeeping community applies itself to the rehatting of large regional peacekeeping missions such as the United Nations peacekeeping operations in Mali, the Central African Republic and Somalia, whose experiences will provide valuable lessons for the future.

In previous United Nations debates on peacekeeping, including here in the Council in August 2013 (see S/PV.7015), my delegation has made two

points that are pertinent to the issue at hand and which I wish to reiterate and expand upon.

First, regional organizations of which the concerned country is a member are often likely to have a better understanding of the local situation and culture, thereby allowing a better focus on people-oriented responses tailored to the local situation and the needs of the host country. A linked potential advantage is that the institutional systems of regional neighbours are likely to be similar, rather than a multiplicity of global troop-contributing countries, which would first have to learn the host country's institutional setup before being able to contribute to durable peace impacts.

The logical corollary is that the response times of regional initiatives tend to be faster than the logistics of launching a global force-generation effort, and a rapid response in conflict situations can save many lives and arrest conflict before it escalates to scales requiring proportionally larger responses.

Secondly, and this point is related to that made by many other delegations in today's debate, is the need for adequate resourcing and the means to achieve this. Although regional organizations have the know-how and the personnel to assist neighbouring countries in conflict situations, they do not always have the resources to support such actions. Regional organizations and their members that are able to provide troops, all of which make large sacrifices in the service of humanity, must not be made to feel that their contribution is somehow inadequate because of the lack of enablers such as armoured personnel carriers, helicopters or new technologies, or, indeed, because of a lack of financing.

If we are truly to benefit from the comparative advantage that regional and subregional organizations can provide, we must, as a United Nations peacekeeping community, ensure that partnerships are created for the long term rather than only in crisis situations, for the proper resourcing of efforts by regional and subregional organizations. As this affects the durability of peacekeeping efforts, the onus should be on the Secretariat to actively facilitate cooperation of the nature envisaged in the successive reports of the Special Committee on Peacekeeping Operations (C-34) on triangular cooperation in peacekeeping.

The United Nations peacekeeping community must also examine how best to support regional peacekeeping initiatives in the medium term. If the best solution for the resourcing shortfalls is to rehat a mission as a

United Nations mission, methodical planning through use of best practices is essential, as is the need for a detailed mandate that does not overburden a mission and provides for clear exit strategies. Consultation with troop-contributing countries in this process, again as called for by the C-34, is essential.

Greater support should also be provided for regional peacekeeping training initiatives to be conducted in regions to build up their peacekeeping capacities. The United Nations already has institutionalized relations with various regional organizations and should look to develop such relations with other regional organizations, and support the establishment of peacekeeping training institutes with United Nations accreditation, through which bilateral support to address the resourcing problems of potential troop-contributing countries could also be addressed.

In my own delegation's region, the Melanesian Spearhead Group, composed of Papua New Guinea, Solomon Islands, Vanuatu, the Front de libération nationale kanak socialiste (FLNKS) of New Caledonia and Fiji, is examining collective peacekeeping capability in the area of police peacekeeping, and we look forward to working with the United Nations to establish capability in this regard, building on Fiji's proud record and established tradition of peacekeeping. Fiji itself is in the process of establishing an integrated peacekeeping training institute, whose services Fiji will extend to regional partners once it is established. We look forward to getting United Nations accreditation for this institute to strengthen the contribution that we are steadfastly committed to providing to United Nations peacekeeping.

Allow me to conclude by paying tribute to all the peacekeepers, from United Nations and regional missions, who have lost their lives in the service of humanity, as well as to all victims of past and current conflicts, including in the Middle East. To do anything other than our very best for them would be a disservice to us all.

**The President:** I now give the floor to Ms. Lemos-Maniati.

**Ms. Lemos-Maniati:** At the outset, I would like to thank you, Mr. President, for this opportunity to address the Security Council in this open debate and to make a few comments on this important aspect of peacekeeping operations.

Allow me also to welcome the resolution adopted today (resolution 2167 (2014)). This is yet another significant resolution on peacekeeping that highlights the role of effective partnership and cooperation in enabling an early response to emerging crises.

In recent years, there has been a growing demand for peacekeeping operations in increasingly challenging circumstances. In that context, the Security Council has asked for more prompt action to preserve peace and protect civilians, with mandates that have become more substantial and complex, all this against the backdrop of serious resource constraints.

The United Nations is to be commended for seeking to strengthen its central role in peacekeeping and to ensure the effective functioning of collective security. But, as the United Nations itself has recognized over the years, enhancing global security and stability is a task that no single organization can manage on its own. It has to be done through a concerted effort based on shared goals and common values, and partnerships are critical in this endeavour.

NATO has been a long-standing partner to the United Nations. We are committed to supporting the United Nations and its ideals, a principle that is enshrined in our founding Treaty of 1949. Our new strategic concept, which we agreed in 2010, commits the Alliance to helping prevent and manage conflicts and to stabilizing post-conflict situations, including by working more closely with the United Nations.

Over the past two decades, NATO has repeatedly demonstrated a clear ability to plan, initiate and conduct multinational operations of varying scale and complexity, including upon short notice, at strategic distance and over an extended period of time. The operations have involved various combinations of skills, assets and capabilities, and they have covered the entire spectrum from peace enforcement to multifaceted security assistance and from maritime embargo to humanitarian assistance and disaster relief.

We have also provided logistical assistance to the African Union's United Nations-mandated peacekeeping operations in Darfur and in Somalia, and we have escorted merchant ships carrying World Food Programme humanitarian supplies off the coast of Somalia. Some of those operations have been carried out in a relatively benign environment; others in a decidedly hostile one. But all have been characterized by tight political control, strict adherence to the mandate,

mission and rules of engagement, and a strong concern for the protection of human life and the avoidance of civilian casualties.

Over the years, NATO-United Nations cooperation has extended to include cooperation on issues that are at the very heart of operations, including mine action, children and armed conflict and the role of women in peace and security. We fully support a further strengthening of United Nations ability to conduct peacekeeping operations, and we fully agree that this requires efforts on several fronts, including closer cooperation with partners, greater sharing of experience and expertise, and better training and education.

Partnerships have been essential to NATO. Over the past 25 years, we have built a network of partnerships that now includes more than 40 countries from all over the world. Each has different backgrounds, tools and expertise, but together, we have helped to preserve peace, reinforce stability and promote progress across and well beyond the Euro-Atlantic area.

Partnership with other international organizations has been equally critical to our work. By working more closely not only with the United Nations, but also with the European Union, the Organization for Security and Cooperation in Europe and, increasingly, the African Union, we seek to contribute to efforts aimed at preventing crises, managing conflicts and stabilizing post-conflict situations. And we very much feel that this has to be based on a shared sense of responsibility, openness and determination.

It is obvious that better preparedness is a powerful resource of conflict management. In the context of NATO-United Nations cooperation, we continually look at ways to make our pragmatic cooperation even more effective. We are encouraged by the growing practical cooperation between the staffs of our organizations, including exchanges of best practices and lessons learned in operations, training and exercises and sharing of expertise.

As the United Nations assesses the respective strengths and roles of its partners, NATO's intention would be to continue to support United Nations efforts in peacekeeping by deepening what has been done so far through the provision of enablers such as logistical support, medical support or strategic airlifts, or the sharing of expertise, such as lessons learned and best practices on asymmetrical threat, countering

improvised explosive devices, planning, training and aspects of standardization.

In just over a month, NATO Heads of State and Government will hold a Summit meeting in Wales. Partnership will be a key item on the agenda. We will look to strengthen the interoperability between our NATO forces and those of our partners so we can be more effective in tackling security challenges together. We will also look at how we can help partners and others in need with defence and related security capacity-building so as to help them to project stability in their own regions. And of course, we will pursue that effort in mutual complementarity with other international organizations, including the United Nations.

When it comes to managing crises and building security and stability, NATO has unique assets and expertise to bring to bear. As the United Nations continues to assess the respective roles and strengths of its partners, the Alliance will continue to explore ways to deepen our cooperation and reinforce our support.

**The President:** I now give the floor to the representative of Georgia.

**Mr. Imnadze (Georgia):** Peacekeeping is a vital instrument of the United Nations in containing conflict and helping countries emerging from crisis to pave the way to long-term stability and sustainability development. The complex and changing problems that peacekeeping faces requires concerted action by all stakeholders. We reiterate the critical importance of regional organizations in post-conflict peacebuilding, recovery, reconstruction and development, and the value of better interaction between regional organizations and various United Nations agencies.

Beginning in 1993, the United Nations Observer Mission in Georgia (UNOMIG) played a crucial role in contributing to peace and stability in my country by providing humanitarian response and mediation strategies. Unfortunately, the Mission came to an end in June 2009. Regrettably, that action created a dangerous precedent in United Nations history. The forcible termination of the UNNOMIG mandate, preceded by the end of the Organization for Security and Cooperation in Europe (OSCE) mission, created a total vacuum of an international presence in the occupied regions of Georgia and turned them into black holes and "one of the most inaccessible places on Earth", as observed by the High Commissioner for Human Rights. Today, the European Union Monitoring Mission (EUMM) is the

only international mechanism maintaining security and stability on the ground.

Despite the repeated efforts of Georgia and the European Union (EU), the EUMM continues to be denied access to the occupied regions and is thus unable to fully exercise its mandate throughout the territory of Georgia. Nonetheless, we deem the Monitoring Mission to be an essential guarantor of Georgia's security, with a key role to play in averting a deterioration of the situation on the ground. It also serves as a primary source of first-hand, unbiased information on the ongoing developments. The role of the EUMM is increasing in view of the continuing process of the installation of barbed-wire fences and other artificial obstacles along the occupation line and other alarming developments. Therefore, it is of crucial importance to preserve and extend the Mission in future, as well as to ensure its access to occupied territories of Georgia.

While a recipient of international support, Georgia also has extensive experience as a contributor to international security and stability. Georgia remains committed to assuming an active part in the strengthening of international security in the region and worldwide through its contribution to peacekeeping operations. Georgia continues to further develop and upgrade its armed forces to ensure their full-fledged and more effective participation in peacekeeping and assistance missions, including those led by the United Nations.

Our active participation in international peacekeeping operations in the Balkans, Iraq and Afghanistan dates back to 1999. In 2005 and 2007, a Georgian battalion was included in the United Nations Assistance Mission for Iraq, where almost 600 Georgian soldiers defended United Nations headquarters in Baghdad. Today, Georgia is the largest non-NATO and per capita troop contributor to the International Security Assistance Force in Afghanistan. We are maintaining 1,600 strong personnel and remain committed to Afghanistan's post-2014 peaceful development.

We believe that partnerships are increasingly important in peacekeeping. With that in mind, a framework agreement on Georgia's involvement in crisis-management operations under the EU's Common Security and Defence Policy was concluded in Vilnius in November 2013. The agreement was put to good use only a few months after its signing; by contributing one light infantry company, Georgia has become the

second largest contributor to the European Union-led peacekeeping force in the Central African Republic. Georgia has also applied and secured positions in another EU-led military operation in Africa. Following the force generation conference on the EU Training Mission in Mali, two posts on a rotational basis with Montenegro and Portugal were attributed to Georgia.

Georgia continues to explore other opportunities to participate in other missions, such as the European Union Mission on Regional Maritime Capacity-Building in the Horn of Africa. We hope that our efforts will be particularly beneficial to the EU-led operations and mission. At this stage, Georgia continues to look for ways to enhance its support to United Nations peacekeeping. Consultations are under way to identify relevant fields of Georgia's involvement in other United Nations operations.

Current developments in our region, including the tragic events in Ukraine, illustrate the importance of enhanced regional cooperation and mutual endeavours in ensuring security and preventing the escalation of tensions. In that context, we welcome the deployment of the OSCE special monitoring mission and the EU advisory mission for civilian security sector reform in Ukraine. We call for greater cooperation with the United Nations and regional organizations to ensure sustainable peace, justice, respect for human rights and development. We believe that regular consultations and coordination between the United Nations and regional organizations are indispensable in view of common development strategies.

**The President:** I now give the floor to the representative of Zimbabwe.

**Mrs. Chikava** (Zimbabwe): I wish to express my appreciation to Rwanda for having convened this important open debate on the very important and timely topic of the United Nations and regional partnerships in peacekeeping. Let me also thank the Secretary-General for his comprehensive briefing on peacekeeping activities and the representatives of the African Union and the European Union for their statements.

Zimbabwe aligns itself with the statement delivered earlier by the representatives of Malawi on behalf of the Southern African Development Community (SADC) and of the Arab Republic of Egypt on behalf of the Non-Aligned Movement.

The debate today provides us with an opportunity to take stock of the partnership between the United Nations and regional organizations in peacekeeping operations. It also gives us a platform to explore ways in which the partnership can be strengthened so as to make peacekeeping more effective through lessons learned from previous successes, as well as failures.

Peacekeeping operations have expanded and become more complex due to the changing nature of conflicts facing the world today. Unlike in the past, the vast majority of crises that necessitate the deployment of peacekeepers are often intra-State conflicts or unconventional threats caused by acts of terrorism, organized criminal gangs, piracy and extremism. The causes and dynamics of those threats often spread beyond the affected countries into regions and subregions, impacting negatively on international peace and security.

A broad discussion is therefore needed on how peacekeeping should adapt to the new demands and what capabilities and resources it needs in order to adapt. The expansion and complexity of peacekeeping tasks beyond the scope of traditional and military roles require a collective responsibility and the greater involvement of regional and subregional organizations in the maintenance of peace and security. The need to maintain a well-structured strategic partnership between the United Nations and regional organizations therefore cannot be overemphasized.

In Africa today, where nine of the 16 United Nations peacekeeping missions are operational, that notion has been tested with the development of regional standby brigades and the deployment of regional and joint peacekeeping operations, in particular the African Union-United Nations Hybrid Operation in Darfur, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) and the United Nations Multidimensional Integrated Stabilization Mission in Mali. Those missions attest to the partnership and mutual commitment of both the United Nations and the African Union to the resolution of conflicts and the maintenance of peace and security.

It is worth noting that in Darfur, the African Union acted proactively in pressing for peace. In the Central African Republic, the swift deployment of the African-led International Support Mission in the Central African Republic (MISCA) and the French Operation

Sangaris forces proved critical in saving civilian lives and in preventing an even greater tragedy. MISCA has now been mandated to establish a suitable environment for a deployment before the transfer of the mandate to MINUSCA. In accordance with the African Union Protocol on Peace and Security, SADC has established a standby brigade, whose mandate includes, among other tasks, intervening in order to restore peace and security in a conflict situation at the request of a member State. As members of SADC, we are grateful for the Council's cooperation with the regional economic community in strengthening the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo through the integration of the Force Intervention Brigade.

The foundation of Africa's partnership with the United Nations, which is based on Chapter VIII of the Charter of the United Nations, provides for the participation of regional arrangements in the maintenance of international peace and security, particularly as first responders to ensure the pacific settlement of local disputes before referring such disputes to the Security Council. The cooperation underpinning that relationship has served to advance the goals of the United Nations.

While the progress made through our collective efforts in peacekeeping is commendable, we need to draw appropriate lessons from our past experiences. Zimbabwe believes that the future effectiveness of the partnership between the United Nations and regional partnerships depends on strengthening strategic cooperation on the basis of comparative advantages, complementary mandates and the optimal use of resources and capabilities. The participation of regional organizations in the maintenance of peace and security clearly has added value. Their increasing role therefore requires less of an ad hoc coordination process and more of a streamlined framework that adequately deals with the inherent challenges related to resources, preparedness and the operational aspects of cooperation.

There is a need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a Security Council mandate. Currently, the African Union missions in the Central African Republic and in Somalia are struggling to obtain the equipment needed to build capacity in order to effectively carry out their mandates. Those are operational weaknesses

that should be avoided when undertaking peacekeeping operations.

If peacekeeping operations are to remain truly relevant, the mandates given to peacekeeping missions must be clear about what they are envisaged to achieve. Mandates should be based on an objective assessment to avoid overexpectations as to what the mission can achieve. In that regard, it is necessary that respective regions should have a greater voice in the drafting of peacekeeping mandates that have an impact on their regions. Regional organizations are well placed to understand the root causes of armed conflicts and are well positioned to influence their prevention and resolution to ensure that they do not undermine development opportunities.

The effective command and control of operations underpin success and credibility. Yet that is an area where gaps still exist. The United Nations could assist further by standardizing the training of peacekeepers and by offering guidance to regional institutions.

Finally, I would like to pay tribute to all those peacekeepers who have lost their lives in the course of duty, defending the flag of the United Nations and contributing to upholding the image of the Organization and its peacekeeping operations.

**The President:** I now give the floor to the representative of Germany.

**Mr. Braun** (Germany): I would like to join other speakers in thanking the Government of Rwanda for organizing this timely open debate.

The regional dimension of peacekeeping is indeed a key aspect of effective international peace and stability. The sequential or parallel deployment of peace operations by the United Nations and regional organizations, especially the European Union (EU) and the African Union (AU), has become the norm rather than an exception. That is particularly the case in Africa, where operations by the AU, African regional organizations and the EU, for example, in Mali, the Central African Republic and Somalia, come to mind in addition to the long-standing missions deployed in the Democratic Republic of the Congo. They all demonstrate that the European Union has become a key partner of the United Nations in peacekeeping and peacebuilding.

Germany is honoured to contribute to that joint endeavour with personnel, capabilities and financial

resources both to the United Nations and within the European framework. That is in addition to German support provided to our African partners and the African Union in strengthening their peacekeeping capabilities. It is in our common interest to further improve our cooperation with the AU and African subregional organizations in peacekeeping and peacebuilding missions.

Today's debate comes at a particularly opportune time. There is a growing sense that peacekeeping needs to be made more effective to meet the multiple challenges it faces. In that context, we welcome the review of United Nations peacekeeping efforts recently announced by Secretary-General Ban Ki-moon. We stand ready to contribute to the findings and look forward to the Secretary-General's recommendations.

One of the critical aspects that the review should address is the partnership between the United Nations and regional organizations. With more parallel deployments on the ground, more lessons can be learned on what works in that partnership and what needs to be improved. It is clear that improved synergies are required, not least given the increasingly strained resources.

Against that background, Germany is delighted to collaborate with the Italian presidency of the European Union in a project aimed at improving cooperation on the ground between peace operations deployed by the European Union and the United Nations. As part of the project, we will organize a seminar in Berlin in November 2014 which will concentrate on how to improve coherence in mandates, mission planning and coordination on the ground, as well as how to improve EU-United Nations cooperation in policing, security sector reform and judicial reform.

Many of the questions we seek to address at that seminar mirror those raised in the concept note prepared by the Rwandan delegation for today's debate (S/2014/478, annex), namely, what are the comparative advantages of both organizations and how can we capitalize on them to achieve our common goal? How can we ensure that efforts by both the United Nations and the European Union complement one another rather than develop in parallel? How do we make sure not to overstretch the absorption capacities of host countries? And what are the requirements for improved cooperation, including operational, legal and resource aspects?

We look forward to sharing the findings of the seminar with all interested parties and we will feed the outcome into the review process not only here in New York, but also into policy discussions in Brussels and Addis Ababa.

**The President:** I now give the floor to the representative of the Philippines.

**Mr. Cabactulan** (Philippines): I thank the presidency of Rwanda for convening today's open debate on the theme "United Nations peacekeeping operations: the United Nations and regional partnership and its evolution". It is an issue that is most relevant to the work of the Organization and the Security Council.

The Philippines aligns itself with the statements made by the representative of Egypt, on behalf of the Non-Aligned Movement (NAM), and the representative of Thailand, on behalf of the Association of Southeast Asian Nations (ASEAN).

The briefings of the Secretary-General, the Permanent Observer of the African Union (AU) and the Deputy Secretary General of the European External Action Service show the value of partnerships between the United Nations and regional organizations in peacekeeping operations. While there has been progress, challenges remain that need to be addressed to fully harness the partnerships' potentials to keep the peace throughout the world.

Any debate on peacekeeping operations must be firmly grounded on the premise that all stakeholders must exert all efforts to peacefully settle disputes, acting in accordance with the purposes and principles of the United Nations. We must do everything that we can to prevent conflict from arising. That is a paramount obligation for all States Members of the United Nations and a principled position that the Philippines will never tire of articulating.

Chapter VI of the Charter of the United Nations comprehensively provides the many ways to reach the pacific settlement of disputes. While we affirm our commitment to the peaceful settlement of disputes, conflicts regrettably continue to arise. Conflicts now involve not only States but also non-State actors and result in the more complex and complicated milieu that United Nations peacekeeping efforts need to address and operate in. Operational demands and realities including the finite resources of the United Nations and the troop- and police-contributing countries require the

maximizing, multiplying and coordinating efforts. In that regard, the partnership between the United Nations and regional organizations provides distinct lessons and practices that we can learn from and build upon.

The Philippines wishes to highlight the following points and observations. First, the Security Council bears the primary responsibility for the maintenance of international peace and security. Therefore, clear and achievable mandates emanating from the Security Council are crucial to their being successfully implemented.

Secondly, in accordance with Chapter VIII of the Charter of the United Nations and where the mandate and the capacity of regional arrangements or agencies allow it, regional arrangements and agencies can and do provide important contributions to peacekeeping.

Thirdly, the operational partnership between the United Nations and regional organizations must be based on comparative advantages, complementarity and the optimal use of resources and capacities, *inter alia*.

Fourthly, there is a need for effective communication and coordination between the United Nations and regional organizations and agencies. The strategic relationship between the Security Council and the African Union Peace and Security Council is showing the way towards enhanced interaction and cooperation. Such a relationship is vital to ensuring rapid and appropriate responses to emerging situations and to developing effective strategies for conflict prevention, peacemaking, peacekeeping and peacebuilding on the continent. The establishment of the United Nations Office to the African Union in Addis Ababa is also a concrete step in the strengthening of the relationship between the United Nations Secretariat and the AU Commission.

Fifthly, there is value in providing capacity-building support for peacekeeping operations to regional organizations and their members. In that regard, cooperation between stakeholders can help identify ways to further strengthen the capabilities and comparative advantages of regional organizations and their members. Avenues to explore such cooperative opportunities can be greatly enhanced through agreements, including, for example, the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations.

Sixthly, there are key ongoing peacekeeping projects and programmes by regional organizations that deserve support. The potential contribution to peace and security in Africa by the African Standby Force is one such endeavour, and support is crucial for AU efforts to fully operationalize the Force by 2015. On the other hand, ASEAN has developed a concept paper on the establishment of the ASEAN Peacekeeping Centres Network whose implementation is currently under way.

Seventhly, strengthening the safety and security of peacekeepers should continue to be a priority area of cooperation between the United Nations and regional organizations. The experience in missions such as the United Nations Disengagement Observer Force in the Golan Heights should remind the United Nations and regional organizations to urge actors and stakeholders to respect the neutrality and freedom of movement of peacekeeping missions whose mandates are set forth by the Security Council. The key in that regard is to ensure that commands and instructions from the Council reach the front line commanders of United Nations missions in countries in conflict.

Finally, the Philippines wishes to underscore that any discussion on the work of peacekeeping must involve the participation of key stakeholders. We reiterate NAM's and ASEAN's position that the Special Committee on Peacekeeping Operations is the sole body responsible for policymaking in peacekeeping. We call the Council's attention to the report of the Special Committee on Peacekeeping Operations (C-34) on its 2014 substantive session (A/68/19), containing recommendations and decisions on such issues as enhanced safety and security for peacekeepers, cooperation with regional arrangements, and enhancement of African peacekeeping capacities. My delegation joins others in efforts to ensure that the decisions and recommendations contained in the C-34 report are implemented satisfactorily.

**The President** (*spoke in French*): I now give the floor to the representative of Morocco.

**Mr. Laassel** (Morocco) (*spoke in French*): At the outset, allow me to thank you, Mr. President, for convening today's debate on the theme "United Nations peacekeeping operations: The United Nations and regional partnership and its evolution". This a subject dear to our two countries and to the entire African continent. I take this opportunity to warmly commend Rwanda for its ongoing commitment to peace

and security in Africa and its excellent work not only during its presidency but also since its membership of the Security Council, particularly on peacekeeping issues.

I also wish to thank the Secretary-General for his detailed briefing, which confirms the central role of United Nations peacekeeping operations in promoting world security.

While Morocco aligns itself with the statement made by the representative of Egypt on behalf of the Non-Aligned Movement, my delegation wishes to share several additional elements on the subject of this debate.

We have recently had the opportunity in the Security Council and before other bodies to underscore the dynamic nature of peacekeeping operations. In that regard, the debate held in June under the Russian Federation's presidency of the Council on new trends (see S/PV.7196) was extremely instructive. Today, we have an opportunity to discuss another very important aspect — the relationship between the United Nations and regional partnerships. We have recently seen that almost all current conflicts are strongly regional in nature. While not new, this aspect is constantly evolving, and we need to adapt to new trends in peacekeeping through multidimensional missions with increasingly complex mandates.

Regional and subregional organizations are increasingly involved in resolving conflicts, particularly in their initial phases, both as first responders and in terms of peacebuilding and in post-conflict phases. We endorse the principle that regional and subregional organizations or even groups of countries enjoy a comparative advantage because of their close geographical, historical or linguistic proximity to the country in conflict.

There are many examples, as detailed in the concept note (S/2014/478, annex) for this debate. Let me echo some of the examples. The Economic Community of West African States has played a key role in Mali and Guinea-Bissau, where it deployed a force that clearly made a valuable contribution to the restoration of constitutional order in that brother country. The Economic Community of Central African States was present in the Central African Republic for many years through its Mission for the Consolidation of Peace in the Central African Republic. The Intergovernmental Authority on Development has sent a force to protect civilians and observers to the Sudan and South Sudan.

In Mali and in the Democratic Republic of the Congo, the magnitude of the task and complexity of the situation have precipitated the involvement of the Africa Union (AU), which, in both cases, has laid the groundwork for a United Nations peacekeeping operation. The decisive action undertaken by the subregion and the AU have averted the worst-case scenario.

The emergence of regional groups and subregional organizations such as the Mano River Union or the Lake Chad Basin Commission, whose members decided to create a common armed force to fight Boko Haram, should be supported technically, financially and logistically, like all regional arrangements. There are many other cases of international cooperation that merit our attention, in particular the European Union, the League of Arab States, the Organization of Islamic Cooperation and NATO, to cite just a few. Given the time constraints, we shall limit ourselves to mentioning those engaged on our African continent.

The commitment of the Kingdom of Morocco to peacekeeping operations dates back to 1960. It is reflected today in the deployment of more than 2,000 Moroccan soldiers on the African continent — in Côte d'Ivoire, the Democratic Republic of the Congo and the Central African Republic. Our presence will soon be bolstered by the deployment of a military component to the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic on 15 September.

Our ongoing commitment reflects our unflinching desire to strengthen and make permanent the concept of collective security that is at the heart of the mandates of our Organization, and our devotion to the fundamental principles that govern it, including the consent of parties to the conflict, in the light of those parties' accession to a political process and their agreement to the deployment of a peacekeeping operation, the presence of which is to support the process. These principles also include impartiality, which is not to be confused with neutrality or inaction, and which requires peacekeeping personnel to remain impartial in their relationship with the parties to the conflict; the non-use of force, except for legitimate defence or defence of the mandate; and respect for the mandate of the peacekeeping operation.

Beyond these principles, States must contribute to peacekeeping operations in accordance with the following criteria: participation within the mission framework, as authorized and approved by the

United Nations; respect for the founding principles of peacekeeping, including respect for the territorial integrity, sovereignty and consent of the States involved; and the tailoring of the peacekeeping mandate to the specific characteristics of the conflict.

In conclusion, let me reiterate my country's commitment to international peace and security, and our belief that the international community would clearly benefit by strengthening cooperation between the United Nations and regional and subregional organizations. Such cooperation should transcend political support based on the universal principles that are the *raison d'être* of the United Nations, to include predictable and appropriate logistical support. While regional and subregional organizations may be armed with firm resolve, they often lack the technical, financial and logistical support to carry out their long-term stabilization efforts. Better adapted and more predictable support would ultimately benefit the entire international community.

It is also important to underscore that the United Nations, through the Security Council, remains the principal guarantor of international peace and security in the world, and that the role of regional and subregional organizations must remain in accordance with the provisions of Chapter VIII of the Charter of the United Nations and be guided by the desire to ensure coordination.

Lastly, we pay tribute to the men and women who continue to carry out their peacekeeping missions in often very difficult conditions. We convey our condolences to the families and relatives of the Blue Helmets who have lost their lives in the line of duty, defending the universal values of the Organization. The Kingdom of Morocco is resolved to remain committed, under United Nations auspices, to the promotion and consolidation of peace worldwide.

**The President:** I now give the floor to the representative of India.

**Mr. Mukerji (India):** At the outset, Mr. President, let me thank you for organizing today's debate on the theme "United Nations peacekeeping operations: The United Nations and regional partnerships and its evolution". We would also like to thank the Secretary-General, the Deputy Secretary General of the European External Action Service and the Permanent Observer of the African Union to the United Nations for their briefings on this important topic. I would also like

to thank you, Mr. President, and your delegation for circulating a comprehensive concept note (S/2014/478, annex) in the context of this debate.

As the largest overall contributor of troops to the United Nations peacekeeping operations, having sent more than 170,000 Indian troops to 43 of the 69 peacekeeping operations mandated so far, India speaks with considerable experience in this field. With the changing nature of conflict, we have witnessed that there are new demands that have been placed on peacekeeping operations. Those new trends can be seen most in the African continent, where we have the bulk of our peacekeepers.

Africa has seen several peacekeeping operations that have involved the collaboration of non-United Nations third parties and regional organizations, including the African Union, the European Union, the North Atlantic Treaty Organization, the Economic Community of West African States and the Southern African Development Community. Through this debate, we are endeavouring to undertake a much-needed stocktaking of the partnership between the United Nations and regional organizations in peacekeeping operations.

As mentioned in the concept note, we would concentrate on the following three aspects of cooperation between the United Nations and regional organizations. These are the political, operational and financial aspects.

On the important political dimension, we have consistently emphasized that the new trend of peacekeeping operations, wherein there is a mixing of mandates, directly affects the operational effectiveness of the peacekeeping operation and exposes traditional-mandate peacekeepers to unnecessary threats from armed internal conflicts that the United Nations has not itself instigated. We would like to point out the dangers of using United Nations peacekeepers to tackle what are essentially internal political conflicts. In doing so, the Council is effectively endorsing an unsustainable approach to the maintenance of international peace and security.

The concept note mentions greater strategic guidance and support from Headquarters to provide effective command-and-control structure. However, those would be short-term remedies to essentially long-term, unresolved political issues that peacekeepers are unable to resolve. We agree that once there is a

structured mechanism of cooperation between the United Nations and regional organizations, it would be useful to strengthen it and to focus on replacing ad hoc mechanisms with tested permanent mechanisms that would be more predictable. We believe that regional organizations, which are composed of States Members of the United Nations, must advocate and apply the same principles of the United Nations Charter for peacekeeping that currently apply to mainstream peacekeeping operations.

The second aspect of cooperation between the United Nations and regional organizations pertains to the operational dimension. It has been our experience that investment in equipment, logistics and training goes a long way towards making peacekeeping operations more viable and sustainable. It would go a long way towards strengthening peacekeeping operations with more than one contributor if we were able to improve logistical support to the mission. We agree that proper planning holds the key to the successful implementation of the mandates of joint operations, which would require greater coordination of the efforts of two organizations working for a common objective. It is also important to place the right emphasis on the capacity-building aspect of regional organizations, which would be useful in tackling conflicts in their region. In addition, it is also important to have a clear-cut exit strategy for peacekeeping operations so that reference to the time frame is clear to all.

The final aspect mentioned in the concept note pertains to the financial dimension, which in our view is one of the critical factors of peacekeeping operations. In that regard, we note the cases of transition from a regional organization-led peacekeeping operation to a United Nations peacekeeping operation. The most recent of those is the case of the Central African Republic, where, through the adoption of resolution 2149 (2014), the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic was created, effective as of 15 September. Such transitions require careful financial planning. The importance of having concrete views on the issue of financial collaboration cannot be overstated.

With the emergence of multidimensional mandates, we have a situation of new peacekeeping mandates without providing for matching financial resources. In that regard, we would like to bring to attention of the Council the fact that, after intense negotiations between the troop-contributing countries, on the one

hand, and the finance-contributing countries, on the other, the General Assembly recently decided a new rate of \$1,322 per peacekeeper per month starting 1 July 2014, as against the recommendation put forward by the Senior Advisory Group of \$1,762.55 per peacekeeper per month. The larger issue of financial imbalance must be taken into account when we look at the issue of providing sustainable and predictable financial support to joint peacekeeping operations.

In conclusion, we call on the Council to engage with troop-contributing countries under Article 44 while drafting new multidimensional mandates for

peacekeeping operations. In addition, we would like to reiterate that in accordance with the Charter of the United Nations, we must make sure that all attempts at the pacific settlement of disputes set out in Article 52 have been exhausted by the member States belonging to regional arrangements or regional agencies before the Council is asked to approve new peacekeeping operations by regional organizations.

**The President:** There are no more names inscribed on the list of speakers. The Security Council has thus concluded the present stage of its consideration of the item on its agenda.

*The meeting rose at 4.10 p.m.*