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

Report of the Special Committee on Peace-keeping Operations

Rapporteur: Mr. Waguih Said Moustapha HANAFI

1. The General Assembly, in its resolution **45/75** of 11 December 1990, took note of the report of the Special Committee on Peace-keeping Operations (**A/45/330**) and urged the Special Committee, in accordance with its mandate, to continue its efforts for a comprehensive review of the whole question of peace-keeping operations in all their aspects with a view to strengthening the role of the United Nations in this field, taking into account the difficult financial situation of peace-keeping operations and the need for maximum cost efficiency.

2. In paragraphs 28, 29 and 31 of the resolution, the Assembly invited Member **States** to submit any further observations and suggestions **on** peace-keeping operations to the Secretary-General by **1** March 1991, outlining proposals on specific items in order to allow for more detailed consideration **of** the Special Committee, with particular emphasis on practical proposals to make these operations more effective; requested the Secretary-General to prepare, **with** existing resources, a compilation of the above-mentioned observations and suggestions and to submit it to the **Special** Committee by 30 March **1991**; and requested the Special Committee to submit a report on its work to the General Assembly at its forty-sixth session.

3. In accordance with General Assembly resolution 2006 (XIX) of 18 **February** 1965 and **43/59** B of 6 December 1988, the Special Committee is composed of the following **Member States**: Afghanistan, Algeria, Argentina,

* A/45/50.

Australia, **Austria**, Canada, China, Denmark, Egypt, El Salvador, Ethiopia, **France, Germany**, Guatemala, Hungary, India, Iraq, Italy, Japan, Mauritania, Mexico, Netherlands, Nigeria, Pakistan, Poland, Romania, **Sierra Leone**, Spain, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela and Yugoslavia.

4. The Special Committee on Peace-keeping Operations held five meetings, on 19 April and 6, 8, 9 and 30 May 1991.

5. At its 99th meeting, on 19 April, the Special Committee elected the following representatives as the Committee's officers for a term of one year: Mr. Ibrahim **A. Gambari** (Nigeria) as **Chairman**; Mr. Alejandro **Nieto** (Argentina), Mr. Philippe Kirsch (Canada), Mr. **Shigeki Sumi** (Japan) and Mr. Robert **Mroziewicz** (Poland), as **Vice-Chairmen**; and Mr. Waguhi Said Moustapha Hanafi (Egypt), as Rapporteur.

6. The Special Committee also discussed its organization of work and decided to establish an open-ended Working Group to consider the substance of the mandate entrusted to the Special Committee by the General Assembly. The Committee also decided to entrust Mr. Philippe Kirsch (Canada) with the chairmanship of the open-ended Working Group. The Committee also authorized its Bureau to prepare, before the start of the Committee's session on **6 May** 1991, a draft working document based on the submissions of **Member States** for consideration by the Special Committee.

7. Under paragraph 27 of General Assembly resolution **45/75**, the Special Committee received requests for **observer status** from the Permanent Missions to the United Nations of Belgium, **Brazil**, Bulgaria, Cuba, Cyprus, Czechoslovakia, Fiji, Finland, Greece, Ireland, Iran (Islamic Republic of), Libyan **Arab Jamahiriya**, Luxembourg, Malaysia, Nepal, New Zealand, Norway, Peru, Portugal, Senegal, Singapore, Sweden, Turkey and Uruguay, as well as the Permanent Observer of Switzerland. The Committee took note of their requests and welcomed their participation in the meetings of the Special Committee and its open-ended Working Group as observers.

8. As a basis for its discussion, the Special Committee had before it the reports of the Secretary-General (**A/AC.121/38** and **Add.1**) containing further observations and suggestions submitted by **Member States** at the request of the General Assembly in paragraph **28** of its resolution **45/75**.

9. At its 100th to 102nd meetings, on 6, **8** and 9 **May**, the Special Committee held a general debate and an **exchange** of views on the **matters** before it.

10. In the course of the general debate and exchange of views, which were extremely fruitful and comprehensive, **most delegations** noted a remarkable rise in United Nations peace-keeping operations launched during the last two years and a number of potential operations currently under consideration, which, they believed, underlined the increasing significance of United Nations peace-keeping operations as part of the Organization's task of assuring international peace and security. They stressed the indispensable role that

the Special Committee should assume in further **enhancing** United Nations peace-keeping operations. **Some** delegations pointed **out** that it would be worth while **for** the Special Committee **to** study the impact **and** implication of recent peace-keeping **missions**.

11. Many delegations reiterated that the Special Committee should now **concentrate on fewer items** for in-depth consideration so as **to capitalize** on the accomplishments it had achieved **during** the last two sessions. **Some** delegations **stressed** that the Special **Committee** should focus on specifics rather than repeat the **general** discussion of past years.

12. Some delegations emphasised that, in view of the recent developments in and rapid evolution of **peace-keeping** operations, the idea that the Special Committee should hold meetings throughout the year, as required, merited further and much **more serious** consideration.

13. Views were expressed that it might be advisable **for** the Special Committee to consider whether a **more** permanent institutional basis should be given to the informal consultations on operational and technical **matters among troop-contributing and other** interested countries, which had been held in line with General Assembly resolution **45/75**.

14. Most delegations welcomed the **progress** made so far on the question of resources **for** United Nations peace-keeping operations. They **felt** that further consideration should be given to improvements **in such matters as the** use of civilians, training of peace-keepers, supply and stockpiling, and the application of high technology. It was also suggested that a thorough review should be made of the replies received to the questionnaire sent by the Secretary-General to Member States in 1990 and that, if necessary, the Special Committee should **consider** urging the Secretariat to send additional questionnaires in the future,

15. It was reiterated that the financing of peace-keeping operations was the collective responsibility of the whole international **community**. The cost of such operations should be borne by all Member States. It was also maintained that Member States should fulfil **their** obligation to pay their assessed contributions in full and on **time**. Many delegations **stressed the** need to ensure the financial **stability** of peace-keeping operations, especially in the start-up phase.

16. It was generally **recognized** that the financial aspects of **peace-keeping** operations constituted an integral part of the Committee's mandate. It was suggested that the Committee could coordinate its **work** with the Fifth Committee and other competent bodies of the **Organization** when it discussed **financial issues**. However, a cautious approach was advised. Such a debate should not result in overlapping and duplication **of** work with other competent organs **of the** United Nations.

17. In discussing the institutional aspects of peace-keeping, **some** delegations made a number of suggestions for **enhancing** the work of the

Secretariat units involved and for improving coordination **between** them. Other delegations **stressed the need to encourage** the establishment of regional and subregional peace-keeping arrangements.

18. **Some** delegations **stated** that the current expansion of the United Nations peace-keeping role justified a permanent or ad hoc advisory mechanism to **assist** the Security Council in the performance of its functions with regard to each operation. Other delegations, however, **expressed** reservations on the creation of **any** formal or informal new mechanism.

19. **Some** delegations noted with satisfaction the expansion of United Nations peace-keeping operations and encouraged further exploration of their potential, such as prevention, anticipation and the monitoring and administration of elections and referenda. However, caution was urged by others. They **maintained** that any future peace-keeping operations should strictly conform to the purposes and **principles** of the United Nations Charter and carefully avoid any interference in the internal **affairs** of **sovereign** States and any violation of their territorial integrity. **Some** delegations **emphasized the importance of making** a clear distinction between the **Organization's** own peace-keeping operations and its provision to **Member** States, at their request, of various types of technical **and** other assistance. It was also stressed that peace-keeping operations should be undertaken with the express consent of host country or countries.

20. Several delegations thought that the establishment and conduct of a peace-keeping operation **must** have a clear mandate **from** the relevant United Nations organs, in particular, the Security Council, which was entrusted with the responsibility of maintaining international peace and security. The view was expressed that no change in the mandate, character or duration of peace-keeping operations **authorized** by the Security Council was possible except through a specific decision of the Council.

21. In view of the rapidly evolving concept of United Nations peace-keeping operations, several delegations pointed out that while not reducing the flexibility of peace-keeping operations, the Special Committee might have to set general guidelines for areas of peace-keeping. However, **some** delegations **cast** doubt over any **kind** of attempt and warned that it was not prudent to attempt to **codify** recent significant precedents in order to define the scope of Charter principles.

22. In accordance with the Special Committee's decision, **the** open-ended Working Group held 13 meetings between 13 and 30 **May**,

23. As a basis for its consideration, the Working Group had before it Bureau Working Paper No. 2 which had been prepared in the light of comments made by delegations during general debate.

24. The Working Group **began** by exchanging views on the use of civilians in peace-keeping operations, contained in section 1 (Resources) of Working Paper No. 2. **Most** delegations noted the growing **trend** towards increased use of

civilians in peace-keeping operations, for example, in election monitoring. **Some** delegations expressed satisfaction with this **trend**; they saw it as a way to encourage and facilitate broad participation by Member States in such United Nations operations.

25. While **recognizing** the usefulness of civilians in peace-keeping operations, **some** delegations maintained that the key to this issue was to what extent the United Nations should or could replace military personnel with civilians, **while** taking into account political and **security factors** as well as cost and operational effectiveness of a particular operation. A number of delegations suggested that the Secretariat should examine how peace-keeping personnel, military or civilian, could best be used with a view to fulfilling the mandate of the particular operation effectively, bearing in mind the need for cost effectiveness.

26. With regard to operational effectiveness of the use of civilians, **some** delegations raised specific questions. They concerned the conditions and requirements for civilian personnel to be used in peace-keeping operations; the disciplinary problems which might **arise**; and the ways in which the Secretariat reached a **decision** as to whether it wanted to use military or civilian personnel for a new peace-keeping operation.

27. Referring to the Secretary-General's reports (A/44/605 and A/45/502), which identified the peace-keeping tasks civilians might perform, **some** delegations stressed the need to set up practical guidelines for the applicability of civilians to such tasks in actual ongoing operations.

28. It was indicated that the use of civilian police in peace-keeping operations should also be carefully considered by the Special **Committee**; it might be advisable to request the Secretary-General to prepare a report on the question.

29. Questions were also raised about the chain of command, coordination between the military and the civilians, the status of non-military police forces in peace-keeping operations, the loyalty of civilian personnel provided by Member States and the training of civilians.

30. **Some** delegations warned that civilians outside the United Nations should never replace United Nations staff members in the core civilian functions of peace-keeping, whether in administration or policy-making, so as not to compromise the fact that peace-keeping operations were those of the United Nations.

31. **Some** delegations suggested that it would be useful to consider the establishment of a registry of civilians which might be available to the Secretary-General so that he could react **more** promptly to future requests. It was also suggested that a separate questionnaire on civilian personnel, which could be prepared by the Secretariat, should include **items** concerning the readiness of Member States to provide civilians for peace-keeping.

32. Mr. **S.** Tharoor, Special Assistant to the Under-Secretary-General, **Office** for Special Political Affairs, made a statement in response to questions posed by Member States on the use of civilian personnel in peace-keeping operations.

33. At its second meeting, the Working Group invited Lt. Col. Christian **Harleman** of the International Peace Academy to speak on the training of personnel for United Nations peace-keeping operations. After his statement, a number of delegations asked him specific questions and requested clarifications.

34. Mr. **Marrack** Goulding, Under-Secretary-General for Special Political **Affairs**, was invited to the same meeting. He provided the Working Group with an assessment and the views of the Secretariat concerning the responses so far made by Member **States** to the questionnaire circulated by the Secretary-General on 21 May 1990. **He** then exchanged views with delegations on various issues concerning the **questionnaire**, including how best to ensure and encourage faster responses by more Member States.

35. The Working Group then discussed the question of training in section 1 (Resources) of Working Paper No. 2. The debate reflected the general consensus that training was important for the further improvement of peace-keeping operations. The Special **Committee** should study **the** question carefully in order to make practical recommendations.

36. In the light of the recent expansion in peace-keeping operations and the diversification of **the** functions performed, some delegations stressed the need to further **institutionalize** the training mechanisms for peace-keeping personnel. They showed their readiness to work towards this end. **Some** delegations asserted that the United Nations Secretariat should play a **more** active role in coordinating and supervising all peace-keeping training **activities** at all levels, including United Nations Headquarters, regional centres and national centres. However, **some** delegations maintained that the prime responsibility for peace-keeping training should be borne by Member States and that, in view of cost-effectiveness, the role of the Secretariat should be limited to supportive **activities**.

37. While welcoming the training guidelines prepared by **the** Secretariat, **some** delegations pointed out that these guidelines were only useful to countries which had their own national training programmes in **order** to make them useful for other States, especially developing **countries**, there should be a more comprehensive and coordinated approach to peace-keeping training at the regional and national levels. In addition, it was indicated that the guidelines should be updated on a regular basis and should also include **items** for civilian **specialized** units and civilian police.

38. **Some** delegations suggested that peace-keepers should be trained at three levels: at Headquarters for in-house training of United Nations staff and high-ranking **peace-keepers**; at the regional level for instructors, teachers and specialists; and at the national level for troops and civilians.

39. In view of the growing importance of training, **some** delegations called for the establishment within the United Nations Secretariat of a special unit for the training of peace-keeping personnel. A single spokesman or interlocutor might be appointed **with** the task of ensuring coordination with troop-contributing countries or potential **contributors**; he **could** also make available all training information and directives to the Secretariat.

40. In order to ensure the dissemination and broader use of information on training, **some** delegations called for the compilation by the United Nations of a training catalogue containing information on the existing training **programmes** and institutions in Member **States** and the types of training which might be available for other States. Other delegations also proposed that an annual peace-keeping fellowship should be set up by the United Nations so as to offer a better opportunity for small States to train their personnel. It was understood that this would be financed by voluntary contributions.

41. As a way to enhance its effectiveness, peace-keeping training should take into account cross-cultural factors. **Some** delegations hoped to see greater uniformity in training with a view to **standardization**.

42. While supporting the possible use of intergovernmental organizations like UNITAR for peace-keeping training, **some** delegations questioned the proposed involvement in training of non-governmental organisations and private bodies. With regard to the role of UNITAR, it was suggested that the Special Committee should await the result of the Secretary-General's study **before** taking any position. **Some** delegations expressed appreciation for the ongoing contributions made by **some** non-governmental organisations in the field of peace-keeping **training**. The contributions of the International Peace Academy were specifically mentioned.

43. At the invitation of the Working Group, Mr. Behroos Sadry, Director of the Field Operations Division, Office of General Services, Department of Administration and Management, made a statement on various aspects of supply and stockpiling of materials for peace-keeping operations.

44. The Working Group then considered the questionnaire. Although delegations acknowledged that the number of replies received so far was limited, it was generally **believed** that the questionnaire had proved to be useful and that the exercise should be continued. A suggestion was made that the questionnaire should be periodically adjusted. Delegations also agreed that the Special Committee should find ways and **means** of improving the questionnaire so that **Member States** could respond **to** it on **time**.

45. It was recommended that in 1991 the Committee's resolution should contain a strong reminder to **Member States** which had not replied. **Some** delegations stated that a reminder should be sent periodically **by** the Secretariat to Member States. The **time** required for the reply should be sufficient **in** order to allow more flexibility to **Member States**.

46. A number of comments were **made** on the format of the questionnaire. **Some delegations** pointed out that the questions were too detailed and that too many conditions were attached. They **maintained** that the questionnaire should be **formulated** in more general terms. Other delegation⁸ indicated that **some questions** should be more **precise**; there **should** be concrete requirements for specific areas of peace-keeping operations, especially in the initial phase. They also pointed out that the questionnaire had raised political and financial questions for countries which had not previously participated in peace-keeping operations.

47. Some delegations restated that it would be useful to prepare a questionnaire on civilian personnel. Views **were expressed on the format** of such a **questionnaire**, in particular, its *connection with the first* questionnaire.

48. The Working Group then turned to the question of supply and stockpiling. **Some** delegation⁸ supported in principle the idea of establishing and maintaining a manageable stockpile of equipment for peace-keeping operations. It should have **its** own independent **status** so that the operation could be properly carried out. It was proposed that a list of equipment vitally needed for the start-up phase should be compiled.

49. For financial reasons, **some** delegations expressed reservations on the principle of large-scale stockpiling. They believed that geographically and climatically, each operation was different and required a wide range of equipment. It might be **economical** to procure certain **items from** within the region.

50. The delegations in favour of **the** stockpiling maintained that the potential difficulties were manageable and that the long-term cost might be lower. For the purpose of **cost-effectiveness**, it was suggested that the stockpile should be rotated on a regular basis using existing operations to **replace stocks**. The Secretariat might be asked to identify the areas where stockpiling needs were greatest, taking into account those already existing in Member States.

51. A view **was** expressed that the Special Committee should refrain from making any definite recommendations on the establishment of a **reserve** stock until its views on **possible** alternative and expanded uses of peace-keeping had matured. However, other delegations expressed the belief that the Special **Committee** should not delay action. The evolving nature of peace-keeping operations had given risen to constant problem⁸ which had to be dealt with.

52. **Some** delegations thought it very unwise to obtain supplies from private sources, including non-governmental organiaations and **business** corporations. It was also suggested that the United Nations might turn to regional and subregional organiaations for **some** supplies.

53. The Working Group then **took up** the question of institutional issues, contained in section 3 of Working Paper No. 2.

54. With respect to the issues concerning the United Nations Secretariat, it was generally recognized that the Secretary-General was entitled to **organize** the Secretariat as he saw best. **However**, it would **be** useful for the Special Committee to **discuss** how the Secretariat was functioning and to consider how best to improve its handling of peace-keeping operations,

55. In view of the recent dramatic increase in peace-keeping operations and the expansion of their mandates, some **delegation8** expressed concern at the increasing burden on the Secretariat. They wondered whether it had sufficient **resources** to ensure **the** effectiveness of the various operational component8 and **stressed** the need to consider the possibility of strengthening the Secretariat units concerned. Many delegations also noted the **decentralized** and complex nature of the Secretariat structure which, in their view, caused serious confusion and overlapping and thus increased inefficiency. They **stressed** the need for a well coordinated and controlled **management/staff** that had to **be** responsive to the need8 of the **Secretary-General** as well **as** Member states.

56. It was suggested that the single chain of command for the military as well as civilian peace-keeping personnel should be structured in the Secretariat as well as in the field in order to avoid a division of responsibilities and Simplify coordination at all levels.

57. **Some** delegation8 observed that the Secretariat's planning of **peace-**keeping operation8 should be improved and that there should be a **more** systematic and less improvisational approach.

58. In order to increase communication8 between the Secretariat and Member States, **many** delegations showed **the!r** interest in appointing a single interlocutor in the Secretariat who would ensure coordination between **the** different units, liaise with contributing States and provide Member States with all information concerning peace-keeping operations. In addition, it would be useful to have regular briefings **by** the Secretariat and by **Force** Commanders, **whenever possible**, on current and future peace-keeping operations. The Special Committee should **consider** ways and means of arranging such briefings. It was also **suggested** that the Senior Planning and Monitoring Group should provide information on its **work** on a regular **basis** to Member States.

59. With regard to other institutional issues, a **suggestion** was made that, in view of **the** rapidly changing situation and evolving concept of peace-keeping operations, the Special Committee should discuss the desirability of holding inter-sessional meetings. **Some** delegations pointed out that such meetings should be held on an ad hoc basis as there was no need to convert them into a formal mechanism. It was indicated that the Special Committee did not require a specific authorization of the General Assembly to **meet** inter-sessionally.

60. **Some** delegations Stated that the informal consultations on operational and technical **matters** were very useful and should continue. In the future,

the **Secretariat**, and also the **Force Commanders**, if available, should be more involved in such **consultations**. Some delegations warned that the inclusion of **Force Commanders** raised serious problems and therefore **was** not a good idea. Certain delegations thought that, in the future, such informal consultations should be **organized** in as appropriate a manner as possible so that the States **concerned** could participate and make their views known.

61. At the invitation of the Working Group, **Mr. Leon Hosang**, Assistant Director, Unit **for Peace-keeping Matters** and Special Assignments, Department of Administration **and** Management, made a statement on the financing of United Nations peace-keeping operations. He then **answered** specific questions from delegations.

62. The debate on the question of financial issues, contained in section 2 of Working Paper No. 2, **reflected deepening** concern about the negative impact of the financial situation, which could seriously undermine the ability of the Organization to carry out its peace-keeping activities in an effective and efficient manner. Doubts were expressed as to the utility **or** wisdom of the **Committee's** involving itself deeply in financial issues in view of the **special competence** of other bodies actively engaged in studying the matter, e.g., the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee.

63. Considering the growing deficits in peace-keeping financing, many delegations reiterated that operations should be based on a sound and secure financial foundation and that **Member States** should fulfil their obligation to pay **their** assessed contributions in full and on time. It was also stressed that the cost for peace-keeping operations should be regarded as expenses of the Organization under Article 17 of the Charter of the United Nations and should be borne by all **Member States** as their collective responsibility. Some delegations pointed out the **need to define** what the expenses of the Organization were.

64. Some delegations stressed that the formula of **apportionment** should appropriately reflect the **special** responsibilities of the permanent members of the Security Council and take into account the capacity of the developing countries to contribute financially. It **was** suggested that the time was ripe to **consider** the desirability of **institutionalizing** the special assessment scale, taking into account the capacity to pay of various States at different stages of economic development.

65. As a way to increase financial stability, some delegations **suggested** that the source of financing should be diversified. The **possibilities** for such alternative **sources** could include **regional** and subregional organizations, business corporations, private **foundations** and other non-governmental organizations. However, others were **sceptical** about the advisability and practicality of using such sources. They maintained that the basis for the funding **should** remain assessed contribution. Some delegation favoured the conduct of international campaigns to raise financial resources for peace-keeping.

66. Some delegation⁸ drew special attention to the need to secure financing at the start-up phase. They suggested that the Working Capital Fund should be increased or that a special fund should be established to facilitate the start-up.

67. **Recognizing** the heavy financial burden placed **on** the troop-contributing countries, especially developing ones, it was stressed that the United Nations should guarantee its obligations to them by insuring both adequate and timely reimbursements, especially of long outstanding dues.

68. Some delegations stated that voluntary contributions, both in kind and cash, should be encouraged **by Member States**, provided that they were acceptable to the Secretary-General. However, others qualified that view by saying that voluntary contributions should not detract from the basic obligations of **Member States** to pay **their** assessed contributions. No strings or privileges should be attached to such voluntary contributions.

69. Specific questions were raised as to the financing of the United **Nations** Force in Cyprus (UNFICYP) by those who **believed** that its financing was an anomaly and **should be corrected**. However, others felt that the special circumstances in which the operation was established continued to justify the current mode of financing,

70. It was re-emphasised that, in view of the financial difficulties, peace-keeping operations should be conducted so **as** to ensure the maximum level of efficiency and cost-effectiveness.

71. The Working Group then proceeded to discuss section 4 of Working Paper No. 2, namely, other issues.

72. Some delegations **said** that the mandate of United Nations peace-keeping operations should be expanded to include the prevention of conflicts. The United Nations should take the initiative in that regard. There should be an early warning system established for the purpose of preventing conflicts. Other delegations felt that it might be useful to explore the **possibility** of sending fact-finding and special observer missions to areas of potential conflicts and of establishing observer posts in regions of tension.

73. Some delegations warned against **the** expansion of peace-keeping operations to include peace-making and conflict prevention. It was imperative for the United Nations to obtain consent of the parties concerned **so** as to avoid interference in the internal affairs of sovereign States **and** the violation of their territorial integrity. It was further **stressed** that considerable difficulty would arise in determining **at** what stage of an emerging conflict the United Nations could be expected to intervene.

74. Some delegations suggested that the application of high technology to **peace-keeping** operations should be increased in order to convey more information to the **Secretary-General** and to enhance the effectiveness **and** reduce the costs of peace-keeping.

75. The debate on election monitoring reflected the widely held view that it was **worth** while to **discuss** the issue. A **suggestion** was made that it would be useful to **develop** parameters with regard to the participation of the United Nations in such **activities**. A cautious **approach** was advised by **some** delegations who insisted that the United Nations could participate in election monitoring only when the **consent** of the **interested** parties involved had been attained. Such participation should always be within the context of **peace-keeping** operations. **Some** delegations pointed out that the participation of the United Nations in the monitoring of election⁸ did not constitute per se a peace-keeping operation.

76. The expansion and **diversification** of peace-keeping operations should encourage efforts to set up a set of general guidelines to govern **them**. Some kind of definition of peace-keeping should be developed, thereby reducing the **level** of ambiguity with regard to the concept and practices of such operations. **However**, caution was urged by **some** delegations. Attempts to set up guidelines could deprive the United Nations of the flexibility **it** needed to respond to a wide range of requirements for the implementation of a variety of operations.

77. **Some** delegations drew attention to the important role that regional and subregional organizations should play in peace-keeping and maintained that the United Nations should welcome **and** support regional approaches to the solution of conflicts and, if requested, pass on its peace-keeping expertise to such organizations.

78. The point was **made** that the Special Committee should **consider** the possibility of adopting a declaration **which** would encompass the basic **organizational** aspects of the conduct of peace-keeping operations and would also contain recommendations aimed at **enhancing** their **effectiveness**. The delegation of the USSR presented a Conference Room Paper (annex II of this report).

79. Having considered the suggestions and proposals presented by **Member** States, the Working Group submitted the following conclusions and recommendations to the Special Committee for its approval and transmittal to the General Assembly:

(1) The Special **Committee** welcomes the report of the Secretary-General (A/45/502) on the **use** of civilian personnel in peace-keeping operations and invites the Secretary-General to continue to consider using civilian personnel in the peace-keeping tasks whenever the Secretary-General deems **it** appropriate, taking into account the operational and other relevant needs, as well as the requirement of cost-effectiveness of the peace-keeping operations.

(2) The Special Committee welcomes the training guidelines issued by the Secretariat in 1991 and urges the Secretariat to keep the guidelines updated.

(3) The Special Committee requests the Secretariat to consider in due course the utility of similar guidelines for the training of civilian specialized units, including civilian police.

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(4) The Special Committee **recognizes** the importance of peace-keeping training and **considers it** useful for the Secretariat to designate a focal point for all such related activities.

(5) The Special Committee again encourages those Member States with national or regional training programmes to provide access to those programmes, as appropriate, to other interested Member States.

(6) The Special Committee further encourages all Member States conducting training in peace-keeping to include cross-cultural education in existing training programmes.

(7) The Special Committee also encourages all Member States to **organize** their own national training programmes and consider the establishment of regional and national training centres. In this connection, the Special Committee urges all Member States to promote **cooperation** between them.

(8) The Special Committee requests the Secretary-General to **study** and report on the feasibility, including costs, of establishing an annual peace-keeping **fellowship programme** for national peace-keeping trainers to be administered by the Secretariat.

(9) The Special Committee requests the Secretary-General to collect information on peace-keeping training and similar activities and further requests the Secretary-General to issue a list based upon national submissions and update it regularly.

(10) The Special Committee notes that only 45 Member States have to date responded to the questionnaire **issued** by the Secretary-General on 21 May 1990 pursuant to General Assembly resolution 44/49 of 8 December 1989 to identify those personnel, material and technical resources and services which Member States would be ready, in principle, to contribute to United Nations peace-keeping operations. The Special Committee urges Member States which have not **replied** to do so.

(11) The Special Committee further encourages studies on the possible application of high technology to peace-keeping operations, where it would enhance their efficiency.

(12) The Special Committee recalls that the financing of peace-keeping operations is the collective responsibility of all Member States in accordance with Article 17, paragraph 2, of the Charter of the United Nations.

(13) The Special Committee **emphasizes** again the need to ensure a secure and sound financial basis for United Nations peace-keeping operations, particularly with reference to the resources **needed** for the start-up phases of such operations.

(14) The Special Committee reiterates its call upon all Member States to pay their assessed contributions in full and on time and encourages again

those States which **can** do so to make voluntary contributions **that are acceptable** to the Secretary-General.

(15) The Special Committee **stresses** the importance of the need to reimburse the outstanding dues of troop-contributing States.

(16) The **Special** Committee encourages the Secretary-General **to** continue to **examine** all **aspects** of peace-keeping operations, as distinct from the provision of technical and other assistance to States upon their request, in order to **ensure** that they are conducted in an efficient and cost-effective manner.

(17) The Special Committee considers **it** important that in establishing future peace-keeping operations, financial questions should continue to be studied **seriously**, particularly at the planning stage, in order to ensure the **effectiveness** of such operations and strict control of their expenditures.

(18) The Special Committee encourages regional and subregional **organisations** to contribute, in the context of cooperation with the United Nations, to the effective conduct of peace-keeping operations.

(19) The Special Committee calls upon States directly concerned to take all **necessary measures** to facilitate the launching of peace-keeping operations, with a view to creating the necessary conditions for ensuring that they are **conducted** in a cost-effective manner.

(20) The **Special** Committee welcomes the factual report on the Secretariat **units** dealing with peace-keeping operations (A/46/169 of 10 May 1991) and welcomes as well the elaboration on it by the Secretariat.

(21) The complexity of the Secretariat functions in support of peace-keeping activities **is** fully **recognized** by the Special Committee, which also **takes** note of the dispersed nature of the **various** offices reporting to different Under-Secretaries-general.

(22) The Special Committee notes that, as a result of the launching of at least four new operations, the workload of the offices concerned continued to increase and recognises the **efforts** made by the Secretariat to cope with the challenge. The Special Committee further notes that the Secretariat's ongoing capacity to plan and coordinate new **operations** and **manage** ongoing ones is dependent on sufficient human resources to **meet the** increased demands.

(23) The Special Committee invites the Secretary-General, given the need to improve the capacity of the Secretariat to plan and coordinate new and ongoing peace-keeping operations, to investigate the feasibility of integrating those offices whose primary functions are directly **related** to peace-keeping.

(24) The **Special** Committee also invites the Secretary-General to consider identifying a focal point for contacts by Member States seeking

information on **all** facets, including operational and administrative **matters**, of ongoing and planned peace-keeping operations.

(25) The Special Committee notes that informal consultations among Member States contributing personnel and other interested **States** held in accordance with General Assembly resolution A/45/75 were **considered** useful.

(26) The Special Committee takes note of the **possibility** of holding inter-sessional open-ended informal **consultations**, as required, in order to have an exchange of views on operational and technical **matters** relating to the practical aspects of peace-keeping operations, and to receive briefings from the Secretariat and other briefings as **may** be appropriate.

(27) The Special Committee **recognizes** that peace-keeping operations are an evolving concept calling for increased attention and ongoing evaluation by the Member States of the United Nations, in conformity with the purposes and principles of the Charter of **the** United Nations.

(28) The Special Committee also considers that the growing demands on the United Nations in the field of peace-keeping **make** it **essential** to **continue** to secure the **greatest** possible level of support from Member States.

(29) The Special Committee considers it useful to continue discussion on different aspects of the question of prevention of conflicts.

(30) The Special Committee considers it useful for the United Nations to monitor global developments which eventually **may** be transformed into a crisis and, in this connection, takes note of the role of the Office for Research and the Collection of Information.

(31) **The** Special Committee considers it useful to pursue its exchange of views on the role of United Nations personnel in, **inter alia**, electoral activities when they are an integral part of peace-keeping operations, and on the role of the United Nations civilian police.

(32) The **Special** Committee considers that the composition of the United Nations peace-keeping operations, taken as a whole, should be on a wide geographical basis and requests the Secretary-General to continue to make **every** possible effort to broaden the participation of countries in these operations.

(33) The Special Committee considers **it** advisable to continue the **discussion** of the idea of a generally acceptable text of a declaration on United Nations peace-keeping operations, which would include fundamental **organizational** and practical aspects involved in the conduct of peace-keeping **operations** and would contain **recommendations** on ways to improve the effectiveness of such operations.

80. At its 103rd meeting, on 30 May, the Special Committee considered and adopted its report to the General Assembly.

ANNEX1

Bureau Working Paper No. 2

COVERING NOTE

On 2 May 1991, the Bureau of the Special Committee on Peace-keeping Operations distributed Working Paper No. 1, based on submissions of Member States to the Secretary-General contained in documents A/AC.121/38 and Add.1. In its covering note, the Bureau indicated that this draft working document was being distributed for the information of delegations only, and that it would submit a revised version of this document, if necessary, following the general debate.

In the light of the general debate, the Bureau has prepared Working Paper No. 2 (attached), as a proposed basis for discussion in the open-ended Working Group established by the Committee. In preparing this Working Paper, the Bureau has taken into account the view expressed by many delegations that the Working Group should have an in-depth discussion on a limited number of topics. The Bureau has drafted the revised list in such a way as to allow flexibility in the discussion, including consideration of any proposals submitted by delegations, which are not specifically mentioned.

Possible list of topics

1. Resources

Use of civilians
Training
Secretary-General's questionnaire
Supply and stockpiling

2. Financing

General
Start-up costs

3. Institutional issues

United Nations Secretariat
Other institutional issues

4. Other issues

Prevention of conflict
Election monitoring
Guidelines for areas of peace-keeping
Organization and effectiveness of peace-keeping

ANNEX II

[Original: Russian]

I . Provisions for possible incorporation into the preamble of a declaration on peace-keeping operations

Determined to strengthen the **efforts of the** United Nations to promote international peace and security in all its **aspects** by working to improve United Nations peace-keeping, peace-making and crisis-prevention functions, by encouraging **more** active use **of the** Secretary-General's good offices, by rendering electoral assistance at the request **of** individual countries and by enhancing the ability of the United Nations to respond flexibly and effectively to new challenges to global and regional **stability;**

Acknowledging that United Nations peace-keeping operations are becoming an invaluable means of facilitating the settlement of international disputes and the elimination of hotbeds of tension in the **world;**

Emphasizing the importance of the provisions by all States, and particularly the parties **concerned,** of political support for United Nations peace-keeping activities and for measures taken by the Secretary-General for the conduct **of** such operations;

Noting the need to make maximum use of the preventive potential of the Security Council, the General Assembly **and** the Secretary-General for the purpose **of** early identification and prevention of international crises and **conflicts;**

Reaffirming that United Nations peace-keeping operations constitute one of the most effective means **of** preventing international disputes from developing into military confrontations and of avoiding the emergence of critically dangerous situations;

Emphasizing that close and coordinated interaction between the Security Council, the General Assembly and the Secretary-General, as well as the cooperation of the receiving State and all the parties involved, are of fundamental importance for the success **of any operation;**

Desiring further to enhance peace-keeping operations as an integral component of United Nations peace-making activities and **an effective** element in the strengthening of the system of collective security provided for under the **Charter;**

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

Noting with appreciation the efforts **of** the Secretary-General in conducting United Nations peace-keeping operations, as decided upon by the Security **Council;**

Convinced that United Nations peace-keeping operations, when conducted with the consent of the receiving country and with respect for its sovereignty and territorial integrity, constitute an important function of the United Nations, even though, being of a temporary nature, they do not amount to a substitute for the pacific settlement of disputes.

II. Provisions for possible incorporation into the operative part of the declaration

The Security Council should proceed on the basis that peace-keeping operations represent what is essentially a temporary measure aimed at facilitating the settlement of conflicts and disputes and that their mandate should not be renewed automatically.

The Security Council should bear in mind that peace-keeping operations must never take the place of attainment of the ultimate objective - the earliest possible settlement of the conflict by means of negotiations - and that the mandate of each operation should be examined carefully and, if necessary, changed to reflect alterations in circumstances.

The Security Council should consider the possibility of ensuring an appropriate United Nations presence by, inter alia, sending military observers, police and civilian personnel at an early stage of the emergence of an international dispute or conflict and making use of armed peace-keeping forces to prevent the further aggravation of a dispute or situation in the regions concerned.

States should respond positively and rapidly to the Secretary-General's requests for financial, human and material resources during the preparation, deployment and implementation stages of United Nations peace-keeping operations.

States should pay their assessed contributions in full and on time.

States will endeavour to find alternative ways of covering the expenses of United Nations peace-keeping operations to supplement the practice of assessed contributions, including voluntary contributions from the States concerned, regional and subregional organizations, non-governmental organizations, corporations and other private sources.

The receiving States and all participating parties must support and facilitate the successful and safe deployment and conduct of United Nations peace-keeping operations in every possible way in order that they may discharge their mandate. This would include entering into agreements with the United Nations on the status of the forces and providing them with adequate support in the area of infrastructure.

The Security Council should address the issue of starting new peace-keeping operations when to do so is in the interests of international

peace and security in accordance with the purposes and principles of the Charter **and** when adequate financial and material resources are available.

The Secretary-General should take a necessary measures to ensure the careful planning and preparation of new peace-keeping operations, the balanced assignment of **personnel**, proper material and technical support and efficient command of the operations.

States **should enhance** United Nations peace-keeping capabilities by providing supplementary assistance to peace-keeping operationsr this **could** include, **inter alia**, administrative support **and** the provision to *the* United Nations of any other possible resources at their disposal which might be used for peace-keeping operations.

States should consider the possibility of training their own personnel for United Nations peace-keeping operations and of exchanging the experience they have accumulated in such operations, **as** well as their national training **programmes**, with a view to establishing internationally agreed standards for such training.

The States concerned must extend their fullest possible cooperation to ensure the effective conduct of United Nations peace-keeping operations and, in particular, the safety of all those who take part **in** them.

States bear a collective responsibility for the equitable apportionment of the financial burden of peace-keeping operations, which should continue to be conducted **in** the most effective and economical manner possible,
