

serious misconduct. Finally, noting the grave allegations of sexual abuse by humanitarian workers and peacekeepers and the efforts made by the Department in improving its procedures, he recalled that personnel contributed for service in a peacekeeping operation were required to abide by the highest standards of integrity while in service for the United Nations.<sup>31</sup>

The Senior Gender Adviser of MONUC briefed Council members in detail about the Gender Unit of MONUC. She highlighted the ways in which the Gender Unit had facilitated the implementation of the Mission's mandate through such activities as training and research, communication and dissemination of gender-sensitive information, outreach to the Congolese population, capacity-building for women leaders and advocacy, monitoring and evaluation of women's participation in the peace and transition processes. Finally, she presented several priority action points, including the appropriate staffing of gender units, and the need for troop- and police-contributing countries to ensure a substantial proportion of women among personnel recruited for peacekeeping operations.<sup>32</sup>

Most speakers observed progress towards implementing resolution 1325 (2000), including the new post of Gender Adviser within the Department of

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<sup>31</sup> S/PV.4852, pp. 3-6.

<sup>32</sup> *Ibid.*, pp. 6-9.

Peacekeeping Operations, but agreed that much remained to be done. Therefore, they advocated, *inter alia*, the integration of gender perspectives into the analysis, decisions and new mandates of the Council, and the inclusion of information on the situation of women in the reports of the Secretary-General; the development of effective monitoring mechanisms to enable more systematic control of implementation; and the proposal, by Member States, of more women as candidates for posts and the appointment of more women as Special Representatives and Special Envoys of the Secretary-General. Many speakers recognized the important role of non-governmental organizations in women's participation and empowerment in conflicts, including the dissemination of resolution 1325 (2000). Several speakers welcomed the bulletin on special measures for protection from sexual exploitation and abuse developed by the United Nations system.

The representative of Mexico opined that a new resolution would serve to update and supplement resolution 1325 (2000) and keep the attention of the Council and the attention of the membership of the United Nations at large focused on the issue.<sup>33</sup>

The representative of South Africa recommended that the international community consider establishing centres of excellence to train women for leadership positions in peacekeeping operations.<sup>34</sup>

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<sup>33</sup> *Ibid.*, p. 19.

<sup>34</sup> S/PV.4852 (Resumption 1), p. 5.

## 47. Items relating to peacekeeping

### A. No exit without strategy

#### Initial proceedings

##### Deliberations of 15 November 2000 (4223rd meeting)

In a letter dated 6 November 2000 addressed to the Secretary-General,<sup>1</sup> the representative of the Netherlands referred to the report of the Panel on United Nations Peace Operations (the Brahimi report)<sup>2</sup> and related discussions, which showed the importance

that Member States placed on improving peace operations. He noted that the Security Council was often faced with the decision on whether to extend, modify or terminate a peace operation. However, there had been cases in which the Council had decided to end a mission or reduce its military component only to have the situations remain unstable or deteriorate, which would seem to contradict the Council's mandate as contained in the Charter of the United Nations that it should work towards a self-sustaining peace, or at least

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<sup>1</sup> S/2000/1072.

<sup>2</sup> S/2000/809.

a durable absence of violence. By his letter, he also transmitted a paper, in preparation for an open debate of the Council on peacekeeping operations to be organized by the Netherlands, which elaborated on the issues of mission closure and transition, and included three short case studies, on Mozambique, Liberia and Haiti.

At its 4223rd meeting, held on 15 November 2000, the Council included in its agenda the item entitled “No exit without strategy”, as well as the above-mentioned letter. At the same meeting, the Council heard statements by all members of the Council, and the representatives of Australia, Austria, Belarus, Croatia, Denmark, Egypt, Finland, Germany, India, Indonesia, Ireland, Italy, Norway, Pakistan, the Philippines, Portugal, Rwanda, Singapore, Slovakia, South Africa and Thailand.

In his introduction, the President (Netherlands) stated that he expected to hear suggestions for improvements in a variety of fields such as analysis and planning, political will, commitment and leadership, and resources and funding. However, he acknowledged that a realistic discussion needed to take into account that there could never be a guarantee that a peace operation would reach conditions that allowed for an orderly transition to post-conflict peacebuilding. He stressed that it was therefore important to look at how the United Nations could limit the damage caused by early termination of a peace operation.

In their statements, representatives touched on a wide variety of issues, including the definition of “exit strategy”, which should not mean a hasty departure from a strategically stated goal; the need to base any exit strategy on objectives to be attained, rather than pre-established timetables; the need to adequately consult troop-contributing countries and ensure adequate resources; the need to pay more attention to underlying causes when the Council was seized with a conflict; the need for clear and appropriate mandates; the importance of demobilization, disarmament and reintegration efforts; and the importance of a transitional mechanism to the peacebuilding phase followed by a long-term commitment.

During the course of the debate, speakers referred to a number of peacekeeping missions, including the United Nations Mission in the Central African Republic; the United Nations Transitional Administration for Eastern Slavonia, Baranja and

Western Sirmium; the United Nations Transitional Authority in Cambodia; the United Nations Operation in Mozambique; the United Nations Organization Mission in the Democratic Republic of the Congo; the United Nations Assistance Mission for Rwanda; and the United Nations Transitional Administration in East Timor.

Many representatives stressed the importance of coordination with other organs of the United Nations, and with the International Monetary Fund and World Bank. The representatives of Bangladesh and Canada also stressed the role of responsible non-governmental organizations.<sup>3</sup> In addition, the representative of Bangladesh proposed the establishment of an institutional mechanism of cooperation and coordination among all relevant actors.<sup>4</sup>

Most of the representatives agreed that the Council needed to improve its performance in terminating peacekeeping operations. However, the representative of the United Kingdom pointed out that none of the Council members had answered the question of how to improve the Council’s performance. He stressed three essential things to improve the Council’s performance: the necessity of a specific, strategic analysis capability to be present in the Secretariat; the need for consultation among the wider membership, particularly with troop contributors or potential troop contributors, to assure a broader understanding of the mandate; and, in regard to implementation, the necessity of better planning, higher speed, better coordination and all the things that were outlined in the Brahimi report.<sup>5</sup>

The representative of Namibia, Egypt and Pakistan questioned whether the Council was too selective in the termination of peacekeeping operations and pointed out that the Council needed to look at each situation objectively, not in terms of individual Council members’ national interests.<sup>6</sup> However, the representative of the United Kingdom replied that the question of whether the Council was too selective had to be looked at politically; that in talking about exit strategies, the Council was talking about strategy.<sup>7</sup>

<sup>3</sup> S/PV.4223, p. 9 (Bangladesh); and p. 10 (Canada).

<sup>4</sup> *Ibid.*, p. 9.

<sup>5</sup> *Ibid.*, pp. 23-24.

<sup>6</sup> *Ibid.* p. 18 (Namibia); S/PV.4223 (Resumption 1), p. 13 (Egypt); and p. 21 (Pakistan).

<sup>7</sup> S/PV.4223. p. 23.

The representatives of France, Canada, Germany and the United Kingdom stressed that the Council needed to build into its thinking, particularly in connection with mandates, an awareness of the possible need for change, with the representatives of France and the United Kingdom highlighting the fact that clear objectives for a peacekeeping operation were not always possible.<sup>8</sup> Similarly, the representative of Denmark suggested that a mandate should not inappropriately limit the Secretary-General's ability to shape and adjust the operation or mission to take account of evolving circumstances.<sup>9</sup>

The representative of Egypt stated that the Council should not resort to exerting political pressure on any side by hinting at terminating an operation, reducing an operation or resorting to any method of political pressure that would serve the political interests of one or more States in the Council without paying attention to the interests of the host State or region in which the operation was conducted, not to mention the interests of the members of the society

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<sup>8</sup> *Ibid.*, p. 6-7 (France); p. 11 (Canada); and pp. 23-24 (United Kingdom); S/PV.4223 (Resumption 1), p. 3 (Germany).

<sup>9</sup> S/PV.4223 (Resumption 1), p. 18.

hosting the operation.<sup>10</sup>

The representative of India emphasized that successful peacekeeping could be carried out only by countries that were neutral and had no interests of their own to pursue. He continued that there was also renewed confusion over what peacekeeping was. While the Council's humanitarian impulse was natural, conducting humanitarian relief through peacekeeping undermined both. Moreover, the delegate recalled that there was a gap between emergency relief and long-term development and reconstruction programmes, and, during that gap, societies could unravel again and conflicts resume.<sup>11</sup>

The representative of Argentina noted that even in conventional armed conflicts, the conflict might remain latent, and the mission might be given a stabilization function that could lead to a syndrome in which the parties became dependent on the peacekeeping operation, thereby making it more difficult for the Council to take the decision to put an end to it.<sup>12</sup>

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<sup>10</sup> *Ibid.*, p. 13.

<sup>11</sup> *Ibid.*, pp. 23-25.

<sup>12</sup> *Ibid.*, p. 12.

## B. Strengthening cooperation with troop-contributing countries

### Decision of 31 January 2001 (4270th meeting): statement by the President

At its 4257th meeting,<sup>13</sup> on 16 January 2001, the Security Council included in its agenda a letter dated 8 January 2001 from the representative of Singapore addressed to the Secretary-General, announcing the organization of an open debate on strengthening cooperation with troop-contributing countries, and

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<sup>13</sup> For more information on the discussion at this meeting, see chap. I, part V, case 9, with regard to special cases concerning the application of rules 27-36; chap. VI, part IV, sect. A, case 20, with regard to practice in relation to the election of members of the International Court of Justice; and chap. XI, part V: sect. B, with regard to the discussion relating to Article 43 of the Charter; sect. D, with regard to the discussion relating to Article 44; and sect. F, with regard to the discussion relating to Articles 46-47.

enclosing background papers and suggesting some specific questions for discussion.<sup>14</sup>

At the meeting, the Council was briefed by the Deputy Secretary-General. Statements were made by all Council members<sup>15</sup> and the representatives of Argentina, Australia, Bulgaria, Canada, Egypt, Fiji, India, Japan, Jordan, Malaysia, Nepal, New Zealand, Nigeria, Pakistan, Poland, the Republic of Korea, Romania, Senegal, South Africa, Sweden (on behalf of the European Union<sup>16</sup>) and Zambia.

In his introductory statement, the President (Singapore) stressed that the success of peacekeeping operations depended on a healthy triangular

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<sup>14</sup> S/2001/21.

<sup>15</sup> Singapore was represented by its Minister for Foreign Affairs.

<sup>16</sup> Bulgaria, Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia and Slovenia aligned themselves with the statement.