

CHECK AGAINST DELIVERY

**REMARKS OF MR. JEAN-MARIE GUÉHENNO
UNDER SECRETARY-GENERAL FOR PEACEKEEPING OPERATIONS
TO THE
SPECIAL COMMITTEE ON PEACEKEEPING OPERATIONS
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Distinguished delegates

It is a pleasure for me to join you this morning at the opening of the annual session of the Special Committee on Peacekeeping Operations

In some ways, my coming before you today feels like the culmination, rather than the start, of our interaction in this, the 61st session of the General Assembly. It is a point of personal satisfaction for me to note the increased level of interaction in recent years between the Department of Peacekeeping Operations and the Special Committee on Peacekeeping Operations. Our discussions have taken place in formal contexts such as the annual Fourth Committee debate on peacekeeping and successive resumed sessions of the C-34. Equally important is the intense interaction we have at an informal level, from almost monthly briefings to C-34 and working groups on specific issues of common concern to the recent establishment of a dedicated website for the C-34.

These forums have helped create a fruitful environment for exchange and review of the challenges facing UN peacekeeping and how we can best address them. I am gratified by the spirit of common endeavour that has marked so much of our interaction. We share a commitment to the cause of UN peacekeeping. We share a practical concern to ensure the success of our missions and the safety of our personnel. And we share the recognition that achieving these objectives requires us to constantly adapt to the dynamic environment that characterizes UN peacekeeping.

This shared commitment was strongly in evidence during last week's informal consultations on the proposals of the Secretary-General to strengthen the capacity of the Organization to manage and sustain UN peace operations. So too was a shared analysis of the enormity of the challenge that we currently face. The figures speak for themselves:

- The number of UN peacekeepers deployed around the world today – almost 100,000 - is the highest in its history with the possibility of significant further growth appearing imminent.
- 114 troop and police-contributing countries make this possible, participating in UN peacekeeping through individually negotiated arrangements and frameworks.

- The annual peacekeeping budget has more than doubled in the past five years and now stands at USD 5.7 billion – a sum larger than the gross national product of many of the countries in which we work.

Very few of us today would have anticipated the level of increase in UN peacekeeping and the speed with which it has taken place over the past five years. As delegates of the C-34, you have particular appreciation of the strain that this has put on systems and personnel in the field as well as Headquarters. The strain has been obscured, in part, because we have managed to avoid a serious crisis in UN peacekeeping. And we continue to record some notable achievements. In 2006 these included:

- the successful organization of elections the Democratic Republic of the Congo and in Haiti;
- the efficient closure of the peacekeeping mission in Burundi and the start of a new phase of transition in Kosovo, including the draw-down of the UN mission there;
- Alongside draw-downs were successful rapid deployments in Lebanon and in Timor; while, at the same time, the raising to almost full strength of all our missions in Africa.

To my mind, our ability to manage the extraordinary demands we now routinely face is largely a consequence of two factors. The first is the dedication and efforts of UN peacekeepers in the field and at headquarters. Many of these individuals work in extremely challenging conditions, often with very limited resources, yet they continue to provide huge levels of energy and skills to the tasks in hand. In this respect, I want to single out Assistant-Secretary-General Hédi Annabi who embodies the dedication and integrity that has made UN peacekeeping what it is today. Hédi will shortly leave his present position but, I sincerely hope, will continue to provide the benefit of his wisdom and experience to the United Nations.

The second factor of success in this challenging period is the adaptability of UN peacekeeping. Large, multilateral organizations such as the United Nations are often criticized for being rigid and static in their approach and processes. When I look at peacekeeping, however, I see an organization that is constantly evolving and developing in response to external events. This unique degree of flexibility was particularly evident in the past year. To take just some examples of the ways in which UN peacekeeping has adapted to meet specific contexts:

- In Darfur, new arrangements to support the African Mission in Sudan (AMIS) were agreed involving the provision of UN police and military advisers, as well as additional logistics support and equipment. We are now establishing a joint command structure with the AU in Darfur, the first time the UN and the AU will have worked in this way.
- In the DRC, EUFOR deployed to assist the UN and national authorities by providing additional deterrent capability during the election period. This was a new form of UN-EU cooperation in what has become a substantial operational as well as strategic partnership.

- With regard to the UN mission in Lebanon, a new mechanism, the strategic military cell, is currently being tested as a means to provide additional military strategic guidance capacity to UN Headquarters
- We redeployed Headquarters staff and personnel from other missions on short-term loans to Timor, Lebanon, Nepal and are now starting to engage in similar measures for Chad, to facilitate rapid start up of new missions
- In Haiti, we have set in motion an ambitious operation to tackle the urban violence and armed gangs that provide the greatest obstacle to that country's peaceful development.
- In Liberia, a joint operational initiative between UNMIL and the World Bank, has resulted in the creation of a \$5 million road reconstruction project that provides employment to local communities.

This capacity for innovation has been a lifeline for UN peacekeeping in a period of sustained high demand. It has involved new arrangements and, in many cases new partnerships. Some of these adaptations are specific to the political or operational realities of a particular context. Some of them represent new ways of working that we may wish to incorporate in future operations. Adaptability offers us a way of learning and thereby strengthening UN peacekeeping.

It is on that adaptability that we must now build. We must turn our capacity for evolution into a vehicle for creating a stronger, more professional and more effective UN peacekeeping, even in a period of huge operational demands. No matter how capable the individuals and how innovative our response in particular contexts over the past few years of surge, the demands facing us today require a more systematic, structural response.

It was this consideration that led to my introduction, last year, of an ambitious reform agenda, *Peace Operations 2010*, centred on five priority areas of attention: personnel, doctrine, partnerships, resources and organization. Many of the new initiatives proposed in the Report of the Secretary-General that you have before you today are part of this reform agenda to strengthen our capacity to mount and sustain peace operations in a professional, effective and accountable way. Many of the capacities we have sought as part of *Peace Operations 2010* are reflected in the proposals of the Secretary-General to restructure the UN Secretariat and in the organigrams that have been distributed as part of that process. I look forward to discussing these initiatives to strengthen the five priority areas of personnel, doctrine, partnerships, resources as well as organization.

The core of the Secretary-General's proposals, as you know, is the consolidation of responsibility, authority and resources for all aspects of the planning and conduct of UN peacekeeping and related field operations. To manage the expanded span of activities this will involve, he proposes to establish two specialized but tightly integrated departments to manage this task: the Department of Peace Operations and the Department of Field Support. We have discussed these proposals extensively over the past month and, in the coming weeks we will be considering the detailed aspects of effective implementation. The continued engagement of Member States is important, given the variety of

perspectives and expertise that you bring, and which can further strengthen UN peacekeeping.

II

This morning, however, I would like to devote a few moments to looking at how we can continue to advance the priorities set out in *Peace Operations 2010* and how the Secretary-General's proposals may contribute to this ongoing reform agenda. There are a number of areas in which the consolidation of responsibilities and resources and the establishment of additional capacity at Headquarters may contribute to the efforts we have set in motion last year.

A clearer delineation of functions and lines of responsibility at Headquarters can help ongoing efforts to structure Headquarters in such a way that benefits performance, efficiency and accountability here and in the field. The integrated operational team concept proposed by in *Peace Operations 2010* will be the core vehicle for the planning and conduct of all UN peace operations, and the means of bringing together the Department of Peace Operations and the Department of Field Support at all levels. It will also reinforce efforts to put in place integrated mission planning processes to guide integrated teams. We are proposing to put in place an integrated mission planning cell expressly for that purpose in the Department of Peace Operations. Mission structures in the field will be further integrated through a strengthened chain of command under the authority of the Head of the Mission.

The priority of doctrine must also stay uppermost in the restructuring process. Delegates of the C-34 have been convinced of the need for a doctrine of UN peacekeeping to ensure that, in the face of diverse operational environments, personnel and mandates, field activities are guided by a coherent body of principles and procedures to enhance safety and effectiveness. Over the past year we have engaged together in workshops and meetings to develop an overarching doctrine to help define and describe modern UN peacekeeping. With your help, we hope to complete this work in 2007 and produce a document that informs future UN peacekeepers as well as ongoing missions maintain focus on core mandated tasks.

Under a new organizational arrangement at Headquarters, the need for doctrine becomes even more crucial. Common policies, standard operating procedures and guidance will be the basis on which the effective day-to-day cooperation of the two departments will be enabled. The development of peacekeeping doctrine will be consolidated in the Department of Peace Operation's policy and best practices section where one of its core activities will be the development of guidance to support the functioning of integrated operations.

The objectives we established in the area of personnel can be assisted by the consolidation of authority, responsibility and resources for all field personnel into the Department of Field Support. This consolidation will not only improve the quality and

responsiveness of direction and support from Headquarters to the field, but it will also enable us to strengthen oversight and monitoring of all aspects of human resources management in the field, including conduct and discipline, objectives we set at the core of *Peace Operations 2010*. A dedicated field support department will enable us to prioritize recruitment and outreach so as to ensure that personnel appointments, in particular those of senior leadership, reflects the gender balance and geographical diversity to which we are committed. And a consolidated field personnel capacity will assist us in swiftly taking forward the implementation of the proposal to establish a civilian cadre of peacekeepers, should Member States support this vital new initiative.

The examples of partnership I mentioned earlier have convincingly demonstrated the importance of this priority. We have already made good progress in putting in place arrangements to support the development of the AU's peacekeeping capacities. Given that over 75 percent of UN peacekeepers are deployed in Africa, this ten year engagement ranks as one of our key strategic priorities. But given the interlocking nature of our partnerships, it is not one we should pursue in isolation.

Under the proposals to consolidate Headquarter functions and responsibilities, we have the opportunity to establish a dedicated capacity for the further development of a range of strategic partnerships, many of which are central to support to successful peacekeeping in Africa. This includes partnerships with regional entities, such as the European Union and the Economic Community of West African States. A dedicated capacity will also enable us to build relationships with newer partners, such as the World Bank. And it will provide a focal point for our UN partners with which we increasingly engage in efforts to improve the coherence and effectiveness of the wider UN system. The restructuring of Headquarters may also enable senior managers in the Department of Peace Operations to devote more time and attention to leading the strategic direction of our partnerships.

Finally, there is the priority of resources in the *Peace Operations 2010* reform agenda. The consolidation of peacekeeping resources in Headquarters offers a significant opportunity to manage scarce resources more effectively and to respond to field needs in a more responsive, more efficient way. The establishment of two departments will increase overall management capacity and resources, allowing us to put in place more senior managers, with clearer responsibilities and specialization, to support the field. One of these is improved public information capacity. Member States recognize the importance of effective public information on UN peacekeeping to communicate with host communities in the field and, equally, explain to domestic populations among contributing countries the purpose and function of their investments in UN peacekeeping. But while we have expanded public information components in the field considerably, we have not yet consolidated and reinforced the support provided from Headquarters.

III

That being said, it is crucial for us to acknowledge that there are vital operational needs that demand urgent attention and resources. On one point we are all agreed: if we are to manage our current tasks, and potentially take on new ones in 2007, we urgently require

the reinforcement of planning, management and operational capacities across the span of UN peacekeeping. I strongly hope that the proposals to strengthen Headquarters capacity to manage and sustain peace operations contribute to, rather than distract from, comprehensive and sustained engagement on this issue.

One of the areas in which substantial reinforcement and strengthening is required is our military capacities. From my discussions with you, I know that you share my concern at the extent of overstretch of military resources at Headquarters. We urgently need substantial reinforcement in all functions – planning, force generation and current operations. More military personnel are required not only to support planning for new operations and to participate in the integrated management of ongoing missions but also to help develop doctrine and guidance in the new areas of activity, a central one of which is the Joint Operations Centres and the Joint Mission Analysis Centres.

Experimental initiatives such as the current strategic military cell may be a valuable additional complement to the military component at headquarters in specific contexts or operations. But they are not an alternative to a properly resourced Department and they should function within the structures and processes established to support integrated planning and management of UN peace operations. The effective direction of all military aspects of UN peace operations at Headquarters is a huge and substantial task and one that merits, I believe, the designation of the Military Adviser as Assistant Secretary-General.

I am also convinced that the police component at headquarters must be urgently reinforced. Police deployments increased by 30 percent alone in 2006 in UN peacekeeping operations. Certainly the establishment of the Standing Police Capacity will assist in addressing the planning and support challenges that this has presented. But my fear is that the new capacity will be immediately thrown into managing current demands and may not be able to establish its distinct functions and added value from the outset. This is of particular concern, given the likelihood of new start-up operations for the police component of UN peacekeeping in the coming year.

For that reason, therefore, I am proposing the reinforcement of the Police Division at Headquarters and, in parallel, the further expansion of the Standing Police Capacity, or SPC. This does not mean that we should not fully review the initial experience and functioning of the first phase of the SPC. It is vital that we learn from it as we progress in its development. However, it is essential that we remain responsive to needs on the ground, and that we adapt our planning and timeline assumptions to meet them accordingly. In so doing, we have a chance to make efficiency gains, by capitalizing on work to date and incorporating lessons in real time as we move ahead.

The restructuring of Headquarters is providing an opportunity to address one of the recommendations outstanding from the Brahimi Report, namely to develop a holistic approach to the rule of law, incorporating all aspects of the rule of law within a coherent framework – the police, the judiciary and corrections. At the level of conceptual development, we have made real strides in this area. We have lagged, however, in

practical implementation. As part of the consolidation of resources and responsibilities within the Department of Peace Operations, we propose to establish an integrated office of Rule of Law and Security Institutions, headed by an Assistant-Secretary-General.

Within this office will be grouped all the functions that are at the core of our efforts to support the sustainable reform of security in countries after conflict, working under a common, integrated framework. As part of efforts to increase coherence and integration across the system, many of the capacities that fall within the Rule of Law and Security Institutions will function as a resource for all our UN partners. The UN Mine Action Service, for example, is a system-wide service and more recently, the Police Division has been designated to provide the lead on standards, policy guidance and technical advice to other UN actors on policing matters. The integration of these functions within a single office will provide UN and non-UN partners with a go-to expert capacity for all matters concerning support to the Rule of Law and sustainable security.

We have learned from experience over the past five years that an integrated approach to the reform of the rule of law rests on a number of preconditions. First, it requires a basic level of security to which UN military components and specialized functions such as the Mine Action Service contribute substantially. Second, it requires that former combatants are disarmed and demobilized, a key task of our DDR components, and that legitimate authorities are established to provide security. But in order to support national authorities put in place effective and sustainable security structures and processes, we need policies, guidelines and capabilities to support them.

To date UN peacekeeping has not developed a coordinated approach to security sector reform, or SSR. In response to the recommendation of the C-34 last year, we initiated a process with our UN partners to examine needs and how best the UN Secretariat can support the increasing mandates and field needs in SSR. The result of this effort is agreement to create a one-stop shop at UN Headquarters to provide peacekeeping operations and other field operations with the strategic policies and guidance as well as specialist technical advice and information on SSR. The SSR Support Unit would be located in the Department of Peace Operations and serve as resource for the entire UN system. This capacity would be an enormous benefit to field missions in the DRC, Timor Leste, Côte d'Ivoire and elsewhere that are currently mandated to support national authorities in undertaking comprehensive security sector reform with minimal – and far insufficient - support or guidance from headquarters.

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During the next three weeks you will be discussing these and many other issues in depth. My staff stands ready to provide you with the additional information you may require to assist your deliberations and we look forward to further exchanges.

In the course of this engagement, I would urge all of us to keep uppermost in our minds our ultimate goal and objective. That goal is, in essence, a simple one. UN peacekeeping

exists to enable men, women and children around the world to emerge from the scourge of war so as to pursue lives of dignity and basic humanity. It is to these individuals that our greatest obligation lies.

Achieving this objective, however, is far from easy. In the face of such a daunting task, we may risk becoming distracted or dissipate our energies in the pursuit of multiple tracks. The more complex the challenges we face, the more essential it is that we remain focused on our fundamental objective and single-minded in its pursuit. The responsibilities that we bear to millions of people around the world do not afford the luxury of time or trial and error in our undertakings.

The death of UN peacekeepers is one of the strongest and saddest reminders of our responsibility to ensure that UN personnel receive the direction, support and resources they need to carry out the tasks Member States have given them. UN peacekeepers work every day in difficult and often dangerous environments. In 2006 98 UN peacekeepers died in field. To date in 2007, we have had four fatalities, one of them the result of malicious act. My thoughts are with the families and friends of these peacekeepers, who have given their life in the pursuit of peace. The commitment and the sacrifice of individual peacekeepers will, I hope, spur our collective engagement to respond to the demand for UN peacekeeping and to strengthen it for the future.

Let me conclude by thanking you for the commitment you demonstrate and the support you provide to the Secretariat in addressing UN peacekeeping. We have a strong foundation to build on in our collective efforts. I look forward to working with you in the coming weeks to achieve our essential goal.

Thank you.