

Thematic issues

29. United Nations peacekeeping operations

Overview

During the period under review, the Security Council held four meetings and adopted two presidential statements in connection with the item entitled “United Nations peacekeeping operations”. At the meetings, the Council considered several themes, including the linkages between peacekeeping and peacebuilding and the question of transition and exit strategies for peacekeeping operations. The Council also heard two briefings by Force Commanders of peacekeeping operations regarding the challenges that they faced in the field.

12 February 2010: debate on transition and exit strategies

On 12 February 2010, on the basis of a concept paper prepared by the presidency (France),⁶⁷¹ the Council held an open debate on transition and exit strategies of United Nations peacekeeping operations. In his statement to the Council, the Secretary-General noted that United Nations peacekeeping operations, which had seen a surge over the past decade, were likely in the years ahead to focus not so much on new missions but more on the consolidation of peace and stability by current missions in countries emerging from conflict. To ensure that current missions and their successor presences could help to consolidate peace and support lasting stability, a good “entrance” was needed: the mandate of an operation needed to address the root causes of conflict, a solid and sustainable peace process needed to chart a path out of violence, a clear goal that could be jointly owned by national stakeholders and the international community needed to be articulated, and timely allocation of human and material resources was needed. Furthermore, in assessing whether a peacekeeping operation should be drawn down, various factors, including the strength of national governance structures and the prospects for socioeconomic recovery, needed to be taken into account.⁶⁷² The Under-Secretary-General for Peacekeeping Operations stated that beyond the basic

level of security that the peacekeeping operations provided, such as the protection of civilians, the rule of law and the demobilization and reintegration of former combatants, missions were also tasked with various additional roles, including providing support for political and electoral processes, national and local reconciliation and restoring essential government functions. A common understanding regarding the link between peacekeeping and peacebuilding was crucial in this regard, which would allow clear foundations on which to plan transitions in a coherent fashion and help countries emerging from conflict more effectively. He outlined several initiatives being undertaken by the Department of Peacekeeping Operations, including the earlier initiation of transition planning, a study of transition cases in Haiti, Liberia and Timor-Leste, and the strengthening of partnerships with such institutions as the World Bank.⁶⁷³ The Under-Secretary-General for Field Support outlined the newly completed global field support strategy, which included a proposal to service multiple operations from a regional service centre, allowing for a smoother transformation from one type of mission to another. She also pointed to several specific issues that needed to be addressed in this area, including the question of generating the civilian capacity and financing necessary for field operations.⁶⁷⁴ The Special Representative of the Secretary-General and Head of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) stated that it was necessary to accept that most conflicts were not resolved through single solutions or in conformity with timetables and that transition and exit strategies should therefore not be conceived as a linear exercise with one step leading inexorably to another. He outlined several specific initiatives being undertaken by MONUC in carrying out its mandate, in such areas as the development of integrated strategic frameworks and the efficient use of capacity and resources.⁶⁷⁵ The Special Representative of the Secretary-General and Head of the United Nations Mission in Liberia (UNMIL) stated that

⁶⁷¹ S/2010/67.

⁶⁷² S/PV.6270, pp. 2-4.

⁶⁷³ *Ibid.*, pp. 4-6.

⁶⁷⁴ *Ibid.*, pp. 6-8.

⁶⁷⁵ *Ibid.*, pp. 8-11.

mandates of missions needed to be clear in their priorities and realistic, leaving no room for ambiguity. She outlined the challenges and constraints that missions faced when implementing mandates, especially in integrated missions, which were tasked with not only keeping the peace but also assisting in building national capacities to sustain peace.⁶⁷⁶ The Executive Representative of the Secretary-General and Head of the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL), noting that Sierra Leone was probably the first example of an operation in which a full transition from a large peacekeeping operation to a small integrated peacebuilding mission had been accomplished, noted that integrated peacebuilding missions provided considerable financial savings for Member States owing to their significantly lower costs. He stressed that, in order to succeed, peacebuilding needed to be based on a national agenda, with the United Nations system as a whole supporting it, rather than being based on frameworks drawn up by the Peacebuilding Commission.⁶⁷⁷ In the debate that followed, Council members and other speakers agreed that peacekeeping operations needed clear, achievable mandates from the outset, matched by appropriate resources, in order to achieve a successful exit or transition. Most speakers also agreed on the importance of fostering national ownership in the peacebuilding process, as well as coordinating effectively and strengthening existing partnerships between various United Nations entities. At the conclusion of the meeting, the Council adopted a statement by the President in which it, *inter alia*, stated its intention to undertake, whenever possible, to include in peacekeeping mandates a desired outcome of the implementation of mandated tasks and a clear prioritization of tasks to achieve it, reflecting the need to create favourable conditions for sustainable peace.⁶⁷⁸

6 August 2010 and 27 July 2011: briefings by Force Commanders of United Nations peacekeeping operations

On 6 August 2010, the Council held an open debate under the same item. The Under-Secretary-General for Peacekeeping Operations, in his briefing to the Council, reported on several recent developments related to peacekeeping, including a drawdown of the

⁶⁷⁶ *Ibid.*, p. 11.

⁶⁷⁷ *Ibid.*, pp. 13-14.

⁶⁷⁸ [S/PRST/2010/2](#).

missions in the Central African Republic and the Democratic Republic of the Congo, as well as progress being made on the New Horizon Initiative⁶⁷⁹ and the global field support strategy.⁶⁸⁰ The Council also heard briefings by the Force Commanders of UNMIL, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the United Nations Mission in the Sudan (UNMIS) and the United Nations Stabilization Mission in Haiti (MINUSTAH) and the Head of Mission and Chief of Staff of the United Nations Truce Supervision Organization (UNTSO), who highlighted the achievements and challenges in their respective missions.⁶⁸¹ In the debate that followed, Council members welcomed the presence of the Force Commanders and expressed appreciation for their ideas and assessments concerning their respective country situations and on broader issues related to peacekeeping. Several Council members directed questions to the Force Commanders concerning such issues as the protection of civilians and troop interoperability, which were answered by the Force Commanders of the United Nations Operation in Côte d'Ivoire (UNOCI) and the United Nations Mission in the Central African Republic and Chad (MINURCAT).⁶⁸² The Military Adviser of the Department of Peacekeeping Operations, on behalf of the heads of the military components of all peacekeeping missions, made a closing statement to the Council.⁶⁸³

On 27 July 2011, the Council held an open debate under the same item. The Under-Secretary-General for Peacekeeping Operations introduced several Force Commanders to the Council members.⁶⁸⁴ The Force Commanders of the African Union-United Nations Hybrid Operation in Darfur (UNAMID), MONUSCO, the United Nations Interim Force in Lebanon (UNIFIL)

⁶⁷⁹ United Nations, "A new partnership agenda: charting a new horizon for United Nations peacekeeping" (New York, July 2009). Available from www.un.org/en/peacekeeping/operations/newhorizon.shtml.

⁶⁸⁰ [S/PV.6370](#), pp. 2-3.

⁶⁸¹ *Ibid.*, pp. 3-5 (Force Commander of UNMIL); pp. 5-6 (Force Commander of MONUSCO); pp. 6-8 (Force Commander of UNMIS); pp. 8-9 (Head of Mission and Chief of Staff of UNTSO); and pp. 9-11 (Force Commander of MINUSTAH).

⁶⁸² *Ibid.*, p. 39 (Force Commander of UNOCI); and pp. 39-40 (Force Commander of MINURCAT).

⁶⁸³ *Ibid.*, pp. 41-42.

⁶⁸⁴ [S/PV.6592](#), p. 2.

and UNMIL briefed the Council members on the specific issues related to their respective missions.⁶⁸⁵ These included the question of the protection of civilians in Darfur; the “conditionality policy”⁶⁸⁶ in the Democratic Republic of the Congo; and the role of military components in peacebuilding in Liberia. In the debate that followed, Council members welcomed the opportunity for dialogue with the Force Commanders and agreed on the need to strengthen cooperation with regional organizations and other partners. On the question of the conditionality policy in the Democratic Republic of the Congo, some Council members recognized that it had both positive and negative impacts on operations, as noted by the Force Commander in his briefing.⁶⁸⁷ The Force Commanders of MINUSTAH and UNMIS also responded to a question from the representative of France concerning the impact of reform efforts in the field, stating that such reforms had had a positive impact on the operations, for example in the standardization of personnel and equipment and the improvement of the quality of troops, and through such initiatives as the introduction of predeployment training and pre-induction inspection of equipment.⁶⁸⁸

⁶⁸⁵ Ibid., pp. 2-4 (Force Commander of UNAMID); pp. 4-6 (Force Commander of MONUSCO); pp. 6-9 (Force Commander and Head of Mission of UNIFIL); and pp. 9-11 (Force Commander of UNMIL).

⁶⁸⁶ The Council decided in its resolution [1925 \(2010\)](#) that support by MONUSCO for the military operations of the Armed Forces of the Democratic Republic of the Congo against the Forces démocratiques de libération du Rwanda, the Lord’s Resistance Army and other armed groups, including through jointly planned operations, must be in compliance with international humanitarian, human rights and refugee law (para. 12 (h)).

⁶⁸⁷ [S/PV.6592](#), p. 25 (United Kingdom); and p. 26 (Portugal).

⁶⁸⁸ Ibid., pp. 27-28.

26 August 2011: debate on taking stock and preparing for the future of peacekeeping

On 26 August 2011, in response to a concept paper transmitted by the representative of India on taking stock and preparing for the future of peacekeeping,⁶⁸⁹ the Council held an open debate under the same item. In his statement to the Council, the Secretary-General noted that, while the growth of peacekeeping missions had slowed in 2010, the complexity of missions remained high and that missions were increasingly tasked to take on the protection of civilians. He expressed concern that the vision for a stronger partnership linking the resources of the Secretariat, the Council, troop- and police-contributing countries and Member States was under increasing pressure due to various factors, including the current financial climate and differing perspectives on mandated tasks.⁶⁹⁰ Council members and invitees generally agreed on the need for more integration and coordination between peacekeeping and peacebuilding and on the role of peacekeeping operations in undertaking an early peacebuilding role. Several speakers stressed the need for clear and achievable mandates. Many speakers also emphasized the need for adequate resources in order for peacekeeping missions to effectively carry out their mandates. During the meeting, the Council adopted a statement by the President in which it, inter alia, stressed the need to improve the communication between the Council and police- and troop-contributing countries and expressed its commitment to improving its consideration and reflection of early peacebuilding tasks in the mandates and composition of peacekeeping operations.⁶⁹¹

⁶⁸⁹ [S/2011/496](#).

⁶⁹⁰ [S/PV.6603](#), pp. 2-4.

⁶⁹¹ [S/PRST/2011/17](#).

Meetings: United Nations peacekeeping operations

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6270 12 February 2010	Transition and exit strategies Letter dated 3 February 2010 from the Permanent Representative of France to the United Nations to the Secretary-General (S/2010/67)		Bangladesh, Egypt, India, Italy, Jordan, Morocco, Nepal, Pakistan, Philippines, Rwanda, Uruguay	Under-Secretary-General for Peacekeeping Operations, Under-Secretary-General for Field Support, Special Representative of the Secretary-General for the Democratic Republic of Congo and Head of MONUC, Special Representative of the Secretary-General for Liberia and Head of UNMIL, Executive Representative of the Secretary-General for Sierra Leone and Head of UNIPSIL, Chair of the Peacebuilding Commission (Germany), Permanent Observer of the African Union to the United Nations, Acting Head of the Delegation of the European Union to the United Nations	Secretary-General, all Council members and all invitees	S/PRST/2010/2
6370 6 August 2010			Bangladesh, Canada, India, Pakistan, Philippines, Republic of Korea	Under-Secretary-General for Peacekeeping Operations, Military Advise of the Department of Peacekeeping Operations, Force Commander of UNMIL, Force Commander of MONUSCO, Force Commander of UNMIS, Head of Mission and Chief of Staff of UNTSO, Force Commander of MINUSTAH, Force Commander of UNOCI, Force Commander of MINURCAT	All Council members and all invitees	
6592 27 July 2011				Under-Secretary-General for Peacekeeping Operations, Force Commander of UNAMID, Force Commander of MONUSCO, Force Commander and Head of Mission of UNIFIL, Force Commander of UNMIL	All Council members and all invitees	

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6603 26 August 2011	Peacekeeping: taking stock and preparing for the future Letter dated 5 August 2011 from the Permanent Representative of India to the United Nations addressed to the Secretary- General (S/2011/496)		Argentina, Australia, Azerbaijan, Bangladesh, Canada, Croatia, Ethiopia, Fiji, Guatemala, Hungary, Indonesia, Japan, Kyrgyzstan, Malaysia, Morocco, Nepal, Norway, Pakistan, Peru, Philippines, Senegal, Serbia, Slovenia, Sri Lanka, Tunisia, Uganda, Ukraine, Uruguay, Venezuela (Bolivarian Republic of)	Deputy Head of Delegation and Chargé d'affaires a.i. of the Delegation of the European Union to the United Nations, Permanent Observer of the African Union to the United Nations	Secretary- General, all Council members and all invitees	S/PRST/2011/17

30. Items relating to the International Tribunal for the Former Yugoslavia and the International Criminal Tribunal for Rwanda⁶⁹²

Overview

From 2010 to 2011, the Security Council held 16 meetings and adopted 12 resolutions⁶⁹³ related to the work of the International Tribunal for the Prosecution of

Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991 and the International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January 1994 and 31 December 1994.⁶⁹⁴ During the period under review, the Council received semi-annual briefings by senior officials of the Tribunals and considered the Tribunals' completion

⁶⁹² This study covers the following items: (a) International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991; and (b) International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January 1994 and 31 December 1994.

⁶⁹³ All resolutions except resolutions [2006 \(2011\)](#) and [2007 \(2011\)](#) were adopted under Chapter VII of the Charter.

⁶⁹⁴ For more information on the mandate of both Tribunals, see part IX, sects. IV.A and IV.B.