

complacency policy; reaffirmed that peacekeeping operations were the most effective means to deal with conflict situations and were primarily composed of dedicated and professional men and women; stressed the need to expand protection and assistance to victims and welcomed the bold and comprehensive United Nations policy in this regard; called for a comprehensive and system-wide approach to the issue of sexual abuse with all United Nations agencies present on the ground involved; welcomed progress made in the training of personnel and reaffirmed the need for the highest standards of discipline and conduct, as prevention was the best tool for avoiding crime; also welcomed progress in establishing a professional and independent investigative capacity in the Office of Internal Oversight Services; and called for a complete commitment on the part of Member States to tackle this issue.

Some speakers also specifically urged the revision of the memorandums of understanding between troop-contributing countries and the United Nations to provide and disseminate codes of conduct that personnel must observe, and even the adoption of a model memorandum for that purpose. Other suggestions included, *inter alia*, the provision of welfare and recreational facilities for troops as a potential solution to the abuses; the establishment of a mechanism to ensure accountability with respect to the investigations conducted and the measures taken in order to make sure that silence could be broken at all levels of hierarchies; and more efforts towards gender

mainstreaming into all policies and programmes at the national and international level in line with resolution 1325 (2000).

48. Complex crises and United Nations response

Initial proceedings

Deliberations of 28 May 2004 (4980th meeting)

At its 4980th meeting, on 28 May 2004,¹ the Security Council included in its agenda the item entitled “Complex crises and United Nations response”. The Council also included in its agenda a letter dated 24 May 2004 from the representative of Pakistan.² The Council heard briefings by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator and the President of the Economic and Social Council. All Council members made statements during the meeting.

In his briefing, the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator emphasized that complex crises and their aftermath embodied not only military and security dimensions but fundamental political, economic, social and humanitarian dimensions as well, as they were longer-running crises where the very process of conflict had had a dramatic impact on societal structures, government institutions and the ability of

families and communities to support each other. He held that greater use should be made both of resolution 1296 (2000), by which the Council had requested the Secretary-General to bring to its attention situations of grave concern in respect of the protection of civilians in armed conflict, and of resolution 1366 (2001), in which the Council encouraged the Secretary-General to convey to it his assessment of potential threats to international peace and security. He added, however, that there was no point to early warnings if resources were lacking to do something in response.³

The President of the Economic and Social Council pointed to that body’s contribution to the United Nations response to countries in crisis, including recent initiatives in African countries emerging from conflict. She stressed that, in order to ensure coherence, such initiatives by the Economic and Social Council must be linked to the work of the Security Council. She was thus pleased that the two Councils were interacting in a more frequent and coherent way, as illustrated by the reference to the advisory groups of the Economic and Social Council in the statements by the President of the Security Council on issues of common concern.⁴

¹ For more information on the discussion at this meeting, see chap. XII, part III, sect. A.

² S/2004/423, transmitting a non-paper to guide the discussion.

³ S/PV.4980, pp. 2-4.

⁴ *Ibid.*, pp. 4-6.

In their statements, Council members focused on conflict prevention and early warning. The representative of Spain, echoed by the representatives of the United Kingdom and Benin, observed that, while there were many early warning systems within the United Nations, the time had come to give serious consideration to how they could be coordinated so that the information could contribute more effectively and immediately to the decision-making process.⁵ The representatives of Spain, Benin, Chile and the United Kingdom made reference to Article 99 of the Charter of the United Nations.⁶ The representatives of Spain and the United Kingdom said that the Secretary-General's intention to appoint a special adviser for the prevention of genocide would ensure that relevant information reached the highest decision-making bodies early enough.⁷

The representative of the Philippines expressed support for establishing an information exchange mechanism for early warning analysis.⁸ The representative of the United Kingdom remarked that the United Nations system might also make better use of the early warning capacities of non-governmental organizations, the private sector, regional organizations and academic institutions. In turn, despite sensitivities about including new crisis situations in its agenda, the Council, in his view, should invite briefings on complex crises not already under consideration where appropriate, a tool provided for under resolution 1366 (2001).⁹

The representative of China called on the Council to formulate an integrated preventive strategy suited to the characteristics of complex crises.¹⁰ Stressing that, whenever peacekeeping was needed, conflict prevention had been needed before, the representative of Brazil suggested that the Council might eventually establish "conflict-avoiding operations".¹¹ The representatives of Benin, France and Romania commented that greater use could also be made of

groups of friends.¹² Additionally, the representative of Benin advocated that the Council took another look at the preventive instruments already available to it, including general or targeted sanctions, commissions of inquiry, observation missions, preventive disarmament and the establishment of demilitarized zones.¹³ The representative of Brazil similarly asserted that the instrumentalities of Chapters VI, VII and VIII of the Charter should be urgently revisited.¹⁴

A number of Council members underlined the need to make greater use of existing decisions, agreements and reports in addressing complex crises.¹⁵ The representative of the Philippines advocated developing a practical road map to implement the recommendations of the Secretary-General's seminal reports on conflict prevention and post-conflict peacebuilding, and to follow up on those mechanisms that had already been identified.¹⁶

Members concurred that providing a consistent and integrated response to complex crises would require increased coordination between the Security Council, other major United Nations bodies and agencies, the High Commissioners for Refugees and Human Rights, the international financial institutions and the International Court of Justice. Many members pointed to the growing cooperation between the Economic and Social Council and the Security Council as an example of what could be accomplished through joint efforts, and noted in particular the contribution being made by the ad hoc advisory groups on Burundi and Guinea-Bissau.

⁵ Ibid., pp. 6-8 (Spain); pp. 12-14 (Benin); and pp. 23-25 (United Kingdom).

⁶ Ibid., p. 7 (Spain); p. 13 (Benin); p. 18 (Chile); and p. 24 (United Kingdom).

⁷ Ibid., pp. 6-8 (Spain); and pp. 23-25 (United Kingdom).

⁸ Ibid., pp. 14-16.

⁹ Ibid., pp. 23-25.

¹⁰ Ibid., pp. 8-9.

¹¹ Ibid., pp. 9-11 (Brazil); and pp. 28-30 (Pakistan).

¹² Ibid., pp. 12-14 (Benin); pp. 16-17 (France); and pp. 27-28 (Romania).

¹³ Ibid., pp. 12-14.

¹⁴ Ibid., pp. 9-11.

¹⁵ The documents referred to included the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809); the report of the Secretary-General on the prevention of armed conflict (S/2001/574 and Corr.1); the framework for cooperation in peacebuilding (S/2001/138, annex I); Security Council resolution 1366 (2001); S/PRST/2003/5; the Millennium Declaration (General Assembly resolution 55/2); An Agenda for Peace (A/47/277-S/24111) and the Supplement to an Agenda for Peace (A/50/60-S/1995/1); the Action Agenda on the Prevention of Violent Conflict adopted in Dublin in April 2004; and the European Security Strategy of December 2003.

¹⁶ S/PV.4980, pp. 14-16.

To improve the synergy within the United Nations system, the representative of France suggested that the Special Representatives of the Secretary General might be involved at an earlier stage of the planning for peacekeeping missions, together with those in charge of humanitarian action and development. He further recommended that the Secretariat, United Nations agencies and international financial institutions define a framework that could then be applied according to specific situations, and added that broadly devised political and administrative follow-up mechanisms would also be critical.¹⁷ The representative of Brazil encouraged the General Assembly to play a larger role in considering the general principles of cooperation in the maintenance of international peace and security, in drawing the attention of the Security Council to situations likely to endanger peace and security, and in promoting political cooperation, and he urged that appropriate recommendations be made to that effect. He further called for an updating of the working methods of the General Assembly and its revitalization through greater use of Articles 10, 11 and 13 of the Charter.¹⁸ The representatives of Spain and the United Kingdom advocated greater use of Article 65 of the Charter, whereby the Economic and Social Council may furnish information to, and assist, the Security Council upon its request.¹⁹ The representative of Pakistan indicated that he would be circulating a non-paper outlining his earlier proposal for ad hoc composite committees of the three principal United Nations organs.²⁰

Council members were virtually unanimous in stressing the indissoluble link between development and the resolution of complex crises. Contending that economic reconstruction had not been stressed enough

in Security Council resolutions, the representative of Algeria called for development to be made as integral a part of United Nations missions as humanitarian and human rights dimensions had become.²¹ Noting that there was no universally applicable formula for addressing complex crises, members emphasized that any solution must be tailored to local conditions, varying cultures and historical backgrounds. The representative of China stressed that the will of the people concerned should be respected and their views fully sought.²² The representatives of the United States and Germany similarly held that the potential contribution to be made by civil society and national Governments affected should not be underestimated, but rather their capacity for response should be strengthened.²³

Most speakers referred to the contribution to be made by regional organizations in responding to complex crises, the representative of Brazil opining that, because such organizations were closer to the source of conflict, they were in a better position than the United Nations to detect the early symptoms of conflict and act promptly.²⁴ The representative of China urged the Security Council to seek the views of regional organizations on a wider basis and to share information with them, and further suggested that the special envoys of the Secretary-General and the African Union and other regional organizations should undertake joint good offices and mediation efforts.²⁵ A number of speakers stated that regional organizations should be given sufficient financial assistance to enhance their capacities for early warning and peacekeeping.

¹⁷ Ibid., pp. 16-17.

¹⁸ Ibid., pp. 9-11.

¹⁹ Ibid., pp. 6-8 (Spain); and pp. 23-25 (United Kingdom).

²⁰ Ibid., pp. 28-30.

²¹ Ibid., pp. 11-12.

²² Ibid., pp. 8-9.

²³ Ibid., pp. 21-23 (United States); and pp. 25-27 (Germany).

²⁴ Ibid., pp. 9-11.

²⁵ Ibid., pp. 8-9.