

**Security Council Open Debate on Peacekeeping Operations: New Trends June 2014,
Security Council Chamber**

Statement by Mrs. Ogwu Permanent Mission of Nigeria to the United Nations.

The Nigerian delegation thanks the delegation of the Russian Federation for organizing this topical debate. We are especially appreciative of the concept note (S/2014/384, annex) provided to guide our discussions today, and we welcome the opportunity to share our perspectives on this very timely subject. We also want to take this opportunity to thank the Secretary-General, not only for his statement, but especially for his abiding commitment to peacekeeping.

The concept note that you have provided, Mr. President, identifies at least six distinct new trends in peacekeeping, and I would like to mention them in their order: the nature of conflicts, which is changing from inter-State to intra-State; robust mandates characterized by the use of pre-emptive force and targeted offensive operations; the deployment of United Nations peacekeeping operations in parallel with foreign military forces, both national and regional; the technical strengthening of United Nations peacekeeping operations through the use of high-technology equipment; the operational strengthening of United Nations peacekeeping operations through inter-mission cooperation; and the greater complexity of contemporary multidimensional mandates.

Since the end of the cold war in the 1990s, United Nations peacekeeping operations have undergone substantial changes from the classical concept of peacekeeping, which entailed impartiality, a non-combative posture, intervening with the consent of the warring parties and the prior existence of a peace agreement or ceasefire. That is principally because, in the post-cold-war era, conflicts have moved from being largely inter-State to being intra-State. The nature of those intra-State conflicts is such that there is often no ceasefire or peace agreement in place before a peacekeeping operation is deployed. The dynamics of the conflict make it difficult or indeed impossible to achieve a ceasefire. As those conflicts often present a threat to international peace and security, the international community cannot be bystanders without taking action. That has led to a situation where, as indicated in the concept note, peacekeeping operations have been deployed in theatres with elevated risks, where there is little or no peace to keep and where peacekeepers face unconventional threats and greater risks to their safety. In such situations, the classical model of peacekeeping would prove inadequate and almost ineffective.

A major concern arising from the new trends in United Nations peacekeeping operations relates to the well-being of peacekeepers, who have been increasingly subjected to harsh and risky conditions while they are required to serve as a protective force. In several instances, troops and their civilian counterparts have been fired upon, abducted or ambushed. Some have, in the course of carrying out their mandates, had their weapons seized and yet others have been killed by armed groups. Peacekeepers have also been attacked through the use of improvised explosive devices.

The changing dynamics in the peacekeeping environment and the concerns of troop- and police-contributing countries for the safety of their personnel have led to the approval of more robust mandates for peacekeeping operations. That is illustrated in the adoption of resolutions 1933 (2010), 2098 (2013) and 2100 (2013), which respectively empowered the United Nations Operation in Côte d'Ivoire (UNOCI), the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo and the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) to undertake pre-emptive measures to fulfil their mandates, including the use of force. The robust mandates given to peacekeeping missions exemplify the Council's determination to meet the new challenges in peacekeeping operations.

One significant new trend in peacekeeping is the deployment of United Nations peacekeeping operations in parallel with foreign military forces already on the ground. The military forces may be from one country or may be deployed by a regional organization involving personnel from its member States. Examples of that can be seen in Mali, where French forces have been deployed since

January 2013 under Operation Serval. The United Nations peacekeeping force MINUSMA was later deployed in July 2013 to replace the African-led International Support Mission in Mali and operates side by side with the French forces under separate commands. Resolution 2100 (2013), which established MINUSMA, authorized the French forces under Operation Serval to intervene, upon the request of the Secretary-General, in support of MINUSMA when the Mission is under serious and imminent threat. Thus far, MINUSMA and the French forces have worked together to restore peace to areas previously seized by rebel groups, and in the process, they have made very significant progress in the protection of civilians, which is a primary concern for the Council.

Another example of where a United Nations peacekeeping operation will be working in parallel with regional forces is in the Central African Republic. In that case, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), which was established by resolution 2149 (2014) of April 2014 to replace the African-led International Support Mission in the Central African Republic (MISCA) on 15 September 2014, will work side by side with Operation Sangaris, made up of French forces. Operation Sangaris has been deployed in the Central African Republic since December 2013 with the aim of working with MISCA to restore security, protect civilians and stabilize the humanitarian situation in the Central African Republic. When MINUSCA is eventually deployed, in September 2015, Operation Sangaris will have been on the ground for nine months. The particular situation in Central African Republic is that MINUSCA will also have to work in parallel with another international force, namely the European Union force, which is made up of personnel from France and Estonia.

One of the new trends in United Nations peacekeeping operations is the use of unmanned aerial vehicles (UAVs), or drones. While some members have concerns about the use of UAVs in peacekeeping missions, we believe that modern technology should rightly be considered as we seek solutions to the evolving challenges of peacekeeping. We share the view of Under-Secretary-General Ladsous that the United Nations cannot continue to work with twentieth-century tools in the twenty-first century.

As has been noted, drones could be used to reduce the risk on the ground for United Nations peacekeepers. That is significant when we consider the fact that 106 United Nations peacekeepers died in 2013, and another 22 civilians lost their lives, while serving in United Nations peacekeeping operations. According to the United Nations, an average of one United Nations peacekeeper is killed every 30 days. UAVs could make it possible to reduce the number of peacekeepers on the ground. The implication of that is that it could also potentially help to reduce the number of peacekeepers and civilians killed in peacekeeping missions.

Another critical way in which drones could contribute to making peacekeeping operations more effective is in the area of surveillance. A drone operating silently at several thousand metres above the ground can observe and transmit images in real time to its controllers on the ground. That translates into real-time information, which in certain circumstances could allow for the kind of rapid response that makes the difference between life and death or allow for monitoring the movements of combatants in conflict situations. Drones could also help in the protection of civilians, especially those displaced by conflict. The benefits derived from the use of drones, in our view, make the case for their sustained application in the context of peacekeeping operations.

Inter-mission cooperation has been aptly described as a tool that enables the United Nations to fill critical gaps in personnel and/or equipment in situations, such as humanitarian crisis or other emergencies. That has been the practice since June 2005 when the Security Council adopted resolution 1609 (2005), which authorized the temporary redeployment of personnel between the peacekeeping operations in Sierra Leone, Côte d'Ivoire and Liberia. Subsequently, the Council approved inter-mission cooperation in resolution 1951 (2010) of November 2010 between the United Nations Mission in Liberia and UNOCI and resolution 1650 (2005) between the United Nations Operation in Burundi and MONUC in the Democratic Republic of the Congo. In recent

times, we have seen units redeployed to the United Nations Mission in South Sudan from United Nations peacekeeping operations in Haiti, Côte d'Ivoire, the Democratic Republic of the Congo and Darfur within the framework of inter-mission cooperation.

While acknowledging the progress that has been made by the United Nations, we believe that a coherent standardized training programme for current and prospective peacekeeping contingents on inter-mission cooperation is very essential to overcoming the challenges in inter-mission cooperation and to ensure that all forces have a common understanding of their critical role in the process.

United Nations peacekeeping mandates have transformed from simple ceasefire monitoring and have become multidimensional. That in effect requires peacekeeping operations to carry out multiple tasks usually under very challenging circumstances. Those tasks, as we know, range from disarmament, demobilization and reintegration to peacebuilding, nation-building, the setting up of institutions of rule of law, the strengthening of human rights protection, the protection of civilians, the promotion of democracy and good governance, as well as promoting security sector reforms.

Peacekeeping operations are now staffed with child protection advisers, gender advisers, experts in planning elections and a broad range of other personnel with expertise in various fields. In light of the resource constraints faced by peacekeeping operations, it would seem logical for the United Nations to prioritize the various mandates in a multidimensional operation and accord the greatest priority to the most urgent and attainable tasks.

Experience shows that multidimensional peacekeeping operations face challenges in terms of the technical expertise required to comprehensively implement effective peacebuilding programmes. Achieving that will require that efforts are undertaken by troop-contributing countries to conduct specific training and scenario-based exercises aimed at enhancing the capacity of multidimensional peacekeeping missions to deliver on peacebuilding programmes. We endorse the view that there should be a sequencing of tasks in multidimensional missions with the utmost priority accorded to the most important mandate of peacekeepers, which is the protection of civilians.

We believe that the time is ripe for a deepening synergy between the Security Council and United Nations Member States, particularly the troop- and police-contributing countries, for a more cohesive mandate design. We take this opportunity to pay tribute to peacekeeping personnel who have lost their lives in United Nations peacekeeping operations. We are in their great debt, and the greatest tribute we believe we can pay them is to attempt to beat our swords into plowshares.