18. Stabilization and Reconstruction [288]

Commitment

"In order to facilitate the UN's rapid and efficient response to crises, G8 states commit to pursuing reforms in the United Nations to ensure that resources are available in advance to the UN as it works to establish new peacekeeping and peace support operations pre-positioning equipment in Brindisi, an increase in pre-authorization funds to support DPKO's planning, and the authority to identify personnel in advance of a UNSC resolution mandating a new PKO;”

G8 Declaration on Cooperation and Future Action in Stabilization and Reconstruction

Background

At the Sea Island Summit of 2004, G8 Leaders adopted an Action Plan on Expanding Global Capability for Peace Support Operations that committed the G8 to various deliverables including training and equipping 75,000 troops by 2010 to increase global capacity to conduct peace support operations with a focus on Africa, and developing a transportation and logistics support arrangement to help provide transportation for deploying peacekeepers and logistics support to sustain units in the field. The commitment made at the St. Petersburg summit is an extension of the commitment made at Sea Island.

The purpose of the United Nations Department of Peacekeeping Operations (DPKO) is to assist Member States and the Secretary-General in their efforts to maintain international peace and security. The Department prepares, directs and manages UN peacekeeping operations in order to effectively fulfill their mandate under the Security Council, General Assembly and Secretary-General. In implementing Security Council mandates, DPKO maintains contact with the Security Council, troop and financial contributors, and parties to the conflict.

In 1994, the UN set up a supply and logistics base in Brindisi, Italy, in order to facilitate the storage and maintenance of reusable assets from closing missions. According to the UN, this arrangement has resulted in increased efficiency and considerable savings, and has led to the redistribution of equipment and lowering of costs to newly-created missions. The Brindisi Logistics Base also provides a satellite communications relay system supporting operations at United Nations Headquarters, peacekeeping missions and a number of other field offices.

General financial issues related to peacekeeping are addressed by the General Assembly. The budgets of individual missions are considered separately, while the Secretary-General submits a report to the General Assembly on financial issues regarding peacekeeping missions.

Team Leader: Samreen Beg

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Assessment

Interim Compliance Score

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<tr>
<th>Lack of Compliance</th>
<th>Work in Progress</th>
<th>Full Compliance</th>
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<tr>
<td>Canada</td>
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<tr>
<td>Overall</td>
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Canada: 0

The Canadian government has registered partial compliance with its St. Petersburg commitment to stabilization and reconstruction. The Canadian government offered verbal support for the United Nations (UN) reforms; however, it failed to sponsor specific and appropriate actions within the UN organization to implement the reforms.

On 20 October 2006, Colonel Jacques Morneau, Permanent Representative of Canada to the United Nations made a statement to the Fourth Committee of the 61st session of the General Assembly on behalf of Canada, as well as Australia and New Zealand (CANZ), reinforcing a "strong commitment to support DPKO in its reform of peace operations and to the Department itself." He also expressed concern over the strain on DPKO resources, in particular the Military and Police Divisions and offered to work with the DPKO on doctrine development. Similarly, on 13 December 2006, Olivier Poulin, Representative of Canada to the UN, made a statement to the Fifth Committee of the 61st Session of the General Assembly on behalf of CANZ stating that due to the recent surge in peacekeeping operations, "we must reinforce DPKO to ensure proper management of all the operations".

Canada's assessed financial contribution to United Nations (UN) peacekeeping operations amounted to USD133.6 million for the period from the 1 July 2006 to 30 June 2007, approximately 2.8% of the UN peacekeeping budget. In addition, Canada announced CAD20 million in funding on 25 July 2006 for the police peacekeeping component of the United Nations Mission in Haiti (MINUSTAH), which will maintain up to 100 Canadian police officers in Haiti.

From July 2006 to November 2006, Canada contributed approximately 130 military observers, police and troops to UN peacekeeping missions. However, Canada’s ranking in the world for military and police contributions fell from 51 to 61 over the same period.

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France: 0

France has partially complied with its commitment to pursuing reforms in the United Nations to ensure resources are available in advance for stabilization and reconstruction efforts. France is currently maintaining its peacekeeping presence in Lebanon, Afghanistan, Kosovo and Côte-d'Ivoire. 905 Most of France’s efforts since the St. Petersburg Summit have been focused on its response to the conflict in Lebanon. France was the first country to contribute forces since the conflict began. French forces committed within operation "Baliste" to supply UNIFIL on 12 August 2006.906 There were 17,000 committed French troops to provide the force full logistical support and participate in the transport of first aid freight and evacuation of voluntary nationals. By 24 August 2006, President Jacques Chirac had made a statement promising to double the number of French troops in Lebanon.907 Chirac approached his European counterparts and several Muslim countries in Asia to aid in UNIFIL.908 A French battalion with Leclerc tanks, heavy artillery and armoured infantry went to Lebanon in September. The total contributions to the UNIFIL mission include staff, AMX 10P armoured infantry companies, a squadron of Leclerc tanks, a short range ground-to-air anti-aircraft defence section, a Cobra radar and a logistical support unit.909 France is currently advocating lifting the arms embargo on Somalia to assure that there is a weapons balance and to allow peacekeepers to carry weapons when they enter the country. France pushed for African peacekeepers for Somalia, a motion the Security Council approved in December.910 Despite France’s high level of international involvement and advocacy for PKO deployment, it has not explicitly called for the establishment of prepositioned peace support equipment in Brindisi.

Analyst: Aziza Mohammed

Germany: 0

Germany has been partially compliant with the St. Petersburg commitment regarding United Nations peacekeeping reforms.911 The country has been an active sponsor for the Peacebuilding Commission of the United Nations (whose goals are broadly congruent with the reforms called for at St. Petersburg),912 and is also a large contributor to European Union peacekeeping missions.913 At the request of the DPKO in the summer of 2006, the European Union agreed to supply approximately 1,500 troops to assist the UN mission in the Democratic Republic of Congo (MONUC)

during the election period that year.\textsuperscript{914} Beginning in August, the EU provided close to 2,000 troops split between Kinshasa and a standby force in Gabon.\textsuperscript{915}

Despite the German government's support of the EU, UN and peacekeeping operations, it has not taken measures to ensure an increase in pre-authorization funds to support DPKO's planning or identify personnel in advance.

\textbf{Analyst: Samreen Beg and Arina Shadrikova}

\textbf{Italy: 0}

Italy has partially complied with its St. Petersburg commitment to peacekeeping reforms in the United Nations.

Within weeks of the ceasefire in August between Israel and Hezbollah, Italian peacekeepers began arriving in the region as part of a European Union contingent.\textsuperscript{916} On 3 November 2006 a statement by the Italian Ministry of Foreign Affairs asserted that "one of Italy's priorities will be to foster the reinforcement and expansion of the Brindisi base, which performs a function essential to the preparation and logistical management of all the UN's peacekeeping operations."\textsuperscript{917} In the same statement the Ministry announced that it supported the establishment of a Standing Police Capacity at Brindisi which is to be "employed in the reorganization of the forces of law and order of countries facing post-conflict difficulties."\textsuperscript{918} The Ministry promised to make an "active contribution"\textsuperscript{919} to this new force.

In a speech to the International Labour Organisation Italian President Giorgio Napolitano made it clear that his nation was proud of the work Italy is doing with the DPKO and drew particular attention to the Brindisi Logistics Base making it clear that his government sees the improvement of the Brindisi base as a national priority.\textsuperscript{920} Italy has also been elected to a seat at the UN Peacebuilding Commission whose goals are broadly congruent to the reforms called for at St. Petersburg.\textsuperscript{921}

Despite the Italian government's support of peacekeeping operations and the United Nations, it has not taken measures to ensure an increase in pre-authorization funds to support DPKO's planning or the authority to identify personnel in advance.

\textbf{Analyst: John Ashbourne}

\textbf{Japan: 0}

Japan has partially fulfilled its St. Petersburg commitment with regards to stabilization and reconstruction through UN reform. Japanese Prime Minister Shinzo Abe has launched an initiative to reform Japan's constitution, which currently restricts Japanese military forces from taking part in activities other than homeland defense.\textsuperscript{922} Japan started off its efforts after the St. Petersburg Summit by hosting a human resource development seminar for peacebuilding in August 2006.\textsuperscript{923}


\textsuperscript{917}Ministry of Foreign Affairs hails selection by UN Secretariat General of the Brindisi logistical base as the headquarters of the Standing Police Capacity, Italian Ministry of Foreign Affairs (Roma), November 3 2006. Date of Access: 16 December 2006. www.esteri.it/eng/0_1_01.asp?id=1747

\textsuperscript{918}Ministry of Foreign Affairs hails selection by UN Secretariat General of the Brindisi logistical base as the headquarters of the Standing Police Capacity, Italian Ministry of Foreign Affairs (Roma), November 3 2006. Date of Access: 16 December 2006. www.esteri.it/eng/0_1_01.asp?id=1747

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\textsuperscript{920}SPEECH BY THE PRESIDENT OF THE ITALIAN REPUBLIC ON THE OCCASION OF HIS VISIT TO THE ITC-ILO/UN CAMPUS IN TURIN, Permanent Mission of Italy to the United Nations Office and other International Organizations in Geneva (Geneva), 26 October 2006. Date of Access: 20 December 2006 missions.itu.int/~italy/


At this seminar Japanese Minister of Foreign Affairs Taro Aso proposed the founding of the so-called terakoya initiative, to build human resources for peacekeeping. He announced that Japan seeks to involve instructors from leading peacekeeping nations such as Sweden and Canada. Aso identified Japan’s desire to increase both the number and quality of people of personnel on the ground in peacekeeping operations. He also called for an increase in the number of personnel serving in UN missions in Sudan. Japan has been dispatching its Self-Defense Forces as part of its reconstruction assistance to Iraq and Afghanistan. Japan intends to make active contributions to the international community through the UN Peacebuilding Commission and by playing an active role in multilateral cooperation to ensure regional stability, strengthening of arms control, disarmament and the non-proliferation regimes.

Japan’s Ministry of Foreign Affairs has stated that early reform of the Security Council is an essential element of efforts to reform the United Nations. Japan has pledged a donation of USD20 million to the Peacebuilding Fund and its continued support in various peacebuilding initiatives.

Japan has however neglected to address the prepositioning of equipment for new peacekeeping operations in Brindisi. Japan remains the UN’s second greatest financial contributor although it remains unclear if Japan has increased pre-authorization of funds to support DPKO’s planning.

**Analyst: Aziza Mohammed**

**Russia: 0**

Russia has only partially complied with its St. Petersburg stabilization and reconstruction commitment. Russia has made some effort to support UN peacekeeping reform, but has not, to date, actively supported the prepositioning of DPKO forces in Brindisi.

In a 2 October 2006 statement to a plenary session of the UN General Assembly, Russia’s ambassador to the United Nations, Vitaly Churkin, “welcomed the establishment of the UN Commission on peacebuilding, and expressed the intention of his country to participate actively in the work of that body.” On 20 September 2006, Russia’s Foreign Minister, Sergey Lavrov, gave a statement to a UN Security Council Meeting in which he remarked that “It is necessary to build up the positive cooperation experience of the UNSC with its regional and subregional partners in Africa, including the African Union, ECOWAS, SADC, and IGAD” and said that “[t]he most important area of the [UN]’s cooperation with regional organizations is peacekeeping.”

**Analyst: Yulay Sultanov and Viktor Brech**

**United Kingdom: 0**

The United Kingdom has not complied with its St. Petersburg stabilization and reconstruction commitment. While the UK has been a leader in this area in the past, there is no direct evidence of the United Kingdom’s active support of the prepositioning of operational equipment at Brindisi or any concrete actions taken in support of this commitment since the St. Petersburg Summit.

The UK’s Foreign and Commonwealth Office (FCO) does, however, list as a priority of the UK to work to “...strengthen the capacity of the United Nations to improve the UN system’s early action to prevent conflict through; lead[ing] and manage[ing] peace operations, drawing on effective and well trained military forces and civilian personnel...” It also indicates that the British government wishes to

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"improve the quality" of UN peacekeeping by deploying "More, better trained personnel (military, police and civilian) with clearer operational guidelines.\textsuperscript{931}

The UK is a major contributor to the United Nations, and increased its contribution by a further GBP200 million in March of 2006.\textsuperscript{932} However, there is no specific evidence of a British move to increase pre-authorization funding to support DPKO planning.

The UK has been for several years a strong supporter of reform at the DPKO. It has supported the creation of the Peacebuilding Commission\textsuperscript{933} (of which it is now a member\textsuperscript{934}) and the use of that organization suggests that reforms are a possibility for the DPKO.

The UK has also been a supporter for several years of the UN’s Standing Police Capacity. Speaking in 2005, Adam Thomson, the Deputy Permanent Representative of the United Kingdom’s mission to the United Nations Special Political and Decolonisation Committee said that the Standing Police Capacity will, “provide both a start-up capability for the policing component of peacekeeping missions\textsuperscript{935}. Such a reform would give the DPKO the authority to identify personnel in advance of a UNSC mandate, as they would be permanently ‘on call’. However, no new initiatives have been undertaken since the St. Petersburg Summit.

\textit{Analyst: John Ashbourne}

**United States: 0**

The American government has registered a low level of compliance with its St. Petersburg stabilization and reconstruction commitment. Beyond its regular assessed contributions to UN peacekeeping operations, the United States has failed to sponsor specific and appropriate actions within the UN organization to implement peacekeeping reform.

On 20 June 2006, the House of Representatives, in the State Department Appropriations Act, 2007 (H.R. 5672) provided US$1,135,327,000 to pay U.S. assessed contributions to U.N. peacekeeping operations for the fiscal year 2007, as requested by President Bush on 6 February 2006.\textsuperscript{936} From July 2006 to November 2006, the United States contributed on average 328 military observers, police and troops to UN peacekeeping missions.\textsuperscript{937} However, America’s ranking in the world for military and police contributions fell from 33 to 42 over the same period.\textsuperscript{938}

The United States has made contributions to peacekeeping outside the UN mechanism. US peacekeeping operations support multilateral peacekeeping and regional stability operations not funded by the United Nations.\textsuperscript{939} According to the Department of State, these funds also help to "build capabilities in countries seeking to participate in international peace support missions".\textsuperscript{940} The


\textsuperscript{932} At a Glance: The Budget, BBC World News (London), 22 March 2006. Date of Access: December 27 2006. news.bbc.co.uk/2/hi/uk_news/politics/4832848.stm

\textsuperscript{933} By 2007-08, improved effectiveness of UK and international support for conflict prevention, through addressing long-term structural causes of conflict, managing regional and national tension and violence, and supporting post-conflict reconstruction, where the UK can make a significant contribution, in particular Africa, Asia, the Balkans and the Middle East, Foreign and Commonwealth Office (London), 30 September 2005, Date of Access: 3 January 2007. www.fco.gov.uk/Files/KFile/SR04_Sept05_040106,0.pdf


requested budget for US peacekeeping operations for fiscal year 2007 is US$200,500,000.\textsuperscript{941} In addition President Bush approved the drawdown of approximately US$3,000,000 in commodities and services from the Department of Defense to provide for the transportation of Indonesian troops for the United Nations Interim Force in Lebanon on 2 October 2006.\textsuperscript{942} Also, according to the Department of State, the U.S. has worked with NATO and other partners to strengthen the African Union Mission in Sudan (AMIS) during the transition to a UN force. In addition to financial contributions, the U.S. has provided the maintenance of vehicles, communications equipment, pre-deployment training, and airlifts for 34 AMIS camps.\textsuperscript{943}

\textit{Analyst: Kirby Dier}

\textbf{European Union: 0}

The European Union has been partially compliant with its St. Petersburg commitment to United Nations peacekeeping reforms.

Speaking on behalf of the European Union on 22 September, 2006, Minister of Foreign Affairs for Finland Erkki Tuomioja (Finland held the presidency of the European Union in the second half of 2006) stated that the EU and UN should continue to work through the Steering Committee created in 2003 by the “Joint Declaration on EU-UN Cooperation in Crisis Management” in order to enhance coordination between the UN’s Department of Peacekeeping Operations (DPKO) and Department of Political Affairs. He also asserted that the EU was committed to exploring how to create better mechanisms to address conflict prevention, collect early warning of conflicts and garner the political will necessary to respond to evolving crises. Finally, he stated that the EU wanted regional organizations to have increased responsibility and ownership of efforts to solve regional conflicts, but that this must be done within a UN framework and with the support of the Security Council.\textsuperscript{944}

At the request of the DPKO in the summer of 2006, the European Union agreed to supply approximately 1,500 troops to assist the UN mission in the Democratic Republic of Congo (MONUC) during the election period that year.\textsuperscript{945} Beginning in August, the EU provided close to 2,000 troops split between Kinshasa and a standby force in Gabon.\textsuperscript{946} On 9 January 2007, Javier Solana, EU High Representative for the Common Foreign and Security Policy stated that lessons could be drawn from the way the European Union force had been structured and organized in the Democratic Republic of the Congo, and that these lessons could serve other parts of Africa in the future, particularly Darfur.\textsuperscript{947} In the aftermath of the Israeli attack on southern Lebanon, European nations took the lead in supplementing UN forces in the region from 2,000 to about 12,000 peacekeepers.\textsuperscript{948} Within weeks of the ceasefire in August, French and Italian peacekeepers began arriving in the region.\textsuperscript{949} On 13 December, 2006, Mikael Raivio, First Secretary of the Permanent Mission of Finland to the UN, stated that the European Union was committed to continuing to grant all necessary financial means to the
Secretary-General to implement the Security Council’s call of 11 August 2006 for an increase in the strength of the United Nations Interim Force in Lebanon (UNIFIL) to a maximum of 15,000 troops.\textsuperscript{950} The EU has also been active in stabilization efforts in Southeast Asia this past year. In December 2006, two hundred EU-led peace monitors ended their year long mission in Indonesia’s Aceh province on the northern tip of Sumatra, where they oversaw a deal that ended thirty years of fighting between government troops and separatists.\textsuperscript{951} Despite the EU’s strong support of UN missions and its willingness to pursue reforms to make peacekeeping missions more effective, it has not taken any significant action to establish new peacekeeping and peace support operations prepositioning equipment in Brindisi, nor increase pre-authorization funds to support DPKO’s planning as was established at St. Petersburg.

\textit{Analyst: Samreen Beg}
