

As Chairperson of the Sierra Leone configuration, the representative of the Netherlands said that the elections could be seen as a landmark in the democratic progress of that country but that crucial challenges to sustainable peace remained in the priority areas.<sup>77</sup> The representative of Sierra Leone saw the elections as a solid foundation for sustainable peace and declared his country's commitment to cooperate with the United Nations and the Commission. He highlighted country ownership and resource mobilization as the foundation for the Commission's operations.<sup>78</sup>

As Chairperson of the Burundi configuration, the representative of Norway stated that a monitoring and tracking mechanism for the strategic framework was being set up and that the security situation was still a matter of concern.<sup>79</sup> The representative of Burundi

summarized achievements in the work of his country with the Commission and hoped that the Council would firmly and clearly support the efforts of the facilitators in the search for final peace in Burundi.<sup>80</sup>

The representative of El Salvador, in his capacity as Chair of the Working Group on Lessons Learned, reported that the Working Group had started to accumulate an inventory of lessons learned by the United Nations system and the international community by analysing and assembling concrete experiences in different processes that were valid for all countries under consideration. She hoped to build a historical memory that would contribute in the future to more effective United Nations participation in peacebuilding activities.<sup>81</sup>

<sup>77</sup> Ibid., pp. 22-23.

<sup>78</sup> Ibid., pp. 24-26.

<sup>79</sup> Ibid., p. 24.

<sup>80</sup> Ibid., pp. 26-27.

<sup>81</sup> Ibid., pp. 27-29.

## 53. Threats to international peace and security

### Initial proceedings

#### Decisions of 14 September 2005 (5261st meeting): resolutions 1624 (2005) and 1625 (2005)

At its 5261st meeting, held on 14 September 2005<sup>1</sup> at the level of Heads of State and Government,<sup>2</sup> the Security Council included in its agenda the item entitled "Threats to international peace and security". Statements were made by all members of the Council as well as by the Secretary-General.

The President (Philippines) drew the attention of the Council to two draft resolutions. The first draft resolution<sup>3</sup> was put to the vote and adopted unanimously as resolution 1624 (2005), by which the Council, inter alia:

<sup>1</sup> For more information on the discussion at this meeting, see chap. IV, part I, note, with regard to procedures related to decision-making and voting; chap. VI, part II, sect. B, case 12 (f), with regard to relations with the Economic and Social Council.

<sup>2</sup> All the Council members were represented at the level of Head of State or Government, except Japan, which was represented at the ministerial level.

<sup>3</sup> S/2005/577.

Called upon all States to adopt such measures as might be necessary and appropriate and in accordance with their obligations under international law (a) to prohibit by law incitement to commit a terrorist act or acts; (b) to prevent such conduct; (c) to deny safe haven to any persons with respect to whom there was credible and relevant information giving serious reasons for considering that they had been guilty of such conduct;

Also called upon all States to cooperate, inter alia, to strengthen the security of their international borders, including by combating fraudulent travel documents and, to the extent attainable, by enhancing terrorist screening and passenger security procedures;

Further called upon all States to continue international efforts to enhance dialogue and broaden understanding among civilizations;

Called upon all States to report to the Committee established pursuant to resolution 1373 (2001) concerning counter-terrorism, as part of their ongoing dialogue, on the steps they had taken to implement the resolution;

Directed the Counter-Terrorism Committee: (a) to include in its dialogue with Member States their efforts to implement the resolution; (b) to work with Member States to help to build capacity, including by spreading best legal practice and promoting exchange of information in this regard; (c) to report back to the Council in 12 months on the implementation of the resolution;

Decided to remain actively seized of the matter.

The second draft resolution<sup>4</sup> was put to the vote and adopted unanimously as resolution 1625 (2005), by which the Council, *inter alia*:

Expressed its determination to enhance the effectiveness of the United Nations in preventing armed conflicts and to monitor closely situations of potential armed conflict;

Stressed the critical importance of a regional approach to conflict prevention, particularly to programmes of disarmament, demobilization and reintegration, as well as the effective and sustainable reintegration of ex-combatants;

Encouraged all African States to adhere to the African Union Non-Aggression and Common Defence Pact adopted in Abuja on 31 January 2005, and to sign, where appropriate, subregional pacts on peace, security, democracy, good governance and development, and called upon the United Nations system and the international community to support the implementation of the pacts;

Urged all African States and the international community to cooperate fully in developing the capacities of African regional and subregional organizations to deploy both civilian and military assets quickly when needed.

The Secretary-General, while maintaining that the subject of threats to peace and security was a broad and complex one, also considered it appropriate for the Council to reflect on the priority the subject of conflict prevention in Africa deserved. With regard to the issue of combating terrorism in all its forms, the Secretary-General referred to his proposal of a comprehensive counter-terrorism strategy, elements of which had been taken up in the World Summit Outcome.<sup>5</sup> Outlining the five different areas of the strategy, he expressed the hope that the Council would support the strategy in all areas. First, the international community must work to dissuade disaffected groups from resorting to terrorism, primarily by completing a comprehensive convention on terrorism. Secondly, terrorists must be denied the means, in particular weapons of mass destruction, to carry out attacks. Furthermore, the strategy encompassed deterring States from supporting terrorists and developing State capacity to prevent terrorism as well as defending human rights.<sup>6</sup>

In their statements, delegations focused on the issues of countering terrorism and conflict prevention in Africa.<sup>7</sup> Elaborating on the notion of threats to

international peace and security, speakers concurred that terrorism was one of the most serious threats. The representative of Greece also named as newly emerging threats extreme poverty, deadly infectious diseases, environmental degradation and organized crime, while seeing the proliferation of weapons of mass destruction as potentially the greatest threat.<sup>8</sup> Other speakers also referred to this threat,<sup>9</sup> and the representative of France urged the Islamic Republic of Iran to comply with resolutions of the International Atomic Energy Agency and international commitments; if a State failed in its obligations under the Non-Proliferation Treaty, it was legitimate, once dialogue had been exhausted, to refer the issue to the Security Council.<sup>10</sup> The representative of Denmark held that the Council should be ready to deal with the nuclear programmes of the Islamic Republic of Iran and the Democratic People's Republic of Korea in the Council if other avenues failed.<sup>11</sup>

Most speakers considered that the newly emerging threats required a more comprehensive and holistic approach of the Council. Many speakers referred to the link of development and security and called for the Council to address the underlying causes of threats, predominantly through conflict prevention.<sup>12</sup> Some delegations emphasized the importance of developing closer cooperation with regional organizations to handle such threats.<sup>13</sup> The representative of China stated that with regard to major issues affecting world peace and security, the Council should be allowed to judge the merits of the actual situation and act collectively in accordance with the Charter and held that the Council's authority should be upheld by adhering to multilateralism.<sup>14</sup>

With regard to the issue of conflict prevention specifically in Africa, the representative of the United States expressed his support for the need to improve the ability of the African Union and subregional organizations to deploy civilian and military assets to prevent "unjust armed conflict" in Africa.<sup>15</sup> Some

<sup>4</sup> S/2005/578.

<sup>5</sup> General Assembly resolution 60/1.

<sup>6</sup> S/PV.5261, pp. 2-3.

<sup>7</sup> For other aspects of the discussion on conflict prevention in Africa, see chap. IV, part I, note; and chap. VI, part II, sect. B, case 12 (f).

<sup>8</sup> S/PV.5261, p. 5.

<sup>9</sup> *Ibid.*, p. 6 (United States); p. 7 (Argentina); and p. 12 (Romania).

<sup>10</sup> *Ibid.*, p. 14.

<sup>11</sup> *Ibid.*, p. 15.

<sup>12</sup> *Ibid.*, p. 3 (United Republic of Tanzania); p. 5 (Greece); p. 7 (Argentina); p. 8 (China); p. 11 (Benin); p. 12 (Romania); p. 13 (Brazil); and p. 14 (France).

<sup>13</sup> *Ibid.*, p. 8 (China); p. 11 (Benin); and p. 12 (Romania).

<sup>14</sup> *Ibid.*, pp. 8-9.

<sup>15</sup> *Ibid.*, p. 6.

speakers explicitly called for the Council to pay particular attention to conflicts in Africa,<sup>16</sup> since, according to the representative of Japan, resolving the conflicts in Africa was a global challenge.<sup>17</sup>

Speakers concurred that terrorism constituted a grave threat to world peace and security, which had recently manifested itself in an increased number of terrorist acts. It was therefore necessary for the international community to redouble its efforts in combating that scourge. To this end, most speakers supported an enhanced role of the Security Council and the United Nations in preventing and combating terrorism. The representative of the Russian Federation emphasized that its combat should be led by the United Nations and the Security Council as “the headquarters for the international antiterrorist front”.<sup>18</sup> Some speakers reminded the Council to ensure the protection of human rights while combating terrorism.<sup>19</sup>

Addressing the issue of Council reform, the representative of Brazil called for ending the “deficit in transparency and representativity” and called for an expansion “in an equitable manner” by giving permanent and non-permanent seats to developing countries of all regions.<sup>20</sup> The representatives of France and Japan also called for an enlarged and more representative Council.<sup>21</sup>

**Decision of 8 January 2007 (5615th meeting):  
statement by the President**

At the 5615th meeting, on 8 January 2007, the incoming Secretary-General, Ban Ki-moon, at his first meeting with the Council, stated that the international community was facing a range of challenges and that he looked forward to working closely with the Council.<sup>22</sup>

Following the statement of the Secretary-General, statements were made by all members of the Council.<sup>23</sup> Speakers elaborated on the increasingly diverse and complex challenges to peace and security, such as armed conflicts, particularly in Africa, crises in the Middle East, terrorism, organized crime, the

proliferation of weapons of mass destruction and the trafficking in small arms. Regarding the nature of conflicts that the Council dealt with, delegations noted a shift from dealing with inter-State conflicts towards dealing with internal conflicts.

The representative of France made clear that it was the Council’s responsibility to effectively respond to those challenges and that this could only be done collectively. He stated that the Council must continue to strengthen its cooperation with the Secretary-General and with regional organizations as well as its ability to prevent crises and must pay close attention to the management of the post-conflict period, a role which had been assumed by the Peacebuilding Commission.<sup>24</sup> Some speakers said they expected the Council to duly take into account and make better use of the advice of the Peacebuilding Commission.<sup>25</sup>

The necessity for cooperation of the Council with the Secretary-General, the Secretariat and other United Nations organs was also pointed out by many other delegations.<sup>26</sup> Delegations also called for closer cooperation with regional and subregional organizations.<sup>27</sup>

Most delegations agreed that the role of the Council in the area of conflict prevention must be strengthened. The representative of the United Kingdom, referring to the significance of resolution 1625 (2005) for the issue of conflict prevention, called for a stronger partnership between the Council and the Secretariat in this area, which was to be reached through implementation of that resolution.<sup>28</sup> The representative of the United States stressed that the Council must be able to identify and address new threats before they broke out into conflict.<sup>29</sup>

Delegations also agreed that new threats could only be addressed in a comprehensive way which encompassed the areas of conflict prevention, peacebuilding, peacekeeping and post-conflict

<sup>16</sup> *Ibid.*, p. 9 (China); p. 11 (Benin); and p. 15 (Denmark).

<sup>17</sup> *Ibid.*, pp. 15-16.

<sup>18</sup> *Ibid.*, p. 4.

<sup>19</sup> *Ibid.*, p. 5 (Greece); and p. 7 (Argentina).

<sup>20</sup> *Ibid.*, pp. 12-13.

<sup>21</sup> *Ibid.*, p. 14 (France); and p. 16 (Japan).

<sup>22</sup> S/PV.5615, p. 2.

<sup>23</sup> For other aspects of the discussion see chap. XI, part V, sect. F, with regard to Articles 46 and 47 of the Charter.

<sup>24</sup> S/PV.5615, p. 3.

<sup>25</sup> *Ibid.*, p. 5 (Italy); p. 6 (Slovakia, United Kingdom); and p. 11 (Belgium).

<sup>26</sup> *Ibid.*, p. 4 (Qatar); pp. 7-8 (United Kingdom); p. 11 (Belgium); p. 14 (United States); p. 18 (Panama); p. 19 (China); and p. 21 (Russian Federation).

<sup>27</sup> *Ibid.*, p. 5 (Italy); p. 7 (Slovakia); p. 7 (United Kingdom); p. 10 (Ghana); p. 12 (Belgium); p. 17 (Indonesia); p. 16 (South Africa); p. 18 (Panama); p. 19 (China); p. 20 (Peru); and p. 21 (Russian Federation).

<sup>28</sup> *Ibid.*, pp. 7-8.

<sup>29</sup> *Ibid.*, pp. 13-14.

management and which meant that when addressing new challenges the Council must take into account the interrelatedness between peace, development and human rights.<sup>30</sup> The representative of South Africa said that issues of poverty and underdevelopment should and must be addressed by an organ with broader representation and the respective mandate rather than by the Council.<sup>31</sup> The representative of Panama also stated that not all potential threats could or should be considered immediately by the Council as there were other organs in the United Nations that could and should also contribute to address these issues.<sup>32</sup>

The representative of Indonesia reaffirmed that when addressing threats to international peace and security the Council should use sanctions only as a last resort and with a clear, transparent and measurable timetable and should provide an escape route to allow for reinstating peaceful settlement procedures.<sup>33</sup> The representative of South Africa stressed that the Council had increasingly dealt with issues outside of its mandate and resorted to Chapter VII of the Charter as an umbrella for addressing issues that might not necessarily pose a threat to international peace and security, when it could have resorted to other provisions of the Charter. He called for invoking Chapter VII as a last resort.<sup>34</sup> The delegation of Panama also reminded States that the Charter imposed on the Council the obligation to exhaust all mechanisms under Chapter VI and asked the Council to cooperate with regional organizations under Chapter VIII before considering sanctions or the use of force provided for in Chapter VII.<sup>35</sup>

The representative of the United Kingdom called for more focused mandates for peacekeeping missions, with specific objectives to be achieved within given timeframes, and proposed that peacekeeping missions form part of a wider peacebuilding strategy to achieve the progress necessary so that such missions were no longer needed. To avoid the risk of peacekeeping missions becoming part of the landscape and allowing a status quo to persist, focus was needed on a coherent approach with the goal of resolving the underlying

issues.<sup>36</sup> The representative of Belgium warned about the risk of the indiscriminate proliferation of peacekeeping operations, stating that not all crises could be resolved in the same way.<sup>37</sup> The representative of the United States called for enhanced management and oversight of peacekeeping operations in cooperation with other United Nations bodies.<sup>38</sup>

The President then made a statement on behalf of the Council,<sup>39</sup> by which the Council, *inter alia*:

Committed itself to work closely and in a focused and action-oriented manner with the Secretary-General;

Pledged to uphold the purposes and principles of the Charter of the United Nations; reaffirmed its commitment to the principles of sovereign equality, national sovereignty, territorial integrity and political independence of all States, and underlined further the need for respect for human rights and the rule of law;

Reaffirmed its commitment to address the whole range of threats to international peace and security, including armed conflict, terrorism and the proliferation of weapons of mass destruction;

Recognized the essential role of the United Nations in the global effort to combat terrorism and stood ready to play its part in the implementation of the United Nations Global Counter-Terrorism Strategy;

Reaffirmed its resolve to take appropriate and effective actions against any threat to international peace and security caused by the proliferation of nuclear, chemical and biological weapons;

Underlined the need for improved United Nations capacity to assess conflict situations and for the effective planning and management of United Nations peacekeeping operations;

Requested the Secretary-General to focus in managing and reporting on peacekeeping missions on the steps needed to achieve the objectives of the mission;

Emphasized the importance of post-conflict peacebuilding to assist countries emerging from conflict in laying the foundation for sustainable peace and development;

Reaffirmed its commitment to working in partnership, with the Secretary-General and the Secretariat, other United Nations organs, regional, subregional and other intergovernmental organizations, with non-Council members, including those Member States that were parties to a conflict, and with troop-contributing countries, financial and other stakeholders in pursuit of the common objective of the maintenance of international peace and security.

---

<sup>30</sup> *Ibid.*, p. 4 (Qatar); p. 8 (United Kingdom); p. 9 (Ghana); p. 12 (Congo); p. 16 (South Africa); and p. 20 (Peru).

<sup>31</sup> *Ibid.*, p. 16.

<sup>32</sup> *Ibid.*, p. 18.

<sup>33</sup> *Ibid.*, p. 15.

<sup>34</sup> *Ibid.*, p. 17.

<sup>35</sup> *Ibid.*, p. 18.

<sup>36</sup> S/PV.5615, pp. 7-8.

<sup>37</sup> *Ibid.*, pp. 10-11.

<sup>38</sup> *Ibid.*, pp. 13-14.

<sup>39</sup> S/PRST/2007/1.