



Each of these measures will contribute to an increase in the UN's capability to react rapidly to crisis. But only by implementing all of them in comprehensive fashion will the greatest potential benefits be realized.

To improvements at each level must be added greater cooperation and understanding between and among the levels of the UN system. These are fundamental requirements if the UN is to keep pace with a new era. Mr. James Sutterlin, a former senior adviser to the Secretary-General, has emphasized the need for a "sense of co-responsibility among the Security Council, the Secretary-General and the Secretariat".<sup>22</sup> The Secretary-General has written: "The effectiveness of peacekeeping operations and their command and control systems is largely affected by clear understandings between the entities taking political decisions, bearing operational responsibility, and providing human and material resources."<sup>23</sup> In effect, it is arguable that the degree of cooperation and understanding among these levels rivals in importance that elusive political will, the absence of which so bedevils coherent responses to specific crises.

### What Rapid Reaction Requires

- enhancing the effectiveness of the decision-making process in political councils of the UN;
- strengthening the UN Secretariat's capacity to conduct comprehensive, strategic planning in advance of a crisis;
- remedying the absence of any permanent operational-level planning and control capability; and
- ensuring that capable, adequately-equipped, multi-functional military and civilian personnel are available when required.

### The Political Level

At the heart of the UN's problems at the political level are questions of how the Security Council and General Assembly take decisions, how Member States contribute to missions in the field, and how the Secretary-General and his Secretariat receive a mandate to plan and implement operations. Without resorting to reform of the UN Charter, a difficult task not necessary in current circumstances, the decision-making processes at the political level need to be improved and refined in order that missions can be mounted more quickly and effectively.

### Troop Contributors

A rapid response to crisis will ultimately depend upon the willingness of Member States of the UN to contribute personnel to peace operations. The idea of contributing personnel can be promoted most effectively if UN members which are troop contributors are given a more prominent role in policy formation with respect to peace operations, both in the definition of general goals and also in terms of providing direction for specific operations. They must also have a role in the development and implementation of a mission mandate throughout the duration of an operation. This is especially important in the case of urgent crises, where there is a need to build a force quickly and deploy national units in support of a UN operation. Substantial efforts were made over the past year in the Security Council

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