

**S T A T E M E N T**

**by H.E. Ambassador Andrey Denisov  
Permanent Representative of the Russian Federation to the United Nations  
at the informal meeting of the plenary of UN General Assembly  
on the report of the High-Level Panel on Threats, Challenges and Change**

**31 January 2005**

Mr. President,

The Russian Federation highly appreciates the report of the High-Level Panel on Threats, Challenges and Change, which stresses the priority of collective actions based upon international law in ensuring peace, security and development.

We believe that the report of the Panel needs a thorough consideration in its entirety without establishing deadlines. What matters most is to guarantee the efficiency of decisions to be adopted and their legitimacy for the world community. We share the opinion of the UN Secretary-General that on certain issues decisions can be adopted in the nearest future, even before Summit-2005, provided that there is a broad consent or, better, consensus.

Search for a modern model of a collective security system capable of an efficient response to the global challenges and threats rightly occupies one of the key places in the Panel's report. The most important issue in this context is the use of force. The Russian delegation shares the conclusion that the UN Charter in this part does not require a revision or a new interpretation.

On the whole we support the five criteria proposed by the High-Level Panel regarding the legitimacy of preventive use of force against a state posing an external threat. At the same time we believe that there is no alternative to the preservation in full of the Charter prerogatives of the UN Security Council.

Situations involving large-scale violation of human rights may be a reason for an interference of the world community, but only when authorized by the Security Council and in cases when governmental authorities commit mass and gross violations of the universally recognized norms of international humanitarian law or when they are unable to prevent crimes against humanity, genocide and war crimes. Such UN Security Council decision must be based upon a thoroughly checked and impartial information, also taking into account the position of the relevant regional

organizations. Of course, the use of force should remain the last resort. It could be considered only when all the vast political and diplomatic machinery for prevention and settlement of conflicts has been used without avail.

Russia consistently advocates effective global counter-terrorism efforts with the leading role of the United Nations and on the basis of international law. In this regard, we support the recommendation of the Panel about the need to develop a comprehensive counter-terrorist strategy, including proposals on its possible elements, which could be taken as a basis for further work.

The central role in this field, in our opinion, should continue to rest with the Security Council and its Counter-Terrorist Committee. We share the idea that international community should not only help states strengthen their national counter-terrorist capacity but should also induce them to fight terror.

We expect the Panel's recommendations to provide an additional impetus to the collective efforts with a view to enhancing the peacekeeping capacity of the United Nations. The Organization should retain its leading role in this area while deepening its cooperation with regional partners in accordance with Chapter VIII of the UN Charter.

On the whole we positively view the recommendation about establishing a Peacebuilding Commission so as to bridge the gap between the peacekeeping stage and rehabilitation activities, strengthen coordination and integrity of the post-conflict international assistance to the countries emerging from crisis. This would require to define a clear-cut status, functions and modalities of work of such body.

There are no fundamental objections to the proposals about expanding the peacebuilding component in the UN Secretariat and the Fund for Peacebuilding to be formed from volunteer contributions.

One of the key components of the UN reform should be the reform of the Security Council, which should provide a broader representation in this main organ in

the area of security and improve productivity of its decisions. The formulas for its reform proposed by the Panel reflect the persistent differences in approaches to the Security Council enlargement. It is important to do everything possible so as to broaden the field of consensus.

As for Russia's position on the Security Council reform, it is a well-known and consistent one. We are still open for different options of enlargement of the Council, assuming though, that an increase in any of its membership categories should embrace both developed and developing countries. We believe that Brazil, Germany, India and Japan could be worthy candidates for the additional permanent seats in the Security Council if a decision to establish them is adopted. It is also important to ensure an authoritative representation from Africa. The guiding line in this issue lies in reaching a broadest possible agreement in order to avoid a split in the United Nations fraught with long-term negative consequences for the future of the world Organization.

We support the report's main goal of the reform of the human rights sector of the United Nations, which is to increase authority of the UN Commission on Human Rights through elimination of double standards. The proposals of the Panel aimed at depoliticizing organization's work in this critical sphere should be thoroughly analyzed. In this very context we fully share the point about inadmissibility and fruitlessness of attempts to set some additional criteria for membership in the UN Commission on Human Rights, which would be in contradiction both with the UN Charter and with the general principles of forming elected organs of the United Nations.

There is a good basis for further discussion in the report's recommendations aimed at strengthening the UN capacity in addressing global socio-economic problems. The task of institutional consolidation of the ECOSOC, enhancing its efficiency, are more relevant today than ever. At the same time, as well as in other avenues in the UN reform, an additional and diligent analysis is required to adopt

balanced and well-grounded decisions. For instance, such ideas like transforming the ECOSOC into a Development Cooperation Forum and some other suggestions are not self-evident for us, since, in our view, they would result in weakening of the critical coordinating function of the ECOSOC.

One should be cautious in amending the UN Charter. In particular, at this stage it can hardly be justified to take out the articles concerning the Military Staff Committee.

Many of the constructive recommendations of the Panel may lead to a considerable increase in Organization's expenses. In this context, we deem it is necessary to continue the process of streamlining the procedures in administrative and budgetary spheres of the United Nations in order to remove duplication and to improve efficiency in the use of financial and human resources of the Organization. The work in such areas as improvement of the format of the result-based budget, better prioritization and assessment of program activity, phasing out obsolete programs, tougher budgetary discipline, should be also stepped up.

The High-Level Panel's recommendations, given the far-reaching and integral nature of many of them, need further collective discussion. We believe that this process will be productive and will enable a successful holding of Summit-2005. Russia will continue to be an active contributor to this process.

Thank you, Mr. President.