



INTERNATIONAL FORUM FOR THE  
CHALLENGES OF PEACE OPERATIONS

# Strengthening UN Peace Operations

## Modalities and Opportunities for Regionalized Contributions



# Challenges Annual Forum Report 2013

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# Preface

The purpose of the International Forum for the Challenges of Peace Operations (the Challenges Forum) is to enhance the effectiveness of multidimensional peace operations by contributing to the global dialogue on how to improve their preparation, implementation and evaluation. As peace operations have evolved and experienced significant growth, so has the Challenges Forum which today has Partners from 19 countries and 44 organizations representing all the regions of the world. Major troop- and police-contributing countries are involved, as are the five permanent members of the United Nations Security Council. The Partnership involves leading civilian, military and police practitioners, diplomats and researchers, governmental representatives and think tank expertise.

In 2013 the Annual Forum was hosted by the Ministry of Defence of Argentina in cooperation with the Armed Forces Joint Staff and the Argentine Joint Peacekeeping Training Centre (CAECOPAZ). The Forum's deliberations focused on how best regionalized contributions might strengthen UN Peace Operations. Participants addressed a number of challenges and developments in a series of panel sessions and working groups. The focus of the deliberations were the challenges and possible solutions related to regionalized contributions, enhancing their operational readiness, harmonizing policies, principles and guidelines and doctrine development requirements. As part of the forum, the ongoing development of a Strategic Guidance Framework on International Police Peacekeeping was also explored.

The objective of the Forum was to draw on the experiences of regionalized contributions in relation to thematic issues, identify best practices and be of relevance to the broader civil, military and police peace operations community.

Argentina hosted its first Challenges Seminar in 2001, in the wake of the Brahimi Report, on the theme of 'How to Determine Success in and of a Peacekeeping Operation and Training and Education'. Argentina has since sustained its contribution to both UN peacekeeping and the Challenges

Forum endeavour. The Challenges Annual Forum 2013 and this report are further results of Argentina's ongoing commitment to ensuring the optimal effectiveness and lasting impact of UN peacekeeping.

We would like to express our appreciation to all those involved in the hosting of the Forum, and to the chairs, speakers and participants. We wish to thank the authors of the background studies: Dr Anabella Busso, Professor William Flavin, Dr Michael Kelly and Brig Gen Rizwan Rafi, and to the original author of this report, Nynke Salverda. We hope the report will illuminate some of the challenges facing modern peacekeepers and inspire us all to move ahead with work on their resolution.

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Director  
Challenges Forum

Lic. Fabián Vidoletti  
Director of Cooperation for Peacekeeping  
Ministry of Defence of Argentina

# Abbreviations

<b>AMISOM</b>	African Union Mission in Somalia	<b>OHCHR</b>	Office of the High Commissioner on Human Rights
<b>ALCOPAZ</b>	Latin American Association of Peacekeeping Training Centres	<b>OPCW</b>	Organization for the Prohibition of Chemical Weapons
<b>AU</b>	African Union	<b>QRF</b>	Quick Reaction Force
<b>CAECOPAZ</b>	Centro Argentino de Entrenamiento Conjunto para Operaciones de Paz	<b>RPS</b>	Remotely Piloted Systems
<b>DDR</b>	Disarmament, Demobilization, Reintegration	<b>SHIRBRIG</b>	Multinational Stand-by Force High Readiness Brigade for UN operations
<b>DFS</b>	Department of Field Support	<b>UNAMI</b>	United Nations Assistance Mission for Iraq
<b>DPA</b>	Department of Political Affairs	<b>UNAMID</b>	African Union/UN Hybrid operation in Darfur
<b>DPKO</b>	Department of Peacekeeping Operations	<b>UNFICYP</b>	United Nations Peacekeeping Force in Cyprus
<b>DRC</b>	Democratic Republic of the Congo	<b>UNIFIL</b>	United Nations Interim Force in Lebanon
<b>IAPTC</b>	International Association for Peacekeeping Training Centres	<b>UNMEE</b>	United Nations Mission in Ethiopia and Eritrea
<b>JSB</b>	Joint Stability Brigade	<b>UNMIL</b>	United Nations Mission in Liberia
<b>MINURCAT</b>	United Nations Mission in the Central African Republic and Chad	<b>UNMIS</b>	United Nations Missions in Sudan
<b>MINUSMA</b>	Multidimensional Integrated Stabilization Mission in Mali	<b>UNOCI</b>	United Nations Operation in Côte d'Ivoire
<b>MOLO</b>	Military Observers and Liaison Officers	<b>UNTAET</b>	United Nations Transitional Administration in East Timor
<b>MONUSCO</b>	United Nations Organizations Stabilization Mission in the DR Congo	<b>WACI</b>	West Africa Coast Initiative
<b>MoU</b>	Memorandum of Understanding		



# Executive Summary

The changing nature of conflicts around the world shaped the background for the Challenges Forum 2013, hosted in Buenos Aires by the Argentine Ministry of Defence in cooperation with the Armed Forces Joint Staff and the Argentine Joint Peacekeeping Training Centre (CAECOPAZ). The character of conflicts is changing and this has had a number of important consequences for United Nations peacekeeping operations. Two of the main implications are a surge in the number of peacekeepers deployed worldwide and an increase in the proportion of peacekeepers who are deployed to missions with a mandate to protect civilians. Adequate training and resources are required for these peacekeepers to be able to fulfill their mandates. In addition, for the mission to be a success, logistical problems must be overcome. These two requirements pose an important challenge to the success of UN peacekeeping operations. Regional collaborations between member states, and collaboration between the UN and regional organizations are two ways to address these challenges. Regional partnerships were found to be fundamental to peacekeeping operations around the world. The Challenges Forum 2013 explored how regional organizations and regional collaborations can be progressed and further contribute to the success of UN peacekeeping operations.

The Challenges Forum focused on three key areas: Lessons learned from and best practices in regional cooperation, enhancing operational readiness through regionalized contributions; and the harmonization of principles, policies and guidelines. On lessons learned, one of the main conclusions of the Forum was that political will is key to effective deployment of regionalized forces to UN peacekeeping operations. Regional arrangements can be better deployed if states explicitly identify the sort of situations in which they might deploy forces, the type of forces they have available, and their capacities and capabilities, and the limitations on this type of deployment. This could also lead to nations committing to a certain level of operational capability for specific force elements, including a readiness notice requirement. Such commitments are easier for regional organizations to make, especially when they are deploying in their own region. In addition, trust, like-mindedness and a spirit of cooperation are key elements in successful collaborations

between two countries in a UN peacekeeping operation.

The Forum also focused on the issues of mission readiness, interoperability and pooling troops and resources. Recent history has proved that regional organizations are often faster than the UN at deploying peacekeeping operations. The rapid deployment capacity of regional organizations is a complementary factor to UN peacekeeping operations, especially during mission start-up and surges in anticipated critical mandate periods, but also for over-the-horizon needs. Joint training is also an important tool for achieving mission readiness and enhancing the level of interoperability. The Forum recommended the development of scenario-based planning and training, which should lead to the adaptation of the most appropriate models of peacekeeping operations to all conflict or post-conflict situations.

Closely related to training and mission readiness are the issues of pooling resources and streamlining standards of operation. The Forum recommended streamlining the arrangements for deploying pooled capacities. When discussing pooled resources, states should take account of the technical issues that are encountered when drafting a Memorandum of Understanding or letters of assist. This will allow for more speed in the deployment of pooled resources and reduce the administrative burden. More generally, the Forum argued in favor of streamlining the standards of operation in member states. This means training according to UN training manuals, as well as adherence to UN standards when assessing what type of troops are appropriate for which type of operation. A good example of standardized guidance can be found in the manuals on functional areas, such as aviation, engineering, logistics and the Military Police, which were recently drafted by the UN Department of Peacekeeping Operations in order to improve performance, efficiency, effectiveness, operational readiness and thereby interoperability.

The Challenges Forum also studied the harmonization of principles, guidelines and policies in UN member states. Mission readiness and interoperability are directly dependent on harmonized principles, guidelines and policies. For interoperability to exist requires cohesion, unity of action, common understanding, and standardized organization and equipment. Unity of action can only be found when there is unity of command and a common doctrine founded on common principles, values and procedures. During the Forum it was emphasized that a key foundation for harmonizing regionalized contributions to UN peacekeeping operations and further

enhancing operational readiness can be found in UN doctrine, guidance and training material, and that these sources should be continually improved.

The Forum highlighted three gaps where there is still work to be done on doctrines, frameworks and policy. These policy gaps are related to: the protection of civilians, an area in which the Forum found a lack of unity in doctrine and guidance across member states; the role of peacekeeping in peacebuilding, which is a policy area with many unanswered questions; and robust peacekeeping, an area on which there are many divergent opinions. Addressing these policy gaps will be an important step towards enhancing the effectiveness of peacekeeping operations in general, and of regionalized contributions to peacekeeping operations more specifically. The Forum also emphasized the need to map further gaps in policy and guidance so that these can be filled in the near future.

The Challenges Forum 2013 took place at an important moment for UN peacekeeping operations. Changing mandates and an increase in the number of peacekeepers deployed globally are just two of the issues that need to be addressed. Regionalized contributions in the form of regional organizations or regional cooperation enable new resources and capabilities to be utilized within or in parallel with UN peacekeeping operations. This is an important contribution to the success of UN peacekeeping operations.



# 1. Introduction

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The Challenges Annual Forum 2013 was hosted on 5–7 December in Argentina by its Ministry of Defence in cooperation with the Armed Forces Joint Staff and the Argentine Joint Peacekeeping Training Centre (CAECOPAZ). The Forum took place at a time of surging demand for United Nations (UN) peacekeeping operations. In the past decade, the number and size of UN peacekeeping operations has experienced sustained and significant growth. Today, there are 119,000 peacekeepers deployed in 17 peacekeeping operations on four different continents. That is three times more than the number of blue helmets deployed globally in 2003, and six times as many as those deployed 1999. At the same time, peacekeeping has become more efficient, costing 16 per cent less per deployed uniform than in the period 2008–2009.

United Nations peacekeeping operations face a number of challenges. The fact that the nature of conflicts around the world is changing makes the work of peacekeeping operations more difficult. Non-conventional threats such as suicide bombings, and irregular or asymmetric warfare threaten not only local populations but also UN personnel. This means that the deployed peacekeepers need to be adequately trained and fully prepared to operate in such contexts. Currently, over 94 per cent of peacekeepers deployed globally are working in missions with a mandate to protect civilians. In order to fulfil this mandate, peacekeepers need the capacities to react rapidly to threats, for accurate and timely situational awareness and to gather and analyse credible information. At the same time, it remains difficult for the Department of Peacekeeping Operations (DPKO) and Department of Field Support (DFS) to secure the necessary military and police capabilities. There is a high demand for critical force enablers such as military utility helicopters as well as niche capabilities and specialized assets. Furthermore, there are requests for female police officers, as well as French- and Arabic-speaking officers. The UN is also facing challenges in the area of rapid deployment, for both mission start-up periods and surges during missions. Ultimately, United

Nations peacekeeping remains a political instrument and in order to fulfil mandates, there is a need for unity and commitment from the member states.

Partnerships between countries, and between regional organizations and the United Nations can address these challenges. Global partnerships are increasingly common, and increasingly important to peacekeeping operations around the world. However, it will be important to enhance the effectiveness and dynamic nature of this type of cooperation. A significant proportion of UN operations are deployed alongside a parallel mission. Interaction with regional organizations and other actors is becoming a regular element that needs to be further strengthened and developed. Examples of such a parallel contributions can be found in the French troops operating alongside the Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) or the EU missions (EUSEC/EUPOL) deployed in parallel with the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).

Other examples of regionalized contributions to UN peacekeeping operations can be found in the cooperation with the United Nations Operation in Côte d'Ivoire (UNOCI) and the United Nations Mission in Liberia (UNMIL) in the establishment of MINUSMA in Mali, and in the Irish-Swedish cooperation on establishing a Quick Reaction Force (QRF) to be deployed to UNMIL in 2003. The force intervention brigade deployed for MONUSCO in eastern Democratic Republic of the Congo (DRC) is a collaboration between Tanzanian, South African and Malawian forces. Latin American countries cooperate extensively in the United Nations Stabilization Mission in Haiti (MINUSTAH), in which several binational and tri-national platoons are deployed and the regionalized contribution allows an excellent cultural understanding between troop-contributing countries and the host country. In the United Nations Peacekeeping Force in Cyprus (UNFICYP), there is extensive collaboration between, for instance, Croatian and Serbian troops that were at war only 10 years ago. Furthermore, Argentina is leading a taskforce in Cyprus, sharing platoon-level engagement with Chile and Paraguay. Contributions to UN peacekeeping can also be found in regional initiatives, such as the European Union (EU) Battle Group and the more recently formed Chile-Argentina Cruz del Sur, a joint standby force formed to contribute to UN peacekeeping operations—both of which, however, are yet to be deployed.

The Challenges Forum 2013 explored how regional entities can optimize their contributions to UN peacekeeping operations. It studied examples of regionalized contributions to peacekeeping operations, best practices and lessons learned. The Annual Forum discussed how to enhance the operational readiness of regionalized contributions, mission readiness, pooling capacities and joint pre-deployment training. The harmonization of UN principles, policies and guidelines—including ongoing work to develop a Strategic Guidance Framework (SGF) for International Police Peacekeeping—and those of collaborating member states was discussed in detail. All these areas are reflected in this report.



## 2. Experiences of Regionalized Contributions

**Background paper:** 'Regional Contributions to Multifunctional Peacekeeping Operations: Best Practices and Main Challenges: A look from Latin America', Prof. Anabella Busso, Researcher, Universidad Nacional de Rosario, Argentina. **Panellists:** Mr Johan Frisell, Director and Deputy Head, Security Policy Department, Ministry for Foreign Affairs, Sweden; Lt Gen. Edson Leal Pujol, Force Commander, MINUSTAH; Brig. Gen. Tom Behan, Formerly Ireland's Military Representative to EUMC, Former Commander of the UNMIL Joint Irish-Swedish Quick Reaction Force (QRF); Maj. Gen. Chao Liu, Force Commander, UNFICYP.

In recent years, the UN has broadened its base of troop- and police-contributing countries by working closely with regional organizations and combined force contributions from regions or sub-regions. Examples abound: the cooperation between the African Union (AU) and the UN in the AU/UN Hybrid operation in Darfur (UNAMID), Sudan; the African Union Mission in Somalia (AMISOM), which receives financial and logistical support from the UN and the EU; and the force intervention brigade attached to MONUSCO, a regional sub-set within a UN mission that is carrying out a highly specific task. The latter is comprised of troops from Malawi, Tanzania and South Africa and operates as an ad hoc arrangement. Other examples are the 2003 Irish-Swedish cooperation in UNMIL and the cooperation between Croatia, Hungary, Serbia, Slovakia and Ukraine in UNFICYP.

The Annual Forum focused on examples and best practices from a number of regionalized contributions to peacekeeping operations. It was emphasized that collaboration between countries is seen as the way forward, since it is becoming increasingly difficult for smaller countries, and even single EU states, to deploy and sustain an entire unit in a peace operation. By collaborating with other countries, workable and sustainable contributions to UN peacekeeping operations can be made. However, it was noted that integration of this type can never be perfect, and that a number of issues

arise such as over command and control, and of a legal nature.

Three aspects were highlighted as contributing to successful regionalized contributions to peacekeeping operations. The first focused on the relationship between countries cooperating in a regional arrangement. It was emphasized that trust between the troop-contributing countries and a spirit of cooperation are crucial for these types of contributions to succeed, but that trust alone is not sufficient. A well-drafted Memorandum of Understanding (MoU) was also seen as essential to cooperation.

The second aspect highlighted was the training of the peacekeepers. Opinions differed over the timing of joint training for the troops of cooperating nations, but there was a consensus that joint training is crucial to the success of such contributions. Some argued that joint pre-deployment training is not essential to the success of a mission, especially when dealing with a QRF or other troops that need to be deployed rapidly. Joint pre-deployment training in such cases might delay deployment and is very costly. The absence of pre-deployment training can be overcome by having officers of cooperating countries present at each other's pre-deployment training, as well as through the use of in-theatre cross-training exercises. Others stressed that pre-deployment training is essential for regionalized contributions to peacekeeping operations, especially for those countries which are combining troops for contingents of an operation.

The final aspect stressed as important for a successful outcome from regional cooperation is cultural and geographical proximity, of the cooperating countries to each other and of these countries to the host country of the mission. Countries in a certain region often share cultural values and military doctrine, which enhances cooperation. In addition, in some regions countries rely on the same or similar languages, which greatly facilitates communication. Countries with cultural similarities are likely to be like-minded, which will enable the troops to work together harmoniously. Geographical proximity to the host country eases logistical issues and facilitates dialogue with stakeholders such as national authorities and local authorities, as well as with other international and non-governmental organizations.

Although it was the advantages of and best practices for regionalized contributions to UN peacekeeping operations that were the key focus of the Forum, the need to adhere to the multinational ideal of the UN was also

stressed. It is important not to reduce peacekeeping operations to a matter of regions and sub-regions because the issues they deal with are concerns of a global nature.

Two examples highlight key experiences of regionalized contributions to UN peacekeeping operations: the South American cooperation on sending troops to MINUSTAH and in the Irish-Swedish cooperation in UNMIL. In MINUSTAH, bi- and tri-polar contingents were deployed, often from a mix of different South American countries. The Irish-Swedish cooperation was a key example of countries cooperating in order to achieve a successful rapid reaction to a crisis. Both examples are examined in more detail in the two case studies below.

## Training for Deployment: UNFICYP

Joint pre-deployment training and exercises were important tools for preparing troops for deployment to UNFICYP. In an ideal world, countries that are combining their forces in a single contingent will carry out their pre-deployment training together, so that forces can become familiar with each other and operate harmoniously in the field.

While individuals and units receive continued training during their deployment, pre-deployment training and induction training on arrival at the mission serve as the key mission-specific preparation for troops. Among the Eastern European contingent of UNFICYP, containing troops from Hungary, Slovakia, Croatia, Serbia and Ukraine, pre-deployment training involved the training of key personnel at either the Slovakian or the Hungarian training centre for a period of one or two months. During pre-deployment training, current members of the mission visit those who are being trained to provide first-hand, mission-specific information.

The focus on pre-deployment training in UNFICYP helps to ensure that troops are prepared for all the relevant aspects of their engagement when they arrive in the mission area. They are ready to contribute militarily, physically and also politically to achieving the mandate of the mission.

## Case Study: Irish-Swedish Cooperation in UNMIL

In the past decade, Ireland has formed combined units with other EU member states to conduct UN and other peacekeeping operations. It cooperated with the Netherlands in the EU Mission in Chad (EUFOR Chad) and with Finland in the UN mission in Chad (MINURCAT), the follow-up mission to EUFOR Chad. Ireland also collaborated with Sweden in UNMIL and twice with Finland in the UN mission in Lebanon (UNIFIL), the second time also with Belgium.

The Irish-Swedish cooperation in UNMIL serves as the basis for many examples of best practices when it comes to regionalized contributions to UN peacekeeping operations. The mission took place shortly after Charles Taylor's regime ended in 2003. The Economic Community of West African States (ECOWAS) was already on the ground, and Ireland was one of the first EU member states to deploy, sending a small contingent of security forces to secure and prepare the main deployment, together with a navy ship to provide initial sustainment. The Irish troops were quickly followed by Swedish troops. Together they formed the UNMIL QRF, which was fully operational and virtually self-sustaining within two months of the decision to deploy. The QRF formed the main mobility and firepower resource for UNMIL, and its main mission was long-range patrols and rapid responses to any emergency in any of UNMIL's four military sectors.

The collaboration between Ireland and Sweden was established because neither country could sustain the level of operations required to fully implement the mandate on its own. Together, however, they were able to provide a unique asset in this type of mission. The QRF consisted of two contingents with two streams of real-time support. The mechanized company of the Swedish forces was fully under Irish command, but generally the Swedish contingent formed a separate camp within headquarters, albeit with Swedish staff officers fully integrated into battalion headquarters covering all aspects of operations such as information, Combat Intelligence Systems (CIS), map ping and training.

A well-developed MoU between the countries shaped the working relationship. The MoU was as inclusive as possible, covering, among other things, finance, logistics, sustainment, services, the supply chain, and national caveats and operating restrictions.

The most important issues in the MoU were financial issues, together with logistics and supply chain issues that could not be worked out in theatre. The comprehensive MoU laid the foundations for the good working relationship between forces of both countries.

Although important, however, a formal political document is not enough to form an effective relationship between two countries, and both countries had deployed their contingents well before negotiations on the MoU were completed. Less tangible aspects contribute to the success of a cooperation of this type, of which the most important is arguably trust between the two countries. A high degree of trust between Ireland and Sweden allowed forces to be deployed quickly into a hostile environment, even though the MoU had not been finalized. A high degree of like-mindedness and of familiarity between both countries' troops contributed to the high level of trust between Ireland and Sweden.

Closely related to trust, another important aspect that contributed to the success of the Irish-Swedish mission was the spirit of cooperation. There are many issues to be overcome when collaborating at this level, from logistical issues to refining interoperability. Ireland and Sweden encountered many differences in a wide range of areas, such as organization, doctrine, equipment, training, language and culture. The main way to overcome these differences was found in mutual support and cooperation, intense in-theatre cross-training and consistently working together to achieve the countries' common goals. Being willing and eager to cooperate meant that both countries could work together harmoniously to make a positive contribution to the work of UNMIL.

There was no joint pre-deployment training for the Irish and Swedish troops, due to the rapid nature of the deployment and the extremely high cost of such exercises. However, the training institutions of both countries' military organizations have long-established interactions. The similar approach of the two countries to the implementation of the UN mandate, and common experiences shaped over many years also played a role.

In sum, both tangible and intangible aspects shaped the positive outcome of the collaboration between Ireland and Sweden on the QRF. On the tangible side there was the importance of a well-drafted MoU, which picked up on the more difficult aspects of financing, logistics and supply chain structures. The intangible aspects shaping working relationships between the countries were trust, like-mindedness and a positive spirit of cooperation.

## Case Study: Southern American Cooperation in MINUSTAH

The Security Council adopted resolution 1542 in 2004, mandating the deployment of MINUSTAH to Haiti for an initial period of six months, but with an intention to renew the mandate. MINUSTAH followed two other UN missions in the country, and the operation is still ongoing. A tragic earthquake in 2010 claimed more than 200,000 Haitian lives, and resulted in the largest loss of personnel for the United Nations in its history. The earthquake had devastating effects on the infrastructure and economy of the country, and displaced 1.5 million people. As a result, the Security Council strengthened the mandate of the mission in order to work for the restoration of the country. As of 2012, a consolidation plan has been implemented, which aims to gradually reduce the presence of uniformed UN personnel in the country.

South American countries contribute a majority of the troops deployed to MINUSTAH. The countries that contribute the most troops are Brazil, Uruguay, Argentina, Chile and Peru. This is a regionalized contribution to a UN peacekeeping operation, and the integration of troop-contributing countries within the mission is thorough. There are multiple examples of binational and tri-national contributions to the mission:

- Chile and Ecuador together form the horizontal construction company, also known as the Chiecuengcoy contingent. This company is a combined unit that shares heavy engineering equipment. The unit carries out the engineering jobs scheduled by MINUSTAH in Port-au-Prince and other parts of the country. It constructs and repairs roads, cleans areas and drains, constructs retaining walls for storm water and transports construction materials for the improvement of NGO and UN bases. The rebuilding effort that the construction company has taken on has been crucial for the rebuilding of Haiti, and therefore for the fulfilment of MINUSTAH's mandate after the earthquake in 2010.
- There is an integrated platoon of 34 soldiers from El Salvador within the Chilean battalion deployed to MINUSTAH. Under the terms of a MoU, Salvadoran soldiers preparing to deploy to the mission are trained in Chilean defence institutions.
- The Brazilian battalion deployed to MINUSTAH has integrated a platoon from Paraguay and a platoon from Canada. The battalion conducts patrols, creates a visible military presence in Haitian communities and provides a link between the UN and local populations.

Several factors contribute to the successful cooperation between South American countries within the mission. Historically, there has been a high degree of exchange between South American military schools, leading to similar doctrines which greatly facilitates dialogue and the execution of peacekeeping tasks.

Furthermore, training is often undertaken together by multiple countries, often in national or regional peacekeeping training centres. The behaviour, conduct and discipline of Latin American troops are also very similar, which further strengthens South American cooperation in MINUSTAH. Missions deployed from Latin America also facilitate dialogue with stakeholders, such as the Haitian authorities, the local population, NGOs and other international organizations. In addition, the close geographical proximity to Haiti eases the logistical burden on the troop-contributing countries. This proximity also means that the cultures of the host country and troop-contributing countries are similar. It is argued that this enhances the capacity of the mission to protect civilians, as it is easier for troops to understand the problems of the people and act as mediators if they understand the culture.

Areas which leave room for improvement within the mission are the ability to respond quickly to crises, and gender issues. With regard to the former, it is argued that the mission has little capability to respond quickly to requests from the UN, due to internal problems in each country and restrictions on their national security policies. With regard to the latter, gender issues are emphasized as a key area. The problem arises from the scarcity of women personnel in the armed forces of each troop-contributing country, which means that too few women are deployed in the mission. It is noteworthy however that the current Special Representative of the Secretary-General to Haiti is Sandra Honoré, from Trinidad and Tobago.

Enhancing safety in Haiti is the key target of MINUSTAH, and the mission has been highly successful in this area. The regional contribution to the mission has played a large role in this achievement, not least due to the large number of South American troops being deployed and their professionalism, training and capacity to contribute to the success of the mission.



### 3. Enhancing Operational Readiness of Regionalized Contributions

**Background paper:** 'Enhancing the Operational Readiness of Regionalized Contributions: Practical options to enhance the operational readiness of regional contributions to multidimensional peace operations', Dr Michael Kelly, Former Parliamentary Secretary for Defence, Australia. **Panellists:** Dr Ralf Horlemann, Head of Division, Crisis Prevention, Post-conflict Peacebuilding, State-building, Promoting democracy and Equipment Aid, Federal Foreign Office, Germany; Col. Carlos Borja, Special Assistant, Deputy Military Adviser, Department of Peacekeeping Operations, United Nations; Mr Xavier Devaulx de Chambord, Director, Operational Support Team, Mali Support Planning Coordinator, Office of the Assistant Secretary-General, Department of Field Support, United Nations; and Col. Gustavo Javier Perez Zoilo, Director, CAECOPAZ.

Among the main topics for discussion during the Challenges Forum 2013 were the practical aspects of regionalized contributions to UN peacekeeping operations, such as mission readiness, rapid deployment and pooling capacities. It was argued that the ability to deploy a regionalized contribution to a UN peacekeeping operation would help resolve many of the problems the UN faces when deploying blue helmets all over the world. It is obvious that the contribution would need to be tailored to, and have the requisite capacity for, the specific mission. It is not enough to just deploy a number of troops to a mission area. The ability to deploy such a force in a rapid manner relies on a measure of effective political engagement, and is greatly facilitated by the existence of good relationships between the military and police forces of the troop-contributing countries.

A good understanding of what the mission entails forms the basis for a successful regionalized contribution to a UN peacekeeping operation. Mission readiness is the ability to develop concepts and plans for an operation that allow the military and civilian components of a mission to generate the desired outcome. Remotely Piloted Systems (RPS), also known as drones, have become a central contribution to the success of a peacekeeping operation, giving it more effective situational awareness. In peace operations, their sensory capacities allow a force, often already stretched by covering its area of operations, to vector its assets where needed in a timely manner. It is notable that RPS were deployed for the first time in

a UN peacekeeping operation in the DRC in December 2013, in the same week as the Annual Challenges Forum was held, which brought their use to the forefront of deliberations.

Joint exercises provide opportunities to identify where standardization is required between regional contributors, and promote greater understanding between troop-contributing countries. It is crucial that the regionalized force contribution is capable of working within, and adhering to, UN standards. An example of good practice in this respect is the African Standby Force and its Military Staff Committee, which set out in its policy framework that ‘Training should be conducted according to UN doctrine and standards, and should draw on the training materials, training aids and courses available through the UN system. UN training manuals should be complemented by Africa specificity’.

One of the main conclusions of the Forum was that political will is key to the effective deployment of regionalized forces in UN peacekeeping operations. There was a sense that regional arrangements can be better deployed if states explicitly identify the sort of situations in which they might deploy forces, the type of forces they have available and their capacities and capabilities, and the limitations on this type of deployment. This would also lead to nations committing to a certain level of operational capability for specific force elements, including a readiness notice requirement, that is, a

## Joint Stability Brigades

One way of organizing ad hoc regionalized contributions to peacekeeping operations is in Joint Stability Brigades (JSB), a concept that was developed in the days leading up to the Iraq war in 2003. The huge cost of the mission, however, meant that it was never adopted. Currently, the Australian Army is developing a version of the JSB under the framework of its Adaptive Campaigning Doctrine. A JSB would be a multidisciplinary package that includes military police, medical, logistics, transport and engineering personnel, civilian attachments and special forces, among others. Each participating nation would agree to provide one or more of these components, or they could take rotating responsibility for doing so. Good task definition and command and control would serve as the foundation for such a formation.

minimum period of notice that would be needed to arrange a deployment. Such commitments would be easier for regional organizations, especially if deploying to their own region.

Another issue raised was the transfer of troops and specific capacities from one operation to another, especially in a regionalized context, to allow rapid reactions to certain scenarios and/or to achieve rapid operationalization. Although this would be dependent on political will and political arrangements, such a development to increase flexibility and enhance the ability to operate at greater economies of scale would result in both time and cost reductions.

Practical matters to enhance the operational readiness of regionalized contributions focus on three pillars: first, mission readiness, including

## Case Study: SHIRBRIG

The Multinational Standby Force High Readiness Brigade for UN operations (SHIRBRIG) was an effort initiated by Denmark to provide a rapid deployment brigade force based on the UN Standby Arrangement System. SHIRBRIG involved 23 members at its high point, and participated in five UN missions between 2000 and 2006: the United Nations Mission in Ethiopia and Eritrea (UNMEE), the United Nations Operation in Côte d'Ivoire (UNOCI), the United Nations Mission in Liberia (UNMIL), the United Nations Assistance Mission in Iraq (UNAMI) and the United Nations Mission in Sudan (UNMIS). SHIRBRIG either supported planning or deployed troops. The brigade was dismantled in 2009 due to the financial strain of organizing and financing an UN-focused international force at a time when many were focused on organizing and funding regional organizations and arrangements for deployments.

However, SHIRBRIG helped participating EU member states build a common legacy of experience of participation in peace operations, and enhanced their interoperability. This proved invaluable for the Irish/Swedish cooperation in UNMIL in 2004, and the Irish/Finnish experience in UNIFIL in 2012. SHIRBRIG was praised by former UN Secretary-General Kofi Annan, who noted that 'SHIRBRIG ... has already proven its utility in the deployment of the UN Mission in Ethiopia and Eritrea. There, a force that had trained together and developed a high degree of coherence was able to arrive and establish itself quickly in the theatre of operation, thereby sending a message of competence and commitment'.<sup>1</sup>

<sup>1</sup>

SHIRBRIG, SHIRBRIG Lessons Learned Report (June 2009).

rapid deployment, interoperability and common doctrine; second, pooling capacities; and, third, joint pre-deployment training. These are discussed below.

## **Mission Readiness**

The existence of complex and multifaceted conflicts around the world has led the UN DPKO and its Office for Military Affairs to work together with regional organizations to strengthen strategic and operational partnerships. Examples of such partnerships can be found in the cooperation between the UN and the AU, where standby force arrangements are discussed. In addition, the Under-Secretary-General for Peacekeeping, Hervé Ladsous, has commenced a dialogue with the Collective Security Treaty Organization (CSTO) on a standby force and its possible engagement in peacekeeping. The UN DPKO is exploring the option of enriching UN peacekeeping with standby or rapid response capabilities that build on the capacity of regional organizations, most notably the AU and its sub-regional bodies. For these standby and rapid response forces to be a viable option, they will need to be operationally ready. Operational readiness, or the capacity to provide a deterrent, including the use of force to protect civilians under imminent threat, is a two-pronged concept. It involves rapid deployment, and the ability to become fully operational and interoperable based on the existence of a common doctrine.

## **Rapid Deployment**

The ability to deploy troops rapidly to alleviate human suffering has been a challenge for the UN. Recent history has proved that regional organizations are often faster than the UN DPKO at getting troops on the ground. In some regions, regional organizations are often the first responders to a crisis. The rapid deployment capacity of regional organizations can therefore be seen as a complementary factor to UN peacekeeping operations. Areas where regional organizations can prove particularly useful include:

- during mission-start up, including bridging arrangements;
- during surges in anticipated critical mandate periods;
- in-extremis during sudden crises or emergencies;
- to meet over-the-horizon needs.

If rapid deployment is important, the importance of becoming operationally ready soon after deploying is critical. Examples were given of cases in which troops reached their mission area but had to wait for critical equipment to arrive, or vice-versa. In addition, infantry units rely heavily on enablers, such as engineers, air support, medical staff and communications. If these enablers have not reached the mission area, the infantry might be prevented from reaching their sectors due to the absence, for instance, of engineers to repair roads and bridges. Troop engagements might be limited due to the lack of hospitals. At the same time, engineers and medical staff can only do their work when the infantry units are there to provide security. This apparent vicious circle can be broken by the involvement of regional organizations. However, this means that operational mechanisms and procedures should be put in motion before arrival at the mission area. There is also a need for collective training, so that units and enablers have the opportunity to interact before their deployment.

## **Interoperability and Common Doctrine**

In order for troop-contributing countries to cooperate in the field, a high degree of interoperability is required. Interoperability and a common doctrine are interrelated and interdependent. It was argued that it is more straightforward to achieve common principles, values, policies and procedures in a regional context. These form the basis for unity of action, uniformity, discipline, motivation, political will and compatibility of organizational structures and equipment. These can be coordinated and synchronized through regional joint and combined training, and they can be tested in regional exercises.

However, interoperability and the maintenance of high standards of operational readiness cannot be achieved by just one particular contingent; they must be treated in a holistic fashion. Nor should these only encompass the military components. Civilian and policing units must also be included in line with UN policies, standards and guidelines. Interoperability is thus a crucial factor that can only be achieved through common training, which is often most effective in a regionalized setting, as well as synergetic training, where the units are organized and trained in such a way that deployment in all phases is planned and executed systematically. Since operational readiness is all about the ability to fulfil the mandate of the mission, the mission mandate needs to be the first reference for training and evaluation.

There are other cornerstones to mission-specific, regionalized training: the MoU, the Rules of Engagement (ROE), the Status of Forces Agreement, and mission-specific case studies and Operational Directives. In addition, forces rely on standardized guidance issued by the UN DPKO, which includes generic guidelines for troop-contributing countries, but also manuals and guidelines on peacekeeping training, lessons learned and best practices. Another cornerstone of interoperability and regionalized training is scenario-based planning and training. To support the capability-driven approach, UN DPKO has published the United Nations Infantry Battalion Manual, a Force Headquarters booklet used for standardization purposes. In 2013, with the support of 41 countries, the UN DPKO launched the drafting process for 11 manuals on functional areas such as aviation, engineering, logistics, military police, and so on. The aim of this initiative is to bolster performance, efficiency, effectiveness, operational readiness and interoperability.

## **Pooling Capacities**

The world is currently experiencing a new surge in demand for UN peacekeeping operations. The first surge occurred between 2004 and 2008, when seven multidimensional missions were established (in Côte d'Ivoire, Haiti, Burundi, Liberia, Chad, Darfur and Sudan) and the missions in the DRC and Liberia where expanded. Since 2010 there has been an even more complex increase in demand for peacekeeping operations, with new missions in South Sudan, Abyei, Syria and Mali, all with substantive human rights, disarmament, demobilization and reintegration (DDR), protection of civilians and rule of law elements. At the same time, two political missions have been deployed in Libya and Somalia, and the missions in Haiti and the DRC received big operational boosts. In addition, the UN is providing logistical and other support to the AU Mission in Somalia, the AU mission in Mali and the AU mission in the Central African Republic. The UN has also been cooperating with other international organizations, for example, by launching a joint mission with the Organization for the Prohibition of Chemical Weapons (OPCW) in Syria in 2014.

In order to sustain all these operations, the UN relies on military and police contributions from 119 countries, and the financial contributions of all member states. The peacekeeping budget is currently USD7.4 billion, which represents 0.4 per cent of all defence spending worldwide. An important mechanism that the UN relies on in order to meet the capability

requirements of the missions is the pooling of member state capacities, which is often a structured collaboration drawing on regional organizations. The notion of pooling resources is not a recent innovation, but it was argued that innovation within this approach is important.

Pooling often takes place through bilateral programmes to prepare troop-contributing countries for deployment. One example is the support South Africa provided to Malawian troops preparing to deploy to the DRC. Another way in which pooling occurs is through trilateral programmes, where one state financially supports twinned troop-contributing countries. Another way to pool resources is through a so-called composite deployment. An illustration of this is the United Nations Transitional Administration in East Timor (UNTAET), where New Zealand provided a battalion as the backbone for smaller medical, signals and other contingents provided by Fiji, Nepal, Singapore and Ireland. Globally, there are many capability gaps and other challenges that could be resolved by pooling resources. For instance, the new mission in Mali, MINUSMA, requires military helicopters and military engineers for tasks such as camp construction, road building and airfield upgrades. In general, there are shortages of certain categories of

## The Benefits of a Regionalized Approach to Operational Readiness

A regionalized approach to contributing to peacekeeping operations is highly complex but brings a number of benefits, not only in fulfilling the mandate of the mission, but also for the troop-contributing countries.

- The reinforcement of collective scenario-based training
- The integration and sharing of lessons learned by different troop-contributing countries, using theory in context
- The ability to integrate the functioning of niche capabilities and enablers within the bulk of military formations by providing an opportunity to combine specific skills
- The achievement of operational readiness before being deployed by testing equipment and procedures
- The ability to broaden the base of contributors, giving smaller countries an opportunity to participate
- The elevation of battalion-level training to larger military combined formations.

equipment or specific skills required for the deployment of infantry units away from their battalion or for the conduct of complex operations.

Pooled arrangements help to fill these gaps. Arrangements for the deployment of pooled capacities need to be streamlined. This would allow faster deployment and reduce administrative burdens. In addition, the many technical issues that are encountered with, for example, drafting a MoU should be factored in, in advance of offering any assistance. The recent agreement between the UN and the EU to develop a Legal Framework Agreement can be seen as a good example of trying to simplify the administrative side of UN-EU joint operations in matters of pooling resources.

## **Joint Pre-deployment Training**

While one of the main challenges the UN faces is deploying military forces to the relevant mission area in a timely manner, merely getting boots on the ground is not sufficient. Peacekeepers need to be prepared, and training needs have to be provided for the given the range of scenarios that peacekeepers are likely to face. Only then will they be effective and ready to collaborate. Thus, an important tool for regionalized contributions to peacekeeping operations is joint pre-deployment training, which should be based on the standards set out by the UN.

The contributions of Argentina, the host country of the Challenges Annual Forum 2013, are mainly of a joint nature. It combines its forces with Chile, Brazil (MOLO) and Paraguay in UNFICYP. Argentina leads a task force in Cyprus, shared with Chile and Paraguay a platoon level. Joint training is divided into three specialist stages: preparatory level training, legal training and training for deployment. All the military staff deployed to a peacekeeping operation must go through training at the Argentine Joint Peacekeeping Training Centre (CAECOPAZ), where integration and joint training are offered. There, the focus is on mission-readiness and the scenarios the troops might face in theatre. CAECOPAZ has regional capacity in advanced training in peacekeeping. Its curricula follow the UN standard but are also based on experience gained in the field. CAECOPAZ is part of the Latin American Association of Peacekeeping Training Centres (ALCOPAZ) and the International Association for Peacekeeping Training Centres (IAPTC).

## Examples of Pooled Arrangements

A prominent example of pooling resources between member states can be found in the standby force Cruz del Sur, formed by Argentina and Chile. This force has the objective of fostering mutual trust, interoperability and complementarity between the Armed Forces of Argentina and Chile. It has land, naval and air components. The goal of the mission is to be used in UN peacekeeping operations according to the parameters and procedures of the UN's Standby Agreement Systems, and that the force can be deployed within 90 days of being mandated.

In the United Nations Stabilization Mission in Haiti (MINUSTAH), there are many examples of pooling capacities between troop-contributing countries. The engineering units of Ecuador and Chile are serving together, as are Brazilian, Canadian and Paraguayan units. To complement the South American cooperation in MINUSTAH, El Salvador is also cooperating with Chile, and Argentina and Chile have deployed a contingent together.

When handing over capabilities in MINURCAT, Norway and Serbia collaborated in a notable way. Norway set up a level II field hospital, which was mission-critical. The hospital was subsequently run by 150 Norwegian and Serbian medical personnel. Another example can be found in the Nordic countries, where Norway, Finland, Sweden, Denmark and Iceland continue to collaborate on, mostly civilian, contributions to peace support operations. In UNFIL, Brunei started deploying personnel within a Malaysian battalion in 2012, sharing equipment, command structures and even allowances. An MOU and joint exercises strengthen cooperation between the two countries.

More structural ways of pooling occur within regional organizations. One example is Operation Artemis, which was deployed to Ituri in the DRC in 2003. It involved EU troops holding the ground until the UN mission was reconfigured and strengthened. The mission consisted of military forces from 10 countries, all but three of which were EU member states, and civilian/headquarters staff from eight EU countries. The mission subsequently led to the formation of the EU Battle Group, which has been operational since 2007. The Battle Group consists of two battalions of approximately 1500 troops, which are on stand-by for rapid deployment and are based on the principle of multinationality. The group can be formed by a member state or by a coalition of member states. The Battle Group is on standby for six-month periods, or multiples thereof, and initially sustainable in the field for a period of 30 days. This can be extended to 120 days if it is resupplied adequately. Although it has not yet been deployed, the EU Battle Group is an important asset in the UN peacekeeping operations' toolbox.

The Latin American cooperation in MINUSTAH is a useful model for enhancing operational readiness through a common doctrine, joint training and the cultural familiarities between troop-contributing countries. In South America, training has been harmonized and there is a well-developed framework for capturing and incorporating lessons learned. ALCOPAZ is an important platform for Latin American cooperation. It was formed by training centres and government institutions in Latin America and the Caribbean. Its purpose is to promote greater efficiency in the training of personnel to be deployed to UN peacekeeping operations. The centre has fostered executive level interaction, and established specific committees to deal with military, police and civilian aspects. It focuses training resources on key areas, such as rules of engagement and the protection of civilians.

In addition to training centres and joint training, a multitude of bilateral and multilateral agreements between Latin American troop-contributing countries allow in-depth cooperation. A strong relationship between Argentina and the other Latin American contingents, and UN DPKO, the Integrated Training Service (ITS) and the IAPTC supports common training.

## 4. Towards Harmonization of Policies, Principles and Guidelines?

**Background paper:** 'Towards Harmonization of Policies, Principles and Guidelines? Initial Findings' by Prof. William Flavin and Brig. Gen. Rizwan Rafi. **Panellists:** Mr Manuel Lafont-Rapnouil, Head of the Political Section of the Department of United Nations, Ministry of Foreign Affairs, France; Col. Jody Petery, Director, Peacekeeping and Stability Operations Institute, United States; Mr Andrew Carpenter, Chief, Strategic Policy and Development Section, Police Division, Rule of Law and Security Institutions, United Nations; Mr David Haeri, Director, Policy, Evaluation and Training, Department of Peacekeeping Operations/ Department of Field Support, United Nations.

In order for peacekeeping operations to fulfil their mandate, and for regionalized contributions to UN peacekeeping operations to be effective, Forum members emphasized the need for a common understanding by troop-contributing countries and police-contributing countries of the objectives, main mission tasks and key peacekeeping aim. To achieve interoperability, there is a need for cohesion, unity of action, common understanding and standardized organization and equipment. Unity of action only exists when there is unity of command and a common doctrine based on common principles, values and procedures. It was stressed that the foundation for harmonizing regionalized contributions to UN peacekeeping operations and furthering operational readiness is UN doctrine, guidance and training materials, and that these sources should be continually improved.

Concepts, principles and guidelines provide a means for conceptualizing what needs to be done, and understanding the conditions, frictions and uncertainties that make achieving the ideal possible. In order to assess the state of harmonized principles, policies and guidelines, the Forum studied three main issue areas, all highly relevant to peacekeeping operations: the protection of civilians, addressing the gender gap and combating transnational crime. This chapter examines the state of commonality of policies, doctrines and guidelines on these three issue areas in member states and international organizations, introduces the strategic guidance framework for international police peacekeeping and identifies policy gaps.

## Protection of Civilians

Resolutions 1265 (1999) and 1296 (2000) are landmark resolutions for the protection of civilians. Since these resolutions were adopted, the UN has embraced the challenge and produced an extensive array of policy, guidance and training materials. At the strategic level, the UN has issued statements in reports of the special committee on peacekeeping and through various Security Council resolutions. Resolutions 1296 (2000), 1674 (2006) and 1894 (2009) stated that the Security Council would remain seized of the issue and called on all member states to assist. However, few member states have a clear, specifically focused policy on the protection of civilians. The United Kingdom is among the few countries that have developed such a policy, in the UK Government Strategy on the Protection of Civilians in Armed Conflict. At the operational level, however, guidance exists in the form of a multitude of documents, such as:

- The Framework for Drafting Comprehensive Protection of Civilians Strategies in UN Peacekeeping Operations (2011) sets out the parameters and key considerations that need to be adhered to when drafting comprehensive strategies on the protection of civilians. It stipulates that ‘comprehensive protection of civilians strategies are designed to bring coherence in approach, minimize gaps, avoid duplication and maximize the mission’s ability to ensure the protection of civilians through the use of its available capacities’.
- The UN DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations (2010) sets out a conceptual strategy for protecting civilians and stresses prevention as a priority. It divides the work of UN peacekeeping operations into three tiers, which are highlighted in text box 5.
- The Office of the High Commissioner on Human Rights (OHCHR)/DPKO/Department of Political Affairs (DPA)/DFS Policy on Human Rights in United Nations Peace Operations and Political Missions (2011).
- The Planning Toolkit, which provides guidance, templates, checklists and examples of best practices to allow field practitioners to develop good plans in the field of the protection of civilians, among other things.
- The Civil Affairs Handbook (2012), which is seen as practical guidance for the civil affairs officers deployed in peace operations. It includes conceptualization of key concepts, current practice and lessons learned.

- The Infantry Battalion Manual (2012), which provides ‘peacekeeping battalion commanders, their staff, company commanders and sub-unit leaders with a reference guide in support of their planning and conduct of operations to execute a United Nations mandate’ (p. 7). It contains a detailed section on the protection of civilians.

Alongside these frameworks, policies, toolkits and manuals, five UN protection of civilian training modules cover the operational level. However, neither the UN nor any other international organization, or any of the countries examined had, at the time of the Annual Forum, developed a manual on how to deal with the protection of civilians at the tactical level.

A more detailed examination of various nations’ doctrines, policies and guidelines on the protection of civilians identified three main problems in many of the documents. First, the doctrines of several nations focused only on the protection of deployed peacekeepers, or on the prevention of civilian casualties caused by peacekeepers, which are only two small sub-sets of the

## UN Conceptual Framework for the Protection of Civilians

The UN DPKO and DFS have developed a conceptual framework for the protection of civilians based on a three-tiered approach. These tiers should be applied and implemented in parallel.

**Tier I** focuses on the protection of civilians through political processes, including peace negotiations and agreements. It seeks to support the development of state institutions and the extension of state authority. In this way, it seeks to establish a safe and secure environment in which human rights are respected.

**Tier II** emphasizes protection from physical violence. It establishes a deterrent presence through military and civilian deployments, which should take proactive action to reduce the vulnerability of civilians and respond to violent attacks by all necessary means.

**Tier III** is centred on the establishment of a protective environment. It seeks to create conditions conducive to the delivery of humanitarian assistance. It aims to promote and protect human rights, reform the police, judicial and defence sectors of the host country, reduce forced displacement and create the conditions for safe return.

issue at hand. Second, there is a conceptual disagreement about who should be protected, who is to do the protecting and how to define and identify civilians in a hostile peacekeeping environment. None of the doctrines, policies or guidelines examined provided a straightforward or developed answer to these questions that a well-trained peacekeeper could use to base his or her behaviour on in an operational context. Third, there are important cultural challenges that need to be taken into account. Each nation and each culture has different ideas and beliefs on what constitutes justice, what constitutes a denial of human rights and the role of the military and the police when it comes to enforcing human rights and protecting civilians.

## Gender Issues

The conceptualization of gender issues and the framing of the problems surrounding these are almost universally agreed. Security Council resolution 1325 (2000) is the main driver of the issue area. It recognizes that women, men, girls and boys experience conflict and post-conflict situations differently, and it underlines the need for gender-sensitive approaches to the restoration of peace and stability in post-conflict environments. It is therefore imperative that peacekeepers, and regionalized contributions to peacekeeping operations, are in agreement about and understand the significance of a gender perspective in the work they undertake when active in peacekeeping operations.

During the Forum it was emphasized that there is good coverage of gender issues at the strategic level, both in international organizations and among UN member states. Action plans have been developed, and frameworks to monitor, assess and manage actions have been set up. Examples of

## Resolution 1325

Resolution 1325 was unanimously adopted by the Security Council in October 2000. Recalling previous resolutions 1261 (1999), 1265 (1999), 1296 (2000) and 1314 (2000), in resolution 1325 the Council recognizes that civilians, but especially women and children, are the majority of those affected by armed conflict. The Council stresses the important role of women in conflict prevention and resolution, and the importance of their equal participation in all efforts for the maintenance and promotion of peace and security. Referring directly to peacekeeping operations, resolution 1325 emphasizes the urgent need to mainstream a gender perspective into UN missions.

strategic-level actions in UN peacekeeping operations can be found in the planning tool, but also in the DPKO/DFS Guidelines For Integrating Gender Perspectives Into the Work of United Nations Police in Peacekeeping Missions (2008) and the DPKO/DFS Guidelines Integrating a Gender Perspective Into The Work of The United Nations Military in Peacekeeping Operations (2010).

At the strategic and operational levels, the UN has developed the most comprehensive approach, compared to other international organizations and nations. Whereas most countries are strong at the strategic level, much remains to be done at the operational and tactical levels. It was for instance noted that while the United States has a national action plan for Women in Peace and Security (2011), the two most influential documents at the operational level for the Joint Forces and the Army make no mention of gender, women or vulnerable populations. Thus, none of the subordinate manuals adequately address gender, even though they form the basis for education and training.

One of the main challenges identified is how the guidance provided by the United Nations and some member states affects the actions of those in the field. The African Centre for the Constructive Resolution of Conflicts identifies a number of challenges:

The DPKO also faces challenges relating to the implementation of policy recommendations at mission level because of several factors, including the lack of a qualified focal point; implementing its gendered approach into vastly different contexts during the planning and implementation of peace operations; the limitation of an institutional accountability mechanism; delays in the appointment of mission gender focal points; and the lack of skilled personnel to take on gender functions... Also, ensuring a coherent approach in the implementation of a mission's gender action plans seems to be a difficult process, due to different cultural and security dynamics in host countries... Similarly, the rotation of military, police and civilian gender focal points presents a challenge at the strategic level—not only to integrate policies on the ground but also to maintain a sustainable pool of personnel with gender-related capacity.

Nonetheless, it was concluded that most doctrine, guidance and principles are available in the field of gender and peace operations.

## Combating Transnational Organized Crime

Transnational organized crime is one of the most significant drivers of many conflicts, especially in West Africa. The tools that the UN regularly uses in peacekeeping operations might not be sufficient to fulfil the mandate of an operation when transnational organized crime is present. In 2009, the UN, together with ECOWAS, launched the West African Crime Initiative (WACI) in response to a growing recognition of the serious and far-reaching threat posed by transnational organized crime to peace and stability in West Africa. The United Nations Office on Drugs and Crime (UNODC), the DPKO, the DPA, the United Nations Office for West Africa and the International Criminal Police Organization (INTERPOL) were also involved in the Initiative.

The WACI was key to applying innovative approaches to dealing with transnational organized crime. It is generally acknowledged that transnational organized crime has an influence on peacekeeping operations and should therefore be combated by peacekeepers. However, there is little guidance and few frameworks or policies target this issue area. Three paragraphs in the Planning toolkit for UN peacekeeping operations describe the WACI, the best practices and the lessons learned. The UNODC runs data on and evaluations of transnational criminal activities and DPKO and OHCHR provide guidance at the operational and tactical levels on crime and corruption in the context of strengthening the rule of law. They do not provide specialist indicators on transnational crime.

The Challenges Forum found that definitions of transnational organized crime vary widely. Some documents on the subject focus on organized crime, while others focus on the specifically transnational element, but a majority of documents group all categories together and focus on 'all forms of crime'. A second major finding was that most sources discuss crime in general, but refrain from linking it back to peacekeeping operations and the implications of transnational crime for them. They therefore fail to identify the tasks that peacekeepers face in an operational context.

It will therefore be a major task for both the UN and its member states to define, conceptualize, and provide policies on and frameworks for dealing with transnational organized crime. Only when such guidance has been provided can peacekeepers in the operational context work to address the issue.

## A Strategic Guidance Framework for International Police Peacekeeping

The ‘Brahimi Report’ characterized the first decade of modern, multidimensional peacekeeping as ‘gifted amateurism’. It was argued in the Forum that there has been a shift in recent years towards the professionalization of peacekeeping, meaning that common approaches have been taken by the professionals given a common task that is adjusting to requirements but nonetheless stems from a common basis.

One of the main areas of professionalization is the increase in training materials, in terms of both doctrine and guidance, and in training institutes. The United Nations Peacekeeping Operations Principles and Guidelines, the so-called UN Capstone Doctrine, for instance, was downloaded by professionals in the field 42,000 times in 2013. This framework allows people to draw on its guidance and information when making decisions on mission. It serves as a reference point for all the main tasks peacekeepers face. Compared to the 1990s, when the only resource deployed staff had was a Security Council mandate and their professional training, this is seen as a huge improvement.

However, a number of challenges to the overall framework remain. The Forum identified three main challenges for guidance in UN peacekeeping operations. The first concerns the rotating leadership within peacekeeping operations, which means that leaders come from a diverse set of backgrounds and cultures. Many leaders of peacekeeping operations have not come up through a system where this type of guidance is central. Their limited experience of working with such guidelines means that they tend not to reach for the guidance available, and consequently do not signal to their staff that this is important. However, lower down the hierarchical chain, the average justice, human rights or police officer needs such guidance to be available, to provide a basis for a professional response to the issues they face in the field. The second challenge focuses on the career path of many UN professionals, moving between different jobs within the UN system. There are therefore not necessarily set focal points at which to turn for training and guidance, which is instead provided or sought on an ad hoc basis. The final challenge emphasized was that not all the guidance produced has funding attached to it. Guidance that has funding earmarked, for example, a certain unit established to combat sexual exploitation and abuse, tends to be prioritized, engaged with and monitored to ensure that it is being followed by the mission.

## Policy Gaps

The Forum's deliberations focused on three different policy gaps, where there is still work to do on developing doctrines, frameworks and policies. The first concerns the protection of civilians, where even though it has been an integral part of many of the mandates of peacekeeping operations in recent years, there is a lack of unity in doctrine and guidance and diverging opinions across member states about who to protect, by what means and from whom. The second gap concerns the role of peacekeeping within peacebuilding. In the past five years it has been generally agreed that peacekeeping is an early peacebuilding tool, and that the progression can be seen as part of a continuum. Open questions remain in this policy field: What is the quality of the state? Are we trying to extend security or services, and to what level? Which state should we rebuild? Is it enough to control the territory physically?

The third policy gap highlighted centres around the question of robust peacekeeping operations. There are many divergent views on this issue among troop-contributing countries, and also within the Security Council. Three things are needed for robust peacekeeping operations:

- Force should only be used in a political context to advance or support political ends, ideally a political or peace agreement.
- Capability, in both military and civilian terms, is needed to be able to do this.
- These require the political will of the Security Council and troop-contributing countries.

The Force Intervention Brigade (FIB) deployed in eastern DRC can perhaps be seen as a shift in policy in this area, since its mandate refers directly to neutralizing actors. It was argued that the deployment of the FIB takes the international community to the next level.

The above three policy gaps are important areas that touch on the fundamentals of UN peacekeeping operations. An increasing amount of doctrine, guidance and training material on these areas will allow regionalized contributions to peacekeeping operations to be better prepared when facing complex environments and lead to more effective operations.

# UN Police Peacekeeping — Common Policies, Principles and Guidelines

There are currently around 13,000 UN Police Peacekeepers deployed globally, which represents dramatic growth since the end of the Cold War. The first increase in the number of UN police deployed in peacekeeping operations was noted in 1994, at the time, there were 1677 UN police deployed. The UN has the largest deployment of police peacekeepers globally, but others contribute too. In Kosovo, for instance, at the time of the Forum, there were over 500 EU peacekeepers deployed. UN Police face a number of strategic challenges, most notably linked to the huge growth in the number of police deployed abroad, a growth in the complexity of their tasks, a lack of readily available capability and limitations on knowledge and doctrine.

Understanding UN policing, and the challenges faced when sending police abroad on a peacekeeping mission, can be made simpler through an analogy with football. Whereas in Europe and Latin America football is played with the feet, in North America the sport is played using the hands. In police work, the differences are as large. Different countries have different cultures and traditions when it comes to their national police force. Training differs, doctrines differ and cultural factors differ. This makes the development of a universal doctrine for UN Policing an urgent need, so that everyone has the same expectations and can work together towards the same goal. The Strategic Guidance Framework for International Police Peacekeeping will ensure that all have a similar understanding of what is at stake, and of the rules of the game.

Current work on harmonizing principles within UN Police contributions to peacekeeping operations focuses on providing a Strategic Guidance Framework (SGF) for International Police Peacekeeping that reflects a shared understanding of police peacekeeping. In an inclusive, consultative process, the aim is to develop a framework that can provide a policing blueprint that allows for clear communication between the United Nations and police-contributing countries.



## 5. Conclusions

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The Challenges Annual Forum 2013 discussed a wide range of issues concerning regionalized contributions to UN peacekeeping operations, ranging from mission readiness and joint training exercises to the harmonization of principles and guidelines. During the Forum, current examples of regionalized contributions to peacekeeping operations were highlighted, such as Latin American cooperation in MINUSTAH in Haiti and Eastern European cooperation in UNFICYP in Cyprus, as well as past examples, including the Irish-Swedish Cooperation in UNMIL in Liberia, and lessons and best practices were identified.

There are clear challenges when it comes to regionalized contributions to UN peacekeeping operations. The emergence of regional and sub-regional organizations contributing to UN peacekeeping operations raises issues, risks and problems that have to be managed, not least the challenges posed by partiality, regional divides and national agendas. Cooperation between the UN and regional actors enables more joint efforts and a greater variety of models to be implemented. It is essential to get it right: to mobilize the right capacities and to use them effectively.

It was noted on a number of occasions during the Forum that conflicts are no longer confined to the borders of nation states. For example, the control of borders in the Sahel region, or the effect of transnational organized crime on conflicts in West Africa were seen as particularly challenging. Peace and stability cannot be achieved in one country if the region remains unstable. The UN must take a regional approach, not just politically but also operationally. The idea was raised of peacekeeping operations deployed to geographical regions rather than countries. Another proposal was to use troops that are already deployed in theatre to respond to a crisis in a country in the same region. However, both these proposals are heavily reliant on the existence of political will.

Political will is key to successful regionalized contributions to UN Peacekeeping operations. Without political will, regionalized contributions will not deploy in time to respond to an urgent situation. Nor will they be adequately equipped and prepared for the situations which the troops, police and civilians are likely to face in the field. One participant suggested that a next step should be to encourage states to identify in detail the sort of situations in which they might deploy forces, the type of forces they have available, their capacities and capabilities, and the limitations on states in this type of deployment. This could potentially lead to nations committing to a certain level of operational capability for a specific force element, including a readiness notice requirement, which would greatly enhance rapid responses to crises. It was noted that such a commitment would potentially be easier for a regional organizations to make, especially when faced with deployments in their own region.

At a more practical level, the Forum focused on issues of mission readiness, interoperability and the pooling of troops and resources. Recent history has shown that regional organizations can at times be on the ground quicker than when the UN deploys peacekeeping operations. Thus, the rapid deployment capacity of regional organizations is a complementary factor to UN peacekeeping operations, especially during mission start-up and surges in anticipated critical mandate periods, but also for over-the-horizon needs. In relation to this, the need for common training was stressed, not only for mission readiness but also to achieve a higher level of interoperability. It was also stressed that more scenario-based training and planning were required. Scenario-based planning and training should lead to the most appropriate models of peacekeeping operations being adapted to be deployed in all conflict or post-conflict situations.

Closely related to training and mission readiness are such issues as the pooling of resources and streamlining standards of operation. With regard to the former, it was argued during the Forum that it is pertinent to streamline the arrangements for deploying pooled capacities, and that states should take into account the technical issues encountered when drafting Memorandums of Understanding or letters of assist. This would allow more speed in the deployment of pooled resources, and reduce the administrative burden. Streamlining standards of operation means training according to UN training manuals, but also adherence to UN standards when assessing which troops are appropriate for what type of operation. A good example

of standardized guidance can be found in the manuals on functional areas, such as aviation, engineering, logistics and military police, developed by the UN DPKO. The aim of this initiative was to bolster performance, efficiency, effectiveness, operational readiness and thereby interoperability.

The Challenges Forum reflected on the harmonization of principles, guidelines and policies. This is directly related to mission readiness and interoperability. The latter requires cohesion, unity of action, common understanding and standardized organization and equipment. Unity of action can only be found when there is unity of command, and a common doctrine founded on common principles, values and procedures. During the Forum, it was emphasized that a key foundation for harmonizing regionalized contributions to UN peacekeeping operations and further enhancing operational readiness can be found in UN doctrine, guidance and training materials, and that these sources should be continually improved.

The Forum highlighted three different areas where there is work still to be done on doctrines, frameworks and policies. Addressing these policy gaps would be an important step towards enhancing the effectiveness of peacekeeping operations, and of regionalized contributions to peacekeeping operations. The three areas identified were the protection of civilians, the role of peacekeeping within peacebuilding and robust peacekeeping. It was also pointed out during the Forum that there is a continued need to map gaps in policy and guidance, so these can be further developed in the future.

The Challenges Forum 2013 took place at a critical juncture in the issues facing peacekeeping. There are an increasing number of wider mandates for peacekeeping operations that involve the protection of civilians, cross-border crime and terrorism, as well as multidimensional features and operating in weak states. All this demands an integrated approach with matching capabilities. Regionalized contributions to UN peacekeeping operations could potentially allow new sources and capabilities to be utilized, and thereby make an important contribution to the effectiveness of peacekeeping operations.



# Appendix 1. Programme

Thursday 5 December 2013

## Welcoming Remarks

**Chair:** H.E. Dr Roberto De Luise, Under-Secretary of International Affairs, Ministry of Defense, Argentina.

**Speakers:** Ing. Agustín Rossi, Minister, Ministry of Defense, Argentina; H.E. Ms María del Carmen Squeff, Under-Secretary of Foreign Policy, Ministry of Foreign Affairs, Argentina; Ms Annika Hilding Norberg, Director, Challenges Forum, Folke Bernadotte Academy.

**Keynote:** Developing the Relationship and Consultations between UN Bodies and Regional Contributors, Mr Edmond Mulet, Assistant Secretary-General for Peacekeeping Operations, United Nations (video message); Mr Carl Alexandre, Deputy Special Representative of the Secretary-General, MINUSTAH.

## Session 1 | Experiences of Regionalized Contributions

**Focus:** What are the experiences, best practices and challenges of regionalized contributions? **Desired Outcomes:** Identified opportunities and best practices for enhanced partnerships between the United Nations and regionalized contributors.

**Background Paper:** Prof. Anabella Busso, Researcher, Universidad Nacional de Rosario, Argentina.

**Speakers:** Mr Johan Frisell, Director and Deputy Head, Security Policy Department, Ministry for Foreign Affairs, Sweden; Lt. Gen. Edson Leal Pujol, Force Commander, MINUSTAH; Brig. Gen. Tom Behan, Former Ireland's Military Representative to EUMC, Former Commander, UNMIL Joint Irish-Swedish Quick Reaction Force; Maj. Gen. Chao Liu, Force Commander, UNFICYP.

## Session 2 | Enhancing Operational Readiness of Regionalized Contributions

**Focus:** What are the practical measures that can help enhance the operational readiness of regionalized contributions? **Desired Outcomes:** Generated recommendations on how to improve operational readiness for regionalized contributions to multidimensional peace operations.

**Background Paper:** Dr Michael Kelly, Former Minister for Defence Materiel, Australia.

**Speakers:** Dr Ralf Horlemann, Head, Division for Crises Prevention; Post-Conflict Peacebuilding; State-Building; Promoting Democracy; Equipment Aid, Federal Foreign Office, Germany.

**Mission Readiness:** Col Carlos Borja, Special Assistant to the Deputy Military Adviser, Department of Peacekeeping Operations, United Nations.

**Pooling Capabilities:** Mr Xavier Devaulx de Chambord, Director, Operational Support Team, Mali Support Planning Coordinator, Office of the Assistant Secretary-General, Department of Field Support, United Nations.

**Joint Pre-deployment Training:** Col. Gustavo Javier Perez Zoilo, Director, CAECOPAZ.

**Speaker:** Lic. Fabián Vidoletti, Director, Cooperation for Peacekeeping, Ministry of Defense, Argentina.

## Friday 6 December 2013

### Session 3 | Towards Harmonization of Policies, Principles and Guidelines?

**Focus:** Exploring the areas of convergence and divergence in policies, principles and guidelines, with a specific focus on Protection of Civilians, Gender and Transnational Organized Crime. **Desired Outcomes:** Identified current status and gaps of policies, principles and guidelines on Protection of Civilians, Gender and Transnational Organized Crime.

**Background Paper:** Challenges Forum Working Group on Comparative Policies, Principles and Guidelines, co-chaired by Prof. William Flavin, Assistant Director, Peacekeeping and Stability Operations Institute, United States, and Brig. Rizwan Rafi, Director, Center for Excellence and Peacekeeping Studies, National Defence University, Pakistan.

**Speakers:** Mr Manuel Lafont- Rapnouil, Head, Political Section of the Department of United Nations, Ministry of Foreign Affairs, France; Col. Jody Petery, Director, Peacekeeping and Stability Operations Institute, United States; Mr Andrew Carpenter, Chief, Strategic Policy and Development Section, Police Division, Rule of Law and Security Institutions, United Nations; Mr David Haeri, Director, Policy, Evaluation and Training, Department of Peacekeeping Operations / Department of Field Support, United Nations.

### Session 4 | Working Groups

**Chair:** Dr Ann Livingstone, Senior Expert, Pearson Centre

Working Group I: Enhancing Operational Readiness

Working Group II: Concept and Doctrine Development

Working Group III: Strategic Guidance Framework for International Police Peacekeeping

**Speakers:** Ms Ann Livingstone, Senior Expert, Pearson Centre; Mr Jean-Marie Guéhenno, Patron, Challenges Forum and Former Under-Secretary-General for Peacekeeping, United Nations.

## Session 3 | Closing Remarks

**Invitation to Challenges Forum Seminar in Oslo:** Ms Marina Caparini, Senior Research Fellow, Department of Security and Conflict Management, Norwegian Institute of International Affairs.

Ms Annika Hilding Norberg, Director, Challenges Forum, Folke Bernadotte Academy;  
H.E. Dr Roberto De Luise, Under-Secretary of International Affairs, Ministry of Defense, Argentina.

**Closing Reception:** Hosted by H.E. Ms Gufran Al-Nadaf, Swedish Ambassador to Argentina and Mr Sven-Eric Söder, Director-General, Folke Bernadotte Academy, Sweden.

## Saturday 7 December 2013 | Partners Only

Venue: CAECOPAZ.

Hosted by Col. Gustavo Javier Perez Zoilo, Director, CAECOPAZ.

## Thematic Workshops

### Parallel Working Groups:

- Peacekeeping under New Conditions
- Comparative Policy, Principles and Guidelines
- Authority, Command and Control
- Impact Evaluation and Assessment

## Open Space

## Partners Meeting

**Chair:** Mr Sven-Eric Söder, Director-General, Folke Bernadotte Academy, Sweden



## Appendix 2. Participants

### A

Mr **Wael Abdel Wahab**, Senior Researcher, Cairo Regional Center for Training on Conflict Resolution and Peacekeeping in Africa, Egypt

CP **Cornelius Aderanti**, Director, Peacekeeping, Nigeria Police Force, Nigeria

Mr **Jonas Albero**th, Deputy Director-General, Folke Bernadotte Academy, Sweden

Mr **Carl Alexandre**, Deputy Special Representative of the Secretary-General, United Nations Stabilization Mission in Haiti, United Nations

H.E. Ms **Gufran Al-Nadaf**, Ambassador, Embassy of Sweden in Buenos Aires, Sweden

Lt. Col. (Retd) **Alejandro Jose Alvarez**, Analyst and Researcher, Security and Defense Network of Latin America, Argentina

Mr **Kasper Andersson**, First Secretary, Embassy of Sweden in Buenos Aires, Sweden

Mr **Hernan Aruj**, Assistant, Ministry of Defense, Argentina

### B

Sr. Col. (Retd.) **Zonglin Bai**, Senior Researcher, China Institute for International Strategic Studies, China

Maj. Gen. (Retd) **Ali Baz**, Principal, Center for International Peace and Stability, National University of Sciences and Technology, Pakistan

Brig. Gen. (Retd) **Tom Behan**, Former Commander to UNMIL Joint Irish-Swedish Rapid Reaction Force, Ireland

Ms **Mia Bernhardsen**, Intern, Embassy of Norway in Buenos Aires, Norway

Maj. Gen. **Mohinder Bhagat**, Senior Consultant, United Service Institution, India

Col. **Carlos Borja**, Special Assistant to the Deputy Military Adviser for Peacekeeping Operations, Office of Military Affairs, Department of Peacekeeping Operations, United Nations

Ms **Anabella Busso**, Professor and Researcher, Universidad Nacional de Rosario, Argentina

## C

Maj. Gen. (Retd) **Patrick Cammaert**, Consultant, UN Women, United Nations

Dr **Marina Caparini**, Senior Research Fellow and Deputy Head, Peace Operations, Norwegian Institute of International Affairs, Norway

Mr **Andrew Carpenter**, Chief, Strategic Policy and Development Section, United Nations Police Division, United Nations

Mr **Jaime Concha**, Delegate, Center for Strategic Defense Studies, Ministry of Defense, Argentina

Ms **Nélida Contrera**, Representative, Ministry of Foreign Affairs, Argentina

Col. **Anthony Cook**, Defense Attaché, Embassy of the United States in Santiago, Chile, United States

## D

Dr **Roberto De Luise**, Under Secretary of International Affairs, Ministry of Defense, Argentina

Ms **Patricia de Valenzuela**, Civil Agent, Department of Peace Operations Planning, Argentine Armed Forces Joint Staff, Argentina

H.E. Ms **María del Carmen Squeff**, Under-Secretary of Foreign Policy, Ministry of Foreign Affairs, Argentina

Mr **Xavier Devaulx de Chambord**, Director, Operational Support Team, Mali Support Planning Coordinator, Office of the Assistant Secretary-General, Department of Field Support, United Nations

## E

Lic. **Patricio Echagüe**, Adviser, Ministry of Defence, Argentina

Mr **Wael El-Naggar**, Minister Plenipotentiary, Project Coordinator, Cairo Regional Center for Training on Conflict Resolution and Peacekeeping in Africa, Egypt

Brig. Gen. **Mats Engman**, Head, International Department, Armed Forces Headquarters, Sweden

Maj. **Luis Espinoza**, Course Student Staff, Argentina National Gendarmerie, Argentina

## F

Sen. Col. **Marcelo Feliciani**, Senior Colonel, Argentinean Air Force, Argentina

Ms **Julia Franco**, Representative, Argentinean Army, Argentina

Mr **Johan Frisell**, Director, Deputy Head of Security Policy Department, Ministry for Foreign Affairs, Sweden

## G

Ms **Madeleine Garlick**, Head, Peacekeeping Team, Foreign and Commonwealth Office, United Kingdom

Com. Mayor **Oscar Gómez**, Director, Superior School of the Gendarmería Nacional Argentina, Argentina National Gendarmerie, Argentina

Mr **Mal Green**, Minister Counsellor, British Embassy in Chile, United Kingdom

Dr **Raffi Gregorian**, Director, Office of Peace Operations, Sanctions and Counterterrorism, U.S. Department of State, United States

Mr **Jean-Marie Guéhenno**, Patron, Challenges Forum, France, Former Under-Secretary-General for Peacekeeping Operations, United Nations

## H

Mr **David Haeri**, Director, Policy, Evaluation and Training, Department of Peacekeeping Operations, United Nations

Ms **Annika Hilding Norberg**, Director, Challenges Forum, Folke Bernadotte Academy, Sweden

Mr **Miguel Angel Hildmann**, Minister, Ministry of Foreign Affairs, Argentina

Dr **Ralf Horlemann**, Head, Division for Crisis Prevention, Post-Conflict Peacebuilding, State-Building, Promoting Democracy and Equipment Aid, Federal Foreign Office, Germany

Mr **Jun Ishimaru**, Principal Deputy Director, Ministry of Foreign Affairs, Japan

## J

Mr **Zhu Jingyang**, Representative, Embassy of the People's Republic of China in Buenos Aires, China

H.E. Ms **Janne Julsrud**, Ambassador, Embassy of Norway in Buenos Aires, Norway

## K

Dr **Mike Kelly**, Former Minister for Defence Materiel, , Australia

Mr **Stefan Koeppe**, Project Manager, Analysis Division, Center for International Peace Operations, Germany

## L

Mr **Manuel Lafont Rapnouil**, Head, Political Affairs Division, Department for UN Affairs, Ministry of Foreign Affairs, France

Lt. Gen. **Edson Leal Pujol**, Force Commander, United Nations Stabilization Mission in Haiti, United Nations

Dr **Michele Lipner**, Project Manager, Pearson Centre, Australia

Maj. Gen. **Chao Liu**, Force Commander, United Nations Peacekeeping Force in Cyprus, United Nations

Dr **Ann Livingstone**, Consultant, Pearson Centre, Canada

Col. **Martin Lluch**, Chief, UN Army Enlistment, Argentine Army, Argentina

Rear Adm. **Thomas Lokoson**, Commandant, National Defence College, Nigeria

Mr **Lars Lund**, Head, Commercial Departament, Royal Danish Embassy in Buenos Aires, Denmark

Ms **Lisa Löfquist**, Policy Officer, National Bureau of Investigation, Sweden

## M

Col. **Rowan Martin**, Military Advisor, Australian Civil-Military Centre, Australia

Ms **Maryam Mastoor**, Research Associate, National Defence University, Pakistan

## N

Full Capt. **Rodolfo Claudio Neuss**, Deputy Joint Staff Secretary, Argentine Armed Forces Joint Staff, Argentina

Brig. Gen. **Rogers Ibe Nicholas**, Directing Staff, National Defence College, Nigeria

Prof. **Alexander Niktin**, Director, Center for Euro-Atlantic Security, MGIMO University, Russian Federation

Dr **Alexandra Novosseloff**, Senior Policy Adviser, Policy and Strategic Affairs Department, Ministry of Defense, France

Capt. **Josue Nuñez**, Peacekeeping Operations Division, Operational Command, Argentine Armed Forces Joint Staff, Argentina

## O

Ms **Deborah Odell**, Foreign Affairs Officer, Office of Peace Operations, Sanctions and Counterterrorism Bureau of International Organization Affairs, U.S. Department of State, United States

Ms **Madalene O'Donnell**, Policy Planning Team, Department of Peacekeeping Operations, United Nations

Col. **Alejandro Olivieri**, Colonel, Argentinean Navy, Argentina

Col. **Christer Olsson**, Defence Attaché, Embassy of Sweden in Buenos Aires, Sweden

Dr **Freedom Onuoha**, Research Fellow, Centre for Strategic Research and Studies, National Defence College, Nigeria

## P

Col. Gustavo **Javier Perez Zoilo**, Director, CAECOPAZ, Argentina

Col. **Jody Petery**, Director, U.S. Army Peacekeeping and Stability Operations Institute, United States

Col. **Carlos Ponce de Leon Mendieta**, Director, Peace Operations, Bolivian Army, Bolivia

## R

Ms **Andrea Rabus**, Desk Officer, Challenges Forum, Folke Bernadotte Academy, Sweden

Mr **Benigno Rodriguez**, Deputy Resident Representative, United Nations Development Programme, United Nations

Col. **Luis Roncallo**, Head of Department, Argentine Armed Forces Joint Staff, Argentina

Ms **Celina Rossa**, University Professor, National University of Rosario, Argentina

Ing. **Agustín Rossi**, Minister, Ministry of Defense, Argentina

Dr **Alan Ryan**, Executive Director, Australian Civil-Military Centre, Australia

## S

Comodoro **Alberto Sabbatini**,  
Operational Command, Argentine Armed  
Forces Joint Staff, Argentina

Teniente Coronel **Daniel Sandoval**,  
Profesor Invitado, Chilean Army, Chile

Ms **Laura Schaub**, Assistant to the  
Defense Attaché, French Embassy in  
Argentina, France

Mr **Peter Sjögren**, Head, Peace Support  
Operations Unit, Swedish Police, Sweden

Mr **Adam Smith**, Research Fellow,  
International Peace Institute, United  
States

Mr **David Smith**, Director, United Nations  
Information Centres, Buenos Aires, United  
Nations

Amb. (Retd) **Daniel Stauffacher**,  
President, ICT4Peace Foundation,  
Switzerland

Mr **Henrik Stiernblad**, Deputy Director,  
Challenges Forum, Folke Bernadotte  
Academy, Sweden

Mr **Rahul Sur**, Chief, Peacekeeping  
Evaluation Section, Office of Internal  
Oversight Services, United Nations

Comodoro **Alejandro Gustavo Szejner**,  
Chief, Deployment Department,  
Argentine Air Force, Argentina

Mr **Sven-Eric Söder**, Director-General,  
Folke Bernadotte Academy, Sweden

## T

Ms **Ana Talamoni**, Head, International  
Relations Division, CAECOPAZ, Argentina

Mr **Eduardo Teixeira Souza**, Minister  
Plenipotentiary, Brazil Embassy in Bunoos  
Aires, Brazil

Lt. Col. **Fabricio Javier Tejada Yúdica**,  
Deputy Director, CAECOPAZ, Argentina

Lic. **Javier Tejerizo**, Adviser, Ministry of  
Defense, Argentina

Mr **Pablo Tettamanti**, Min Emb, Ministry  
of Foreign Affairs, Argentina

## W

Mr **Hakan Wall**, Head of Division, National  
Bureau of Investigation, Sweden

Lic. **Fabian Vidoletti**, Director,  
Cooperation for Peacekeeping, Ministry  
of Defense, Argentina

Dr **Almut Wieland-Karimi**, Director,  
Center for International Peace Operations,  
Germany

Ms **Anna Wiktorsson**, Desk Officer,  
Policy and Best Practices, Challenges  
Forum, Folke Bernadotte Academy,  
Sweden

## Z

Dr **Istifanus Zabadi**, Provost, Centre for  
Strategic Research and Studies, National  
Defence College, Nigeria







# THE INTERNATIONAL FORUM FOR THE CHALLENGES OF PEACE OPERATIONS

The Challenges Forum is a strategic and dynamic platform for constructive dialogue among policy-makers, practitioners and academics on key issues and developments in peace operations. The aim is to shape the debate by promoting awareness of emerging issues and identifying key challenges facing military, police and civilian peace operations. It is a global network of 44 leading peacekeeping-related organizations in 19 partner countries.

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## Challenges Annual Forum Report 2013

### Strengthening UN Peace Operations: Modalities and Opportunities for Regionalized Contributions

The Challenges Annual Forum 2013 was hosted by the Argentine Ministry of Defence in cooperation with the Armed Forces Joint Staff and the Argentine Joint Peacekeeping Training Centre (CAECOPAZ) in Buenos Aires. At a time with surging demand for UN peacekeeping operations, regionalized contributions to peacekeeping can be seen as a complementary factor. Under the overarching theme 'Strengthening UN Peace Operations: Modalities and Opportunities for Regionalized Contributions', Challenges Annual Forum Report 2013 address the issue through the following thematic areas: development of the relationship and consultations between UN bodies and regional contributors; experiences of regionalized contributions to multifunctional peacekeeping operations; enhancement of the operational readiness of regionalized contributions; and, harmonization of policies, principles and guidelines, with a special focus on protection of civilians, gender and transnational organized crime. The Forum moreover addressed the ongoing work to develop a Strategic Guidance Framework for International Police Peacekeeping.

This report comprises a thorough summary and recommendations derived from the speakers and participants' view on the current challenges of peace operations.

***"We are working in an increasingly interdependent environment. Global partnerships are increasingly core to our operations around the world, including regional organizations, coalitions of member states and other partners. Enhancing the effectiveness and dynamic nature of these partnerships is essential. "***

MR EDMOND MULET, ASSISTANT SECRETARY-GENERAL FOR PEACEKEEPING OPERATIONS, UNITED NATIONS

