

DESIGNING MANDATES AND CAPABILITIES FOR FUTURE PEACE OPERATIONS

SUMMARY REPORT

Challenges Forum Report Launch and High-Level Seminar 27 & 28 January 2015

THE DEMAND for UN peace operations is greater than ever before. The security environments in which they operate are becoming increasingly more complex and challenging. The resources and tools available are insufficient to meet the needs.

IN RESPONSE to the changing nature of conflict, there is a need to rethink and transform the approaches to UN peace operations, not only operationally and tactically, but also strategically and doctrinally, in order to ensure best possible effect on the ground.

TWO YEARS IN THE MAKING, the report *Designing Mandates and Capabilities for Future Peace Operations* is a truly collaborative and global effort by the Challenges Forum Partner

Organizations to address the current needs and challenges of international peace operations. Drawing upon the expertise of both policy-makers, practitioners and academicians, 24 targeted recommendations are presented, which you can find in this brief.

THE REPORT AND ITS RECOMMENDATIONS also represents a contribution to ongoing United Nations review efforts, in particular the Independent High-level Panel on Peace Operations appointed by the UN Secretary-General. The Challenges Forum Partnership will continue to provide suggestions and input to this process as it unfolds, on how to enhance the policies and practice, as well as effective implementation, of UN peace operations.

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Introduction

The Challenges Forum Report Launch and High-Level Seminar was held in New York, 27-28 January 2015, co-hosted and sponsored by the Permanent Missions to the United Nations of Japan, Nigeria and Sweden. It was designed as an opportunity for the Challenges Forum Partners¹ to present to the United Nations Secretary-General their Report: 'Designing Mandates and Capabilities for Future Peace Operations', and for the findings and recommendations to be discussed by key stakeholders convening at United Nations headquarters.²

The Report is the product of a two-year project focusing on addressing key challenges to current and future peace operations. The themes of the four underpinning work strands were: 'Peace Operations Under New Conditions' co-chaired by the Center for International Peace Operations of Germany, and the United Service Institution of India; 'Policies, Principles and Guidelines' co-chaired by the National Defence University of Pakistan and the United States Army Peacekeeping and Stability Operations Institute; 'Authority, Command and Control' co-chaired by the Ministry of Defence of France and the National Defence College of Nigeria; and finally 'Impact Assessment and Evaluation' co-chaired by the Pearson Centre of Canada and the Institute for Security Studies in Pretoria. The Challenges Forum Report synthesises the results of these four working groups that carried out extensive research, including the hosting of ten workshops and meetings, field studies and structured interviews to distill the present findings.

During the Report launch and high-level seminar, the key notes, presentations and discussions brought to the fore a number of central questions of relevance for the ongoing high-level reviews on: peace operations and special political missions, the peacebuilding architecture, Security Council Resolution 1325, and capacity-building and force generation. A recurring theme was the challenges involved in addressing the new types of asymmetrical and unpredictable threats that are increasingly targeting UN peacekeepers. In parallel with strengthening the capacities and capabilities of peacekeepers, several speakers underlined that particularly important is the political commitment and pressure exercised by the Security Council, as is effective support to the political processes on the ground. Ways in which to enhance protection of civilians as well as gender mainstreaming was put forward, and it was proposed that UN peace operations need guidelines on to what extent and how peacekeepers should address or at least protect themselves from transnational organized crime in mission areas. Furthermore,

... the Secretary-General has long appreciated the valuable role that the Challenges Forum has played in bringing Partners together to generate ideas for strengthening UN peacekeeping.

MR JAN ELIASSON, DEPUTY SECRETARY-GENERAL OF THE UNITED NATIONS

¹ For a full list of the International Forum for the Challenges of Peace Operations Partner Organizations, please visit www.challengesforum.org.

² The anticipation of unusually adverse winter weather in New York led to the closure on 26-27 January of New York City, including the United Nations. Accordingly, the Report was presented to the Secretary-General during a pre-scheduled bilateral meeting with the Swedish Minister for Foreign Affairs on 26 January, while the programme for 27 January was moved to a hotel close by. By 28 January, the programme was restored to the United Nations. Travel constraints imposed by the city's closure forced the order of presentations of the Report to be reversed to reflect the arrival of co-chairs, rather than the logical order of the Report. Nevertheless, all chapters of the Report were presented and discussed over the two days of the Seminar. Hard copies of both the Report and its Executive Summary in the six UN languages were made available to all participants.

the quality of mission leadership remains an area where further progress is urgently required, with the findings of the authority, command and control work strand causing engaged debate during the high-level seminar. The need to invest more in new technology, make better use of social media and develop enhanced strategic communications as a way to achieve ‘smarter peacekeeping’ was stressed by Ms Ameerah Haq, Vice-Chair of the Independent Panel on Peace Operations. All in all, the conclusions and observations from the launch and seminar, underline the extent to which the Report answers many of those questions that the international peacekeeping community is currently grappling with, in the context of the ongoing reviews, but also in the field of peacekeepers vie quotidian.

For more information about the content of the ‘Designing Mandates and Capabilities for Future Peace Operations’ Report itself and the Executive Summary available in the six official UN languages, the presentations made by co-chairs during the seminar, as well as to watch live streaming from the event, please visit: www.challengesforum.org. The recommendations in their entirety can be found at the end of this summary brief. The present Summary Report highlights key points raised in the discussions during the launch and high-level seminar, rather than the presentations of the Report content as such.

Opening Session and Launch of the Report

Ambassador Dr Omar Rifai, President of the Institute of Diplomacy of the Jordan Ministry of Foreign Affairs, a founding Member of the Challenges Forum Partnership, chaired the opening session and launch of the Report. On behalf of the UN Secretary-General Ban Ki-Moon, who had received the Report the previous day, Mr Jan Eliasson, United Nations Deputy Secretary-General quoted the UN Secretary-General saying the Secretary-General has long appreciated the valuable role that the Challenges Forum has played in bringing Partners together to generate ideas for strengthening UN peacekeeping, and that he commends the Forum in particular for its latest Report on ‘Designing Mandates and Capabilities for Future Peace Operations’. Deputy Secretary-General Mr Eliasson also noted and welcomed the role of the Challenges Forum as a longstanding driving force in contributing to enhancing standards and doctrine for peacekeeping.

Mr Eliasson continued stating that no solutions are available without consideration of the regional perspective and yet the United Nations tends to focus exclusively on the state perspective. Asymmetric threats need to be confronted within and beyond state borders, because it is always the vulnerable that suffer the most. In stark contrast to earlier world wars, 85 percent of casualties from conflict are now civilians and peacekeeping often provides the only barrier against civilians being killed. But conflicts are becoming even more difficult to manage, let alone to solve. They tend to last longer than the attention span of the Security Council.

Mr Eliasson noted that in order to address some of the challenges, the Secretary-General's High-Level Independent Panel on Peace Operations is looking at five broad areas in particular, all of which are covered in various dimensions in the Challenges Forum Report:

- To reinforce cooperation between the Security Council, the Secretariat and the Member States.
- To ensure a closer political engagement of the Security Council in order to bring pressure to bear upon the parties to the conflict.
- To improve a mission's ability to support political settlements with improved governance and service delivery to the people where such national capacity is weak.
- To ensure that the framework for peacekeeping operations is strong and well-resourced across all components, especially when it comes to human rights.
- To ensure that peacekeeping operations work within a context of robust and clear command, adequate control and communications arrangements and with the appropriate rules of engagement.

Ms Margot Wallström, Minister for Foreign Affairs of Sweden, identified peacekeeping as one of the most important tools of the UN, for which there is a growing demand. She recognised that while there are serious challenges to peacekeeping, they are not insurmountable. Hard work and partnership on the ground does indeed make a difference. But it is necessary to close the gap between the strategic level in New York and field operations, as clearly identified and explored in the Report. Similarly the UN and regional organizations need to work better together.

Stressing the human dimension of peacekeeping, Ms Wallström emphasised the need to improve UN mission personnel and structures. Quoting a peacekeeper 'if you want us to fly—give us wings', she stressed that the organization must do more to support peacekeepers in the field. Reflecting on the 24 excellent recommendations in the Report, which she hoped would be fully considered by the Independent High-Level Panel on Peace Operations, she drew attention to two particular issues of concern:

- 'There would be no peace if there was no peace for women'. This requires a renewed effort to mainstream gender in the articulation and implementation of mission mandates.
- If peacekeeping is to keep pace with emerging complexities it must incorporate modern tools and technologies into its operations.

Ms Wallström underlined that Sweden remains committed to support UN peacekeeping as demonstrated by the recent deployment of high technology capability and equipment to MINUSMA (Mali). As an aside, she identified the individual peacekeeper as the powerful (and under-used) voice of the

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MS MARGOT WALLSTRÖM, MINISTER FOR
FOREIGN AFFAIRS OF SWEDEN

UN and recommended that the UN website should always open with a speaking profile of some peacekeeper passing strong messages from a variety of mission areas. Ms Wallström concluded her remarks by thanking the Challenges Forum Partners and their Secretariat for their work and the development of the Report and its findings.

Commenting on the timing and relevance of the Report, Mr Jean-Marie Guéhenno, Patron of the Challenges Forum and Former Under-Secretary-General for UN Peacekeeping, now President of the International Crisis Group, endorsed the focus on the human dimension of peacekeeping. It is the men and women in the field that actually make things happen and we all owe it to them to give them structures, institutions and technology to support them and allow them to fulfil their mandate. Accordingly, the Report is well named ‘Mandates and Capabilities’ because it makes the important link between the two.

Turning to the current situation, Mr Guéhenno noted the differences between today and the era of the Brahimi Report.³ The concept of there needing to be a ‘peace to keep’ as a pre-condition for peacekeeping has become blurred. The threats to peacekeeping are changing in nature. The status and name of the UN alone is not enough to promote security. Political and criminal agendas have coalesced, making conflicts harder to end; so old conflicts do not die, while new ones emerge. This stretches the already limited resources available. New conflicts need careful analysis. Their changing nature brings greater risk and sharing that burden has become a political issue as well as the mitigation of it. Better training is required, together with a recognition that tactical decisions often have strategic implications.

At the same time, clearer authority, command and control mechanisms are necessary to integrate the civilian, military and police functions in a coherent fashion. But these stakeholders in the field have different requirements, and so both flexibility and unity of purpose are key. Mr Guéhenno underscored the unique platform that the Challenges Forum provides where these issues can be discussed in a cooperative way, noting that he was proud to be the Forum’s Patron.

Finally, Ms Annika Hilding-Norberg, Director of the Challenges Forum Secretariat, closed the official launch by joining earlier speakers in recognising that peacekeeping is about people, the peacekeepers and the men and women who the peacekeepers are sent out to protect. She also praised the role of the Partners, who are at the centre of the Challenges Forum effort. ‘If there is a will there is a way’, is the watch-phrase of the Partnership and of this Report, which is the result of a multi-disciplinary process, combining

³ Comprehensive review of the whole question of peacekeeping operations in all their aspects, United Nations General Assembly and the Security Council, A/55/305-S/2000/809, 21 August 2000.

the expertise of co-chairs and Partners equally from the Global South and North. The Report recommendations she hopes will contribute to the ongoing reform processes in support of peacekeeping. Its launch is only the beginning of an equally important implementation process, and she looked forward to the co-chairs presenting the core content of the Report over the next two days (to be found at www.challengesforum.org).

The High-Level Seminar: Discussion of the Report Findings and Recommendations

Session One: Authority, Command and Control, and Impact Assessment and Evaluation

Authority Command and Control

The Report's chapter and recommendations were presented by the co-chairs: Dr Alexandra Novosseloff of the Directorate of International Relations and Strategy of the Ministry of Defence, France and Dr Istifanus Zabadi, Dean of the African Centre for Strategic Research and Studies, National Defence College, Nigeria.

Impact Assessment and Evaluation

The Report's chapter and recommendations were presented by co-chair: Ms Annette Leijenaar of the Institute for Security Studies in Pretoria, South Africa. co-chair Dr Ann Livingstone, Vice President of the Pearson Centre of Canada (closed in 2013) was unable to attend due to transport closures.

Chaired by Ambassador Amr Abdellatif Aboulatta, the Permanent Representative of Egypt to the United Nations, the audience raised three main issues for discussion. First, the fact that peacekeeping will always remain a political process was underlined, and how this requires all Member States to engage politically. The question of the role of non-Security Council Member States was raised; stressing the importance of informal meetings and information exchanges between the Members States concerned and the Security Council at the strategic level. The engagement of national capitals is critical, and relations with the UN should not just be left to the permanent missions in New York. An African saying was quoted: 'you cannot shave a head if it is not there'. This calls for greater dialogue between the Security Council and the troop contributing countries (TCCs).

The second subject of discussion was the management of exit strategies; the Security Council can do more to identify phases of its mandates with key benchmarks as indicators of progress. But this remains an underdeveloped process, with random measurement being applied. Better tools are needed for measuring what matters and we need to be more realistic about what can be achieved. Third, there was also discussion on the responsibilities of senior leadership; how the selection, training and preparation of senior leaders still needs more institutionalised attention.

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

Mr Jean-Marie Guéhenno in his concluding remarks noted that evaluation is at the heart of the issue for it helps define our ambitions. This is a highly political process that needs to be addressed both with clarity and consensus, which is often hard to achieve. But in seeking to evaluate our performance we must not lose sight of the role of the host country and its people. While often subjective, opinion polling on key issues such as an improved sense of security or justice has in the past been a valuable gauge of progress.

Turning to command and control, Mr Guéhenno identified the perennial dichotomy between those who decides and those who take the risk. There are different interests at stake. Much of the concerns about UN command and control are historic and stem from a misunderstanding of the UN system (as also the Report identifies). The UN does not have reserves and so the principal role of a strategic headquarters—the committal of reserves—is different in the UN to other organizations such as NATO.

UN mandates are always going to be ambiguous and so there is a need to have the political decision-making leadership on the ground, where they are best placed to react when the going gets tough, rather than at the strategic level in New York. Having said that, Mr Guéhenno believes that more can be done to improve the systematic training and exercising in crisis management of the mission's senior leadership teams. But strengthening the structures at the strategic level only works if there are more reserves and assets to deploy in support of a crisis. These are clearly needed, but we must be careful not to promote the need for changes to the UN's command and control system as an alibi for not providing the UN with sufficient resources to do the job.

Following the end of the first session, Mr Edmond Mulet, Assistant Secretary-General for Peacekeeping Operations gave a key note address at the evening reception hosted by Mr Sven-Eric Söder, Director General of the Folke Bernadotte Academy. Mr Mulet complimented the Challenges Forum Partners on the Report and underlined that he expects the Report will help to set the agenda for the UNSG's Independent High-Level Panel on Peace Operations.

Mr Mulet noted that 'nothing is under control, everything is normal' is the new default position for UN peacekeeping. He reflected that very soon, as a result of the growing missions in Mali and the Central African Republic, UN peacekeepers will amount to 135,000 with an annual budget of \$9 billion. This is a complete reversal of the trend anticipated only three years ago. But now peacekeeping is having to go where there is no peace to keep, and important questions need to be asked about the UN's capabilities and thus tools at all levels.

Peacekeeping is not a quick fix and mandates cannot address all the root causes of conflict; therefore peacekeeping needs to be embedded in the

wider political framework of the international community. The Independent High-Level Panel on Peace Operations needs to address this because *all* the instruments of conflict resolution—peacekeeping, peacebuilding and human rights—need enhancement. Specifically, he identified three current challenges for peacekeeping:

- The protection of civilians, while essentially a host government responsibility, significantly complicates the UN’s mission when the host nation is unprepared or unable to assume its responsibilities.
- Current practice has shown that unless the relationship between the UN and the host nation’s government is cordial and supportive, the ability of the UN to perform effectively is limited.
- There is a dilution in the political focus (the good offices) of peacekeeping with the current emphasis on security and capacity within new missions. While peacekeeping must embrace new tools and technology, it also must consider new and innovative ways of doing things. “Peacekeeping is an enterprise that requires consideration at all levels”.

Session Two: Policies, Principles and Guidelines, and Peace Operations Under New Conditions

Policies, Principles and Guidelines

The Report’s chapter and recommendations were presented by the co-chairs Brigadier General Haroon Abbas of the National Defence University of Pakistan, and Professor William Flavin of the United States Army’s Peacekeeping and Stability Operations Institute.

Peace Operations Under New Conditions

The Report’s chapter and recommendations were presented by the co-chairs: General PK Singh of the United Services Institution of India and Mr Stefan Koeppel of the Center for International Peace Operations (ZiF), Germany⁴.

Chaired by General Robert Gordon, Senior Adviser to the Challenges Forum, the discussion highlighted the necessity for more remedial work to be done to identify the gaps in policies, principles and guidelines not only in the three specific fields included in the Challenges Forum Report, but also undoubtedly in many other topical fields that have not yet been examined. The point was made that if the UN’s doctrine is not adopted by TCCs, and there is no commonality of approach or understanding, it is not surprising that the international community falls short of optimum performance in the field. It was concluded that the analytical tool that the Challenges

⁴ Dr Almut Wieland-Karimi, Director, Centre for International Peace Operations (ZiF), who was supposed to participate in the Panel on this session was victim of the travel disruption due to the adverse weather conditions.

... commended the Challenges Forum for their work, welcoming its latest Report and underlining its timeliness as it addresses many of the issues that are on the agenda of the High-Level Panel on Peace Operations.

MS AMEERAH HAQ, UNDER-SECRETARY-GENERAL FOR FIELD SUPPORT OF THE UNITED NATIONS AND VICE CHAIR OF THE INDEPENDENT PANEL ON PEACE OPERATIONS

Forum project on ‘Designing Mandates and Capabilities for Future Peace Operations’ have created is of particular importance in this regard and the Partnership hopes to sustain and develop this tool further in the coming year.

In discussion on the future conditions of peace operations it was recognised that emerging threats need to be analysed systematically, that lessons learned from new technologies need to be collated and analysed, that the role and utility of social and new media needs to be better understood and harnessed in support of peacekeeping, that the development of policies, principles and guidelines should accompany the development of skills and that peacekeeping needs ‘fit for purpose’ tools in light of the new threats. It was noted that all these issues are repeatedly mentioned and addressed from various angles in the Report and were raised by several speakers during the high-level seminar.

In her closing remarks Ms Ameerah Haq, then Under-Secretary-General for Field Support and Vice Chair of the Independent Panel on Peace Operations, commended the Challenges Forum for their work, welcoming its latest Report and underlining its timeliness as it addresses many of the issues that are on the agenda of the High-Level Panel on Peace Operations. Such issues include the protection of civilians, the importance of embracing new technologies to achieve ‘smarter peacekeeping’, the need for gender mainstreaming, the strengthening of the UN Secretariat’s capacity to improve the selection, preparation and mentoring of senior leadership and finally the strengthening of the triangular cooperation and coordination amongst the Member States, the Secretariat and the Security Council. The Challenges Forum Report allows scope for more reflection and reassessment, which contributes to improving the UN’s effectiveness, efficiency and responsiveness.

Ms Haq also made observations about why she believes that peacekeeping is now at a climacteric that may prove historic. The changing nature of conflict has significant implications for the safety and security of peacekeeping personnel. Peacekeepers face more risk now than ever before. At the same time there has been a shift in the UN’s operating environment and an increasing demand for peacekeeping operations. The scale and logistic complexity of these changes bring enormous challenges. Nevertheless the UN faces great pressure to contain if not reduce costs.

Summarising the discussion, the Chair General Robert Gordon urged the Challenges Forum Partners to continue their positive engagement in support of UN peacekeeping. The UN is often criticised but what distinguishes the Challenges Forum Partnership is that it tries to work within the system to understand and support it, rather than throwing stones at it from the outside. To continue the important work of implementing the recommendations that are made in the Report, the Challenges Forum

Partnership has to continue to take an active and positive role in the development of peace operations, working alongside those who have the daily responsibility for their execution.

General Gordon noted that senior leadership selection and training is key since no matter how unified and communicative the Security Council, how clear the mandate and how adequate the resources, unless there is good leadership in a mission, it will not succeed. Senior leadership training is a subject that has been insufficiently institutionalised and resourced for too long. He therefore welcomed that this was now on the agenda of the Independent High-Level Panel on Peace Operations and that OIOS is undertaking an evaluation of such training, and commended the Challenges Forum Partners for having supported and facilitated nearly all UN's senior leadership training courses over the last eight years.

Finally, Ms Annika Hilding Norberg closed the seminar by thanking Ms Haq for her participation and contribution to the seminar, hoping that the Report will be of use for both the Independent High-Level Panel on Peace Operations and for the Special Committee for Peacekeeping (the C-34). She quoted a message from the Nigerian Permanent Representative to the United Nations and Chair of the C-34, H.E. Ms Joy Ogwu, (who had been called back to Abuja for consultations) which *inter alia* said:

the Challenges Report provides perspectives on how the international community can best prepare, respond and create resilience in order to decisively and effectively meet the challenges of current and future peace operations.

Ms Hilding Norberg reminded participants that the recently held Annual Forum 2014, hosted by China on the theme 'Building Capacity in Response to Diversified Threats' focused on the implications of the findings of the Challenges Forum Report on capacity-building. The Annual Forum 2014 Report findings had been launched in parallel with the Report on 'Designing Mandates and Capabilities for Future Peace Operations'.

Further, critical to the success of the Report was the hosting of Challenges Forum workshops and meetings by Partners in Sharm El-Sheikh (MFA/CCCPA), Geneva (GCSP), Berlin (ZIF/MFA), New York (SWI/ARG/SWE), Stockholm (SWE), Oslo (NUPI), Buenos Aires (MOD), and Beijing (CISS/MOD). Equally important was the organization of field studies for Partners to MINUSTAH, UNOCI and UNMISS by the French Ministry of Defence with support from ZIF and FBA, and a workshop hosted in cooperation between the UN Regional Service Centre in Entebbe, the USI of India and the Swedish Armed Forces.

The importance of Partner contributions to the Challenges Forum effort is at the core of the undertaking. Ms Hilding Norberg expressed thanks to

Japan for co-sponsoring the New York launch. It was a valuable continuation of earlier support when Japan, in connection with previous Report launches, has taken a leading role in generating support for the implementation of recommendations by raising Challenges Forum findings in the Security Council and the General Assembly, and working with the UN Secretariat to inform a report by the UN Secretary-General on a related topic.

Ms Hilding Norberg thanked all for attending, in particular the co-hosting and sponsoring Permanent Missions to the United Nations in New York of Japan, Nigeria and Sweden, the Permanent Missions of Pakistan and Egypt for hosting Partner Meetings on 26 and 28 January respectively, the Challenges Forum Partnership, the United Nations Secretariat, the Work Strands co-chairs, the Patron, the Challenges Forum Senior Advisers and the Challenges Forum International Secretariat. She closed the seminar by saying that we now need to focus on implementation of the Report's recommendations for the betterment of peacekeeping, for the peacekeepers in the field and for the men and women caught up in conflict. In essence:

'If there is a will, there is a way.'

Appendix: Recommendations of Designing Mandates and Capabilities for Future Peace Operations

Understanding How Emerging Threats Affect Peace Operations and How to Respond to Them Effectively

The nature of contemporary conflict has changed considerably in such a way that the linkages between armed conflict, organized crime and in some instances terrorism have become more prominent. Peace operations have had to rapidly adapt to the new global political and security environment. However, a lot remains to be learned on how best peace operations should and can respond to new threats that are often transnational in nature.

- A** Together with the academic community and drawing on the expertise of mission personnel, the UN Secretariat should continuously identify emerging threats and their impact on peace operations in a systematic manner. Strategies should be developed for responding to the identified emerging threats, and regularly reviewed and revised as necessary.
- B** Together with the academic community and drawing on the expertise of mission personnel, the UN Secretariat, in close cooperation with Member States, should develop a better understanding of the role and effect of social and other new media, and big data, on conflict and peace operations and as a predictor of peace and conflict.
- C** The UN, in cooperation with Member States, should develop a systematic approach to the development of policies, principles and guidelines, provide training to address transnational threats, and further develop their regional approaches in the affected regions.
- D** The UN Secretariat in cooperation with Member States should build a broad agreement on how to address organized crime in fragile and post-conflict situations. In addition, the relevant skills and structures required to address organized crime need to be identified and incorporated into peace operations where appropriate.

Equipping Peace Operations to Better Adapt to Evolving Operational Environments

To keep pace with the changing operational contexts, it is essential that peace operations modernise the way in which they operate in the field and consider how to incorporate modern technology. Equally, command and control structures and mechanisms should be adjusted or enhanced for the increasingly non-permissive environments in which contemporary peace operations are deployed.

- E** The UN Secretariat should, in close cooperation with Member States, revise the existing DPKO/DFS AC2 policy in accordance with the evaluation and recommendations put forward in the 2011 DPET report, so that it is an integrated policy document that clarifies military, police and civilian relationships while respecting their expertise, responsibilities and roles, and standardises institutional structures at the mission level. The new policy should be widely disseminated to Member States, in particular to TCCs and PCCs, so that they can better prepare, plan and train their forces in line with the policy.
- F** The UN Secretariat, supported by the Member States, should develop stronger crisis management structures within DPKO/DFS. This could be achieved by enhancing the role of the UNOCC to allow it to become a more strategic Crisis Management Centre. A reinforced UNOCC, augmented by the appropriate leadership, should focus on supporting the relevant missions, be ready-equipped with decision-making aids and communications, be able to exercise command authority over the missions, be staffed by experts both in crisis management and in the region concerned, and be able to take on the conduct of at least two crises, if not three, at the same time. This will require subsuming during crises much of the role and resources of the IOTs.

- G** The UN Secretariat should strengthen and empower the Senior Leadership Appointment Section (SLAS) in the DPKO/DFS in order to improve the selection, training, preparation and mentoring of senior leaders. Participation in relevant senior leadership training should be mandatory and assessing the performance of participants at senior leadership training should be considered.
- H** Peace operations should adopt fit-for-purpose tools and technologies, with the support of UN HQ and continuously seek and apply new technological innovations as necessary. Member States should provide adequate resources—human and financial—to do so. This could include a review and modernization of the deployed DPKO/DFS C4I (Command, Control, Communication, Coordination and Information Systems) infrastructure in line with international best practice and current technology.
- I** Together with the academic community and drawing on the expertise of mission personnel, the UN Secretariat should carry out a careful analysis of lessons from the use of new technologies in peace operations (like the use of UAVs). The results should be shared widely with Member States. Building on the lessons learned, existing Standard Operating Procedures (SOPs) on the use of monitoring and surveillance technology should be updated and complemented with guidance in additional areas as needed. If, for example, UAVs are provided by Member States, rather than a commercial contractor, further clarification may be needed on their treatment as Contingent Owned Equipment.

Strengthening Effective Cooperation and Coordination

The rise of new actors on the global security scene and the growing prevalence of hybridity in peace operations underscores the need to reach a common understanding on the concepts, principles and objectives of peace operations, to aim for a common doctrinal approach and more critically to continue to bolster cooperation and coordination mechanisms.

- J** The UN and troop and police contributing countries, and countries that contribute non-uniformed civilian personnel should strengthen their cooperation and coherence. Enhanced efforts to harmonise and increase the effectiveness of cooperation between the UN and regional organizations should also be a priority. New actors involved in peace operations should uphold UN standards.
- K** The UN Secretariat, in close cooperation with Member States, should develop enhanced policy and guidelines for integrated mission police and military command mechanisms that ensure effective planning and communication, and support clear command and control in high tempo joint operations. These mechanisms should be tested at the mission level through crisis management exercises, also involving external expertise.
- L** Strategic level mechanisms in UN HQ should be reviewed to achieve an improved level of triangular cooperation between the Security Council, the Secretariat and TCCs/PCCs. The Security Council should make better use of its Working Group on Peacekeeping Operations to provide a more senior and highly qualified advisory group, especially on matters of security. The Security Council needs budget sheets prepared by the Secretariat before creating any new peacekeeping operation or before the renewal or strengthening of

the existing ones. In this way there might be better alignment between mandates and the resources needed to implement them.

- M** The Security Council and the Secretariat should do more to keep Member States informed of the strategic direction of missions, and the Security Council needs help with assuming its strategic responsibilities and carrying out its planning and oversight functions effectively. In addition, Member States should ensure that their representatives in New York are fully prepared for consultations with the Security Council and the Secretariat. The Secretariat needs stronger mechanisms to create a unity of command and purpose to support missions in the field at the strategic level.
- N** The UN Secretariat in close cooperation with Member States should develop a comprehensive doctrine that clearly defines the protection of civilians to ensure adequate preparation and training to support peace operations.
- O** Drawing on the expertise of mission personnel, the UN Secretariat should develop a joint or integrated manual on gender mainstreaming for all the mission components (military, police and civilian) for the tactical level, which should be systematically used both in missions and by contributing countries in their preparations for sending personnel to missions.
- P** The UN Secretariat, in close cooperation with Member States, should develop policy guidelines that clarify whether and how peace operations should address transnational organized crime. This should include establishing a definition of organized crime and its transnational aspects.

Building the Impact Assessment and Evaluation Base

There is a growing recognition of the importance of assessing and evaluating the impact of peace operations.

- Q** Security Council mandates should require missions to systematically include relevant monitoring and evaluation planning in order to better determine whether the missions are meeting the benchmarks set.
- R** The UN should improve the planning culture within UN HQ and missions by developing and implementing accountable UN-wide planning tools and systems, and by training and practising selected personnel in all peacekeeping components in their use.
- S** The UN, in close cooperation with Member States, should consider extending the role and responsibilities of the new Office for the Peacekeeping Strategic Partnership from that of purely military and police oversight to mission-wide oversight of leadership, accountability and crisis management training, in order to ensure stronger, more consistent and more accountable implementation of the DPKO/DFS policy and guidance at the mission level. Or alternatively, the UN should consider empowering the annual mission reviews by DPKO's Office of Operations to make an assessment of the performance of the mission leadership team in this regard.
- T** The UN and Member States should pay increased attention to identifying impact assessment and evaluation experts with technical skills and expertise who can support the planning processes and drive coordination among the stakeholders. The emphasis should not be on scrutiny or criticism, but focus instead on conveying the comprehensive impact of a UN peace operation.

- U** Sufficient time, financial support and political will are critical components of impact assessments and evaluation processes. Senior mission leaders should drive such processes from the initial stages of a mission.
- V** When an assessment or evaluation is about capturing the outcomes and impact of a mission as a whole, rather than in terms of its component parts (the military, police or civilian), asking independent evaluators to undertake the exercise should be considered, thereby reducing the risk of the process being politicised.
- W** International organizations and donor countries should aim to create mixed evaluation teams comprised of independent evaluators and stakeholders with vested interests in mitigating the risks and effects of politicised assessment and evaluation agendas, and reinforce the complementary objectives of the evaluation protocols.
- X** International organizations should create or review mechanisms that support donors and other stakeholders external to the mission coming together to establish common funding allocations to promote better rationalisation of funding and to achieve joint outcomes.

DESIGNING MANDATES AND CAPABILITIES FOR FUTURE PEACE OPERATIONS

The study *Designing Mandates and Capabilities for Future Peace Operations* contains the findings of a two year global effort aimed at increasing the effectiveness, efficiency and long-term impact of contemporary and future peace operations. The Challenges Forum Partnership focused their attention on a selection of critical areas of inquiry, offering a range of recommendations and possible solutions to the challenges identified. The themes addressed are: Peace Operations Under New Conditions; Comparative Policies, Principles and Guidelines; Authority, Command and Control; and Impact Assessment and Evaluation.

INTERNATIONAL FORUM FOR THE CHALLENGES OF PEACE OPERATIONS

The Challenges Forum is a strategic and dynamic platform for constructive dialogue among leading policy-makers, practitioners and academics on key issues and developments in peace operations. The Forum contributes to shaping the debate by identifying critical challenges facing military, police and civilian peace operations, by promoting awareness of emerging issues, and by generating recommendations and solutions for the consideration of the broader international peace operations community. The Challenges Forum is a global endeavor, with its Partnership encompassing Partners from the Global South and North, major Troop and Police Contributing Countries as well as the five Permanent Members of the UN Security Council.



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