

Executive Summary and Conclusions

1. The present report is the product of a series of seminars held during the past five years in nine countries around the world and attended by a wide range of highly experienced civilian and military peacekeepers and academics from some 230 organizations and 50 countries. The aim of the project has been to bring to bear, in an informal and collegial setting, the collective knowledge and views of participants on the challenges of peacekeeping and peace support as the world enters the 21st century.

2. Part way through the seminar series, the Report of the Panel on United Nations Peace Operations (the 'Brahimi' Report) was presented by the Secretary-General to the General Assembly and the Security Council (A/55/305-S/2000/809 of 21 August 2000). The thrust and substance of that report contributed significantly to subsequent seminars in the Challenge Project. The present study, "**Challenges of Peace Operations: Into the 21st Century**", is intended as an independent contribution to the continuing debate on peace operations reflecting different national and international perceptions, complementing the analyses and recommendations contained in the Brahimi Report. In addition to the present Challenges Concluding Report, reports from each seminar are available from Project Partner Organizations as listed in Annex 2, or the Challenges Project Web-site at www.peacechallenges.net.

3. The aim of the project has been to foster and encourage a culture of cross-professional cooperation and partnership. Discussions on the practice and theory of peace operations were combined with practical issues of training and education involving visits to national civilian and military peacekeeping training academies and centres. The seminars covered a broad horizon of issues, from which the Challenges Project Partners selected fourteen topics for inclusion as separate chapters of this report. This Concluding Report has been written with the following objectives:

- a. to make practical recommendations in order to enhance the international capability to conduct multinational and multidisciplinary peace operations;
- b. to inform on current developments on principal issues in contemporary peace operations; and
- c. to contribute to maintaining the current momentum for enhancing the effectiveness and legitimacy of international peace operations, as generated by the Brahimi Report and other related initiatives.

4. As explained in the Introduction, the writing of the report is a joint effort by the Project Partner Organizations. The chapters are the product of several hands and therefore reflect differences in style and emphasis. Although the chapters have been circulated for review and comment to all the Project Partners, no attempt has

been made to achieve consensus agreement on the findings and recommendations contained therein. In the informal and vigorous spirit of the seminars, the views expressed are those of the individuals concerned and do not necessarily reflect the positions of their respective institutions or governments.

5. The principal contents and recommendations of each chapter are summarized below and a complete list of the recommendations is at Annex 1.

Chapter 1 – The Changing Concepts of Security

6. Security has never been a static concept. Since the end of the Cold War it has been particularly fluid and this will continue into the 21st century. The increased attention given during the 1990s to aspects of the security of human life and dignity, and the effects this had on more traditional concepts of the military security of the state, have served to complicate the general perceptions of security. At the same time, they have provided an opportunity for elaborating broader interpretations of security than in earlier years.

7. At the time of finalizing the present report, in the light of the tragic events of 11 September 2001, issues of international terrorism have come to the forefront of attention and the military aspects of security are currently being revisited by many. Concepts of security will inevitably prove to be comprehensive, including elements of both military and non-military nature. Given the focus of this report on peace operations and the assessment that other disputes and tensions apart from international terrorism remain unresolved, the need for multilateral peace operations seems likely to continue unabated in the 21st century. Unlike subsequent chapters of the report, the first chapter does not offer recommendations as such, but its purpose is rather to place the discussion on how to deal with international and regional conflict in its wider context, historically as well as substantively.

8. Security remains as elusive as ever. Although the risk of interstate war involving weapons of mass destruction is less than during the Cold War, in a world of nuclear proliferation, the consequences, if such a war occurred, would still be catastrophic. What has risen in recent years has been the concept of threats to the security and well-being of the individual and to the conditions for the earth's survival. During the course of the seminar series, the four essential characteristics of human security identified in the 1994 Human Development Report – the universality of concern for human security, relevant to people everywhere in rich nations and poor; the interdependence of its components; the benefits of early prevention rather than later prevention; and the people-centred nature of the human security concept – have gained greater prominence.

9. The rising tide of globalization has not lifted all boats; some have prospered but many others have been left behind. Many millions of human beings have been left stranded with little prospect of attaining even the basics of adequate food, shelter, health, education and human rights. The gap between the rich and poor has widened. At the same time, we have seen much greater incidence of intrastate conflict frequently involving warlords, paramilitaries and other non-state actors, destroying normal societal life and local economies. Modern and future peace operations find themselves faced with the many complexities of not only ending conflict but rebuilding societies, re-establishing institutions, promoting good governance, restoring infrastructure and the economy and generally assisting in the promotion of human security and building sustainable peace. What is needed is greater North-South cooperation and inclusive rather than exclusive thinking in formulating security concepts.

Chapter 2 – The Roles of the United Nations and of Regional Organizations and Arrangements

10. As the number of intrastate conflicts has risen, and complex emergencies have worsened in circumstances of failed states or the total breakdown of government institutions, the UN has inevitably found itself engaged in issues of internal insecurity. In implementing the Security Council's mandates, the UN has taken on highly complicated peace operations, often with insufficient resources in terms of personnel, materiel and finance. In a word, the UN has become overburdened.

11. As the UN reviews and reassesses its role in peace operations, changes in regional organizations and arrangements offer new opportunities. Different regions and sub-regions are evolving in different ways and their respective capabilities to deal with their problems vary. Regional action can have both advantages and disadvantages. States in the region concerned have national interests in local stability and are more likely to be willing to take part in peace operations that are closer to the homeland. Moreover, they will often be more familiar with regional cultures and attitudes than outsiders. On the other hand, sometimes states in the region may be too close to the issues and may have their own agendas. Conflicting interests and lack of mutual trust may undermine the peace process. There may also be inadequate military and other resources available.

12. With the emergence and improving capabilities of regional organizations and arrangements, there is now an opportunity for the UN to take less on its own shoulders. The UN should consider doing less, and what it decides to do it should do well. The UN will need to recognize what it should retain, what it should pass to regional organizations and arrangements when practicable, and how to best develop effective cooperation to make the most effective use of resources available. In

essence, the challenge is how to best involve regional organizations without regionalizing peacekeeping.

13. In recent years, the Security Council adopted a practice of making fact-finding visits to conflict areas. When contemplating action by the international community to establish a peace operation, there could be much value in the Security Council paying similar visits to relevant regional or sub-regional organizations to discuss how best to share the burden.

14. Despite the load, in many respects there is and will continue to be no organization other than the UN able to shoulder some of the burden. With its global membership, the UN remains the sole world body with responsibility for international peace and security and as such has a legitimacy that is unique. The UN is the highest international body for the establishment of instruments of law and human rights, and it is the Charter that sets the highest standards of peace and justice. While coalitions of the willing, authorized by the Security Council, may be a better expedient for vigorous enforcement actions, in many other circumstances of complex peace operations it is only through the UN that the broadest range of capabilities available to the international community can be brought to bear.

15. It is recommended that Member States should be more consistent with the political and resource support that they offer to peace operations, that the Secretary-General should be invited to offer his views on the benefits and pitfalls of closer cooperation with regional organizations and arrangements, and on how best to improve that cooperation, and that the topic should be a subject for further discussion between the Secretary-General and heads of regional organizations and arrangements.

Chapter 3 – The Legal Dimension of Peace Operations

16. While it is true that “peacekeeping” is not mentioned in the UN Charter, the practice of conducting such operations has created a number of norms that have generally been accepted as forming the legal basis for their conduct. For example, it is now generally accepted that norms such as consent, impartiality and the use of force in self-defence form the basis for some peacekeeping operations. Furthermore, legal norms are created by the application of legal sources such as the status of force agreement for specific missions, guidelines for the conduct of peace operations issued by the Secretary-General, and the guidelines and directives issued by the UN Department of Peacekeeping Operations.

17. However, Challenges participants felt that further efforts are required to ensure that to the maximum extent possible legal ambiguities are resolved during the planning and conduct of peace operations and agreed upon by all parties con-

cerned. To some observers, there has been a doctrinal shift in thinking in recent years. In some difficult humanitarian emergencies, action has been taken unilaterally or collectively by a group of States that then receive approval retroactively from the UN. Thus, some analysts are already questioning whether this reflects emerging customary international law. The situation is further complicated by differences in terminology in use by the UN, regional organizations and States, and even within the political, military and social spheres of society.

18. Challenges participants also explored complexities related to the application of rules of engagement (ROE), the legal framework for the conduct of military and or police operations, and the influence and application of domestic law to the conduct of peace operations. The application of international humanitarian law and human rights law to the conduct of peace operations and to a limited extent, issues of international law and landmines are addressed in the chapter on ‘Integrating the Human Rights Perspective’.

19. The resolution of some of the ambiguities could be addressed by the Security Council being more open and transparent in the conduct of its business and in holding broader consultation with current and potential troop and police contributing nations. Among the recommendations made, it is suggested that the feasibility should be explored of negotiating a guideline document on existing practice, based on existing treaties, administrative acts and recommendations, that would serve as an implementing instrument of the UN Charter to provide adequate and sound legal grounds for peace operations. It is also proposed that an initiative should be launched to conduct under the auspices of the UN, a comprehensive study of the legal aspects of peace operations.

Chapter 4 – Integrating the Human Rights Perspective

20. With a full understanding of the importance of the international humanitarian law and human rights law, the Challenges participants examined the subject from the perspective of protecting civilians’ rights during armed conflict, the pursuing of perpetrators of human rights violations or war crimes, the role of the peacekeepers themselves, and other related international efforts. There is a need for the leadership and for personnel engaged in peace operations to have a better understanding of international humanitarian and human rights law, to address pro-actively human rights challenges within peace operations, and to recognize the obligations of peacekeepers and UN personnel under international humanitarian law and human rights law.

21. There was considerable debate on what the roles of peacekeepers should be in the new era of international criminal prosecution. Some participants suggested military peacekeepers do not have the training to use the power to arrest. Others

expressed the view that the military does not have the capacity to exercise the power to arrest, nor did the military particularly desire such a role. A general view from human rights experts was that it was the military's role to provide security, with the role of the police, local or international as appropriate, to make arrests, however, such an executive role must have legal support.

22. A further challenge explored was whether military forces should as a general rule hold detainees, with all military personnel arguing that militaries are trained to deal with prisoners of war (POWs), but detainees are not POWs. Detention during peace operations should, at the very least, conform to the principles of international humanitarian law and human rights law, but in practice there has often been no physical facility to accommodate all those detained. The issue of arrest and detention by peacekeepers military or police, should be further explored. The proposal regarding the establishment of an International Interim Criminal Code and Procedure Code would constitute the legal basis for such actions.

23. For the successful integration of the human rights perspective into a peace operation, much depends on the extent of cooperation and effective coordination between the many diverse civilian elements of any mission, and between these civilians and the military forces and international police. Problems of culture, mandate, areas of responsibility, personality and other factors have mitigated against such effective cooperation in the past and, indeed, the present. In areas such as humanitarian assistance and human rights, this problem is exacerbated: the experts and those with institutional mandates generally disapprove of the involvement of the military in this sensitive area. A great deal of education, training, understanding, tolerance and cooperation is yet required.

24. Two of the recommendations are that all personnel in a peace operation – civilian, military and police – need to have a fundamental understanding of international humanitarian law and human rights law. While this remains a national responsibility, international organizations involved in peace operations, as well as expert agencies such as UN High Commissioner for Human Rights, UN High Commissioner for Refugees and the International Committee for the Red Cross should make every effort to supplement national training. Secondly, mission planning and implementation should include the necessary expertise and advice regarding human rights, including in the development and implementation of military rules of engagement.

Chapter 5 – Doctrinal Challenges

25. The Challenges discussions underlined that there are many different, and sometimes overlapping, opinions about doctrine for complex peace operations – but as yet no clear UN guidance on the subject. The aim of this chapter is to focus

on the military doctrine required to provide the safe and secure environment within which political, social and economic development may proceed. The topic is complicated by differences in usage of the term ‘doctrine’.

26. It has long been recognized that no two peace operations are alike, each is distinct and unique. As one of the participants pointed out, they require innovation, flexibility, initiative and moral courage on the part of the individuals involved. The difficulty lies in capturing doctrine without being dogmatic and rigid. The seminars of the Challenges Project served as a useful forum for an open and informal discussion of doctrinal issues, from the lessons learned from hard experience of the past to the sensitive dimensions of the possibilities and limits on the use of force.

27. The Brahimi Report did not address in depth the most vexing doctrinal issue of peace operations – the appropriate and effective use of military force in pursuit of the mandate. Peace operations require “comprehensive and lasting solutions” which call for a complex and multilevel doctrine. The difficulty of achieving such a comprehensive document is daunting even for just a single nation let alone a collection of nations. However, if the doctrine focuses on some key overarching principles, it is believed that consensus could be obtained and adequate guidance provided.

28. Arising from the Challenges discussions, it is recommended that: there should be a multinational and inclusive effort to define the meaning and scope of doctrine applicable to UN peace operations; troop contributing countries should then take steps to build common doctrinal statements into their national doctrines; led by the Department of Peacekeeping Operations, specific efforts should be made to apply lessons learned in the formation of peace operation doctrine, paying particular attention to the need to enhance military, police and civilian coordination.

Chapter 6 – Preventive Action

29. The importance of conflict prevention was recognized by Challenges participants early in the seminar series and the chapter briefly traces the development of preventive diplomacy to the current and much broader term of preventive action. A main challenge of preventive action is that of convincing governments that it is worthwhile: experience and logic indicate that prevention is sensible and highly cost-effective compared to facing the costs of violent conflict, yet in practice it continues to be an instrument that has been too rarely applied.

30. The fundamental problems affecting many countries in crisis have to do with poor governance, and the lack of equitable rights of all national groups, majority or minority. Often, compounding the crises are ongoing conflicts, poverty and social and economic dysfunction. Such problems are often the sources of in-

terrecine marginalization, alienation, genocide, and in some cases, the collapse of the state involved. Tackling root causes requires establishing a foundation for better governance. Early identification of the root causes followed by early action offers a wider range of options at lower cost than attempts to avoid violent conflict just as the crisis is about to break.

31. During seminar discussions it was suggested that an overall strategy to prevent armed conflict, a global response, international cooperation and common action are required to support sustainable peace. Efforts should be focused on eradicating poverty; promoting human rights; deepening democracy; bringing about disarmament; and supporting regional cooperation. These actions entail expertise to design practical projects in governance, in human rights, and in economic and social development. To supplement official efforts, non-governmental groups can be very helpful in establishing regional and sub-regional early-warning centres and in peace-building activities. Challenges participants also discussed the role of sanctions as a tool of preventive diplomacy and the conditions under which these were more likely to be successful.

32. In concluding that preventive action is an integral activity of peace operations and will become even more so in the coming years, the following elements would seem to have particular relevance: root causes of conflict need to be identified and actions taken to eradicate them through integrated programmes that address human security needs; early warning must be transformed into rapid and early action so as to be most effective; non-governmental organizations can be very helpful to governments in early warning and peace-building activities; sanctions regimes imposed under Chapter VII must have clearly defined aims if they are to be effective, and there need to be clear conditions for lifting sanctions; sanctions should be a tool of policy, not a substitute for policy; mobilization of sufficient political, economic and military resources is essential for preventive action to be meaningful; and, when ‘direct prevention’ is needed, it should be applied by incremental steps from fact-finding, good offices, arbitration, and similar actions before reaching deterrence and enforcement measures, as defined in Charter VII of the UN Charter.

Chapter 7 – Gender Perspectives in Effective Peace Operations

33. There was much debate by Challenges participants on the implementation of Security Council Resolution 1325(2000) in which the Council gave full recognition of the importance of gender perspectives in conflict prevention, peacekeeping and peace-building. Resolution 1325 also provided a number of important operational mandates, with implications both for individual Member States, the United Nations system and civil society. The resolution called for practical measures to enhance women’s roles as equal partners in all stages of peace processes, including

peace accords, ensure their protection in armed conflict and bring to justice perpetrators of human rights violations, including gender related violence.

34. The experiences and concerns of men, women, boys and girls before, during, and after wars and armed conflicts are shaped by the social roles of their genders. Gender-based violence in the context of contemporary conflicts has become a critical element of warfare. At the same time, global criminalized forces exploit poverty and weakened authority to assert control over children and women and use trafficking, forced marriage, and prostitution as highly profitable endeavours.

35. It is proposed that a Special Representative of the Secretary-General on Women, Peace and Security should be appointed. Her/his functions should be designed on the model of the Special Representative of the Secretary-General for Children and Armed Conflict. This person should have access to all peace operations and her/his work should be mainly based on an advocacy-oriented mandate.

36. Gender awareness training should be initiated in all peace operations for military and civilian staff at all levels. The senior leadership should be required to ensure that training is embedded within a broader framework that promotes and supports gender awareness in all mission policies, programmes and procedures.

37. An appropriate Gender Unit structure should be built into all peace operations, staffed at a senior level and reporting directly to the SRSG. Staffing should comprise both men and women and the recruitment of local staff should be encouraged. The work of Gender Units needs to be effectively supported through adequate funding to ensure incorporation within mission activities as well as community outreach.

38. Member States should be actively encouraged to identify and promote a roster of qualified women for all levels of employment in peace operations, including high-level appointments. The participation of women in the peace process should be increased. Specialized UN agencies, implementing partners and non governmental organizations (NGO,) should be expected to foster local initiatives and capacity-building activities for this purpose, mainly through funding, training, skills development and the preparation of women for public and political office.

Chapter 8 – Civil-Military Relations and Cooperation

39. Peace operations in the 21st century will continue to demand a very broad range of skills and efforts from those involved. On some occasions in the past decade, civilian, police and military elements have worked together constructively and harmoniously, but on others the inability to achieve an appropriate level of cooperation has seriously weakened the overall effectiveness of the mission.

40. A theme that ran through many of the seminars was the need to improve civil-military relations within peace operations in the light of the all-too-frequent incidence of inability to cooperate willingly, to coordinate effectively and efficiently and to pursue common objectives collectively and professionally. For the most part, these difficulties arise from the complex nature of modern peace operations and a number of obstacles, misunderstandings and other dilemmas that confront military and civilian members of a mission who come from different professional backgrounds and cultures and have to perform their tasks amid conflicting priorities.

41. The manner in which the two communities relate to one another varies considerably according to the type or phase of a peace operation. There are different challenges depending, for example, upon whether security is the focus (the lead is generally with military forces), or humanitarian assistance (where the lead is generally with civilian agencies), or longer-term peace-building (where the military can be tasked to support ‘civil implementation’). It should also be noted that while civilian-military relations can present difficulties in modern, complex peace operations, so too can relations between different sections of the civilian community.

42. The recommendations embrace four main actions that can be taken in order to improve civilian-military relations, to properly acknowledge and address the dependency between the two communities in modern peace operations, and, specifically, to promote possibilities for enhanced cooperation and coordination. These are: first, to begin by building on shared values and concerns between the civilian and military communities; secondly, to address the fundamental challenges (the obstacles, misunderstandings and dilemmas) through, in the main, better training and education; thirdly, to consider a set of basic principles for better cooperation and operational coordination for adoption by principal international organizations and arrangements, UN agencies and major NGOs; and, fourthly, to work at both the strategic (headquarters) level and the operational level to improve civil-military as well as civil-civil cooperation and coordination.

Chapter 9 – Police – In the Service of Peace

43. Today peace operations are often undertaken *inside* societies characterized by power struggles, corruption, criminality and instability. One of the fundamental aspects for the international community to focus on when planning a peace operation is the task of rebuilding societies based on the rule of law. In certain cases, the administration is temporarily taken over by international organizations under the leadership and umbrella of the United Nations, while national law enforcement is being handled under executive mandates.

44. The first challenge identified during the Challenges Project was the difficulty for Member States to meet the requirements for UN civilian police, in quantity

as well as quality. It was suggested that more support should be given by Member States to advance preparation, in the form of comprehensive databases of qualified personnel, coordinated education and training including joint training in regional centres together with other police, military and civilian colleagues from the same part of the world, but also with colleagues from out of area regions should be encouraged the introduction of screening procedures, establishing pools of qualified personnel, and better preparation and coordination of police equipment. Training is especially important in situations in which police are operating under executive mandates.

45. A second challenge concerned issues of planning and operational considerations. It was considered that during a peace operation higher importance should be given to closer cooperation and coordination between the police and other elements, such as the military, the humanitarian and development organizations, NGOs, local authorities and communities. Further study was recommended on the third challenge identified, which was related to the consequences of the growing trend of the Security Council to authorize missions with executive authority. While such mandates may be infrequent, the demands placed on civilian police are much different from those of traditional mandates.

46. Challenges participants drew attention to the issue of providing the necessary platform for the entire context in which the Civilian Police (CIVPOL) operates: the “whole legal chain”. There should be greater recognition by Member States of the importance of improving the whole legal chain, by the presence in a peace operation of suitably qualified and experienced personnel such as judges, prosecutors, lawyers, prison personnel and others.

47. Finally in this chapter, attention is drawn to the development perspective of international policing cooperation. As an important contribution to post-conflict peace-building, there should be arrangements for long term training of local police as an element of development cooperation work. This has to be carried out with the consent of the government of the country concerned, and at its request. There are many ways in which it can be accomplished, through the United Nations Development Program, other international organizations or bilaterally, but it is an aspect of long term assistance to the promotion of sustainable peace that to date has received insufficient attention and support.

Chapter 10 – Planning for Effective Disarmament, Demobilization and Reintegration

48. In recent years it has increasingly been recognized that a major element of post-conflict peace-building must be effective arrangements for bringing former combatants back into normal civilian life as productive members of the local com-

munity. This is much more easily said than done and the Challenges Project explored the needs, the mechanisms and the challenge of successful planning for a comprehensive and integrated programme for disarmament, demobilization and reintegration (DD&R). Post-conflict DD&R is a politically, institutionally, technically and logistically complex and sensitive process, demanding considerable human and financial resources to plan, implement and monitor its various components. Given the diversity of actors involved in the different stages of the process, the inter-relation of these phases and their dependence, in turn, on related aspects of the broader peace implementation plan, the requirement for integrated planning and effective coordination is particularly acute.

49. If DD&R is to be successful, significant human, materiel and financial resources are required and specialist expertise is required in several dimensions, from weapons collection and destruction to arms embargo enforcement, and from establishing assembly and encampment facilities to registration and dealing with specific needs such as those of child fighters.

50. An immensely important dimension of reintegration programming is the social, political and psychological reintegration of the ex-combatant. The reintegration stage is, in the long term, the most critical to success. It takes time, persistence and reliable access to resources, particularly funding. Experience has shown that bilateral donors and agencies tend to be more interested in the encampment and disarmament phases, whereas for long term success reintegration has to be part of a broader programme of economic rehabilitation and recovery. Added to this is the vociferous opposition of many developing countries, in dire need of development assistance but not in conflict, to the possibility of a major shift in donor funding to post-conflict situations.

51. As steps towards more effective planning for DD&R, the recommendations include increased joint training in DD&R for all partners in the DD&R process, increased DD&R planning and implementation expertise in the World Bank, and a quest for ways to encourage Member States to give increased support to the funding of long-term peace-building.

Chapter 11 – Safety and Security of UN Peacekeepers and Associated Personnel

52. For most of the UN's first forty years, the most effective guarantee of safety and security for UN peacekeepers and associated personnel in the field was the UN emblem itself, but that has changed. As we enter the 21st century, in some parts of the world where peace operations have to be conducted, the UN emblem has instead often become a target. Peacekeepers, civilian and military, are exposed and often vulnerable. As related by a senior Challenges participant, "We send young

people into the field, without security training and without communications and other equipment, and we expect them to do miracles. ...We say that the host government has the primary responsibility for security, but we send people to places where there is no host government, or where the government cannot even provide security for itself.”

53. There is a conceptual difference between *safety* and *security*: was the person killed or injured by a tropical disease or in a car accident? - or by a bullet or a landmine? More management attention paid to the former would also lead to higher security awareness on the part of personnel. An effective risk management system has to cover both. Providing security to personnel in the field is a difficult task, compounded by differences in approach between military and civilian components, by differences in management responsibilities, and by lack of resources for sufficient security staff and training. The Challenges discussions were informed by firsthand accounts from several peacekeepers who had been involved in security incidents, including being detained by armed elements.

54. The Tokyo Seminar of March 2001 preceded the approval by the General Assembly in December 2001 of most of the Secretary-General's proposals to improve the security management system and his requests for additional resources. At the time of writing, these improvements have yet to be implemented and so the recommendations remain valid. They include the following: Member States should continue to pay close attention to the weaknesses in the present arrangements for safety and security of United Nations peacekeepers and associated personnel taking part in peace operations, with a view to providing the necessary political support and financial resources to the Secretary-General to make the improvements that are needed; specific efforts should be made within the UN family to improve coordination and cooperation between the UN Secretariat and UN agencies and programmes, and within the UN Secretariat, to resolve issues of accountability and lack of clarity in command and control; and, a major effort should be made to improve all aspects of training.

Chapter 12 – Information Technology and Peace Operations: A Relationship for the New Millennium

55. Participants in the Challenges seminars raised several aspects of information technology, from practical problems of equipment interoperability to the pressures placed on peacekeepers by representatives of the media reporting on events in real time from the field. In addition, participants with IT expertise were able to point to the opportunities offered by technological advances to provide solutions, either wholly or in part, to some of the operational and training challenges facing peace operations. Information technology is not presented as a panacea to all the problems: on the contrary, it is admitted that its management and policy development

can present problems of their own. However, it is argued that strong leadership and insightful development of IT will be highly beneficial to peace operations in the 21st century.

56. The chapter covers a wide front of these issues from a technologically informed viewpoint. It is observed that one of the greatest benefits offered to peace operations by the Information Age is an increased capability to share information quickly, universally and collectively but it should also be borne in mind that opponents to peace operations are also acquiring cellular telephones and internet communications and may use them to advantage with more knowledge of the local languages and customs than the peacekeepers. Effective information sharing among the military, police and civilian elements of a peace operation places a high priority on overcoming problems of interoperability, in which the Communications and Electronic Services Division within DPKO has a major role to play.

57. The ever-widening availability of computers, telecommunications infrastructures and video-conferencing equipment offers new possibilities for training, whether by distance learning or by computer simulation. Separately, advances in IT offer possibilities for monitoring operationally sensitive areas or conducting other monitoring missions without having to deploy soldiers on the ground. Yet another significant strength of IT lies in its ability to facilitate communication with the general public (for example, the UN website now receives some 6 million 'hits' daily). This facility can be of much benefit to a peace operation, but at the same time senior managers of peace operations need to recognize and respond to the fact that journalists are able to report and comment on events in the field with great speed and often before the information can be checked and then communicated to headquarters.

58. Among the recommendations are the following: Member States should be more active in using and refining existing IT in peace operations and press for new and effective IT programmes for peace operations; the problems and challenges of IT interoperability in peace operations should be comprehensively addressed by DPKO CESS with a view to resolving communication challenges and bring the contingents of developed and developing countries more on to a common operational basis; the value and practical possibilities of using IT more extensively in distance learning and computer simulation for peace operation training should be energetically explored; and, the rapidly changing nature of media reporting and the opportunities offered by IT to address the challenges should be identified and strategies designed to respond to them.

Chapter 13 – Training and Education

59. Many participants in the Challenges Project attached high importance to the need to significantly improve training and education. A key to success in conducting peace operations is the availability of a pool of peacekeepers and peace personnel, sufficient in number and quality, for deployment to missions in a timely and organised manner. To this end, Member States can contribute significantly by the preparation of personnel through civilian and military training and education as part of a prerequisite for participating in and contributing to a peace operation.

60. Training and education are influenced by many factors, with content, approaches and standards varying from country to country. The challenge is to develop global norms for peace operations that are acceptable and achievable by all Member States and international organizations. The United Nations is best placed to develop these norms/guidance in consultation with Member States, but the primary responsibility for training and education lies with the Member States.

61. Primary occupational training, as a soldier, police officer or civilian specialist, should be supplemented with specific training for peace operations. The complexity of modern peace operations demands a coherent and cohesive system that covers the full range of training at all levels and stages, that could serve a wide spectrum of military, police and civilian ‘customers’ – all bringing to their tasks a different perspective – while ensuring a common standard that will contribute to operational success.

62. The Challenges participants recognized the existence of differences in approaches to training and education. The chapter recommends the development of a peace operations training and education ‘template’: a basic plan for all levels of training – strategic, operational and tactical – that can be adapted by all Member States to meet their own specific requirements while maintaining a minimum international standard. The requirement is not just for the military and police component of a peace operation, but also includes the civilian components. The template should include an evaluation system, in order to ensure, at least, the minimum level of training for the efficient and professional fulfilment of tasks, with the ultimate objective of achieving successful peace operations. The UN Department of Peacekeeping Operations, Military Division – Training and Evaluation Service (TES) is developing Standardised Generic Training Modules (SGTM) during 2002, which will address the need to have such a template available.

63. Issues that should be included in the training are reflected in many chapters of this report, from safety and security to the impact of gender perspectives on peace operations, and from an understanding of the legal dimensions of peace operations and humanitarian and human rights law to ways of improving effectiveness through mutual cooperation and coordination. The widening availability of

information technology offers potential for distance learning, computer simulation exercise and other improvements in training techniques and opportunities.

64. In sum, much is possible but it will need the active support of Member States and the allocation of sufficient human and financial resources in support of training and education at all levels and stages of peace operations.

Chapter 14 – Determining Success in Peace Operations

65. In a sense, the entire Challenges Project is about defining how to succeed in peace operations. This chapter is written from a professional military view, and suggests some practical measures by which practitioners of peace operations can determine whether they are, or are not, succeeding. Much of the chapter applies particularly to the military component of a peace operation, but success depends heavily upon all elements of a peace operation working together in close cooperation. Many aspects therefore apply equally to the many civilians who, together with the military, contribute to the achievement of the objectives of the mission. Indeed, success depends on the cooperation of the total partnership – among others, the Security Council, the Secretariat, Agencies and Programmes, the missions in the field, the parties to the conflict, and, most importantly, the Member States whether as providers of political support and resources, or as troop contributors.

66. It is useful to divide the management and conduct of a peace operation into three levels of responsibility – strategic, operational and tactical. At the level of the decisions of the Security Council, Member States and, in part, the Secretariat, strategic success is determined from the outset by the creation of an achievable mandate at the right time. Among the decisions made at this level, the selection of mission leadership has a significant impact on mission success. Operational success in peace operations is achieved through three distinct factors: first, the development of a comprehensive plan that synchronizes the efforts of all the major players; second, the identification of key measures of effectiveness that assesses all aspects of the mission; and third, effective management and control of major events and transitions from one agency to another. Tactical success may depend on the level of readiness, training and equipment of contingents deployed to the field, and the performance of their duties.

67. Training and education of peacekeepers before deployment is a national responsibility and properly prepared peacekeepers are a condition *sine qua non* for success. But training should not be limited to the military: civilian personnel need training and there is much to be gained from training together. Closer interaction between military and civilians through training and education could promote healthier and more effective civil-military cooperation when deployed. A final and

essential element of success is the consent of the people in the conflict area, reflected by their acceptance and engagement in the peace process.

Conclusions – Meeting the Challenges

68. There are several conclusions of a general nature that emerge from the Challenges Project. First and foremost, the primary audience of this report is the Member States. Many of the comments and recommendations arising from the discussions lead back to the Member States. Without them, the global organization of the United Nations would not exist. With them, peace operations – whether by the United Nations or by regional arrangements and organizations – can be effective and efficient only if the Member States clearly and constructively articulate the purposes and objectives, and then reliably provide the political support and the necessary human, financial and materiel resources to support them.

69. The Brahimi Report offered many sound recommendations on how to improve the internal structures, organization and mechanisms of the UN and served as a valuable and thoughtful contribution in the discussions of the Challenges seminars. The Project Partners warmly welcomed that Report and have been heartened to see the changes and advances that it has already stimulated. Not surprisingly, there is much accord between many of the ideas that arose from the Challenges seminars and those put forward by Ambassador Brahimi and his colleagues on the Panel.

70. Second, given a clear mandate and the resources, the planning and implementation of peace operations fall to the Secretary-General and the men and women at headquarters and in the field. One of the aspects that consistently emerged in the Challenges discussions, as will be seen from the chapters of this report, is the call for much more attention to be given to training and education. The revitalized Training and Evaluation Service of DPKO is already making a major contribution, but in the first place training is a national responsibility. Moreover, whereas training is an integral part of military life, for civilians it is too often perceived as something additional or of secondary importance. The strong message that came time and again from the Challenges seminars is that much more attention and priority needs to be given to training and education as an investment in more effective peace operations. Personnel need to be trained in their skills and in what will be expected of them, and they also need to be trained together as far as practicable, so that they may develop teamwork and a cooperative spirit.

71. A third area that demands more attention and inspired initiative is that of multinational and multicultural cooperation and coordination. The large majority of men and women who contribute to peace operations do so conscientiously and with good intent. But the very complexity of modern peace operations, the multi-

plicity of nationalities, cultures, professions and disciplines and the existence of different institutional priorities can easily lead to misunderstanding, confusion and at times frictions. In part, these problems can be overcome by training, but a large responsibility must rest on the qualities of leadership and high standards of management. There are many factors that can contribute to success or failure: good leadership is not necessarily a guarantee of success, but poor leadership is too often a sure road to failure. Senior managers would do well to give much higher importance in the conduct of a peace operation to improving all aspects of communication, cooperation and coordination.

72. The Challenges project has proved to be a highly useful forum for informal and open exchange of opinions, impressions, practical experiences and conceptual ideas. It has served as a sounding-board for views away from the corridors of official meetings and has brought together for reflection a broad cross-section of military, police and civilian expertise. Beyond the issues focused on in this report there remain many areas that deserve further consideration, such as the challenges of bringing together humanitarian, military and governance priorities, a closer consideration of interaction in peace operations with modern media and real-time reporting, an exploration of the best ways to work with NGOs, a review of all aspects of the economics of peace operations, a consideration of the challenge of ensuring an overall sufficient logistic support capability, and a practical assessment of the hurdles of peace-building.

73. As the 21st century continues to unfold, the nature of peace operations will have to respond to yet further challenges. The Challenges Project Partners offer this report as a signpost to the road ahead.