



Challenges Forum Seminar 2011

Summary Report

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Introduction

The Challenges Forum Seminar 2011 was held in New York from 15 to 17 February 2011, co-hosted by the Permanent Representatives to the United Nations of Australia, Pakistan and Sweden. The Seminar brought together more than 230 participants, not least from the Challenges Partner organizations, the diplomatic corps in New York, various UN departments and agencies, academic institutions, and NGOs.

The Seminar opened with a reception on 15 February, followed by two days of plenary meetings. The fruitful and lively discussions covered a number of topical issues relating to the conduct of peace operations, including the protection of civilians, partnerships, consent, the nexus between peacekeeping and peacebuilding, capacities and capabilities, and challenges in the area of policing and rule of law.

Opening Reception

The reception featured a presentation by Ms. Margot Wallström, Special Representative of the Secretary-General on Sexual Violence in Conflict. Ms. Wallström began by explaining the mandate of her Office, which was specifically tasked to deal with conflict-related sexual violence, including situations of post-conflict (e.g. Liberia) or a security vacuum (e.g. DRC or Angola). Although conflict-related sexual violence could be considered a women's or human rights issue, it must also be understood as a peace and security issue. Too often, sexual violence was part of warfare, leaving a deep and lasting impact on entire communities.

In response to the changing dynamics of conflict and in light of lessons learned, the UN had to improve its efforts to protect civilians. In this connection, Ms. Wallström highlighted the document 'An Analytical Inventory of Best Peacekeeping Practice', developed by the UN Action network and launched last year. Building on this Inventory, scenario-based training material for peacekeepers was now being developed, soon to be rolled out all over the world with an initial priority given to larger troop-contributing countries. She noted that a Traveling Presentation (or Training) Team was

being established, under the leadership of Major General Patrick Cammaert, and she encouraged Member States to make use of the offer to help capable people do their job even better.

Ms. Wallström stressed that women had no rights if those who violated their rights went unpunished. She was confident, however, that the recently adopted Security Council resolution 1960 (2010) would contribute to the establishment of a comprehensive monitoring and accountability architecture, helping to ensure that mass rape was never again met with mass impunity. Instead of serving as a cheap and silent tactic of war, sexual violence would be a liability for armed groups, exposing their superiors to increased international scrutiny, sealing off the corridors of power, and closing all exits to those who commit, command or condone such acts.

At the same time, these steps merely represented the start – not the end – of a process aimed at preventing and combating conflict-related sexual violence and improving women’s security. Much more should be done to promote actions that had real impact, as the international community moved from recognition to action and from best intentions to best practice.

Official Opening and Welcome

The Challenges Forum Seminar 2011 was officially opened by H.E. Ms. Joy Ogwu, Permanent Representative of Nigeria and Chair of the United Nations Special Committee on Peacekeeping Operations; H.E. Mr. Mårten Grunditz, Permanent Representative of Sweden; H.E. Mr. Gary Quinlan, Permanent Representative of Australia; H.E. Mr. Amjad H. B. Sial, Acting Permanent Representative of Pakistan; and Mr. Henrik Landerholm, Director-General of the Folke Bernadotte Academy.

In their opening remarks, the speakers noted that the Seminar took place against the backdrop of serious challenges in a number of peacekeeping operations, e.g. recurring incidents of sexual violence in the DRC; crisis in Côte d’Ivoire; political uncertainty in Haiti, which was still struggling after last year’s earthquake; and Sudan moving into a new phase following the referendum in January. In addition, the impact of the global financial crisis continued to impose constraints on the (financial) support to peacekeeping. In this context, there was increased emphasis on the role of peacekeeping in building local capacity, or, as expressed by Ambassador Ogwu, “how to turn peacekeepers into resource-builders.”

Despite past and on-going challenges, peacekeeping had survived more than six decades and continued to bring hope and solace to millions of people around the world. In large part, the success of peacekeeping could be attributed to its ability to address global problems through global partnerships. At the same time, given the diversity of opinions among partners, the Seminar presented a valuable opportunity to discuss key questions in contemporary peacekeeping. As such, the Seminar had been intentionally timed to complement the forthcoming deliberations of the Special Committee on Peacekeeping Operations (a.k.a. C34).

The Seminar was also held immediately after the publishing of the reports on the Challenges Forums of 2009 and 2010 respectively, as well as the study entitled ‘Considerations for Mission Leadership in United Nations Peacekeeping Operations’. These documents conveyed the latest thinking on current peacekeeping issues and challenges, and were testimony of the importance of partnerships. It was noted, in this regard, that the Challenges Partnership had provided an important service to peacekeeping since 1997.

Protection of Civilians

The session on the protection of civilians (POC) discussed proposals that could enhance the way in which the international community could better protect civilians caught up in violent conflict, building on the discussions at last year's Challenges Forum held in Australia as well as the on-going debate on the issue. The session was chaired by Lt. Gen. Randhir Kumar Mehta of the United Service Institution of India, and former Military Adviser at the United Nations. The panellists were Maj. Gen. (Retd.) Michael G. Smith, Executive Director, Asia Pacific Civil-Military Centre of Excellence; Ms. Izumi Nakamitsu, Director, Division for Policy, Evaluation and Training in DPKO; and Mr. Hansjoerg Strohmeyer, Chief, Policy Development and Studies Branch in the UN's Office for the Coordination of Humanitarian Affairs.

In opening the discussion, Gen. Mehta said that, when he had joined the armed forces in 1966, he had learned to recognize the "civilian role" of the military. In essence, that principle was equally valid from a UN peacekeeping perspective. Noting the very comprehensive discussions on POC contained in the report on the 2010 Challenges Forum, he highlighted a number of key questions, including issues pertaining to resources and pre-deployment training and questions such as whether there was a link between POC and R2P (i.e. the responsibility to protect). With regard to the general consensus on the need for a multidimensional approach to POC, Gen. Mehta suggested that it did not necessarily mean that efforts could not begin before all components were fully in place. Finally, he noted the importance of mission posture, as well as synergizing political and military efforts with local capacities.

Gen. Smith believed that much had happened within the "POC space" in recent years, thanks to the focus and efforts by the Security Council, the Secretariat, various missions, and the African Union (AU). Improvements in this regard had required a top-down and bottom-up approach, as well as POC becoming a truly cross-cutting issue. Commending the DPKO framework on POC, he noted that additional work was required at the operational level; a fact recognized by the issuance of the Considerations Study. With regard to the military, attention was needed to improve early warning and situational awareness capabilities. Gen. Smith said that POC was also the core business for the police, which needed clearer directives, not least on community policing. Finally, host governments required assistance to establish and enhance POC mechanisms at all levels.

In conclusion, Gen. Smith highlighted a number of Australian initiatives in the field of POC, including the convening of a roundtable discussion in New York; support to the AU; development of doctrine for military and police (which could be shared with interested parties); a conference in Australia to be held in May under the heading "From Policy to Practice"; a preceding workshop in New York to focus especially on women and children; and a documentary film project for training purposes, which was being developed together with UNITAR. Gen. Smith noted that the challenge would now be to maintain momentum and ensure complementarity of efforts.

Ms. Nakamitsu began by underlining that the UN's Member States were resolute in their view that host governments held the primary responsibility for POC. Meanwhile, the C34 had asked the Secretary-General to take forward several initiatives, including the development of training modules (not least scenario-based training for peacekeepers to prevent and respond to sexual violence in conflict); a matrix to identify capacity and resource gaps; and an exercise analysing efforts in missions and gaps in planning procedures. While general guidelines were important, she noted that

missions needed to retain a measure of flexibility in order to be able to adapt to particular circumstances.

Ms. Nakamitsu was looking ahead to a busy POC agenda for 2011 that would include efforts to disseminate training material; ensure that the plans of POC-mandated missions were in line with the overall framework; develop more detailed operational guidance, including on reporting; focus on progress in thematic areas, such as sexual and gender-based violence; reach out to external stakeholders, e.g. the AU. She believed that 2011 had to see visible progress at the mission level. In this regard, clear communication language and guidelines were required.

Mr. Strohmeyer underlined that POC remained topical, as illustrated by the situation in a number of places, such as DRC, Côte d'Ivoire, and the Jonglei State in Southern Sudan. It was important to remember that POC was not only about physical protection and the use of force, but also the approach taken on the humanitarian, human rights and legal fronts. At the same time, most of these efforts were "band-aids", as the real solutions needed to come from the agreements. In view of the difficulties in bringing together the different actors, coordination, leadership and a common strategy were essential, as was a shared understanding of the various priorities. Clusters had been created in order to streamline the provision of services, and OCHA and UNHCR intended to examine how they had fared.

While acknowledging the enormous progress on POC over the past 10-12 years, especially at the normative level, Mr. Strohmeyer believed there was room for improvement at the operational level where the approach was more fragmented. The issue of benchmarking was new and difficult, but also provided an opportunity to "tell many small good stories." Highlighting the work of the Security Council working group on POC, he noted the importance of achieving coherence on the subject. Like Gen. Smith, Mr. Strohmeyer underscored that it would be crucial to ensure that international POC efforts did not lose momentum. In conclusion, he drew attention to several contexts of violence that were rarely mentioned in POC discussions, e.g. gang and drug-related violence.

Following their presentations, the three panellists discussed issues with participants speaking from the floor. The first issue related to the debate on guidelines: whether they were actually rules binding peacekeepers or merely ideas. Gen. Smith believed that the fundamental issue was to have something explaining what POC entailed. Guidelines did not have to be "slavishly followed", as commanders needed room to manoeuvre on the ground; but presently they needed more guidance telling them what POC meant.

Another participant asked about the management of expectations, and what it meant in the context of POC. Emphasizing that peacekeepers could not be expected to protect everybody everywhere, Gen. Smith noted that in some instances peacekeeping forces managed to protect civilians even without having a specific mandate to do so. Essentially, it was about making clear what could and could not be done. Ms. Nakamitsu believed that there was a need for peacekeepers to explain their limitations, adding that such communication with the local population often helped them become more proactive in their work. Mr. Strohmeyer noted that managing expectations was not only a communication exercise; peacekeepers themselves needed to be aware what they could do in terms of POC. Once they knew, they would be able to explain it to the communities. Finally, peacekeepers needed to consider whether the provision of protection was "a favour or a responsibility."

The Peacekeeping Partnership: Progress and Prospects

The third session was chaired by Mr. David Harland, Director of the Civilian Capacities Review in the UN's Peacebuilding Support Office, and took basis in presentations by Mr. Alain Le Roy, Under-Secretary-General for Peacekeeping Operations, and Ms. Susana Malcorra, Under-Secretary-General for Field Support. The session discussed the issue of partnerships in peacekeeping, the central tenet of the New Horizon Initiative.

Mr. Le Roy began by affirming that UN peacekeeping numbers remained very high indeed: a total of 121,000 military, police and civilian personnel currently served in 14 peacekeeping operations and one special political mission, all led by DPKO. The recent "consolidation" in peacekeeping had not resulted in fewer challenges, as demonstrated by the situations in DRC, Lebanon, Sudan, Haiti and Côte d'Ivoire.

Noting that there had been significant progress in terms of policy development, not least with regard to the protection of civilians, Mr. Le Roy highlighted the attitude toward the use of force, including against national forces. He stated that without strong and systematic coordination, cooperation and a real sense of partnership, the effective and efficient delivery of peacekeeping operations would not be possible. The indication by Southern Sudan that it wanted a future UN presence would test the UN's partnership with the Security Council, troop contributors and other stakeholders.

The New Horizon Initiative had guided DPKO and DFS in building and maintaining partnerships, which had enabled a clearer and more effective delivery of the UN's mandates and responsibilities. Launched in July 2009, the Initiative called for a renewed global partnership for UN peacekeeping that encompassed the Secretariat, members of the Security Council, the General Assembly, contributors of personnel and financial resources, and many partners from within and outside the UN system.

Ms. Malcorra began by thanking Member States for their support for the new Global Field Support Strategy (GFSS), adding that a report would soon be issued on the progress made since the strategy was issued in June 2010. She noted that efficient and cost effective support required cooperation and coordination amongst an enormously diverse group of people, organizations and processes, and across a wide range of complex and challenging environments. In addition, smooth and effective support was even more critical in periods of financial constriction, requiring the UN to be ever more flexible, agile and responsive to the need to deliver more with less.

The GFSS was based on four key principles for improvement of service delivery to the field, almost all of which relied on the key tenet of partnership both within the UN, and with key Member States. The four principles were: 1) broad consultation with Member States calling for support to the field to be considered in light of several (at times competing) objectives including increased efficiency in the use of resources, and faster and improved support to field missions; 2) optimizing service delivery within existing resources and budgets; 3) increased transparency and accountability; and 4) a strong call for engagement of civilian, military and police mission components in developing and implementing the strategy.

DFS was now focusing on four distinct but integrated pillars: 1) The creation of global and regional service centres, including the re-profiling of the Logistics Base at Brindisi as the Global Service Centre and the existing Support Base in Entebbe as a shared Regional Service Centre for missions

in the region; II) The establishment of deployment modules to include enabling capacities in order to improve the speed and predictability of the deployment of the military, police and civilian components of field missions, particularly in start-up or surge operations; III) Increased financial flexibility for the Secretary-General, with the due review and concurrence of the ACABQ to expedite the timely deployment of material and human resources to missions; and IV) The reinforcement of response capacities, a deliberate approach to securing external and building internal civilian capacities, including stand-by arrangements with contractors; military support capacities; short-term consultants and individual contractors; rapidly deployable standing and stand-by capacities, including senior-level positions and highly specialized functions; and rosters of capable and rapidly deployable capacities.

Following their presentations, the Under-Secretaries-General responded to questions from the floor. As to what would be the three most important outcomes of the forthcoming C34 session, Mr. Le Roy listed full support for the policy framework on the protection of civilians; consensus on the issue of robust peacekeeping (which some Member States preferred to refer to as “operational effectiveness”); and more clarity on the peacekeeping-peacebuilding nexus, including an articulation of the priorities of peacebuilding. Noting the need to find a new issue that could become the focus of the peacekeeping debate, another participant suggested that more attention should be given to capability gap. Mr. Le Roy agreed that progress was needed in this area, despite the sensitivities involved. Ms. Malcorra agreed that the issue was controversial, not least because it was difficult to figure out the extent of the resources required.

Considerations for Mission Leadership in United Nations Peacekeeping Operations

The purpose of this session was to present the Challenges Forum study entitled ‘Considerations for Mission Leadership in United Nations Peacekeeping Operations’, and suggest how it could be of relevance to mission leadership teams as they consider their alternatives translating Security Council mandates into effective implementation plans in the field.

Ms. Annika Hilding-Norberg, International Coordinator of the Challenges Forum, Folke Bernadotte Academy, was pleased to be able to present the recently printed Considerations Study. It had been more than two years under way and had brought together the combined experience and knowledge of numerous peacekeeping practitioners and other experts involved in stabilization, recovery and peacebuilding efforts worldwide. Given the dynamic nature of peacekeeping, the Partners were committed to revisiting and building on the Study. While gathered in New York, they had thus been considering a possible follow-up project, which would focus on best practices through the use of case studies.

The presentation of Maj. Gen. (Retd.) Robert Gordon, Senior Adviser to the Challenges Forum on Doctrine and Concepts Development, was read out by Mr. Andreas Sugar, Project Coordinator with the Challenges Forum (as Gen. Gordon had a prior commitment as Course Director at the AU SML Course held in Nairobi). Gen. Gordon’s presentation focused on the process that went into the development of the Considerations Study as well as its overarching substance. The document built on the UN Capstone Doctrine by articulating the three ‘core functions’ of peacekeeping: creating a secure and stable environment, while strengthening the State’s ability to provide security; facilitating the political process and supporting the establishment of legitimate and effective institutions of governance; and providing a framework for coordination of the activities of all UN and other international actors.

The Considerations Study aimed to develop some concepts and principles in order to operationalize those three core functions. The focus of the study, therefore, was the operational level which knitted together the various activities that need to be undertaken in the field by the leadership team to produce a mission plan. Based on a thorough analysis of all the mandates of recent missions, the Study had sought to identify the key objectives that were generic and constant for most multidimensional contemporary peacekeeping missions. It then identified various outputs, activities, benchmarks, and associate with those the responsibilities, resources, challenges, risks, and trade-offs. The Study also covered a number of considerations regarding leadership, coordination, and integration, as well as cross-cutting issues which are essential to understand the responsibilities at the mission leadership level.

Gen. Gordon's presentation concluded by highlighting the multiple utility of the Study, which could be used as an introduction or instruction to those who are new to peacekeeping, as well as a useful reference document for more experienced peacekeepers. It was also believed that it would be valuable in the context of senior mission leadership training, national and international, for the UN, but also other organizations, like the AU, which made use of the Study in the ongoing AU SM Course in Nairobi.

In the succeeding presentation, Lt. Gen. (Retd.) Martin Luther Agwai of Nigeria, who had been involved in peacekeeping in a number of important and very different capacities, focused on some of the core themes covered in the Considerations Study. Beginning with a general note, Gen. Agwai said that the complex and multifaceted nature of contemporary peacekeeping required the best possible leadership. He therefore urged Member States to nominate their most qualified people to senior positions in the field, and the Secretariat to select leaders based on their merits, rather than allow political and other considerations to determine the selection. In addition, in order to be successful, mission leaders must operate compatibly as an inclusive, coherent team, and the Study offered a number of essential considerations aimed at improving integration, both within the mission, as well as with the UN Country Team and national and international actors.

Gen. Agwai emphasized the political nature of contemporary peacekeeping, which required mission leaders to constantly gauge and re-adjust every single decision on the basis of the principles of impartiality, the non-use of force, legitimacy, credibility, and promotion of national and local ownership. However, since the success of a political process rested upon a number of factors beyond the mandated activities of a peacekeeping operation, it was crucial to enlist the engagement and support of the international community, from the initial negotiations to end a conflict to the final stages of peace consolidation.

In conclusion, Gen. Agwai discussed where and when the role of peacekeeping came to an end, including the relationship between peacekeeping and peacebuilding, and the importance of enabling and strengthening the capacity of local actors. Although peacekeeping operations rarely were in the lead on many of these efforts, their presence and access helped create an environment that allowed the improvement of essential infrastructure and social and economic reform. Focusing on the return and reintegration of refugees and IDPs, Gen. Agwai highlighted the direct role of a peacekeeping mission in establishing safe and secure conditions, both before, during and after the return. He noted the usefulness of the Study's list of challenges and risks related to return and reintegration, for example the fact that camps may become militarized, politicized and the centre of tension and conflict. Or the fact that IDPs may be reluctant to move back to their areas of origin after prolonged periods in camps, as he had himself witnessed in the case of the Kalma camp in Darfur.

Gen. Agwai said that he would have been happy to have had such a study before going to Sierra Leone and a revision of it before deploying to Darfur, and he hoped that it would serve as a useful companion for peacekeeping leaders around the world.

Managing Consent and Bridging the Peacekeeping-Peacebuilding Nexus

Organized as a working lunch, this session continued the focus on some of the most pressing challenges for mission leadership teams in the field. Chaired by Mr. David Harland, the session featured presentations by Mr. Edmund Mulet, SRSO and Head of MINUSTAH; Ms. Ameerah Haq, SRSO and Head of UNMIT; and Ch. Supt. (Retd.) David Beer, International Policing Adviser, Pearson Peacekeeping Centre, Canada, and former Police Commissioner of MINUSTAH.

Mr. Mulet provided a very candid assessment of the situation in Haiti and the difficulties facing the country as well as MINUSTAH. He believed that, to some extent, a UN mission had been deployed in Haiti because the international community had no better tool at its disposal to prevent a potential civil war and break the cycle of chronic political instability. Some observers had hoped that the earthquake in January 2010 might have been the catalyst for change, but unfortunately the tragedy had increased the polarization of Haitian society and destroyed the infrastructure of the government.

Underlining that peacekeeping operations were part of a nationally-owned process, Mr. Mulet noted that missions would never be more successful than the governments they were sent to assist. UN advice and support must be underpinned by a government vision. Since MINUSTAH was mandated to support the Government in fulfilling its responsibilities, its long-term success was largely contingent upon the quality of its relationship with the Government. Sometimes, progress had been hampered because of a lack of trust between Haitian and MINUSTAH counterparts caused by different approaches and priorities. The question of trust was compounded by the fact that national and international actors might work at a different pace.

Despite the efforts of several international missions and investment of billions of dollars, the rule of law remained very weak in Haiti, undermining the confidence of the people in their government and allowing corruption to flourish. Mr. Mulet stressed that the rule of law went beyond police, prisons, justice; it was also about having a land registry, a birth registry, construction and building codes, commercial laws, the capacity of the State to collect taxes, to guarantee a level of legal security to promote entrepreneurship, investments, job creation, and to facilitate economic development. He identified three principal reasons for the weak state of rule of law in Haiti: 1) interventions in support of the rule of law had largely been donor-driven rather than pushed by domestic constituencies; 2) the effectiveness of donors' efforts had been undermined by persistent bilateralism; and 3) informal, client-patron networks provided a viable and often more efficient alternative to the slow-moving State apparatus.

Finally, the humanitarian and recovery effort post-earthquake continued to be confronted by a number of challenges linked to Haiti's underlying institutional and structural weaknesses. The main challenge for MINUSTAH, UN agencies and other humanitarian partners lay in the fact that this was essentially not a "rebuilding effort", but a transformation, building something new that could not be addressed in merely one year of humanitarian response.

Ms. Haq began by saying that the nexus between peacekeeping and peacebuilding had been very much on her mind since she took up the assignment in Timor-Leste in 2009. Since the crisis in

2006, which had led to the deployment of UNMIT, the country had come a long way. Successful elections were held in 2007, and Dili was now a bustling and peaceful city.

Ms. Haq believed that the greatest accomplishment of any mission was to achieve its own obsolescence. An effective transition process required a mission leader to be innovative, while focusing on national ownership, trying to define success at all stages, and ensuring smooth withdrawal through unity of efforts. In Timor-Leste, the mission had established a high-level committee together with the national authorities to oversee the transition – a mechanism which had further helped to invigorate relations between the mission and its interlocutors.

In conclusion, Ms. Haq deemed that one of the most important attributes of a mission leader was the courage to stand up and speak; in other words, be frank with national and international partners. Equally, mission leaders should be able to sit down and listen to the views and grievances of local stakeholders, even if the messages might be unpleasant at times. In short, a good and effective mission leader had to be innovative and courageous, and be able to speak and listen.

Mr. Beer's presentation discussed the issues of human resources, operations (elections, information analysis), and leadership, in particular from a police perspective. He began by noting that having sufficient human resources with the appropriate experience and expertise, and deployed in a timely fashion would be a constant preoccupation of mission leaders. This reality was particularly pressing with regard to the police component which was often contributing to the mission mandate in a number of different ways (security, establishing rule of law, developing capacity in the justice sector or supporting host state police operations).

Peaceful and credible elections and the establishment of electoral organizations were vital parts of political transition, and a benchmark of mission progress. At the same time, mission leaders had to be alert to the fact that an election very often consumed so much attention of the host government that all other priorities were effectively ignored. Therefore, missions should consider election planning proactively, as early as possible, and as a specific development opportunity.

With regard to information analysis, Mr. Beer noted that an effective and efficient Joint Mission Analysis Centre (JMAC) could support the mission leadership in all facets of the operation, including mission security, risk management, trends and patterns of behaviour, situational monitoring, public opinion, and media reporting. The police component, widely deployed, working at operational and developmental levels, and engaged in matters of security, organized crime, and public order, was in a unique position to see, hear and report, and thus contribute to the JMAC.

Finally, Mr. Beer highlighted the leadership role of a UN mission vis-à-vis national and international partners. Since this role might demand a certain level of intrusiveness, the importance of having created professional relationships, established credibility, and built trust was self-evident. The status of mission management relationships needed to be examined, monitored and critically assessed on a routine basis. While the building of relations was critical in all missions, it was particularly relevant for operations with significant police and rule of law mandates dealing with highly sensitive issues, such as corruption, vetting of public officials, transparency of process, and systems of accountability.

In response to a question from the floor concerning the balance between allowing local ownership and pushing for progress in certain areas, Mr. Mulet noted that sometimes it was very difficult to

change deep-rooted cultures and ways of doing things. The challenge lay in convincing local stakeholders about the need for change, including through campaigns aimed at informing populations about their rights and urging them to demand action from their leaders.

A New Horizon for Enabling Peacekeeping Capabilities for the Future

The purpose of this session was to discuss which capacities and capabilities were required and how they could be effectively enabled in the challenging environment of contemporary peacekeeping. The session was chaired by H.E. Mr. Gilles Rivard, Deputy Permanent Representative of Canada. Panellists were Lt. Gen. Muhammad Umer Farooq, President, National Defence University of Pakistan; Lt. Gen. Babacar Gaye, Military Adviser, DPKO; Mr. Jean-Marie Guéhenno, Patron of the Challenges Forum and former Under-Secretary-General for Peacekeeping Operations; and Ms. Victoria K. Holt, Deputy Assistant Secretary in the Bureau of International Organization Affairs, US Department of State.

Gen. Farooq stressed the need for capacities that could deal with intra-state conflicts and problems such as organized crime. He believed that the UN should be given flexible rules of engagement, as well as the oversight and intelligence capabilities required to track and pursue perpetrators of international crimes. He further noted that the multinational character of UN peacekeeping could at times pose challenges, not least with regard to the understanding of different concepts in the field of peacekeeping. Finally, he said that it was important that discussions on robust peacekeeping not only focus on hardware, but also consider mandates and flexible rules of engagement.

Gen. Gaye lauded the commitment in recent years to the issue of protection of civilians, noting at the same time that it called for the development and availability of specific capabilities. He also believed that more attention should be given to opportunities for inter-mission cooperation. In this context, he highlighted the positive contribution by UNMIL (in Liberia) in support of UNOCI (Côte d'Ivoire), on less than 48 hours' notice.

Mr. Guéhenno noted the increased focus on civilian capacities, adding that the Secretary-General had asked him to chair an advisory group on the issue. While it was recognized that today's mandates required broad expertise, he questioned whether the right systems were in place to ensure that the right people were deployed in the right places. Although a core group of civilians were needed in all missions, a range of capabilities (e.g. experts on customs or natural resources) had to be hand-picked. The Secretariat could not be expected to generate such expertise on its own, and should therefore be able to rely on its partnership with Member States. Mr. Guéhenno believed that the UN should pay great attention to the kind of capacities required in various scenarios, and help governments in prioritizing in this regard. Regrettably, at times the UN was better at substituting (and sometimes undermining) national capacities than supporting them.

Ms. Holt noted that, in the field of peacekeeping, the needs would always be somewhat unpredictable. In some cases (e.g. after the Haiti earthquake), the international community had come together and deployed a range of capabilities on short notice, while in other scenarios preparations were inadequate for events that could be planned in advance (e.g. elections). In terms of specific capacity gaps, she highlighted logistics and mobility assets; while there were no easy answers on how to overcome the shortfall, she believed that stakeholders should broaden the conversation, possibly to include incentives and other measures that might improve the present situation.

The presentations were followed by a substantive discussion. Questions and comments from the floor concerned the establishment of effective JMACs and situational awareness; the deployment of reserves; the need to broaden the discussion on peacekeeping-peacebuilding nexus to include peace-making; the need to ensure coherence and coordination when developing different elements of a country's national security architecture; the ability of mission leaders to make quick decisions while implementing a long-term mandate; and what to do when ambitious mandates were not have the full support of the Security Council.

In their responses, the panellists raised a number of points. Given its significant position in a mission, a JMAC needed to be staffed by high-quality people with appropriate skills (including local languages) and should receive information from all components, not least the "eyes and ears" of a mission, such as civil affairs and police. With regard to the security sector, missions should consider a range of factors, including economic aspects and political dimensions related to the power that came with controlling the security forces. Once again, the need to find a balance between shaping processes and allowing local capacities to develop was stressed (i.e. "speaking versus listening").

It was also noted that the success of leadership depended in large part on the ability to understand and orchestrate the use of the many resources that were available to a mission. Further, there was a need for a better system to identify future leaders. Finally, the point was made that peacekeepers on the ground were the embodiment of the international community, and hence there should be no distance between the Security Council and a mission. In reality, however, the burden of peacekeeping, including those operations with ambitious mandates, was not very widely shared.

Concluding Remarks

The discussions of the first day of the Seminar concluded with remarks by Mr. Guéhenno and Ms. Hilding-Norberg.

Mr. Guéhenno began by observing that the existing system was in many ways rather dated, since the UN was an organization of states working for the people. Commenting on Mr. Le Roy's reference to the difficult discussion on the use of force against rogue forces, Mr. Guéhenno noted that it was a practical as well as political issue with implicit trade-offs. In any event, missions always needed the strategic consent of the state in question.

With regard to the protection of civilians, Mr. Guéhenno echoed earlier panellists saying that efforts had to be much broader than physical protection. Basically, the aim should be to create an environment in which the civilian population felt secure. He also noted that there was an inherent problem in the word "protection", in that it projected a notion of "us-them", when the objective should be to empower and build trust. Once the feeling of powerlessness began to disappear, the transformation was at hand. Although much depended on policies at the strategic level, the actions and attitude of each and every member of the mission mattered. Once a mission lost the trust of the population, it lost ground that would be hard to regain. In turn, once you built trust, it would lead to access to information and the start of a good circle.

In conclusion, Mr. Guéhenno underlined that leadership was also about the capacity to inspire others, through humility as well as strength. Striking a balance between when to stand up and speak and when to sit down and listen was not easy, but it could be nurtured through training.

On behalf of the Challenges Partnership, Ms Norberg thanked all those that had contributed to the first day of the Challenges Forum Seminar 2011, in particular the Co-Hosts Australia, Pakistan, Sweden and including Egypt, who had taken full part in the preparation of the Seminar Meeting.

Commenting on both the seminar discussion of the day and the purpose of the Challenges Forum as a whole, Ms. Norberg highlighted the speaker stressing that where there is a will, there is always a way. This is what the Challenges Partnership was all about. The Partners have a will to engage, to share, to learn and to think ahead, to develop stronger, more effective, and more inclusive approaches to building our national and international capacities for peacekeeping today and in the future. The Challenges Partnership had presented several major reports and the discussion held had generated a number of thoughts for reflection and recommendations for action.

Ms. Norberg concluded that there was a need to further develop our thinking, mobilize our resolve and commit our human, financial and intellectual resources, to make at least the most important improvements happen. Initiated in 1996, some 15 years ago, the Challenges Forum was aimed to foster a global community of civilian, military and police peacekeeping colleagues. Such a common and collegial community was a fundamental criteria for the International Community to be able to address the challenges of modern peacekeeping and peace operations.

Challenges Blue Forum

What are the Most Critical Police Peacekeeping Challenges for the Future?

The purpose of this session was to discuss current and emerging critical challenges and opportunities of policing in peace operations in the broader rule of law and security institutions context. The Blue Forum coincided with the annual meeting of Police Commissioners and Advisers from the 14 missions with police components. The session was chaired by Commissioner Ann-Marie Orlor, Police Adviser and Director of the Police Division, DPKO, and included presentations by Mr. Gautam Sawang, Police Commissioner in UNMIL, and Mr. Rudolfo Landeros, Senior Police Adviser in UNIPSIL. The ensuing interactive discussion with the floor involved a panel of UN Police Commissioners and Senior Police Advisers from the field, listed below in alphabetical order:

- Maj.Gen. Jean-Marie Bourry, Police Commissioner, UNOCI
- Mr. Luis Carrilho, Police Commissioner, UNMIT
- Mr. Moussa Coulibaly, Senior Police Adviser, UNPOS
- Ch.Supt. John Farrelly, Senior Police Adviser, UNFICYP
- Mr. Nelson Werlang Garcia, Senior Police Adviser, UNIOGBIS
- Supt. Ann-Kristin Kvilekval, Senior Police Adviser, UNAMA
- Ms. Agathe Florence Lele, Senior Police Adviser, BINUB
- Dir.Gen. James Oppong-Boanuh, Police Commissioner, UNAMID
- Mr. Marc Tardif, Acting Police Commissioner, MINUSTAH
- Mr. Mustafa Resat Tekinbas, Senior Police Adviser, UNMIK
- Mr. Klaus-Dieter Tietz, Acting Police Commissioner, UNMIS
- Cont.Gen. Abdallah Wafy, Police Commissioner, MONUSCO

The discussion was moderated by Dr. William Durch, Senior Research Fellow at the Stimson Center.

In her opening remarks, Ms. Orlor raised five points related to the most critical challenges facing police peacekeeping. The first concerned the high demand for international police peacekeepers; a trend that appeared to endure for the present and foreseeable future. Ms. Orlor asked whether the Member States would be able to sustain the current supply of police peacekeepers and not only maintain their quality, but also look to improve upon it.

The second point related to the complexity of tasks, which included interim policing with executive powers; operational policing support; and reform, restructuring and re-building of police institutions. The third point concerned the growing need for more specialized policing capacities, which affected recruitment processes and procedures. While the Police Division had established a dedicated capacity for selection and recruitment, it needed the cooperation of Member States when it came to meeting certain standards regarding the quality of police officers and the skills needed in missions. In this regard, the question was how to make peacekeeping assignments more attractive professionally to police officers as well as their respective police services?

The fourth point concerned gender-balanced policing and the goal to increase the share of female police officers to 20 per cent by 2014. Again, this required the partnership of the Member States. The fifth and final point related to the emerging challenge of serious and organized crime that was prevalent in many conflict areas. Combatting organized crime required engagement from all components of peacekeeping operations, and the effective integration of criminal information analysis capabilities.

Mr. Sawang provided an overview of the challenges facing the police component in the UN Mission in Liberia, which currently found itself in phase 3 of drawdown. UNMIL's police component worked closely with the national police, which was seriously challenged by logistical shortfalls and consisted of very young and inexperienced officers. UNPOL's mandate was very broad and the component faced its own challenges, including with regard to excessive expectations; problems with recruitment; fluid circumstances on the ground; difficulties in "selling" the need for institution-building; a prevailing negative attitude toward the local police due to past experiences; and general challenges related to the multidimensional nature of the mission.

Mr. Landeros' presentation focused on UNIPSIL's efforts in combatting transnational organized crime, in particular the illicit trafficking of drugs (especially cocaine). The West Africa Coast Initiative (WACI) had been successful in a number of areas, not least in helping the Sierra Leone Police establish international contacts and relations with key partners. In order to carry forward the efforts, UNIPSIL and WACI would continue to require police officers with the right skills. While aware that Member States found it hard to spare officers with specialized skills, Mr. Landeros urged them to send their best people. Noting that the efforts in West Africa helped prevent illicit drugs from entering Europe, he also urged Member States to provide additional funding for WACI.

Before taking questions from the floor, Dr. Durch raised a number of points and questions for the consideration of the panellists. Context mattered, since UNPOL were involved in cultural change, which always took time. Quality mattered, because with the right people the UN could achieve more with fewer staff. Leadership mattered, because good leaders would inspire the rest of the mission. The deployment of female officers mattered, because they were in a better position to communicate with women who very often were the main victims of conflict.

The first question from the floor concerned efforts to attract more police officers to UN missions. Panellists stressed that the UN needed to promote the activities and achievements of UNPOL, as well as inform the Member States of skills required by police officers. It was also suggested that regional training centres should pool their resources, and that there should be increased emphasis on preventive approaches, such as WACI. Furthermore, there was a tendency that those serving in UN operations did not receive proper credit upon their return to their national services; a change in attitude was therefore needed. With regard to the recruitment of more female officers, new approaches and incentives should be considered, e.g. shorter periods of deployment.

In response to a question about early efforts by UNPOL, the relationship with the justice system was highlighted. Panellists also mentioned the challenges related to the prevalence of traditional mechanisms of justice, as well as the gaps between the police and corrections services. It was also noted that missions needed more experts in criminal law and prosecution to be embedded with local judiciary, and that SSR processes should be holistic in nature and integrated in approach.

With regard to questions on intelligence and cooperation between the UN and INTERPOL, Ms. Orler outlined a number of initiatives, including joint and study visits to missions and UNHQ, respectively. She also noted that it had become more acceptable to talk about intelligence capacities for the UN, and that there was a move toward building such capacities at UNHQ as well as missions. Other panellists that intelligence gathering started with foot patrolling and a thorough understanding of the society in which you operate. In Côte d'Ivoire, UNPOL involvement in mentoring had resulted in a network, which was a useful source of information, not least during times of change. In Darfur, UNPOL had helped bringing together local police and the civilian population, for instance through organizing events, such as football matches.

Panellists explained that, although an expensive programme, WACI was a very useful initiative which had provided training and assistance in a number of areas, including judiciary, customs and immigration services, and coast guards. In addition, it had showed that the international community had taken a stand in West Africa.

Finally, a question triggered a discussion on how to achieve the goals of UNPOL in partnership with others. A panellist stressed the need to work closely with UN agencies in order to avoid gaps. Another noted that cooperation could be a challenge due to limited human resources; e.g. in Afghanistan there was a real potential for working with other partners, but the small police component in UNAMA found it hard to meet the demands. In Sudan, the success of an inter-agency coordination mechanism established for the purpose of the elections had resulted in it becoming a more permanent body.

Ms. Orler concluded the session with a few observations on issues raised during the discussion. Noting that WACI was a pilot project, she said that the aim was to broaden the scope of the programme from five to all 15 ECOWAS members. She also stressed that UNPOL did not fight organized crime but only helped build important local capacity. Ms. Orler said that she never called it a police "force" but rather a "service". There was a big difference in perception, and she noted that, in his/her work, a police officer might need 5 per cent "force" and 95 per cent "service". In conclusion, Ms. Orler expressed the hope that the session would yield some concrete results, and she encouraged participants to carry the spirit with them to the forthcoming C34 deliberations.

Challenges of Rule of Law and Security Issues in United Nations Peacekeeping Operations

The purpose of this session was to highlight some of the challenges of rule of law (RoL) and security issues that exist in contemporary peacekeeping missions. It was chaired by Mr. Guéhenno, and featured presentations by Mr. Dmitry Titov, Assistant Secretary-General, Office of Rule of Law and Security Institutions (OROLSI), DPKO; and Mr. Jordan Ryan, Assistant Secretary-General and Assistant Administrator of the United Nations Development Programme.

Mr. Guéhenno began by welcoming the Challenges Blue Forum, which was a very significant signal about the critical importance of police and RoL in modern peacekeeping. RoL was central in restoring confidence and establishing a sense of security, without which there would not be peace. If the State was unable to provide security, people would look to other groups and factions. He noted that building RoL institutions and authorities was even about basic things, such as providing equipment and uniforms, which would help to inspire pride as well as respect.

As Under-Secretary-General, Mr. Guéhenno had pushed for the establishment of OROLSI, since he believed that even effective police would have no staying power if it was not complemented by working judiciary and corrections. Even during emergencies, reassurance had to be built through these three pillars. They were of course equally important in longer-term development, when they had to be supported by a good legal system (e.g. with regard to land rights). Finally, he stressed that the challenging issues of RoL required the combined efforts of many parts of the UN system.

Mr. Titov started by commending the Considerations Study, which he considered a very strategic document with great resonance. He subsequently noted the increasing importance and centrality of RoL in Security Council mandates, adding that he did not see any institutions that might be in a position to replace the UN in this area. In an effort to constantly evolve and improve, the Secretary-General had initiated a review of the impact of UN RoL assistance, with input from the Rule of Law Resource and Coordination Group and interested Member States. It was hoped that the review's recommendations would help reduce parallel or duplicative interventions and structures, and allow each actor to play to its comparative strength in the rule of law area.

RoL and security challenges in post-conflict settings were now at the forefront of the understanding of what DPKO must focus on and deliver in the years to come. But the United Nations capacities and resources remained inadequate to support peacekeeping and foster peacebuilding anywhere near the degree desired. With regard to the linkages between police, justice and corrections, Mr. Titov quoted an OROLSI saying: "police are the most visible, justice is the most complex, and corrections is the most neglected." Ensuring that these three areas received the attention and resources they deserved was a core objective of OROLSI.

Mr. Titov stressed that the lack of buy-in or even basic understanding and acceptance of work by the national authorities could adversely affect the design and implementation of reforms. While it was agreed that that local ownership was the key element of sustainable reform, peacekeeping operations had yet to determine what local ownership meant and how it could be implemented in philosophy and in practice. In this context, however, institution-building was regarded a critical component of peacebuilding as well as the overall peacebuilding effort, and should start early and be sustained not only for years, but decades. Access to reliable, early and flexible funding was required to advance this goal.

Mr. Ryan underlined that security and RoL were fundamental for development efforts. Like others, he emphasized the need to build national capacities which could take part in the discussion and eventually lead and take over. The two main aspects of capacity development were technical assistance and accompaniment or mentoring. UN and other actors had to be prepared to work with and for national stakeholders from the outset and over an extended period, since without long-term engagement there would be no transformation. With regard to the discussion about possible duplication of efforts, Mr. Ryan noted that there were more gaps and overlaps.

Concluding Remarks of the Blue Forum and Looking to the Future

The Seminar ended with concluding remarks by Mr. Håkan Wall, Deputy Head of Special Operations Division, National Criminal Police of Sweden; and Ms. Annika Hilding-Norberg. Since the discussions had exceeded the allocated time, their remarks were brief.

Mr. Wall underlined that the complexity of recent mandates required a strategic framework for international police peacekeeping. Echoing earlier discussions, he highlighted the need for increased capacity for intelligence-led policing, which was the basis of policing in most countries. Also, in order to increase operational effectiveness and better reflect the communities, there was a need to recruit more female police officers. Finally, Mr. Wall noted the role of police in peacebuilding, saying that police were the bridge between peacekeeping and peacebuilding. He hoped that the Challenges Forum could continue to be a platform for discussing the increasingly important field of UN policing.

Ms. Hilding-Norberg stated that police efforts needed partners and support. Commending the discussions of the day, she noted that they were just the beginning. She urged all participants to reach out and convey the important messages to the police services in their respective countries.