Entering 2017: Strengthening Collective Preparedness for Future United Nations Peace Operations

1. A Challenges Forum Workshop was held on 10-11 November 2016 in Bali, Indonesia, on the theme *Entering 2017: Strengthening Collective Preparedness for Future UN Peace Operations*. The workshop was officially opened by H.E. Ambassador Hasan Kleib, Deputy Minister for Multilateral Affairs, Ministry of Foreign Affairs of the Republic of Indonesia, and heard remarks from Mr Hervé Ladsous, Under-Secretary-General for Peacekeeping Operations, as delivered by Dr. Oliver Ulich, Head, Peacekeeping Partners Team, Division for Policy, Evaluation and Training, Departments of Peacekeeping and Field Support United Nations (UN) as well as from Director and Founder of the Challenges Forum, Ms. Annika Hilding-Norberg.

2. During the opening session, speakers highlighted the need to contribute to better planning and conduct of increasingly complex and multidimensional UN peace operations, in particular bearing in mind the 2015 reviews of the UN peace and security architecture.[1] There is a need to build on the momentum that the series of reviews created, 2015-2016 also saw the hosting of high-level meetings to generate more peacekeeping capacities and capabilities to better match current needs in the field. With the incoming UN Secretary-General comes an opportunity to step up efforts to operationalise the recommendations and promote their effective implementation in close consultation and partnership with Troop/Police Contributing Countries (T/PCCs). The opening speakers also emphasized the importance of strengthening triangular cooperation between the

Contributors
The workshop gathered key experts and policy-makers on peace operations, including police, military and civilian peacekeepers, from some of the main troop and police contributing countries, the UN secretariat and regional as well as international organizations.

The views expressed in this paper are those of the author and do not necessarily reflect the views, opinions or position of the Challenges Forum Partnership, Secretariat or workshop hosts.

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[1] For the purpose of this particular workshop, the term UN peace operations refers to the term as applied by the High-level Independent Panel on Peace Operations (United Nations, Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people, A/70/95-S/2015/446, 17 June 2015) encompassing activities included in both UN peacekeeping and peacebuilding.

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Security Council, the Secretariat and T/PCCs.

3. The aim of the workshop was to contribute to the important work of enhancing UN peace operations with a focus on collective preparedness and on improving missions' capabilities. Against this backdrop, participants were invited to deliberate upon key issues of common interests and concerns in three panel discussions on: i) enabling capabilities; ii) capacity-building; and iii) regional arrangements and perspectives. This was followed by discussions in smaller break-out groups to generate concrete recommendations on possible next steps.

4. This report summarises some of the main points raised in those deliberations and discussions.

Entering 2017: From Reviews and Reforms to Ensuring that UN Peace Operations Capacities are Fit for the Future

5. The 2015 Peace and Security Reviews provide a blue print for future UN peace operations.[2] They are instrumental to ensure that UN peacekeeping remains effective, efficient and responsive, as well as fit-for-purpose in today's environment. The year 2017 will be the year to implement recommendations from the reviews and further peacekeeping reforms, including to materialize Member States' pledges.

6. Collective efforts are critically needed as the demand for UN peacekeeping operations is greater than ever before; coupled with changing and increasingly violent environtments faced by peacekeepers where, at times, there is no peace to keep. The majority of pledges received from Member States during the last two years as a result of high-level meetings on peacekeeping[3], have been registered in the United Nations Peacekeeping Capability Readiness System (UNPCRS).[4] Nevertheless, there are some remaining gaps—old and new—that need to be addressed collectively including: military helicopters, Quick Reaction Force Companies, medical capability, use of technology and intelligence units, and doubling the number of women peacekeepers by 2020.

7. It was argued that the UNPCRS system needs to be implemented with the strong support of the contributing countries, while at the same time, the Secretariat ought to consider incentives for the troops that have already been registered in the UNPCRS. The UN Secretariat have proposed in its Contingent-Owned Equipment System (COE) working group paper, a partial reimbursement of maintenance cost, which needs to be discussed

[2] HIPPO Report, United Nations, The Future of United Nations Peace Operations: Implementation of the Recommendations of the High-level Independent Panel on Peace Operations, Report of the Secretary-General, A/70/357-S/2015/682, 2 September 2015, UN Women, Preventing Conflict, Transforming Justice, Security the Peace, A Global Study on the Implementation of United Nations Security Council resolution 1325, 2015, United Nations, Challenge of Sustaining Peace: Report of the Advisory Group on the Review of the Peacebuilding Architecture, A/69/968-S/2015/490, 30 June 2015.
[3] For more information about the pledges, see United Nations Peacekeeping, Leaders' Summit 2015, www.un.org/en/peace-keeping/operations/leadersummit.html (accessed 27 January 2017).
[4] With the aim to establish a more predictable and dynamic process of interaction between the UN Headquarters and the Member States to ensure readiness and timely deployment of quality peacekeeping capabilities, the UNPCRS replaced the UN Standby Arrangement System (UNSAS) in July 2015. For more information, see United Nations Peacekeeping, Military, www.un.org/en/peacekeeping/issues/military/ (accessed 26 January 2017).

with Member States during the COE Working Group Meeting in 2017.

8. But capability is not only about numbers, technology and equipment. It is also about doctrine and training, and ultimately, about the determination to implement mandated tasks. Furthermore UN peacekeeping performance strongly depends on effective, professional and accountable leadership, both at headquarters and in missions.

9. The quality of dialogue has to be improved amongst relevant and key peacekeeping stakeholders in the UN system. The UN Special Committee on Peacekeeping Operations (C-34) should hold joint meetings with the C-34 and UN Security Council's Working Group on peacekeeping operations, and the Secretariat should hold more regular briefings with T/PCCs. This will help ensure that cooperation is based on trust and transparency.

10. The nature of UN peace operations and the role of police components have evolved significantly over the past two decades, yet the approach taken and the capacity provided by Member States has remained largely unchanged. As such, the UN Police must be field-and results-oriented, and involve both successful protection of communities, and the development of host-State police capabilities.

Entering 2017: What Capacity-building is required for Successful UN Peace Operations? What Cooperation is Necessary to Turn Visions and Plans into Reality?

11. Partnering in training and capacity-building activities is essential to help bridge the gaps on this key area. The UN Secretariat needs to strengthen its role in improving coordination among the capacity-building efforts of various actors, with the aim to establish sustained relationships with contributing countries. Common training curriculum is needed in order to ensure standardized knowledge and capacities for UN peacekeepers during pre-deployment training, taking into account that different missions require different types of training.

12. The UN must consider ways to better institutionalize triangular cooperation between the UN Security Council, the Secretariat and contributing countries during all stages of mandate drafting. Renewed efforts should be made to achieve the best possible clarity of mandates and ensure a high-level of preparedness of contributing countries.

13. The UN DPKO and DFS need to continue their efforts to enable responsive capabilities, in particular with regard to readily deployable civilian capacity, through the betterment of, and more transparent, civilian recruitment. To this end, efforts to strengthen outreach are key to broaden and deepen civilian capacities from developing countries and among women.

14. UN peacekeeping operations need to be robust in their mandates as well as in their activities and programmes. However, it is also important to ensure that the robust roadmap is aligned with the three basic peacekeeping principles, in particular impartiality and consent of the host countries.

15. A certain lack of clarity remains on the use of force. With the requirement to protect people during fragile operations, there is a need to agree on when and how to use force. The UN Secretariat needs to develop relevant guidance to this end, which needs to be 'home-grown' and closely consulted with Member States, including host countries and T/PCCs.

16. The role of women in UN peace operations is absolutely essential. There is a need to increase the participation and empower women by promoting gender equality in UN peacekeeping. The proportion of women has to increase in all categories and at all levels of UN peacekeeping, both at headquarters and in the field.

17. The UN and Member States need to strengthen their ability to, and create a mechanism for, addressing cases of sexual exploitation and abuse and misconduct by UN peacekeepers, including the investigation of these crimes and bringing those responsible to justice.

18. Another important issue is the ability of the missions to manage expectations of the local community. Outreach programmes are crucial to enhance interactions with local populations, including civil society.

Entering 2017: Evolving Regional Perspectives and Arrangements in Support of UN Peace Operations – Status and Direction

19. Regional organizations carry out valuable work in supporting UN peacekeeping and in enhancing the common ability of their Member States to contribute to peacekeeping, including through the development of capabilities and capacity-building. The ASEAN Peacekeeping Centres Network (APCN) is a good case in point. However, cooperation between the UN and regional organizations can be improved, in particular between the UN and the African Union (AU). Overall the role of African countries in peacekeeping could be enhanced with an emphasis on lessons learnt and the sharing of best practices.

20. UN peace operations need to become better at engaging with, and including, local communities and perspectives in their short- and long-term strategies, and at connecting the local with the global level.

21. The second day of the workshop consisted of three break-out groups on enabling capabilities; strengthening capacity-building; and developing police-military relations. Some of the key suggestions for the next steps that were made during these discussions are presented below.

22. The international community needs to work closer together when trying to bridge the gaps for the betterment of UN peace operations. This includes bridging the gap between the different stakeholders when it comes to designing mandates as a way to build confidence between them from the outset. Strategic communication and effective information-sharing will be key for success in this regard.

23. There is a need to build more social compacts between peacekeeping stakeholders and host nations. Ownership is essential for the success of the missions and this requires strategies for securing the support of, and promoting, local communities. Regional organizations can play a particularly important role in this context.

24. For UN peace operations to become more efficient, mission mandates have to be clear and less ambitious, with more realistic and achievable tasks, and they have to be bridged with the available means and capabilities. Wherever there are both police and military responsibilities these have to be clearly delineated, however, within an overall integrated approach.

25. Important improvements remain to be made in the relations and communications between UN peace operations' military, police and civilian components for a clearer and more effective mission leadership. Enhanced coherence will help improve trust in the missions as well. This is particularly important during mission drawdown

Conclusion

26. Participants expressed their appreciation to the Government of the Republic of Indonesia for its leadership and for hosting the workshop. It served as a forum to deliberate and discuss challenges of increasingly complex mission environments, as well as key issues of common interests and concerns in contributing to UN peacekeeping.

27. The workshop underlined the importance of partnership and leadership for achieving more effective UN peace operations, as well as the need for all stakeholders to achieve more coherence in the implementation of Security Council Resolution 1325 on Women, Peace and Security.