

DESIGNING MANDATES AND CAPABILITIES FOR FUTURE PEACE OPERATIONS

RECOMMENDATIONS

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

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

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

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

THE REPORT AND ITS RECOMMENDATIONS

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

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

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

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

Equipping Peace Operations to Better Adapt to Evolving Operational Environments

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

- E** The UN Secretariat should, in close cooperation with Member States, revise the existing DPKO/DFS AC2 policy in accordance with the evaluation and recommendations put forward in the 2011 DPET report, so that it is an integrated policy document that clarifies military, police and civilian relationships while respecting their expertise, responsibilities and roles, and standardises institutional structures at the mission level. The new policy should be widely disseminated to Member States, in particular to TCCs and PCCs, so that they can better prepare, plan and train their forces in line with the policy.
- F** The UN Secretariat, supported by the Member States, should develop stronger crisis management structures within DPKO/DFS. This could be achieved by enhancing the role of the UNOCC to allow it to become a more strategic Crisis Management Centre. A reinforced UNOCC, augmented by the appropriate leadership, should focus on supporting the relevant missions, be ready-equipped with decision-making aids and communications, be able to exercise command authority over the missions, be staffed by experts both in crisis management and in the region concerned, and be able to take on the conduct of at least two crises, if not three, at the same time. This will require subsuming during crises much of the role and resources of the IOTs.
- G** The UN Secretariat should strengthen and empower the Senior Leadership Appointment Section (SLAS) in the DPKO/DFS in order to improve the selection, training, preparation and mentoring of senior leaders. Participation in relevant senior leadership training should be mandatory and assessing the performance of participants at senior leadership training should be considered.
- H** Peace operations should adopt fit-for-purpose tools and technologies, with the support of UN HQ and continuously seek and apply new technological innovations as necessary. Member States should provide adequate resources—human and financial—to do so. This could include a review and modernization of the deployed DPKO/DFS C4I (Command, Control, Communication, Coordination and

Information Systems) infrastructure in line with international best practice and current technology.

- I Together with the academic community and drawing on the expertise of mission personnel, the UN Secretariat should carry out a careful analysis of lessons from the use of new technologies in peace operations (like the use of UAVs). The results should be shared widely with Member States. Building on the lessons learned, existing Standard Operating Procedures (SOPs) on the use of monitoring and surveillance technology should be updated and complemented with guidance in additional areas as needed. If, for example, UAVs are provided by Member States, rather than a commercial contractor, further clarification may be needed on their treatment as Contingent Owned Equipment.

Strengthening Effective Cooperation and Coordination

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

- J The UN and troop and police contributing countries, and countries that contribute non-uniformed civilian personnel should strengthen their cooperation and coherence. Enhanced efforts to harmonise and increase the effectiveness of cooperation between the UN and regional organizations should also be a priority. New actors involved in peace operations should uphold UN standards.
- K The UN Secretariat, in close cooperation with Member States, should develop enhanced policy and guidelines for integrated mission police and military command mechanisms that ensure effective planning and communication, and support clear command and control in high tempo joint operations. These mechanisms should be tested at the mission level through crisis management exercises, also involving external expertise.

- L Strategic level mechanisms in UN HQ should be reviewed to achieve an improved level of triangular cooperation between the Security Council, the Secretariat and TCCs/PCCs. The Security Council should make better use of its Working Group on Peacekeeping Operations to provide a more senior and highly qualified advisory group, especially on matters of security. The Security Council needs budget sheets prepared by the Secretariat before creating any new peacekeeping operation or before the renewal or strengthening of the existing ones. In this way there might be better alignment between mandates and the resources needed to implement them.
- M The Security Council and the Secretariat should do more to keep Member States informed of the strategic direction of missions, and the Security Council needs help with assuming its strategic responsibilities and carrying out its planning and oversight functions effectively. In addition, Member States should ensure that their representatives in New York are fully prepared for consultations with the Security Council and the Secretariat. The Secretariat needs stronger mechanisms to create a unity of command and purpose to support missions in the field at the strategic level.
- N The UN Secretariat in close cooperation with Member States should develop a comprehensive doctrine that clearly defines the protection of civilians to ensure adequate preparation and training to support peace operations.
- O Drawing on the expertise of mission personnel, the UN Secretariat should develop a joint or integrated manual on gender mainstreaming for all the mission components (military, police and civilian) for the tactical level, which should be systematically used both in missions and by contributing countries in their preparations for sending personnel to missions.
- P The UN Secretariat, in close cooperation with Member States, should develop policy guidelines that clarify whether and how peace operations should address transnational organized crime. This should include establishing a definition of organized crime and its transnational aspects.

Building the Impact Assessment and Evaluation Base

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

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

technical skills and expertise who can support the planning processes and drive coordination among the stakeholders. The emphasis should not be on scrutiny or criticism, but focus instead on conveying the comprehensive impact of a UN peace operation.

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



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