

KnightMUN XVII

United Nations Peacekeeping Background Guide



COMMITTEE HISTORY

In 1948, the United Nations Security Council authorized the deployment of UN military observers to the Middle East in an operation that became known as the United Nations Truce Supervision Organization (UNTSO). This became the first peacekeeping operation established by the United Nations and the Mission's role was to monitor the Armistice Agreement between Israel and other surrounding Arab nations.¹ This was closely followed by the UN Military Observer Group in India and Pakistan (UNMOGIP), a Peacekeeping Mission to supervise the ceasefire between India and Pakistan in the State of Jammu and Kashmir.² Both of these missions continue to this day.

Since its inception, there have been 71 Peacekeeping Operations deployed by the United Nations.³ The Security Council determines when and where a UN Peacekeeping Operation should take place and takes into account a variety of factors when determining the establishment of a new operation.⁴ With regards to inter-State conflicts, the Security Council will look for an established ceasefire agreement and whether the parties themselves are committed to peace. Clear political goals need to exist and a precise mandate for a UN mandate would need to be formulated. Above all else, the safety of UN personnel would need to be reasonably assured and if that be obtained, and other factors are met, the Security Council would establish a peacekeeping operation by adopting a Security Council Resolution that sets out the mission's mandate and size.⁵

Participation in the UN Peacekeeping force is spread across more than 120 Member States that include hundreds of thousands of military personnel, tens of thousands of UN police, and other civilians. There is no discrimination in the participation of these operations, as personnel come from nations large and small, rich and poor, bringing different cultures and experience to the job, united by their mission to foster peace.⁶ In the process, 3,326 United Nations Peacekeepers have been lost while serving united, under the flag of the United Nations.⁷

Operations such as the UNTSO and UNMOGIP represent the early missions of UN Peacekeeping, to maintain ceasefires and stabilize situations on the ground, providing critical support for political effort to resolve conflict by peaceful means.⁸ Lightly armed troops along with unarmed military

¹ <https://peacekeeping.un.org/en/mission/untso>

² <https://peacekeeping.un.org/en/mission/unmogip>

³ <https://peacekeeping.un.org/sites/default/files/peacekeeping/en/operationslist.pdf>

⁴ <https://peacekeeping.un.org/en/role-of-security-council>

⁵ <https://peacekeeping.un.org/en/forming-new-operation>

⁶ <https://peacekeeping.un.org/en/troop-and-police-contributors>

⁷ <https://peacekeeping.un.org/en/fatalities>

⁸ <https://peacekeeping.un.org/en/our-history>

observers were sent to monitor, report, and were assigned confidence building roles. It was not until 1956 that armed personnel were sent in what was known as the First United Nations Emergency Force (UNEF I), an operation established to supervise the cessation of hostilities, including the withdrawal of armed forces of France, Israel, and the United Kingdom from Egyptian territory. After the withdrawal, the Emergency Force served as a buffer between the Egyptian and Israeli forces.⁹ This conflict did resurrect itself, activating the Second United Nations Emergency Force (UNEF II) in 1973, and forces were sent in to supervise new agreements and to establish new buffer zones.¹⁰

PEACEKEEPING SURGE

As previously mentioned, the early missions of UN Peacekeeping were to maintain ceasefires and stabilize situations in inter-State conflicts. However, the United Nations, after the end of the Cold War, expanded its peacekeeping operations, encompassing a broader scope of missions. Peacekeepers were now tasked, not only with observational missions, but helping build institutions of governance, monitor human rights violations or disarmament, and demobilization.¹¹ Due to the increase in the scope of Peacekeeping, members of the force included more than just military forces. Administrators, legal experts, governance specialists, electoral observers, etc. were now included in the United Nations Peacekeeping Force.

With the increase in mission scope followed with an increase in Peacekeeping Operations, a total of 20 Peacekeeping Operations were approved by the Security Council between 1989 and 1994, and the number of peacekeepers dramatically increased to 75,000 from 11,000.¹² The Peacekeeping Operations during the surge were considered a success and led the authorization of even more operations by the Security Council. However, the Security Council did not properly take into account the factors mentioned earlier when establishing a Peacekeeping Operation, hence, these operations did not have “sufficiently robust mandates or provided with adequate resources.”¹³ The UN Assistance Mission for Rwanda (UNAMIR) and the UN Operation in Somalia II (UNOSOM II) are infamous missions that included the deaths of UN personnel due to a lack of a ceasefire.¹⁴ UNAMIR was established by Resolution 872 to assist in the implementation

⁹ <https://peacekeeping.un.org/en/mission/past/unefi.htm>

¹⁰ <https://peacekeeping.un.org/en/mission/past/unefii.htm>

¹¹ <https://peacekeeping.un.org/en/our-history>

¹² <https://peacekeeping.un.org/en/our-history>

¹³ <https://peacekeeping.un.org/en/our-history>

¹⁴ <https://peacekeeping.un.org/en/our-history>

of an agreement between the Hutu Government of Rwanda and the Tutsi led Rwandese Patriotic Front (RPF).¹⁵ However, due to an unstable agreement and lack of determination by both parties to stand by the agreement led to the deaths of many people in Rwanda, including 27 UN personnel and nearly \$500 million of expenditures.¹⁶ UNSOM II included the deaths of over 150 UN personnel and over \$1.6 Billion in expenditures.¹⁷

STRUCTURE

The United Nations Peacekeeping Group is gets broken down to two divisions: The Department of Peacekeeping Operations (DPKO) and the Department of Field Support (DFS). The DPKO can be traced to 1948, under the Peacekeeping Operations UNTSO and UNMOGIP), though formally created in 1992 under Secretary-General Boutros Boutros-Ghali of the United Nations. The DPKO provides political and executive direction to UN Peacekeeping Operations around the world, providing contact with the Security Council, financial contributors, troops contributors, and parties involved in conflict.¹⁸ The department works to organize the efforts of the United Nations, government and non-governmental entities in the context of peacekeeping.¹⁹ The DPKO has four main offices: Office of Operations, Office of Rule of Law and Security Institutions, Office of Military Affairs, and Policy, and the Evaluation, and Training Division.²⁰ The Department of Field Support was created to organize peacekeeping operations through areas of finance, logistics, information, communication, technology, human resources, and general administration to help missions promote peace and security.²¹ The DFS currently has four divisions; Field Personnel, Field Budget and Finance, Logistics Support, and Information & Communications Technology.²²

United Nations Peacekeeping falls under the Security Council, which determines the deployment of any new UN Peacekeeping Operation. The process in which a new operation is formed begins with initial consultation with relevant UN actors.²³ As conflict occurs, worsens, or approaches a solution, the United Nation gets involved to determine the best response by the international community.²⁴ The UN Secretary-General may request a strategic assessment to identify all

¹⁵ <https://peacekeeping.un.org/en/mission/past/unamirS.htm>

¹⁶ <https://peacekeeping.un.org/en/mission/past/unamirF.htm>

¹⁷ <https://peacekeeping.un.org/en/mission/past/unosom2facts.html>

¹⁸ <https://peacekeeping.un.org/en/department-of-peacekeeping-operations>

¹⁹ <https://peacekeeping.un.org/en/department-of-peacekeeping-operations>

²⁰ <https://peacekeeping.un.org/en/department-of-peacekeeping-operations>

²¹ <https://peacekeeping.un.org/en/department-of-field-support>

²² <https://peacekeeping.un.org/en/department-of-field-support>

²³ <https://peacekeeping.un.org/en/forming-new-operation>

²⁴ <https://peacekeeping.un.org/en/forming-new-operation>

possible options for UN engagement.²⁵ Technical assessment missions are deployed to analyze and assess the overall security, political, military, humanitarian, and human rights situation on the ground, and its implications for a possible operation.²⁶ The Secretary-General will then issue a report to the Security Council which will present options for the establishment of a peacekeeping operation.²⁷ If determined a UN Peacekeeping operation is the most appropriate step to take, the Security Council will formally authorize the mission through the adoption of a resolution.²⁸ The resolution will lay out the operation's mandate, size, and details the operation will be responsible for performing. The Secretary-General is tasked with appointing a Head of Mission, who reports to the Under-Secretary-General for Peacekeeping Operations, to direct a peacekeeping operation.²⁹ An operation Force Commander and Police Commissioner, and senior civilian staff are all also appointed by the Secretary-General of the United Nations.³⁰ The Head of Mission, along with the DFS and DPKO, plan out political, military, and operational aspects of the operation which includes the establishment of a headquarters.³¹ The Secretary-General is responsible for providing regular reports to the Security Council on the implementation of the mission mandate.³² The Security Council will continue to receive these reports and adjust the mission mandate, as required, until the mission is completed.³³

TOPIC I: ADAPTING TO THE CHALLENGES OF PEACEKEEPING

INTRODUCTION

UN Peacekeeping is at the forefront of the United Nation's mission and mandate, as set forth in the preamble of the UN Charter "uniting our strength to maintain international peace and security."³⁴ It continues to be an issue of international importance as a way to ensure the global community coexists in a safe and secure world. This is highlighted in multiple UN Declarations and documents such as, but not limited to, the Universal Declaration of Human Rights and the

²⁵ <https://peacekeeping.un.org/en/forming-new-operation>

²⁶ <https://peacekeeping.un.org/en/forming-new-operation>

²⁷ <https://peacekeeping.un.org/en/forming-new-operation>

²⁸ <https://peacekeeping.un.org/en/forming-new-operation>

²⁹ <https://peacekeeping.un.org/en/forming-new-operation>

³⁰ <https://peacekeeping.un.org/en/forming-new-operation>

³¹ <https://peacekeeping.un.org/en/forming-new-operation>

³² <https://peacekeeping.un.org/en/forming-new-operation>

³³ <https://peacekeeping.un.org/en/forming-new-operation>

³⁴ <http://www.un.org/en/charter-united-nations/>

Geneva Convention. It is driven by three underlining principles; consent of the parties, impartiality, and non-use of force except in self-defense and in defense of the mandate.³⁵ Peacekeeping has proven to be an effective, if not the most effective, tools available to the United Nations to assist Member States in navigating difficult pathways from conflict to peace.³⁶

There are currently 14 UN Peacekeeping operations spread out over four continents.³⁷ Today's missions though are much more multidimensional than when peacekeeping operations were first established. Operations are called upon not only to maintain peace and security, but also to facilitate political processes, protect civilians, assist in disarmament, and assist in restoring the rule of law.³⁸ However, peacekeeping operations do not receive adequate supported needed to carry out their function properly.³⁹ To rectify this, the United Nations and its Member States need a more strategic and coordinated approach to training, to ensure peacekeeping operations have the access to the right people with the right skillsets. This is even more paramount today as Peacekeeping Operations have expanded their function to include empowering women, delivering field support, and protecting human rights.

CURRENT STATE OF PEACEKEEPING

In May of 2010, the United Nations entered into a phase of consolidation, reducing the number of operations and troops.⁴⁰ There are, however, still more than 110,000 military, police, and civilian staff over 14 Peacekeeping Missions. This consolidation does represent any decrease in conflict, nor a reduction in the need for UN Peacekeeping. This does, however, represent the political complexity facing peacekeeping operations and their mandates. With the increase in the complexity of the political landscape, Peacekeeping Operations face the threat of inadequate resources and the ever-increasing demand for UN Peacekeeping is being ignored.

Solving issues such as limited field support, materials, and equipment, among other things, lies in a limited budget laid forth by the General Assembly. Each peacekeeping operation has its own budget, taking into account operational costs such as transport and logistics and staff costs.⁴¹ The Secretary-General submits budget proposals to the Advisory Committee on Administrative and

³⁵ <https://peacekeeping.un.org/en/what-is-peacekeeping>

³⁶ <https://peacekeeping.un.org/en/what-is-peacekeeping>

³⁷ <https://peacekeeping.un.org/en/what-is-peacekeeping>

³⁸ <https://peacekeeping.un.org/en/what-is-peacekeeping>

³⁹ <https://theglobalobservatory.org/2013/09/as-peacekeeping-becomes-more-complex-progress-needed-on-training/>

⁴⁰ https://peacekeeping.un.org/sites/default/files/4thc_dpkousg_22102010.pdf

⁴¹ <https://peacekeeping.un.org/en/how-we-are-funded>

Budgetary Questions (ACABQ).⁴² The advisory committee is composed of sixteen members, elected by the General Assembly or a period of three years, on the basis of geographical representation.⁴³ The ACABQ reviews the proposal and makes recommendations to the General Assembly's Fifth Committee for review. Suggested budgets are approved by the General Assembly Fifth Committee and then implemented by Security Council Resolutions.⁴⁴

The approved budget for UN Peacekeeping operations for the fiscal year 1 July 2017- 30 June 2018 is 6.8 Billion USD by A/C.5/71/24.⁴⁵ By comparison, this is less than half of one percent of the world military expenditures (1.74 USD in 2013).⁴⁶ However, this also represents a 7.5 percent reduction from the approved budget during the 2016-2017 fiscal year yet demand for peacekeeping has not fallen and the challenges and obstacles peacekeepers are facing are only increasing. The current budget finances 13 of 15 United Peacekeeping missions, while the remaining missions, the UN Truce Supervision Organization (UNTSO) and the UN Military Observer Group in India and Pakistan (UNMOGIP), will be financed through the UN regular budget.⁴⁷ The amount will go towards supporting logistics for the African Union Mission in Somalia (AMISOM), provide support, technology and logistics to all peace operations through global service centres in Brindisi, Italy and Valencia, Spain, and a regional service centre in Entebbe, Uganda.⁴⁸

While decisions about establishing or expanding peacekeeping operations are taken by the Security Council, the financing of United Nations Peacekeeping Operations is the “collective responsibility of all UN Member States.”⁴⁹ Every Member State is legally obligated to pay their own respective share towards the UN Peacekeeping Fund, in accordance with the provisions of Article 17 of the Charter of the United Nations.⁵⁰ The appropriation of peacekeeping expenses are based on a special scale of assessments under a complex formula established by the Member States themselves in resolution A/RES/55/235. The formula established through the resolution considers such factors as relative economic wealth of Member States and responsibility laid upon the five permanent members of the Security Council, all of whom are in the top ten financial contributors

⁴² <https://peacekeeping.un.org/en/how-we-are-funded>

⁴³ <https://www.un.org/ga/acabq/>

⁴⁴ <https://peacekeeping.un.org/en/how-we-are-funded>

⁴⁵ <http://undocs.org/a/c.5/71/24>

⁴⁶ <https://peacekeeping.un.org/en/how-we-are-funded>

⁴⁷ <https://peacekeeping.un.org/en/how-we-are-funded>

⁴⁸ <https://peacekeeping.un.org/en/how-we-are-funded>

⁴⁹ <https://peacekeeping.un.org/en/how-we-are-funded>

⁵⁰ <https://peacekeeping.un.org/en/how-we-are-funded>

to the peacekeeping fund.⁵¹ The top financial providers to UN Peacekeeping Operations are the United States (28.47 percent), China (10.25 percent), Japan (9.68 percent), Germany (6.28 percent), and France (6.28 percent).⁵² However, while the ten biggest budget contributors account for nearly 80 percent of the Peacekeeping Fund, they supply only 6 percent of peacekeepers.⁵³ Dating back to the incident in Somalia in 1993, where 18 American Soldiers died when a black hawk helicopter was shot down, the United States has nearly halted all troop contributions and China is the only Member State who is both a top budget contributor and personnel contributor.⁵⁴ It is the Member States in Africa and Asia that provide the largest share of personnel due to UN policy that pays Member States 1,330 USD a month for each soldier a Member State provides.⁵⁵ This can be lucrative for poor Member States, such as Rwanda, who contributes over 6,000 military personnel and contributes to the fund 16,500 USD, nearly equivalent to the compensation it receives annually for one soldier.⁵⁶

IMPORTANT FUNCTIONS OF PEACEKEEPING

EMPOWERING WOMAN

Both women and men experience conflict differently, and recognizing these differences, which is known as gender perspectives, is a big part of UN peacekeeping efforts. Peacekeeping Operations are obligated to implement the Security Council Resolutions regarding woman, peace, and security.⁵⁷ Security Council Resolution 1325, passed in 2000, was the first to address “the disproportionate and unique impact of armed conflict on women.”⁵⁸ The Resolution urged Member States to increase the representation of women in decision-making levels, incorporate gender perspective into Peacekeeping Operations.⁵⁹ The clear majority of personnel and troops in the peacekeeping force are made up of men, while women are hardly represented.⁶⁰ This is, however, beginning to change as the United Nations has appointed its first female commander of a United Nations peacekeeping force. Norwegian Major General Kristin Lung will take over military

⁵¹ <https://peacekeeping.un.org/en/how-we-are-funded>

⁵² <https://peacekeeping.un.org/en/how-we-are-funded>

⁵³ <https://www.economist.com/graphic-detail/2016/06/01/who-fights-and-who-pays-for-un-peacekeeping-missions>

⁵⁴ <https://www.economist.com/graphic-detail/2016/06/01/who-fights-and-who-pays-for-un-peacekeeping-missions>

⁵⁵ <https://www.economist.com/graphic-detail/2016/06/01/who-fights-and-who-pays-for-un-peacekeeping-missions>

⁵⁶ <https://www.economist.com/graphic-detail/2016/06/01/who-fights-and-who-pays-for-un-peacekeeping-missions>

⁵⁷ <https://peacekeeping.un.org/en/empowering-women>

⁵⁸ <https://peacekeeping.un.org/en/empowering-women>

⁵⁹ [http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325\(2000\)](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325(2000))

⁶⁰ <https://peacekeeping.un.org/en/gender>

command of the United Nations Peacekeeping Force in Cyprus (UNFICYP), where peacekeepers supervise the de facto cease fire lines established in 1974 and maintain control over the buffer zone dividing the island.⁶¹ Several additional resolutions have also been adopted since SC 1325, addressing a multitude of issues such as the impact of sexual violence on women, raising awareness of gender issues, engaging with civil society more comprehensively and the active promotion of linking root causes of conflict with prevention and protection.⁶²

Gender advisers are deployed with peacekeeping missions to guarantee that gender perspectives are integrated across all peacekeeping functions.⁶³ Their roles include “coordinating efforts to protect woman from sexual and gender violence, advocating and promoting the inclusion of women in political and electoral systems, and designing and implementing capacity building programs on gender and engaging women’s voices in legal and judicial procedures.”⁶⁴ An example of how peacekeepers are working to empower woman and implement Security Resolution 1325 can be seen in MUNUSCA, in the Central African Republic, where peacekeeping forces identify the protection needs of female ex-combatants and introduced initiatives that encourage women to develop skills to generate their own income.⁶⁵

There has been much progress within this issue but there are still many advancements that need to be made and there are no shortages of conflicts that are endangering the lives of women and children across the globe. In South Sudan, woman and little girls are faced with daily challenges such as child marriage, gender-based violence, and illiteracy.⁶⁶ Up to 40 percent of the population are forced to become child brides and are then followed by pregnancies in a place with one of the highest maternal mortality rates in the world.⁶⁷ The UN Mission in the Republic of South Sudan (UNMISS), is trying to work to reverse the practice of child marriage and prevent gender based violence through a number of approaches and initiatives with communities, Non-Governmental Organizations (NGOs), and the Government.⁶⁸ It is the first UN Peacekeeping Mission to “deploy Woman’s Protection Advisor across the country solely dedicated to this critical function and to

⁶¹ <https://news.un.org/en/story/2014/05/468292-feature-uns-first-female-force-commander-talks-peacekeeping-and-why-shes-not>

⁶² <https://peacekeeping.un.org/en/empowering-women>

⁶³ <https://peacekeeping.un.org/en/empowering-women>

⁶⁴ <https://peacekeeping.un.org/en/empowering-women>

⁶⁵ <https://minusca.unmissions.org/en/gender>

⁶⁶ https://www.huffingtonpost.com/hilde-johnson/south-sudan-women_b_2828514.html

⁶⁷ https://www.huffingtonpost.com/hilde-johnson/south-sudan-women_b_2828514.html

⁶⁸ <https://unmis.unmissions.org/>

strengthen prevention and response to sexual and gender-based violence.⁶⁹ Progress has been made with women now holding more than a quarter of ministerial positions and making up almost 30 percent of the legislature.⁷⁰

PROMOTING HUMAN RIGHTS

United Nations Peacekeeping Operations have a human rights team imbedded in most operations to help implement the human rights-related mandates given to missions.⁷¹ The goals of human rights team are; contribute to the protection and promotion of human rights through both immediate and long-term action, to empower the population to assert and claim their human rights, and to enable and the State and other national institutions to implement their human rights obligations and uphold the rule of law.⁷² The Office of the High Commissioner for Human Rights (OHCHR) provides expertise, guidance, and support to human rights teams in peacekeeping operation.⁷³ Human rights teams would monitor and investigate, issuing public reports on human rights issues of special concern, and attempt to prevent human rights violations through early warning mechanisms.⁷⁴ Teams would respond to violations by supporting institutional reform, creating and strengthening accountability, while also working closely with host governments and national institutions.⁷⁵

An example of the work human rights teams does can be seen in the Democratic Republic of Congo (DRC) with the establishment of the United Nations Joint Humans Rights Office (UNJHRO).⁷⁶ The UNJHRO is comprised of the human rights division of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the Office of the UN High Commissioner for Human Rights in the DRC.⁷⁷ Since 2015, the UNJHRO, in cooperation with Congolese authorities have supported 22 legal aid clinics which have provided advice for over 7,000 persons, resulting in the conviction of over 500 perpetrators of sexually violent crimes.⁷⁸ This is accomplished “through technical and field support for the

⁶⁹ https://www.huffingtonpost.com/hilde-johnson/south-sudan-women_b_2828514.html

⁷⁰ https://www.huffingtonpost.com/hilde-johnson/south-sudan-women_b_2828514.html

⁷¹ <https://peacekeeping.un.org/en/promoting-human-rights>

⁷² <https://peacekeeping.un.org/en/promoting-human-rights>

⁷³ <https://www.ohchr.org/EN/AboutUs/Pages/WhoWeAre.aspx>

⁷⁴ <https://peacekeeping.un.org/en/promoting-human-rights>

⁷⁵ <https://peacekeeping.un.org/en/promoting-human-rights>

⁷⁶ <https://peacekeeping.un.org/en/promoting-human-rights>

⁷⁷ <https://peacekeeping.un.org/en/mission/monusco>

⁷⁸ <https://peacekeeping.un.org/en/promoting-human-rights>

setting of mobile court hearing and through advancement protection measures for victims and witnesses of human rights violations.”⁷⁹

PAST ACTIONS

Since 1948, the Security Council has authorized the launch of 68 peacekeeping operations.⁸⁰ This has resulted in a consistent budget increases and eventual debt despite every Member State needed to pay due to the peacekeeping fund. Many have been unable to do so resulting in an approximately 3.26 billion USD in current and back peacekeeping dues.⁸¹ Chapter VI, Article 19 of the UN Charter states “A Member of the UN which is in arrears in the payment of its financial contributions to the Organization shall have no vote in the General Assembly if the amount of its arrears equals or exceeds the amount of the contributions due from it for the preceding two full years.⁸² The General Assembly may permit such a Member State to vote if it is satisfied that the failure to pay is due to conditions beyond the control of the Member.”⁸³ This shows financial contributions through the scale of assessments is fundamental in peacekeeping operations but is further pivotal to voting within the GA and can result in suspension of that right amongst the international community. A/68/504 highlights A/RES/54/237 C of 17 January 2000, where Member States are not only urged to pay their assessments in full and on time but also reminds Member States if they are unable to pay their contribution that an exception may be made considering economic stance through a request submitted and reviewed by the President of the General Assembly.⁸⁴ A/RES/47/217 established a Peacekeeping Reserve Fund, created under the authority of the Secretary-General a “Peacekeeping Reserve Fund will be utilized as a cash flow mechanism to ensure the rapid response of the Organization to the needs of peace-keeping operations.”⁸⁵ The fund was created for multiple reasons but most notably for unforeseen and extraordinary expenses relating to peacekeeping operations.⁸⁶

⁷⁹ <https://peacekeeping.un.org/en/promoting-human-rights>

⁸⁰ <http://www.un.org/en/peacekeeping/resources/statistics/factsheet.shtml>

⁸¹ <http://www.un.org/en/peacekeeping/resources/statistics/factsheet.shtml>

⁸² <http://www.un.org/en/documents/charter/chapter4.shtml>

⁸³ <http://www.un.org/en/documents/charter/chapter4.shtml>

⁸⁴ http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/54/237A-C

⁸⁵ <http://www.un.org/documents/ga/res/47/a47r217.htm>

⁸⁶ <http://www.un.org/documents/ga/res/47/a47r217.htm>

BRAHIMI REPORT

Peacekeeping Operations are still being deployed in extremely difficult and complex environments, yet they are not keeping up with demand. Implementation is hindered by a slow and inefficient system, including micro-managing governing bodies, a trust deficit with Member States, and a lack of transparency.⁸⁷ This has led to efforts of reformation throughout the 2000's, including the establishment of a 17-member High-Level Independent Panel on UN Peace Operations to make an assessment, titled the 'Brahimi report,' or A/55/305, of the state of Peace Operations and the emerging needs of the future.⁸⁸ The panel was composed of individuals experiences in conflict prevention, peacekeeping and peacebuilding.⁸⁹ The assessment proclaimed the United Nations has failed to meet the challenge of Peacekeeping and in order to do better, it a renewed commitment from Member States, significant institutional change, and increasing financial support.⁹⁰

The Report the independent panel presented included various recommendations for the Executive Committee on Peace and Security (ECPS) to present the Secretary-General.⁹¹ Among the recommendations is to adhere to the principles of the United Nations Charter; local parties, impartiality, and the use of force only in self-defense should remain the bedrock principles of the peacekeeping and failure to do so will result in ineffectiveness and failure to distinguish victim from aggressor will damage the standing and credibility of United Nations Peacekeeping.⁹² A 16-member High-Level Panel met again near the 15th anniversary of the 'Brahimi Report' at the request of former Secretary-General Ban Ki-moon.⁹³ The Panel discussed various issues facing peacekeeping, including the changing nature of conflict, the evolution of mandates, managerial and administrative arrangements, planning, and partnerships.⁹⁴

⁸⁷ <https://peacekeeping.un.org/en/reforming-peacekeeping>

⁸⁸ <http://www.un.org/sg/en/content/sg/statement/2014-10-31/secretary-generals-statement-appointment-high-level-independent>

⁸⁹ <https://peacekeeping.un.org/en/reforming-peacekeeping>

⁹⁰ http://www.un.org/en/events/pastevents/pdfs/Brahimi_Report_Exec_Summary.pdf

⁹¹ http://www.un.org/en/events/pastevents/pdfs/Brahimi_Report_Exec_Summary.pdf

⁹² <https://peacekeeping.un.org/en/reforming-peacekeeping>

⁹³ <https://peacekeeping.un.org/en/reforming-peacekeeping>

⁹⁴ <https://peacekeeping.un.org/en/reforming-peacekeeping>

Along with the Brahimi Report is the Global field support strategy report of the Secretary-General, A/64/633.⁹⁵ The Global field support strategy brought together the international community to establish a five-year project to transform the delivery of support to UN field missions to enhance effectiveness and efficiency of services.⁹⁶ The proposal more than anything is based on decades of experience.⁹⁷ The four pillars mentioned in the report include a financial framework, modularization, service centres, and human resources framework.⁹⁸

NEW HORIZONS

Today's scale and complexity of peacekeeping today are straining its personnel and new political, military, and financial challenges threaten to erode the vision and purpose of global peacekeeping.⁹⁹ Necessary military capabilities are increasingly scarce with rising global demand as new peacekeeping missions are requiring higher numbers of police and civilian specialists that are in limited supply.¹⁰⁰ These are some of the key issues laid out in a report published by the Department of Field Support and the Department of Peacekeeping Operations titled *A New Partnership Agenda: Chartering a New Horizon for UN Peacekeeping Operations*.¹⁰¹ This internal paper was also published prior to the reduction of financial resources available to the peacekeeping operations fund and, therefore, underestimate the challenges that threaten UN Peacekeeping. The paper was released to Member States and peacekeeping partners with the aim of forging a peacekeeping policy agenda that reflects the perspectives of all the stakeholders involved in the global peacekeeping partnership.¹⁰²

KEY ISSUES

Over the past several decades, the number of peacekeepers has increased to a significant degree, and several new missions have been deployed to Member States where there was not much peace to keep or a constructive peace process to support.¹⁰³ The New Horizon paper outlined several important factors that drive success in UN Peacekeeping which includes a clear, credible, and

⁹⁵http://www.un.org/en/ga/search/view_doc.asp?symbol=A/64/633&referer=http://www.un.org/en/peacekeeping/issues/fieldsupport.shtml&Lang=E

⁹⁶www.un.org/en/ga/search/view_doc.asp?symbol=A/64/633&referer=http://www.un.org/en/peacekeeping/issues/fieldsupport.shtml&Lang=E

⁹⁷www.un.org/en/ga/search/view_doc.asp?symbol=A/64/633&referer=http://www.un.org/en/peacekeeping/issues/fieldsupport.shtml&Lang=E

⁹⁸www.un.org/en/ga/search/view_doc.asp?symbol=A/64/633&referer=http://www.un.org/en/peacekeeping/issues/fieldsupport.shtml&Lang=E

⁹⁹<http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

¹⁰⁰<http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

¹⁰¹<http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

¹⁰²<https://peacekeeping.un.org/en/reforming-peacekeeping>

¹⁰³<https://www.sipri.org/events/2018/peacekeeping-reform-making-un-peace-operations-more-fit-purpose>

achievable mandates.¹⁰⁴ However it becomes incredible difficult to have a mandate to keep the peace without there being peace or a constructive peace process.

Also, peacekeeping forces have been able to deter violence in various regions, it encourages Member States to divert their attention from finding a political solution, another key to success for peacekeeping operations.¹⁰⁵ The DPKO and DFS, in their internal paper, suggested peacekeeping is not always the right answer, specifically in situations of high political tensions, or lack of national or regional support.¹⁰⁶ There is an ongoing debate whether, in those situations, it is more efficient to utilize multinational coalitions of forces or regional actors acting under the UN Security Council mandates.¹⁰⁷ This is supported by Member States, such as the United States who prefer UN Peacekeeping not be centralized under the Secretary-General.



¹⁰⁴ <http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

¹⁰⁵ <http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

¹⁰⁶ <http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

¹⁰⁷ <http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>

QUESTIONS TO CONSIDER

- 1) Does your Member State host a Peacekeeping Mission?
- 2) Does your Member State contribute to United Nations Peacekeeping Operations, either through financial means or through personnel?
- 3) What is your Member State's position on United Nations Peacekeeping? (i.e. Position on Multinational Coalitions versus Peacekeeping Operations, Funding or Efficiency)
- 4) Should there be a different process when it comes to establishing a United Nations Peacekeeping Operations?
- 5) How can the funding of the United Nations Peacekeeping Fund be replenished while also building up a Reserve Fund to prevent future shortfalls?
- 6) How can a renewed partnership, outline by A New Horizon, be achieved?
- 7) Considering the important works of Peacekeeping, (Empowering Women/Promoting Human Rights) how can Peacekeeping become more efficient while maintaining these mandates?

