

IIT Delhi Model United Nations Conference 2013

United Nations General Assembly - Special Political and Decolonization Committee

Agenda

Review of the UN Peacekeeping Operations in the last decade & a
Discussion on the Way Forward (UN Peacekeeping Reforms)

Letter from the Executive Board

Dear Delegates

I would like to invite you to the General Assembly, Special Political and Decolonization Committee at IIT Delhi Model United Nations Conference 2013. The Fourth Committee of General Assembly deals with various issues ranging from Outer Space to Public Information, we have taken up the issue of Peace Keeping in the agenda for our session. Peace Keeping has always been a very special function of the United Nations and has become very relevant in the recent times due to increasing instability in nations across the world. The ambit of discussion in the present session shall not only require prior knowledge of peacekeeping operations, their mandate but more importantly, the ability to analyse the past operations. Based on the analysis in the committee, solutions in terms of reforms in the peacekeeping framework shall be discussed. As the executive board, we have tried to reflect our understanding and interpretation of the agenda through this study guide and hope that you will try to understand our perspective, and at the same time, bring your observations and opinions to the committee. Kindly utilise this guide as one of the means to research and not the entire research itself. If you have any queries, please get in touch with us through the secretariat. Looking forward to your participation at the conference.

Thank you

Keshav Gupta
President

Asmita Prabhakar
Vice President

Ananyaa Mazumdar
Rapporteur

United Nations General Assembly - Special Political and Decolonization Committee

Functions and Powers of the General Assembly

Established in 1945 under the Charter of the United Nations, the General Assembly occupies a central position as the chief deliberative, policymaking and representative organ of the United Nations. Comprising all 193 Members of the United Nations, it provides a unique forum for multilateral discussion of the full spectrum of international issues covered by the Charter.

It also plays a significant role in the process of standard-setting and the codification of international law. The Assembly meets in regular session intensively from September to December each year, and thereafter as required.

According to the Charter of the United Nations, the General Assembly may:

- Consider and make recommendations on the general principles of cooperation for maintaining international peace and security, including disarmament;
- Discuss any question relating to international peace and security and, except where a dispute or situation is currently being discussed by the Security Council, make recommendations on it;
- Discuss, with the same exception, and make recommendations on any questions within the scope of the Charter or affecting the powers and functions of any organ of the United Nations;
- Initiate studies and make recommendations to promote international political cooperation, the development and codification of international law, the realization of human rights and fundamental freedoms, and international collaboration in the economic, social, humanitarian, cultural, educational and health fields;
- Make recommendations for the peaceful settlement of any situation that might impair friendly relations among nations;
- Receive and consider reports from the Security Council and other United Nations organs;
- Consider and approve the United Nations budget and establish the financial assessments of Member States;
- Elect the non-permanent members of the Security Council and the members of other United Nations councils and organs and, on the recommendation of the Security Council, appoint the Secretary-General.

While the Assembly is empowered to make only non-binding recommendations to States on international issues within its competence, it has, nonetheless, initiated actions—political, economic, humanitarian, social and legal—which have affected the lives of millions of people throughout the world.

The Special Political and Decolonization Committee deals with a variety of subjects which include those related to decolonization, Palestinian refugees and human rights, peacekeeping, mine action, outer space, public information, atomic radiation and University for Peace.

United Nations Peacekeeping

The United Nations was founded to prevent war, in particular based on the devastating experiences of the First and Second World War. However, 'peacekeeping' is not mentioned in the Charter, the founding document of the UN. In it, chapter VI describes how the UN can settle military disputes through non-military means. Chapter VII, in turn, describes both the military and non-military action, which the UN can take against threats to international peace. The provisions in these two Chapters allow the United Nations to deploy personnel in specific circumstances. Under Chapter VI and with the consent of the parties, the UN can decide to take action. This has been used to place troops as impartial observers to keep the peace and prevent the outbreak of violence until a solution is found. However, because this engagement with personnel on the ground blurs the border to using armed forces, allowed under article 42 of Chapter VII, peacekeeping operations are sometimes referred to as operations under 'Chapter VI ½' of the UN Charter.

Peacekeeping has proven to be one of the most effective tools available to the UN to assist host countries navigate the difficult path from conflict to peace. Peacekeeping has unique strengths, including legitimacy, burden sharing, and an ability to deploy and sustain troops and police from around the globe, integrating them with civilian peacekeepers to advance multidimensional mandates.

UN Peacekeepers provide security and the political and peacebuilding support to help countries make the difficult, early transition from conflict to peace.

UN Peacekeeping is guided by three basic principles:

- Consent of the parties;
- Impartiality;
- Non-use of force except in self-defence and defence of the mandate.

The UN does not have its own military force; it depends on contributions from Member States.

UN peacekeeping is based on the principle that an impartial presence on the ground can ease tensions between hostile parties and create space for political negotiations. Peacekeeping can help bridge the gap between the cessation of hostilities and a durable peace, but only if the parties to a conflict have the political will needed to reach the goal.

Initially developed as a means of dealing with inter-State conflict, peacekeeping has increasingly been used in intra-State conflicts and civil wars, which are often characterized by multiple armed factions with differing political objectives and fractured lines of command.

These realities have, particularly since the late 1980s, led to an evolution in the structure of peacekeeping missions. A large number of peacekeeping operations are still based on the "traditional" model of a military operation deployed in support of a political activity. These operations involve military tasks such as monitoring ceasefires and patrolling buffer zones between hostile parties and are carried out by UN peacekeepers who may or may not be armed and who are widely known as "blue helmets" or "blue berets" because of their distinctive headgear. Although past military observer missions have also included non-

military tasks, a growing number of UN peacekeeping operations have become multidimensional, composed of a range of components including military, civilian police, political, civil affairs, rule of law, human rights, humanitarian, reconstruction, public information and gender. Some of these operations do not have a military component but carry out their mandates alongside a regional or multinational peacekeeping force.

Depending on their mandate, multidimensional peacekeeping operations (also referred to as peace operations) may be required to:

- Assist in implementing a comprehensive peace agreement;
- Monitor a ceasefire or cessation of hostilities to allow space for political negotiations and a peaceful settlement of disputes
- Provide a secure environment encouraging a return to normal civilian life;
- Prevent the outbreak or spill over of conflict across borders;
- Lead states or territories through a transition to stable government based on democratic principles, good governance and economic development; and
- Administer a territory for a transitional period, thereby carrying out all the functions that are normally the responsibility of a government.

United Nations peacekeeping operations are deployed on the basis of a mandate from the United Nations Security Council. The tasks that a United Nations peacekeeping operation will be required to perform are set out in the Security Council mandate. Security Council mandates differ from situation to situation, depending on the nature of the conflict and the specific challenges it presents. Since United Nations peacekeeping operations are normally deployed to support the implementation of a cease-fire or a more comprehensive peace agreement, Security Council mandates are influenced by the nature and content of the agreement reached by the parties to the conflict.

Security Council mandates also reflect the broader normative debates shaping the international environment. In this regard, there are a number of cross-cutting, thematic tasks that are regularly assigned to United Nations peacekeeping operations on the basis of the following landmark Security Council resolutions:

- Security Council resolution 1325 (2000) on women, peace and security
- Security Council resolution 1612 (2005) on children and armed conflict
- Security Council resolution 1674 (2006) on the protection of civilians in armed conflict

Respect for principles of international humanitarian law

The fundamental principles and rules of international humanitarian law are applicable to military forces under UN command. In case of violations of international humanitarian law, UN military personnel are subject to prosecution under their own national systems of military justice. Military forces under UN command must make a clear distinction between civilians

and combatants and direct military operations only against combatants and military objectives.

The right of a UN force to use means and methods of combat is also not unlimited. The UN force must respect the rules prohibiting or restricting the use of certain weapons and methods of combat under the relevant instruments of international humanitarian law. In the treatment of civilians, women and children require special protection from rape, enforced prostitution and any other form of indecent and criminal assault.

Respect for local laws and customs.

All peacekeeping operation personnel must respect local laws and customs and maintain the highest standards of integrity in their personal conduct.

When a peacekeeping operation includes a military component, especially formed military units of several thousand personnel, the presence of the peacekeeping operation is seen and felt throughout the mission area. Respect for the peacekeeping force is directly related to its success in maintaining high standards of professionalism, integrity, impartiality and in its general behaviour in relations with the local population. This respect is required to sustain the cooperation and consent of the local population.

Although the peacekeeping mission and its personnel will enjoy certain privileges and immunities accorded to the UN to facilitate its effective operation, these do not change the obligation of all mission personnel to obey local laws and respect social, cultural and religious norms. In particular, in their personal behaviour military personnel must always maintain exemplary standards of conduct, in accordance with the Code of Conduct. Those that breach the Code must be duly disciplined by their national authorities, including the imposition of legal sanctions, when appropriate.

Role of the Department of Peacekeeping Operations

The Department of Peacekeeping Operations (DPKO), which was established as a separate department of the UN Secretariat in 1992, is responsible for planning, managing, deploying, supporting and, on behalf of the Secretary-General, providing executive direction to all UN peacekeeping operations. It also performs similar functions in support of peace and security operations that are predominantly civilian, such as the United Nations Assistance Mission in Afghanistan (UNAMA). DPKO works very closely with the Department of Political Affairs (DPA), which is the focal point in the UN system for conflict prevention, peacemaking and peacebuilding.

The Integrated Mission Planning Process (IMPP)

The United Nations has adopted an Integrated Mission Planning Process (IMPP) to facilitate the planning of multi-dimensional United Nations peacekeeping operations.

The IMPP is intended to help the United Nations system arrive at a common understanding of its strategic objectives in a particular country by engaging all relevant parts of the United Nations system. It aims to ensure that the right people are at the planning table, that the right issues are being discussed, and that the appropriate authorities and accountabilities are in place to motivate integrated thinking and planning. Full application of the IMPP may not always be necessary or feasible since the deployment of an integrated mission is just one among a range of possible options for United Nations engagement. Nevertheless, even in

situations requiring a more traditional United Nations peacekeeping response, every effort should be made to ensure that planning is conducted in close coordination with relevant United Nations system partners and other key stakeholders.

The IMPP does not and cannot take over all other planning processes. The number of international and national actors involved in efforts to support the process of post-conflict recovery means that, in practice, planning cannot always be fully coherent or integrated. These actors have different roles, decision-making processes, deployment time-lines, procedures, budgetary pressures and supervising authorities. However, the IMPP does provide an inclusive framework to engage external partners, such as the International Financial Institutions (IFIs), regional organizations or bilateral donors. The cooperation of such external partners is necessary for the United Nations to achieve its broader objectives.

History of UN Peacekeeping

The first peacekeeping operation was the UN Truce Supervision Organization (UNTSO), mandated to monitor an Armistice between Israel and its Arab neighbours in May 1948. Similarly, the UN deployed observers to India and Pakistan in January 1949 as the UN Military Observer Group in India and Pakistan.

Peacekeeping during the Cold War

During the Cold War, the confrontation between members of the Security Council resulted in few resolutions to mandate peacekeeping operations. In this period, the veto of the Permanent Five was used frequently, while it has been a measure of last resort since the end of the Cold War (Global Policy Forum). Furthermore, the volatile relationships between states and the constant risk of escalating hostilities between the two superpowers limited the possible scope of UN peacekeeping activities. Any operations that were mandated needed to fulfil three principles to reduce the risk of provoking further violence: impartiality, consent and limited force. Although these principles were formed gradually, through practice, in the particular constraining circumstances of the Cold War, they have been adopted as the benchmarks of legitimacy for all peacekeeping operations. Whilst they have been treated more flexibly since the end of the Cold War, these three principles are still given serious consideration by the UN Security Council when debating the establishment of a new operation.

Peacekeeping in the 1990s

The end of the Cold War marked the beginning of a new era in UN peacekeeping. A surge in the number, size and scope of operations and subsequently a reform of methods and approaches continued throughout the 1990s. The collapse of the stalemate between the two Superpowers ended the Council's paralysis. Furthermore, the increase of civil wars and acts of state violence towards civilians provoked a compulsion towards international involvement. Together, these factors led to a rapid increase in the number of peacekeeping operations deployed by the UN. Of the 67 UN peacekeeping operations deployed since its establishment, 49 have taken place since 1990 (UN 2012 list of operations).

The new dynamic of the Security Council also enabled the UN to engage in more ambitious operations. The UN began to deploy troops to conflict areas before a ceasefire had been established in order to either protect civilians in an act of humanitarian intervention or bring an end to the hostilities by way of 'peace enforcement'. Enthusiasm for these practices dropped after UNITAF, a US-led intervention in Somalia, resulted in the death of 18 US

soldiers in the Battle of Mogadishu in 1993. Nevertheless, the scope of peacekeeping operations continued to expand, particularly following the 1992 Agenda for Peace, written by the then Secretary General Boutros-Ghali. In this report, the importance of sustainable peace is stressed and it is argued that this could only be achieved through the building of sustainable institutions, an approach which became known as ‘peacebuilding’. Subsequently, the UN’s involvement within states became more expansive. Practices such as the Disarmament, Demobilisation and Reintegration of warring parties (DDR) and the development of a state’s administrative capacity began to be included in peacekeeping operation mandates.

These operations are labelled as ‘robust’, ‘complex’ or ‘multi-dimensional’ peacekeeping operations, to express the changed scope and size. In 1992, the UN established the Department of Peacekeeping Operations (DPKO), in order to design and manage the increasing number and growing size of operations. Before a resolution for a new peacekeeping operation has been passed, DPKO offers support with fact-finding operations. Upon adoption of a mandate, it deals with the logistical challenges of recruiting personnel, military forces and deploying the necessary equipment to the theatre. Upon the start of the operation, it acts as the interface between the Security Council and the mission on the ground. In the past few years, the DPKO has been restructured and the Department for Field Support (DFS) has been established to oversee logistics in the field.

Peacekeeping in the 2000s

Realising the failures of UN peacekeeping in Rwanda, Bosnia and Herzegovina and Somalia, efforts to reform the United Nations peacekeeping bureaucracy have been ongoing since the mid-1990s. In 2000 the Secretary General Kofi Annan commissioned the Report of the Panel on United Nations Peacekeeping, or the ‘Brahimi Report’. This report recommended several ways to refine and improve UN peacekeeping, identifying limited resources, ambiguous or over ambitious mandates and a lack of coordination between international bodies as stumbling blocks to successful operations. Given the political sensitivity, most, but not all recommendations made by the report were implemented. Given the continued need for peacekeeping but insufficient means available to the UN, the need for reform persisted. The World Summit in 2005 decided on a number of proposals. The resulting General Assembly resolution (A/Res/60/1) established the Peacebuilding Commission to support and integrate peacekeeping and peacebuilding efforts.

The Capstone Doctrine (2008) marked a further stage in reform of peacekeeping practices by formalising and codifying a body of previously unwritten peacekeeping principles into a cohesive document. The aim for this doctrine is that it will further regulate and harmonise peacekeeping efforts.

The World Summit Outcome also formally endorsed the ‘Responsibility to Protect’ (R2P) as a normative concept. It balances states’ sovereignty with their responsibility to protect their citizens. In cases, the responsibility to protect citizens can lead the international community to address genocide, war crimes, ethnic cleansing and crimes against humanity. The first reference to the responsibility to protect was made in UN resolution S/RES/1973, granting the right to protect the civilian population in Libya in 2011.

Since the mid-2000s, the numbers of deployed personnel have been stagnant and are decreasing in the last years due to the Western engagement in Afghanistan. While peacekeeping will remain a key area for the United Nations to engage in, it is likely to be less personnel intensive in the coming years.

Sudan

United Nations Mission in Sudan (UNMIS)/ African Union – United Nations Hybrid Operation in Darfur (UNAMID)/ United Nations Interim Security Force for Abyei (UNISFA)/ United Nations Mission in South Sudan (UNMISS):

Since its independence in 1956, civil war has ravaged much of **Sudan**. The wars between the North and the South have involved struggles over religion (the north is predominantly Muslim while the south is predominantly Christian and Animist), resources and power, leaving more than two million dead and many more displaced.

Established under UNSC Resolution 1590 in March 2005, the UNMIS seeks to oversee the implementation of the '**Comprehensive Peace Agreement**' signed between the government of Sudan and the **Sudan People's Liberation Movement**.

Sudan allowed the U.N. missions in the country only after exhaustive diplomatic pressure. The mission was also charged with providing humanitarian assistance and promoting human rights. In 2007, the African Union- U.N. Hybrid Operation in Darfur (UNAMID) was set up to maintain stability in Darfur while negotiations on a final settlement were still underway.

UNAMID was formally established in UNSC in July 2007 through the adoption of **UNSCR 1769** under **Chapter 7 of the UN Charter** (titled *Action With Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression*). UNAMID was granted the core mandate to provide protection to civilians. It was also mandated to provide security for the humanitarian assistance, monitoring and verifying the implementation of agreements, assisting an inclusive political process, contribute to the promotion of human rights, and the rule of law, and monitoring and reporting the situation along the borders of Chad and the Central African Republic.

In 2008, the U.S. abstained from voting, reflecting divided views over accusations of genocide that have been leveled against the Sudanese government. This occurred despite the fact that the **International Criminal Court (I.C.C.)** issued arrest warrants for the Sudanese President and other top-level officials responsible for the government-sponsored bloodshed in Sudan.

The mandate of **UNMIS ended on 9 July 2011**; the UNSC officially ended the mission on 11 July 2011, with a drawdown by 31 August 2011. Equipment and personnel will be transferred to **UNISFA** and **UNMISS**.

The **UNISFA** is a United Nations peacekeeping force in **Abyei**, which is contested between the Republic of Sudan and the newly-independent Republic of South Sudan. UNISFA was approved on 27 June 2011 by the **UNSCR 1990** after a flareup in the **South Kordofan conflict** earlier in June 2011.

UNMISS was established on 8 July 2011 under **UNSCR 1996**. It aims to support the government of the **Republic of South Sudan** in developing its capacity to provide security, to establish rule of law, and to strengthen the security and justice sectors. The peacekeeping mission is concerned with the protection of civilians, and thus is not mandated to engage in **protection of South Sudan's territory** or the sovereignty of that territory.

<http://www.un.org/en/peacekeeping/missions/unmiss/mandate.shtml>

<http://news.bbc.co.uk/2/hi/africa/6925187.stm>

<http://www.bbc.co.uk/news/world-africa-13933933>

<http://www.un.org/en/peacekeeping/missions/unmiss/facts.shtm>



Democratic Republic of Congo

United Nations Organization Stabilization Mission in the Democratic Republic of the Congo or MONUSCO (until 2010 known as United Nations Mission in the Democratic Republic of Congo or MONUC):

The Democratic Republic of Congo is a multi-ethnic country which became independent from Belgium in 1956 and is endowed with a lot of natural resources ranging from gold, timber, copper, diamonds, and other strategic minerals. The current conflict in the DRC between the government and various rebel groups began on 2 August 1998. The Lusaka Ceasefire Agreement held on 6 August 1999 in Lusaka, Zambia was attended by the DRC, Uganda, Rwanda, Zimbabwe, Angola, Namibia, RCD, and MLC. In the Agreement, the parties noted the commitment of the DRC government, the RCD, the MLC, and all other Congolese political and civil organizations to hold an all inclusive National Dialogue aimed at realizing national reconciliation and a new political dispensation in the DRC. All the parties agreed to a ceasefire among their forces in the DRC.

MONUC was established in November 1999 (**UNSCR 1279**) to help bring peace in the war-torn DRC.

On establishment, MONUC's mandate included the following elements:

- To monitor the implementation of the ceasefire agreement and investigate violations of the agreement and to develop an action plan for the overall implementation of the ceasefire agreement by all concerned;
- To work with the parties to obtain the release of all prisoners of war and military captives and remain in cooperation with international humanitarian agencies;
- To monitor compliance with the provision of the ceasefire agreement on the supply of ammunition, weaponry and other war-related material to the field;
- To facilitate humanitarian assistance and human rights monitoring;

In 2009, the DRC's military, backed by around 20,000 MONUC peacekeepers, began an **offensive against the Democratic Forces for the Liberation of Rwanda (FDLR)** in a deal to boost ties with neighboring Rwanda. The eastern DRC conflict has cost nearly 900,000 civilians displaced, about 1,000 dead and about 7,000 women and girls raped.

In accordance with **UNSCR 1925** of 28 May 2010, MONUC was renamed as of 1 July the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).

In May 2011, the international cooperation minister of DRC expressed his government's desire of an "orderly, progressive withdrawal" of MONUSCO due to "normalization" of DRC's relations with neighboring countries and containment of rebels to a "few isolated zones". In June 2011, the UN announced that it would withdraw about 2,000 peace-keepers by the end of the month.

On 15 November, MONUSCO helicopter gunships were deployed to support government forces as they fought to hold off a 23 March Movement attack south of Kibumba; the combined army and UN assault killed approximately 64 M23 fighters.

In January 2013 chief of MONUSCO Herve Ladsous told the UN Security Council during a closed-door session that the mission plans to **deploy three unmanned aerial vehicles** in eastern provinces of DRC. US, UK and some other UNSC members were also supportive of the idea. Rwandan delegation informed the UN Security Council that Monusco would be a "belligerent" if it deployed drones in eastern DRC. Other diplomats, including Russian, Chinese and some from Europe, also expressed reservations. They said there were unanswered questions about who would receive the information from the drones and how widely it would be disseminated, expressing discomfort at the idea of the **United Nations becoming an active gatherer of intelligence**.

On 20 November 2012, March 23 Movement seized the provincial capital of Goma after the national army retreated. MONUSCO troops observed without intervening, as their **mandate only allowed them to protect civilians**. UN spokesman Eduardo del Buey said peacekeepers "cannot substitute" for the Congo national army, adding that the 1,500 UN troops in Goma held their fire because they did not want to risk civilian lives.

<http://www.un.org/en/peacekeeping/missions/monuc/facts.shtml>

<http://www.reuters.com/article/2012/11/21/congo-democratic-un-idUSL5E8MLH6J20121121>

<http://news.bbc.co.uk/2/hi/africa/7692932.stm>

Peacekeeping Reforms

“Peace operations 2010” reform strategy

(Excerpts from the report of the Secretary-General)

Reporting to the General Assembly on 24 February 2006 on the financing of the United Nations peacekeeping operations (A/60/696), the Secretary-General, among other things, outlined a reform strategy entitled “Peace Operations 2010” setting out the policies and procedures to enable the Department of Peacekeeping Operations to support peacekeeping over the next decade. Below are relevant excerpts from the above report:

“II. Peace operations 2010

“6. The Department of Peacekeeping Operations believes that now, five years after the report of the Panel on United Nations Peace Operations of 17 August 2000 (see A/55/305-S/2000/809), the “Brahimi” report, is an opportune time to reflect on the scope and tasks of United Nations peacekeeping, including the manner in which tasks are performed, achievements accomplished and lessons learned during the past five years, and to evaluate the capacities that need to be strengthened to meet the Department’s goals over the next five years. As the Department charts a course to achieve its targets, the challenge remains to accomplish the necessary restructuring while continuing to deliver its services and meet its obligations. Simply stated, the Department cannot set aside its mandated tasks and responsibilities while redefining the manner in which it performs its functions.

“7. To that end, the Department of Peacekeeping Operations has prepared a reform strategy entitled “Peace operations 2010” that would set out the policies and procedures necessary to enable it to support peacekeeping over the next decade. Those reforms will focus on five key areas: personnel; doctrine; partnerships; resources; and organization. The Director of Change Management in the Office of the Under-Secretary-General will be responsible for the day-to-day coordination and implementation of the reform process. Working groups have been established to undertake the detailed work related to each area. The working groups will be responsible for developing options for the consideration of the senior management of the Department and for overseeing their subsequent implementation. A task force has been established to engage the Department and the field missions in the reform process without disrupting their regular activities.

“8. The first area is the recruitment and retention of highly qualified personnel by providing the structures and support they would need to build a career as United Nations peacekeepers. The Organization’s main asset is its personnel: after six decades of United Nations peacekeeping, a more professional approach in the recruitment of personnel will help establish the foundation for a strong cadre of peacekeepers. A fresh strategy is needed for the recruitment, preparation and retention of staff and leadership for United Nations peace operations. Such a strategy will include the reprofiling of key positions, supported by targeted recruitment and development of personnel, accompanied by integrated management, leadership and occupational training designed to build expertise and enhance professionalism. New policies and procedures will be introduced for the selection and preparation of staff, with particular emphasis on those in senior mission leadership positions. In addition, special emphasis will continue to be placed on leadership and management standards, with clear guidance and policies for conduct and discipline.

“9. In 2005, the Personnel Management and Support Service of the Department of Peacekeeping Operations was engaged in a review of its core functions to strengthen its ability to recruit and retain highly qualified staff for United Nations peace operations. Several concrete actions have been taken to address current inefficiencies, including the reassignment of responsibility for recruitment, outreach and roster management to a team independent of the staff selection and placement functions. In addition, the Service has been actively engaged in providing staff with online access to manuals and developing a comprehensive package of guidance for field missions on recruitment practices and policies. Resources will be dedicated, to the extent possible, to completing the comprehensive standard operating procedures that will govern the recruitment and selection processes for field missions. The target for promulgating those procedures and making them available to all field missions is the first quarter of 2006. That process will also serve as an initial step towards the promulgation of a comprehensive staffing system for United Nations peace operations to be undertaken in consultation with the Office for Human Resources Management.

“10. Ongoing programmes to increase the retention of qualified personnel include: (a) the provision of career advice to staff in the field; (b) the development and delivery of career support workshops and training; (c) the development of online learning modules in order to reach a larger number of staff in the field; (d) the maintenance and expansion of the career development website, which provides information around the clock on a broad range of career issues; and (e) the creation of career resource centres in the field. Support for the preparation and retention of staff include the piloting of capacity-building programmes at Headquarters for field-based senior administrators and piloting capacity- building visits for the training of focal points.

“11. In the second key area of doctrine, the expansion of peacekeeping mandates has made it more important than ever to clearly define and articulate what peacekeeping can do, and, equally importantly, what it cannot do. Capturing accepted best practices is crucial to establishing standards for peacekeeping missions and formulating guidance on how to achieve those standards. While every peacekeeping experience is unique to its setting, and mandated tasks differ among missions, an extensive body of experience and knowledge has been amassed in the almost 60 years of peacekeeping operations. It is imperative that such collective experience be captured and put to use each time a new mission is launched or when a mission is expected to engage in new tasks. Doctrine sets out the accepted and tested practice that forms the basis for guiding staff in their functions and responsibilities. More concrete institutional foundations are now being put in place to achieve that goal.

“12. The Department of Peacekeeping Operations is establishing a system that will continuously collect and analyse practices and experience in the field and at Headquarters. This system will be linked to the production of better guidance materials for peacekeeping personnel and will underpin those activities with improved information management practices to share lessons learned and disseminate guidance. Standardized practices, procedures and guidelines can facilitate the more effective and efficient interaction of personnel from diverse cultures, background, training and expertise in the mission environment. Greater doctrinal clarity on the standards, expectations and procedures of the Organization is vital to effective planning, training and mission management in the field.

“13. Considerable best practices work remains to be done, in particular learning the common lessons emerging from the start-up of the four recently established missions. Work on lessons learned continues to be required on a wide range of issues, including more effective ways to

integrate multidimensional missions, including through joint mission structures, for example joint mission analysis cells and joint operations centres, and developing joint guidelines with other United Nations entities engaged in multidimensional missions, such as human rights in peacekeeping operations. The Peacekeeping Best Practices Section of the Department of Peacekeeping Operations continues to operate with minimum resources on commissioning lessons learned, field research or travel, which considerably limits travel of Section personnel to the field for work related to best practices and lessons learned.

“14. While it has formally been in existence for several years, the Peacekeeping Best Practices Section did not obtain its full complement of staff until 2003. Its outputs in recent years have been refocused to target the guidance needs of current operations and to demonstrate to practitioners the utility of lessons learned. At the same time, the Section is working to improve institutional learning in United Nations peacekeeping as a whole. In 2006, the Section will invest time to build the underlying foundations and systems for the more effective collection of good practices and lessons learned and link them to the development, coordination and dissemination of operational policy, procedures and guidelines for United Nations peacekeeping. Functional underlying systems for doctrine development also facilitate faster and higher quality production of guidance materials by other subject matter experts in the Department of Peacekeeping Operations.

“15. The above-mentioned basic systems have been lacking, as has a strong culture of continuous institutional development and knowledge transfer. The Peacekeeping Best Practices Section is working to make tools available to missions in 2006, including through an Intranet website that will connect United Nations peace operations with one another and with Headquarters. By synchronizing effective information management practices in the Department of Peacekeeping Operations with efforts to strengthen policy/doctrine development and more systematic and decentralized lesson/practice collection, the Department will be moving towards real institutional learning systems for peacekeeping. Those systems are essential to more effective identification and transfer of lessons and best practice experience among missions and towards the development of more authoritative guidance from Headquarters based on lessons learned in the field. The Peacekeeping Best Practices Section will retain chief responsibility for the production of materials of a crosscutting nature, including in the thematic advisory areas of disarmament, demobilization and reintegration, gender, HIV/AIDS and rule of law.

“16. The third key area is the establishment of frameworks for interactive partnerships. The United Nations is committed in improving coherence across its system. The Secretary-General's Policy Committee has reaffirmed that integration is the fundamental principle of United Nations peace operations, and to this end, the General Assembly has established the Peacebuilding Commission and the Peacebuilding Support Office to ensure that integration takes place in the context of a wider peacebuilding effort. In line with this approach, the Department of Peacekeeping Operations has already taken steps at Headquarters to improve the way peace operations are planned and conducted with partners within the United Nations system, particularly the agencies, funds and programmes with operating capacities in the field. A major priority is to significantly improve the integrated mission planning process at start-up and throughout the life cycle of a peace operation.

“17. In collaboration with its partners, the Department of Peacekeeping Operations has two main priorities. The first is to establish predictable frameworks for cooperation with regional organizations, including common peacekeeping standards, establish modalities for

cooperation and transition and, to conduct, where possible, joint training exercises. As an example, the African Union stands as a key external partner for the Department. In line with the 2005 World Summit Outcome (resolution 60/1), the Department is committed to supporting African peacekeeping capacities over the next 10 years and, together with other external partners, to supporting the African Union in its peacekeeping tasks.

“18. The second priority of the Department of Peacekeeping Operations is to further develop its relationship with international financial institutions. In April 2005, the Department initiated a process to explore with the World Bank the manner by which strategic cooperation in a post-conflict context might be enhanced. That process emanated from a concern that in post-conflict States, neither military security nor economic assistance is, in itself, sufficient to bring about sustainable recovery. Earlier and better strategic and operational cooperation between the Department and international financial institutions could result in: (a) a more concerted international action to secure successes in the immediate post-conflict phase; and (b) the re-establishment of state authority and institutions, including a functioning civil service and local administrative structures. The cooperation process between the Department of Peacekeeping Operations and the World Bank is grouped around five areas: (a) dialogue, including regular exchange briefings between headquarters; (b) training, including participation in each other’s courses; (c) research projects, such as the recent study on the perceptions of senior managers of the Department and the World Bank in the field; (d) staff exchanges; and (e) operational innovation in the field.

“19. The Department of Peacekeeping Operations has already taken the step of leading both the collective revision of the Secretary-General’s note of guidance on integrated missions and lines of authority and the review of the integrated mission planning process to revise guidance on the planning of integrated missions. Moreover, the Department has recently entered into a strategic dialogue with the United Nations Development Programme (UNDP) on the clarification of roles and responsibilities in integrated missions, including in functional areas such as rule of law, security sector reform, governance and capacity-building.

“20. The fourth key area relates to securing the essential resources to improve operations. United Nations peacekeeping succeeds or fails depending on the provision of sufficient capacity to implement a mandate. In the 2006/07 period, the Department of Peacekeeping Operations will aim to strengthen the Police Division and will also work to expand its resources in four areas: (a) the creation of the standing police capacity approved at the Summit; (b) the strengthening of technological capacity, particularly information technology resources, by establishing more flexible and accessible software platforms for mission management and accountability; (c) the enhancement of strategic communications capacity; and (d) the establishment of conduct and discipline units throughout peacekeeping operations and at Headquarters. The Department will also continue to pursue arrangements to provide the Organization with rapidly deployable capabilities to sustain missions in crisis. There are no additional resources being requested for the Military Division in the 2006/07 budget for the support.

“21. The fifth key area is the establishment of integrated organizational structures at Headquarters and in the field. Effective peacekeeping requires flexible structures that can evolve over the different phases of the mission, while consistently providing timely and effective support. The Department of Peacekeeping Operations is conducting a benchmarking study that will involve the examination of building blocks on which each mission is structured. The next phase of the study will examine the ‘to be’ model and will benchmark

the support functions against other organizations. At Headquarters, the Department proposes to create integrated teams to serve as a single backstop for field missions. The integrated teams will incorporate political, military, police, specialist civilian, logistics, financial and personnel expertise. The teams will be supported by functional expertise to deliver substantive and support tasks, including, but not limited to, conduct and discipline, integrated training, policy, doctrine and guidance, disarmament, demobilization and reintegration, and rule of law. A dedicated capacity to engage with the Department’s external partners will also be an important element of the initiative.”



The New Horizon Process

The New horizon document was drafted as an initiative to focus the dialogue and partnership between the Secretariat and Member States, a process that has continually evolved as Member State deliberations and Secretariat efforts have advanced. Based on initial consultations, a priority agenda for the initiative was set out in the Secretary-General's report to the 64th session of the General assembly (2009) and his subsequent reports on implementation of the recommendations of the Special Committee on Peacekeeping Operations in 2009 (a/64/573) and 2010 (a/65/680). This agenda has been the subject of implementation activities and ongoing consultations on the strengthening of United Nations peacekeeping.

Priority Areas

Policy Development

Developing practical guidance on critical roles for United Nations peacekeeping

- Achieving policy consensus
- Clarity of tasks and responsibilities
- 4 Protection of Civilians
- 4 Peacekeeping-peace building
- 4 robust approach/effective peacekeeping

Capability Development

Identifying, building, and sustaining the required capabilities to support peacekeeping

- Filling critical gaps sustainably
- Stronger performance culture
- Outreach to contributors and coordination of capability-building assistance

Global Field Support Strategy

Improving service delivery to the field through the introduction of a new service delivery model

- Client orientation
- Flexibility and faster deployment
- Scale efficiencies

Planning and Oversight

Ensuring more effective arrangements for planning, accountable management and oversight of missions

- More inclusive planning
- Improved information and reporting
- Accountability frameworks

Conclusion

The Study Guide contains case studies on DRC and Sudan, however please take note that the delegates are at liberty to discuss any prior Peacekeeping operation, as long as it falls under the mandate of the agenda. Please don't restrict your research to the conventional sources used in Model UN, we would like to encourage the delegates to go into the academic sphere of criticism and suggestions with regards to the proposed reforms.

The one consideration which you need to keep in mind while researching about reforms is the constraint of International law pertaining to Intervention in a Sovereign State. The right/responsibility to intervene in the matters of another state are enshrined in UN Charter, various Conventions and Resolutions. Morality of intervention, may be popular among the masses but it is the legality of intervention and peacekeeping which becomes the most relevant factor while deciding the crucial questions of establishing the scope, mandate of a new peacekeeping mission.

