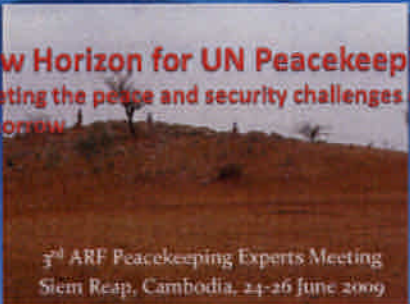



New Horizon for UN Peacekeeping:
Meeting the peace and security challenges of tomorrow





3rd ARF Peacekeeping Experts Meeting
Siem Reap, Cambodia, 24-26 June 2009




Proposals and options

- Cohesion
- Credibility
- Capacity




Strategic review

- Analysis and consultation process
- Taking stock of current challenges and new opportunities
- Take account of global changes
- Forge greater consensus around UN peacekeeping



Current status

- Global enterprise with a variety of tasks
- Reliable and effective instrument
- Demand is on the rise, but not always the best option
- Global partnership is needed




Current stretch

- More than 113,000 peacekeepers deployed in 16 operations
- Annual budget of almost \$8 billion
- Diverse conflict environments
- Broader, complex range of tasks



Overstretch

- 8 new and expanded missions in last 5 years
- Ad hoc system
- Static and inflexible system of rules
- Varied sources of personnel and equipment
- Inadequate system for attracting professionals



Response

- Flexible and innovative
- Peacekeeping is one component of a wider international response
- Mediation /conflict prevention and peacebuilding
- Multiplicity of actors
- Leverage comparative advantage



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Cohesion

- Strategic partnership among all actors
 - Consider peacekeeping as one option
 - Sustained political and resource commitments
 - Consultations to match resources with tasks
- Cohesive mission planning
 - Better matching of resources and tasks
 - Identification of strategic objectives
 - Improved consultations with contributing nations



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Credibility

- Enhanced deployment through sequencing
- Contingency and strategic reserve arrangements
- Shared understanding of key concepts and tasks
- Mission "footprint" and impact



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Capacity

Critical capability shortages

- Aerial mobility - utility helicopters, tactical helicopters
- Ground mobility - infantry units with high mobility vehicles
- Enablers - engineers, logistics and transportation units
- Information gathering - observation/surveillance, incl. high resolution; night operations capability; data management and analysis
- Formed police units - specialized in public order management, including crowd control
- Specialized police - including investigators, trainers, organizational reform



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Delivering capabilities

- Focus on capability not numbers
- Operational tasks, support systems, willingness to use capability
- Training, equipment and sustainment to enhance capability



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Training as an enabler

- Underprepared or unprepared personnel
- Pre-deployment and mission-specific training
- Greater coherence in bilateral training initiatives and operational needs
- Mentoring and support



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Pooling resources

- Partnerships are necessary and inevitable
- Framework arrangements, joint training
- Sharing of scarce capabilities, such as airlift and specialist expertise.



Support facts and figures

- UN aircraft in peacekeeping missions: 270
- UN vehicles in peacekeeping missions: 17,350
- Cost of daily fuel consumption: \$1.75 million
- Daily water provision: 11 million liters
- Daily power generated: 300 million watts
- Number of peacekeeping procurement transactions in 2008: 17,387
- Value of peacekeeping procurement transactions in 2008: \$1.4 billion



Global support system

- New field support strategy
- Regional service centres
- Improve security and conditions of service
- Modular approach for rapid delivery
- Mission start-up packages



Way forward

- Start of a process
- Consultations with Member States and partners to follow
- Developing consensus around key action points
- Open to new options, better solutions
- Concrete proposals to next session of C34



Thank you.



New Horizon for UN Peacekeeping:

Meeting the peace and security challenges of tomorrow

Excellency Minister Prak Sokhonn,

Gem. Nhem Sovath, Distinguished delegates,

Thank the Governments of Cambodia and Japan for

inviting DPKO to this event. I am delighted to be here with

you. It has been a dream of mine to be in Cambodia

for the past 20 years.

This region is of tremendous significance for us in UN Peacekeeping

Slide 1 on ~~our~~ but a larger contribution come from this region.

I honour your contribution to the cause of peace

and honour

This morning, I will be presenting a preview of an internal

non-paper that the Secretariat is developing as part of a

forward-looking analysis process and which will be released

for discussion with Member States in the next few days. The

C34 will be briefed on it on 26 June and the Security Council

will discuss some aspects of it on 29 June. We hope to also

take advantage of such regional forums and other seminars

and workshops to enhance the dialogue with national

capitals and peacekeeping experts in national

governments. You will be the first regional grouping to be

briefed broadly on the contents of this initiative and it will be

our first opportunity to get your first hand reactions to some

of the proposals it contains.

The analysis proposes options and offers recommendations,

some of which are new, others which have been made

before. It offers a vision of an inclusive dialogue and a new

way of doing business to meet the realities of global

peacekeeping. We have titled this: A New Horizon for UN

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Peacekeeping, aimed at addressing the challenges and maximizing the opportunities for UN peacekeeping success in the near term.

Slide 2

The proposals focus on three critical aspects that will together improve the potential of UN peacekeeping to contribute to international peace and security.

Enhancing

- Cohesion among stakeholders
- Credibility of UN peacekeeping missions
- Capacity to deliver on mandates effectively

Slide 3

The Department of Peacekeeping Operations and Department of Field Support embarked late last year on an ambitious forward-looking analysis and consultative process with all stakeholders to begin a discussion on a strategic agenda for future UN peacekeeping. This was triggered to some degree by the ambitious mandate we were given for Somalia and what seemed a clear indication that we would soon have to take over the peacekeeping effort there from the AU. This amidst increasing demands in Chad, Sudan,

Haïti and the continuing needs in Congo, Cote d'Ivoire, Lebanon and our other missions.

It was also a natural outgrowth of the periodic introspective review of our state of play: what are the challenges, what are the opportunities; how can we address the former and maximize the latter.

The timing seemed appropriate as it has been ten years since the seminal Brahimi review and a good time to assess the successes and limitations of the Peace Operation 2010 initiative. In addition, dramatic developments in the global environment have changed the landscape in which peacekeeping operations must fulfil ever more complex mandates. These include the global economic crisis that has a more dramatic impact on fragile economies emerging from conflict and normative developments in international law and justice with the advent of the ICC and the responsibility to protect.

All of these developments have complicated the environment for UN peacekeeping, but also forced increased synergies and creative solutions.

The primary goal of the process is to forge a greater consensus around UN peacekeeping and on the conditions under which it can be most effective.

Slide 4

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UN peacekeeping is at a crossroads today: it has evolved into a global enterprise and become a more reliable and effective instrument for the maintenance of international peace and security. The increased demand for UN peacekeeping over the past decades is a testament to its usefulness as an international instrument.

Yet, it is sometimes a victim of its own success. The demand for peacekeeping is on the rise, but it is not always the optimal instrument of international diplomacy or collective security.

It is time to revisit the agenda for UN peacekeeping to build on achievements and prepare for the future. This requires a global partnership of all those involved in peacekeeping – members of the Security Council, personnel and financial contributors, host States, regional and other partners and the UN system as a whole.

Slide 5

Today UN peacekeeping is increasingly deployed to a greater diversity of conflict situations. These include conflicts in which a viable peace process is not in place, where consent of key parties to the conflict is not assured, and where size, geography and lack of infrastructure present significant challenges to the framework and approaches that have evolved over 60 years.

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In these diverse conflicts, UN peacekeeping operations are being mandated to undertake a broader and more complex range of tasks for which current frameworks, policies and capabilities are not configured or equipped to fulfill (e.g. ^{robust} peacekeeping, protection of civilians, forging peace processes, and a range of peacebuilding functions).

Slide 6

The Brahimi review envisaged the launch of one large mission a year. Yet between 2003 and 2008, UN peacekeeping launched 8 new and expanded missions. The levels of stocks and funds available to prepare and quickly deploy a mission have not been adjusted to keep pace.

UN peacekeeping today is global in scale and in scope; yet it operates within a system that remains, fundamentally, ad hoc.

Every operation is assembled and funded individually, allowing little flexibility of resource allocation between missions based on need. Procurement rules and contractual practices are often rigid and risk averse.

Administrative practices and financial management systems designed for a static peacetime Headquarters designed chiefly for conference servicing tasks, must manage field operations in some of the most difficult,

volatile and remote environments in the world where normal banking, procurement and logistics infrastructures are non-existent.

Need has forced innovation and we have encouraged personnel and equipment provided through a variety of sources: Member States' contributions, UN-owned, private contractors, bilateral loans and donations, donor-funded, and combinations of these sources. This diversity, while expanding the options available for the provision of much needed equipment and capacity, creates additional burdens of interoperability and sustainability.

We have an inadequate system for the recruitment and retention of professional peacekeepers, which results in high turnover of personnel and chronic vacancy rates.

This mismatch between the peacekeeping instrument and the tools and resources available to it, is exerting a tremendous strain on UN peacekeeping in meeting the challenges.

Managing these strains and meeting demand will require a new way of doing business.

Slide 7

UN peacekeeping has proven to be quite resilient: its flexibility and adaptability have continued to make it a relevant and viable instrument for the maintenance of international peace and security.

Yet, peacekeeping is not alone in supporting the peace and security objectives of the United Nations.

In addition to peacekeeping operations, 27 special political and related missions work with national actors to prevent crises and support regional capacities to address them; they help mediate crises and provide assistance in building longer-term peace. In many countries, UN agencies, funds and programmes are the face of the Organization in promoting peace and security through development assistance and conflict prevention or peacebuilding programmes.

Political mediation, humanitarian and development actors are now part of international crisis management strategies. Peacemaking and peace enforcement has also diversified, with bilateral, multinational coalitions of forces and regional actors increasingly working together in different configurations.

Each of these instruments has its strengths and limitations and effective crisis management depends on bringing them together in ways that maximize their effectiveness and leverage their comparative advantages.

Slide 8

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UN peacekeeping can only succeed as part of a wider political strategy to resolve a conflict.

As peacekeeping expands in scope and tasks, it depends more and more on active political support for success. Strengthening the cohesion of all partners in UN peacekeeping requires robust political strategies and support for every mission. There is a range of political actions that can be taken to better prepare the ground for a peacekeeping operation, including mediation, the support of key regional actors, incentives and disincentives for conflicting parties to support the deployment of a peacekeeping operation, etc. These must be sustained throughout the life of a mission to ensure success.

Improved planning for missions, from the very first stages of the identification of a crisis, may require a change in the manner in which mandates are crafted and a better matching of mandated tasks with resources. It also asserts that key contributing nations have a reasonable right and need to be closely associated with mission planning and mandate development. The international community may need to better identify strategic objectives and then select the best instrument to meet those objectives.

Slide 9

The importance of fast and effective deployment and contingency arrangements are critical for mission credibility.

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peacekeeping operation, but also the economic, environmental and social impact. The latter includes the professional conduct of peacekeepers, as nothing erodes confidence and credibility of a mission faster than allegations of misconduct, including sexual exploitation and abuse.

Slide 10

United Nations peacekeeping must identify and deliver a new generation of capabilities, military, police and civilian, to meet its current and future challenges. Today, the supporting architecture is not keeping pace with demands in the field, and critical capability shortfalls are not being met, even as the demand for these grows. Limits are being encountered not only in capability but financially, as well.

Harsh, remote operating environments demand robust supply chains and equipment as well as enhanced self-sustainment arrangements. More complex and, at times, dangerous operations require strengthened command, control and communications, and greater interoperability between units.

In urban areas where public disorder and crowd violence is a threat, specialized police personnel are required, not military. Tasks to support the extension of state authority, to rebuild or reform police, border management or other

We are proposing options for improved roll out of integrated missions based on a sequenced deployment, field-driven assessment and benchmarking. This should increase the speed and effectiveness of mission deployment and lower initial budgets for new missions. The idea would be for new missions to focus on key tasks for increasing security and creating the pre-conditions for peace consolidation. Beyond the immediate tasks, field assessments and benchmark would set the pace for implementation of other tasks.

The need for contingency reserves to respond to serious crises is critical for mission success and hence, credibility. Having this capability allows missions to build confidence among the local population and implement key mandate provisions. We must come to an agreement on how we can provide for these strategic reserves as a fundamental element of mission credibility.

We must also develop a shared understanding and policies for improved performance in such areas as robust peacekeeping; protection of civilians; and peacebuilding tasks undertaken by peacekeeping operations. The findings of the recent Secretary-General's report on peacebuilding and early recovery after conflict will shape the recommendations in this area.

Finally more systematic impact assessment of the mission's footprint will be advocated to improve credibility. This includes not just the security and political impact of a

Recent surveys and evaluations of our deployed personnel have highlighted the problem of unprepared or underprepared troops, police and civilians undertaking challenging tasks in impossible conditions.

Together we must explore ways to improve pre-deployment training, mission-specific preparedness and interoperability, not only between multinational military or police units, but also among military, police and civilian components. Ways in which we can improve such interoperability before hitting the ground in-mission can be vital to mission success.

Bilateral training initiatives can also serve to increase this interoperability and familiarity with UN standards. We must explore how we can better synchronize such training initiatives with operational needs for UN peacekeeping.

Additionally, countries that have long experience in UN peacekeeping can mentor or support new and emerging contributing nations in such areas as MOU negotiations, force configuration, equipment standards, etc.

Slide 13

UN peacekeeping missions now regularly operate alongside, in sequence or in cooperation with regional organizations and other actors. The varied forms of peacekeeping partnerships of the past decade are likely to continue in the future. The specific political and operational characteristics of each situation will continue to demand

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security sector institutions all require highly skilled personnel with skill sets not easily identified.

Slide 11

United Nations peacekeeping needs to consider a fundamental shift in focus away from planning for and generating numbers to the concept of delivering 'capabilities'.

A capability entails not just the delivery of personnel and equipment to the field but it also demands greater clarity on the required operational tasks, the training packages to meet those requirements, the support systems necessary to sustain the relevant capabilities in the field and the willingness of peacekeepers to use capabilities to the full extent.

We would like to explore ways to expand the base of contributors of capabilities and ways in which Member States and the Secretariat can work together to enhance cooperation to build global capacity for peacekeeping. This could be through improved linkages between the definition of standards, the provision of training, and better negotiated equipment and sustainment packages.

Slide 12

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A new Field Support Strategy is being developed that explores the opportunities for creating economies of scale and improving the performance of the support machinery for the field.

The strategy considers options for supporting missions globally, regionally and in-mission. It proposes for example, the development of regional service centres to consolidate administrative and support functions that could help eliminate redundancy of services within each separate mission, and help reduce mission size and footprint. This in turn could help to mitigate the security and other challenges presented by the presence of large missions in unstable environments.

A new modular approach is being taken to facilitate the rapid delivery and establishment of critical mission headquarters infrastructure and support structures. This entails the development of a pre-designed and pre-costed, even pre-approved, models for basic mission start-up packages to enable the faster initial deployment of a mission headquarters. This would provide planners and logisticians with the scope to customize and phase the deployment of operational capacities to the mission in line with established priorities and sequencing.

Slide 16

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new and creative partnerships with international, regional and bilateral actors.

Greater familiarity between organizations and the development of political and technical cooperation framework arrangements can help overcome interoperability hurdles, as can joint training initiatives. Framework arrangements for such issues as reimbursements, logistics support and interoperability in the field – must be examined.

Options for pooling scarce resources – such as strategic lift and specialist civilian and police expertise – could be explored, as well as enhanced information exchange on current and future capability requirements.

Slide 14

Supporting UN peacekeeping is a massive enterprise. Strengthening this massive undertaking while it is at full stretch calls for new thinking and an openness to new approaches to supporting field operations.

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