

**CO-CHAIR'S SUMMARY REPORT OF THE
2ND ARF PEACEKEEPING EXPERTS' MEETING,
Singapore
4-6 March 2008**

1. The 2ND Meeting of the ASEAN Regional Forum Peacekeeping Experts' Meeting was held in Singapore on 4-6 March 2008 with the theme of "Planning for Peace Operations – Achieving Mission Success in Diverse Environments". The objective of the Meeting was to provide an overview of the diverse environment for peace operations and enhance knowledge of planning for peace operations. It further aimed to develop an almanac of planning points of contact and a planning template which maybe modified for wider operations.
2. The Meeting was co-chaired by Col. Tung Yui Fai, Chief Guards Officer and Commander, Joint Task Force of the Singapore Armed Forces and Air Commodore Peter Stockwell from the New Zealand Defence Force. The Meeting was attended by 26 ARF participating countries and the ARF Unit/ASEAN Secretariat. The UN Office for the Coordination of Humanitarian Affairs (OCHA), International Committee of the Red Cross (ICRC), Mercy Relief Singapore and the Singapore Red Cross were also present. The List of Participants appears as **ANNEX 1**.
3. In his Welcoming Remarks, Col. Tung Yui Fai noted that the ARF countries have much operational experiences to share and the Meeting would provide the opportunity to enhance the learning opportunities of all the participants. The Welcoming Remarks appears as **ANNEX 2**.
4. Major-General Neo Kian Hong, Chief of Army of the Singapore Armed Forces, in his Opening Address said that there has been a surge in the demand for peacekeeping operations and that they have grown in complexity and diversity. The roles of the military component in today's peacekeeping missions have also grown in turn and military forces have had to take on many more tasks and responsibilities unfamiliar to most armed forces. He stressed that the ARF is ideally suited to contribute in this area, given the wide range of capabilities and experience and that the ARF today is well placed to move beyond dialogue to forge closer practical cooperation in areas of common interest. The Opening Address appears as **ANNEX 3**.
5. The Meeting was organized into Keynote Address, plenary discussion sessions and syndicate discussions focusing on Planning for Peacekeeping Operations covering Military Planning, Pre-deployment training, and Planning/Command and Control/Information Operation Considerations, Logistics and Medical Support.

Keynote Address 1: UN Strategic Planning for successful peace operations

6. Major General Per Arne Fjerve, the Acting Military Advisor from the UN Department of Peacekeeping Operations in his keynote address on "UN Strategic

Planning for Successful Peace Operations”, outlined the structure of the Department of Peacekeeping Operations (DPKO) and the Department of Field Support. The Meeting noted that from early 2008, six Integrated Operational Teams which will function under the Office of Operations regional Divisions in the DPKO are planned to be established. Each IOT will include political, military, police and support specialists. The presentation also outlined the spectrum of interaction with the other parts of the UN system and the other players in peacekeeping operations such as Troop Contributing Countries (TCCs), donors, NGOs and regional organizations like the EU and AU. The structure of the Office of Military Affairs within the DPKO was also reviewed. The Office advises senior UN leadership, field missions and UN member states (including TCCs) on all military matters and plans for potential UN missions and generates the military capabilities among other things.

7. The presentation outlined the nature of conflicts which mainly include the following: mostly intra-state conflicts; governments are ineffective or not in control; collapse of economic structures; breakdown of the judiciary and the police force; and external interventions including clash of strategic interests. The attractiveness and the effectiveness of UN peacekeeping such as its impartiality, credibility and legitimacy, the ability to involve broad participation of other UN agencies and international donors and the important role of peacebuilding was also reviewed.
8. The policy issues and doctrines such as the Capstone Document and the SG’s Note of Guidance on Integration, Integrated Mission Planning Process (IMPP), Authority, Command and Control in UN PKOs, Disarmament, Demobilization and Reintegration (DDR) and Security Sector Reform (SSR) are the main policy and doctrines referred to when planning a peacekeeping operation. The IMPP Planning Stages (including the strategic and operational levels and the Review and Transition Planning and the Planning Time frame were also looked at. The Military Planning Process in terms of conceptual planning and force generation which would be aligned to the IMPP was also reviewed.
9. The Meeting also noted that consideration of important strategic, political, military and geographical factors during planning, an adequacy of resources and political and military support; a suitable mandate, improved decision-making and a wider political support are key imperatives for mission success.
10. Looking ahead, the Meeting noted that the future of UN peacekeeping would likely see an increase in size and complexity; maintaining quality in terms of force generation and building up the peacekeeping capacities of member states especially in Africa. More robust peacekeeping operations encompassing the use of high technology and intelligence are required. Sustained efforts on prevention, peacemaking and peacebuilding are also required. The presentation appears as **ANNEX 4**.

Keynote Address 2: Peace Operations – Reflections on East Timor Experience in UNMISSET and UNMIT

11. BG (Ret) Eric Tan, the former Deputy SRSG (Security) to UNMIT, in his Keynote Address on “Reflections on East Timor Experience in UNMISSET and UNMIT”, stressed that all peacekeeping missions are different and each mission is different within its lifespan. In addition, the units and personnel are put together to meet general challenges, which change over time. In this respect, the Meeting noted that changing the composition/disposition of forces takes time to implement with even the replacement of contingents a challenge. The force mix is crucial in terms of providing security both at the border and in the districts, with support elements in terms of engineers, military police, and mobility elements.
12. The presentation outlined some of the challenges such as in convincing the Troop Contributing Countries to agree with any re-positioning as they are at times pre-occupied with downsizing troop levels and minimizing costs. Another challenge was addressing non-traditional structures and command relationships such as when getting Military Technical Arrangements to work on the ground with the leadership playing an important coordinating role.
13. The Meeting noted the constant efforts to work the “perception battle” to the mission’s advantage and the need to work with the media. The Meeting further noted the role of leadership at all levels, the need for proactive engagement with the stakeholders and for meticulous follow-through due to different backgrounds, languages and cultures.
14. The presentation highlighted that Security Sector Reform is a new area and has a wide scope including justice and food security although the main elements still involves the military, the justice sector, and the police. The UN, for example, had to develop its own approach on SSR in Timor Leste which included main areas of enhanced cooperation in humanitarian support, border management and crisis management. The presentation stressed the need to take into account local conditions such as the issue of ownership and the involvement of the host nation in SSR. The presentation appears as **ANNEX 5**.

Plenary Discussion Session

15. The Meeting noted that the UN peacekeeping missions increasingly face a hostile environment in some of its mission areas due to political interventions including the expulsion of UN staff, restrictions in troop movement and cuts in resources such as fuel and the need for a quick and effective political outcome. The Meeting noted the paramount aspect of the safety and security of peacekeepers.
16. The Meeting also highlighted that most missions are Chapter VII that mandate the protection of UN personnel and facilities and people under threat. The emergence of “responsibility to protect” will require new thinking on its

implications for the future. The Meeting also stressed the need for the troops on the ground to maintain control on the use of force so as not to exacerbate any fragile situation.

17. The Meeting stressed the important role of regional organizations and that the UN needs to have a closer link to them and consider different ways of operating as they do not have the necessary resources to take on all operations.
18. In line with the more demanding peacekeeping operations in the future, the Meeting called for enhanced quality in training, the right equipment and the necessary political will. The Meeting further noted the need for bilateral assistance in training. In this respect, the Meeting noted the offer by the Japanese Government on possible cooperation with peacekeeping training centres in the Asian region.

UN-National Coordination – views from Military Advisers in New York

19. Capt. Mike Millar, Military Advisor to the Permanent Mission of New Zealand in New York, in his presentation, "The Role of Permanent Missions to the United Nations", outlined the various UN organs involved in peacekeeping operations including the C34 Special Committee on Peacekeeping. There are also Projects and Specialist working groups on UN Peace Operations Doctrine, Standing Policy Capacity and Training of Peacekeepers, among others. Reference was also made to the New York Military and Policy Advisers Community, a professional organization that provides a forum for the exchange of views on the conduct of peace operations.
20. As planning for UN missions is the prime responsibility of the United Nations, it was essential that Troop and Police Contributing Countries keep the UN informed of national constraints and limitations and preferences including the Rules of Engagement (ROE), Status of Forces Agreement and movement planning (especially for self-deployed capability). The presentation stressed that good preparations and timely interaction with the DPKO, through the Permanent Mission and a well resourced reconnaissance were imperative.
21. The Meeting noted that countries could consider contributing other capabilities apart from combat force elements such as health and medical, military observers and advisers and combat service support forces. Contributing countries would need to take into account the deployment period of the resources, the logistic supply routes and bilateral arrangements for over-flight rights, forward operating bases sustainability and permission to transit territorial waters. The presentation appears as **ANNEX 6**.
22. Col. Sim Tiong Kian, in his presentation on "Preparing to Negotiate a Memorandum of Understanding with the UN DPKO," highlighted that the MOU, a negotiated formal agreement between the UN and the Troop/Police Contributing Country establishes the scope of responsibility between the UN, PKO and the TCC/PCC in the provision of personnel, equipment and services. The differences

between Military Observer/UN Police and Troops/Formed Police Unit (FPU) were highlighted. The presentation appears as **ANNEX 7**.

Whole of Government Approach and National Planning

23. Mr. Steve Long, Director of the Domestic and External Security Group in the Department of Prime Minister and Cabinet in New Zealand in his presentation outlined the main features of the Whole of Government approach in New Zealand when risk, costs, or consequences are grave. NZ has a singular process which is used for any type of emergency, such as domestic disasters and deploying NZ resources to crisis situations, where ministers, senior officials and agencies work together but in proscribed roles. The presentation also highlighted the factors and risks applied to the situation such as national and foreign policy interests, wishes of the Government asking for assistance, and NZ's reputation as a good international citizen. The presentation appears as **ANNEX 8**.

24. Maj. Lionel Lye, Deputy Commanding Officer, Republic of Singapore Air Force, in his presentation on "Heli-Operations in UNMISSET" looked at the operation's mission and concept of operations. The presentation outlined some of the lessons learnt from UNMISSET such as the effect of troop morale on operational capability, the usefulness of mental prep/acclimatization, the relevance of technical and engineering course attendance and deployment of health and sanitation experts in deployed sites. In terms of operations, the lessons learnt include the need for detailed mission planning, contingency planning, weapons training and the exercise of operational flexibility. The presentation appears as **ANNEX 9**.

25. DSP Bridget Goh from the Singapore Police Force, in her presentation on "Singapore Police Force and Overseas Development", highlighted the need for mission specific training including health awareness in the mission area. The key areas of contribution of the police include rebuilding the credibility of law enforcement agencies in the host nation, training and transfer of knowledge and skills in traffic management and community policing. Reaching out to the local populations is essential as they in turn provide information to the police. The Meeting noted that there are likely to be more opportunities for female officers in overseas missions in the future. The presentation appears as **ANNEX 10**.

Plenary Discussion Session

26. The Meeting discussed the possibility of standardizing training modules by Troop Contributing Countries and noted that most countries have their own approaches in dealing with training and in many occasions training can be mission specific. However, training centres in the region could collaborate in terms of exchange of best practices and experiences.

27. The Meeting agreed that political will and the willingness of the Government is essential when countries consider committing troops/police for peacekeeping operations. However, countries that are not in a position to deploy forces can

contribute in other ways such as in the provision of non-combatants and resources. The Meeting also noted that a contribution is aligned to national interest and takes into account domestic pressure for countries to play a role in certain missions. A country's desire to contribute as a good member of the international community was another factor. Their citizens who participate have the benefit of the experience, the exposure to other ways of operating, cross training, and learn to be better prepared if the same is to happen nearer to home.

28. Force protection was highlighted and the need for improved handling of peacekeepers wounded and who have sacrificed their lives were noted.

Keynote Address 3: Peacekeeping in Complex Operations – The Middle East Experience

29. Major-General (Ret) Clive Lilley, the former Chief of Staff and Head of Mission of the United Nations Truce Supervision Organization (UNTSO) in his presentation on "Peacekeeping in Complex Operations – The Middle East Experience", focused on UNTSO - the first mission established by the UN, its primary tasks and its areas of operation.

30. The presentation stressed the importance of the right qualities such as discipline and ability to communicate, basic requirements and essential skill sets of people that countries send for UN observers. These include having the situational awareness and broad understanding of the political history of the country/region to be deployed to and the UN system/role in the mission area. They must also know the effects of battlefield operations and procedures. The need for planning to avoid the risks and the importance in selecting key personnel was also stressed. The presentation appears as **ANNEX 11**.

Military Planning for Success

31. Col. Mike Thompson, Chief Staff Officer, Joint Operations, New Zealand Defense Force, in his presentation, "Military Planning for Success", outlined NZ's experience in the various peacekeeping missions in terms of the operational/strategic interface, such as the development of military options, logistics and training. The strategic planning process must also be comprehensive, logical and must have a wide representation to allow for a broad variety of inputs and views. The operational planning meanwhile must be based on the worst case scenario and in a complex environment.

32. The presentation provided a template of issues to be covered including Command and Control, media/information operations, legal arrangements, staffing of personnel and their welfare and health conditions, communication and information systems, training and intelligence. A review of previous missions and the reporting of lessons learnt was noted as a key requirement. The presentation appears as **ANNEX 12**.

Medical Planning for UN Peacekeeping Missions

33. Col. (Dr) Benjamin Seet, Chief Army Medical Officer, in his presentation on "Meeting Resource Demands for UN PKO", focused on the resource implications for increasing peacekeeping operations. The budget for UN peacekeeping in 2008 is USD6.8 billion. The challenges include the deficit in terms of financial contributions from member states and the unwieldy nature of the UN budget processes to meet changing situations and new demands. In terms of human resources, it was noted that the size of peacekeeping operations has been increasing steadily with attendant increase in the human resources required. Other challenges include meeting mandate timelines, meeting and maintaining standards, and military – civilian integration.
34. The presentation stressed the need for Troop Contributing Countries to look into force health considerations in terms of disease outbreaks including malaria and infectious diseases. The process of establishing medical services on the ground based on actual case studies was outlined. The presentation appears as **ANNEX 13**.

Syndicate Discussions and Outcome

35. The syndicate discussions highlighted the need to progress towards a systematic and holistic process concerning PKO and that it should be applicable to any agencies and not just the military. The syndicate discussions reaffirmed the whole of Government approach with the aspiration being a Whole of nation approach ultimately. The development of an integrated mission concept (involving planning, training, operation etc with all relevant agencies) was recommended at future meetings.
36. The need for a common operating framework and language, standards that conform to UN Contingent Owned Equipment manuals and the importance of securing a regional staging facility to project forces and equipment during PKO missions was highlighted. The possible impact to the local community especially on the environment, economy and infrastructure was noted.
37. It was also stressed that Pre-deployment training (PDT) cannot be considered in isolation but must be seen as an integral part of the planning process. As missions vary according to the Rules of Engagement, training would need to be tailored into either generic, mission-specific or specialist training and must be constantly evaluated. Training needs must also engage all components of operations such as the military, the police and the humanitarian organizations.
38. It was noted that PDT must also impart common skill sets such as language and driving skills and involves education on cultural awareness of the mission area. Media training and negotiation and communication skills would be an asset.

39. The syndicate discussions further highlighted that a clear political end-state, understanding the commander's intent, personnel rotation system, continual professional training and communication networks were crucial. It was highlighted that a consistent message needs to be tailored to the purpose of the mission and information operations need to be part of the operational planning process.

40. The presentations on the syndicate discussions appear as **ANNEX 14**.

Wrap Up/ Way Ahead

41. The Meeting agreed that the Planning Template can be a good basis to be used at the national-level subject to individual circumstances and needs. The template and the ARF Planning Points of Contact appear as **ANNEX 15** and **ANNEX 16** respectively.

42. The Meeting noted that the interest in continuing and sustaining the ARF Peacekeeping Expert's Meeting and in this regard suggested that future meetings could look at an integrated or comprehensive mission concept. The Meeting also noted the interest for the ARF to consider holding a peacekeeping planning exercise/activity in the future.

43. The Meeting welcomed Thailand and Japan interest to co-host the 3rd Meeting in 2009 and the confirmation and details would be provided later.

44. The Meeting also noted the value of attending the meetings of the International Association of Peace-training Centres in building professional networks.

Closing Address

45. BG Goh Kee Nguan, Commander, Training and Doctrine Command, Singapore Armed Forces, noted that one of the main outcomes of the Meeting was the realization that there is a need to continuously challenge the assumptions traditionally held in planning and coordinating for peacekeeping missions. The discussions on the Planning Template would allow for an evaluation of each mission taking into account the specific political conditions and/or operational constraints as there is no one-size fits all model when planning for peacekeeping mission deployment.

46. It was noted that exposure at these Meetings equip participants to deal with differing scenarios facing military/security planners in the area of peacekeeping and peacebuilding after the post-conflict phase. The Closing Address appears as **ANNEX 17**.
