

Preface

This second edition of CCOPAB's Magazine and Peace Operations: perspectives, reflections and lessons learned seeks to be in full accordance with the main goal of the very first edition, that is, share the Peace Operations activities carried out by the Brazilian Peace Operations Joint Training Center (CCOPAB). The authors still have the challenging task to present the new features of the current peace operations.

In a nutshell, the articles underscore The Office for Peacekeeping Strategic Partnership, Ethics in armed conflicts some principles developed by the French army, Assessment and Certification of the Brazilian Troops deployed to Haiti, Mine Action and the Brazilian participation in Humanitarian Demining missions, The Brazilian Peace Operations Joint Training Center and its Mobile Training Teams: an exquisite Brazilian tool for alignment with the United Nations in South-South Cooperation activities, BRAENGCOY's Peacekeeping Operations Basic Course in the context of the preparation cycle, High-Level Independent Panel on Peace Operations (HIPPO), The Brazilian military performance in MINUSTAH: strategies to confront gangs in Haiti.

Based on the articles aforementioned, CCOPAB expects to keep its contribution to the spread of peace operations related topics among the different levels – Strategic, Operational and Tactic. Moreover, we will continually be looking forward to reaching excellence in the publications that are yet to come.

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ABSTRACT: The United Nations deploy Peacekeeping Missions in many regions of the world. Thousands of military, police officers and civilian experts work in challenging operational environments. Only with Member States commitment to participate with determined well trained and equipped troops and police, it is possible to deliver the Security Council Mandates. The UN General Assembly has created the Office for Peacekeeping Strategic Partnerships of DPKO to better be able to deliver the Mandates. The Office checks the Missions uniformed components and makes recommendations to the USGs DPKO and DFS to correct systemic issues and improve troop and police performance. The main systemic issues are related to knowledge and understanding of the Mandate and rules and regulations, leadership, integration, mission support and compliance.

KEY WORDS: United Nations, Peacekeeping, DPKO, Systemic Issues

The United Nations peacekeeping operations deploy a number of uniformed personnel¹ as the complexity of their given mandates has increased. They are expected to operate in dynamic and challenging environments, and are frequently exposed to risks, which require strong coordination and the consistent application of established standards.

Picture 1:
Security Council meeting



Meeting these demands requires strategic and operational engagement at all levels across both DPKO/DFS Headquarters and field missions to ensure that:

¹ On June 2016 - 87,245 military were deployed as contingents, 1,757 as military experts and 13,079 police officers.

- Concepts of operation (CONOPS), Rules of Engagement (ROE) / Directives on the Use of Force (DUF), mission support plans and other key directives are appropriate to support the implementation of mandate tasks;
- Plans, information gathering and operational activities are integrated;
- Standards are evenly and consistently applied;
- Timely and appropriate troop and police contributions are generated and deployed to field missions;
- Personnel are properly trained;
- Equipment and logistics requirements are met;
- Adequate medical capabilities are established;
- Necessary welfare measures in place; and
- Safety and security provisions are enhanced.

A breakdown in any one of these areas or failure to address systemic issues could reduce the field mission's ability to deliver the given mandate.

Situations in peacekeeping have demonstrated the need for a capacity in DPKO-DFS to conduct reviews to identify gaps that have an impact on the delivery of the mandate by United Nations peacekeeping operations and provide recommendations on systemic issues with a view to improve mandate implementation.

By conducting both comprehensive and targeted reviews, in line with existing DPKO and DFS directives and standards, the OPSP shall make recommendations to address gaps, systemic issues and emerging challenges affecting the implementation of mandate tasks for uniformed personnel. Such reviews shall

Picture 2 - MONUSCO Commanders meeting



analyse and provide recommendations on, inter alia: military or/and police concepts of operations implementation; guidance (e.g. rules of engagement/use of force) and standards; troop-to-task determinations; force/police generation processes; overall equipment needs; adequacy of support provided to uniformed personnel; welfare needs to uniformed components; training requirements of uniformed personnel and lessons learned identified and disseminated to military and police personnel.

OPSP recommendations are directed to both USGs DPKO/DFS for approval. By analysing gaps that affect the implementation of mandated tasks and making recommendations to address systemic issues, the Director of OPSP ensures that the USGs have holistic, comprehensive, coherent and objective views of all factors contributing to the ability of uniformed personnel to implement the mandates of current operations. Once endorsed, those recommendations are implemented by field missions and both Departments' Divisions and Offices.

The Office for Peacekeeping Strategic Partnership was established by decision of the General Assembly on 2013 and tasked to:

- Strengthen peacekeeping partnership by assisting in identifying gaps that have an impact on the delivery of mandates by United Nations peacekeeping missions, by making recommendations on systemic issues relating to UN peacekeeping operations;
- Making recommendations to ensure the safety, security and welfare, and the Organization's provision of adequate support service to uniformed personnel;
- Working closely with troop and police-contributing countries and senior leadership, both in the field and at Headquarters; and
- Making recommendations to incorporate lessons learned and best practices from peacekeeping missions into existing or

Picture 3 - UNMISS Bentiu POC Site



future peacekeeping operations.

Methodology and conducting review

Picture 4 - UNIFIL Blue Line night patrol



The mission reviews are conducted in close collaboration and coordination with relevant TCCs/PCCs, as well as the mission's senior leadership – in particular Force Commander and Police Commissioner, and DPKO/DFS leadership.

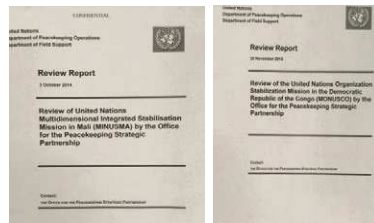
Once the mission subject to review is identified, the Office develops a term of reference, conducts a desk review, receives briefings from relevant offices at UNHQ and consults with field missions' TCCs/PCCs to seek their input, as necessary.

The review addresses operational, logistics and coordination issues related to the effectiveness of missions' military and police components' ability to support

mandate implementation.

Mission leadership is debriefed by Review Team before departing from the mission area.

The review recommendations,



once approved, are used by DPKO/DFS leadership to take corrective actions, including through adjustments to HQ guidance and support to the field, and communication with TCCs/PCCs. OPSP also monitors the implementation of its recommendations.

Member States, particularly troop and police contributing countries, have been consulted about the terms of reference of each field visit. Further, they have been informed about findings of each review conduct by OPSP.

Systemic issues affecting peacekeeping operations

OPSP has already done nine mission reviews and two target reviews. It has been more than 240 recommendations that contributed to update key documents and develop measures ranging from troop pre-deployment training to protection measures, through better integration of information and planning processes.

Addressing these systemic issues with a view to resolving them would significantly improve mission's military and police components' performance implementing Security Council mandate tasks.

DPKO and DFS are committed to develop efficient and efficacy solutions to solve most of the issues. The Secretariat trusts TCCs/PCCs commitment to present solutions under their responsibility. Further, there is an entire cooperation network to develop capabilities as necessary.

Reviews have highlighted five cross-cutting areas affecting missions, namely AWARENESS & UNDERSTANDING, INTEGRATION, LEADERSHIP, COMPLIANCE and SUPPORT.

Awareness & Understanding

Some contingents and staff lack clarity of the mission's mandate and of their expected contribution to mandate implementation. In other words, they may work without a clear understanding of their purpose and are, therefore, unable to align their tasks towards mandate implementation.

This is a systemic issue which must and can be addressed, starting with enhanced mission-specific pre-deployment training, and enhanced guidance from UNHQ and Mission leadership.

There is a framework of rules, regulations and guidance that rules peacekeeping operations. Therefore, it is required an additional pre-deployment training effort, particularly commanders and staff officers, to be updated on doctrine in order to better interact with mission's components.

Integration

Integration is imperative to success in UN peacekeeping. Yet the multi-dimensional character of UN peacekeeping presents natural challenges to the integration of effort that is required. Adding to this,

Picture 6 - MONUSCO attack helicopters



there are the diverse cultural and professional backgrounds of our contributed troops and police.

At times, the lack of integration starts with the leadership of the Mission itself and directly impacts on the work of subordinate staff and units. This ultimately leads mission components operating in ‘stove pipes’ and results in disjointed or uneven actions across the various components and negatively impacts mandate implementation.

Leadership

The UN makes efforts to educate its leadership through a number of programs, including Senior Mission Leadership Courses, Senior Leadership Induction Programmes and OMA mentoring programs. However, we do not always have the chance of deploying leaders who have benefitted from these programmes prior to their deployment.

Solid Mission leadership will work as an integrated team, drawing on their own experiences in cooperation and coordination with their larger team for the good of the mission. The challenge is that appointed leadership may lack experience in working in a multidimensional PK environment that is comprised of civilians, military and police, each having very distinct cultures. This can lead to a situation where

Picture 7 - MINUSMA patrol in Tabenkort/Mali



there is a lack of understanding among the various components of each other's roles and responsibilities. Adding to this challenge, many of our senior Military and Police commanders, deployed to the UN for the first time, often lack an understanding of the UN culture, its policies, and rules and procedures.

Support

OPSP considers a range of support to uniformed personnel, including UNHQ support to the missions, capitals' support to contingents, host government's support to the mission and in-Mission support arrangements.

The UN system is by design very dependent on cooperation among the key stakeholders and relies on workable support arrangements, in particular those from our TCCs and PCCs. UN provides support in accordance with agreed LOAs and MOUs and should not be expected to be able to bridge gaps as a result of non-compliance.

Unfortunately, we have often come across gaps in these

Picture 8 - MINUSTAH warehouse



arrangements, in particular as regards COE, self-sustainment, and welfare.

The UN supports uniformed personnel units with accommodation, energy, fuel, water, limited transportation, and communications. Nevertheless, this capacity is limited by budget resources, rules and regulations that make Mission Support accountable to the Controller.

The UN logistics system cannot provide the required support for a large number of parallel deployments. A phased approach based on clear priorities is required to ensure sustainment of operations in most mission areas. OPSP has recommended corrective measures to avoid or reduce deployments that are overstretched and an obstacle for mandate implementation.

Compliance

The UN has a strong policy and guidance foundation, which is interpreted at mission level by key strategic and operational documents including policies, directives, guidelines and stand operating procedures (SOP).

OPSP focuses in part on measuring the level of policy compliance in our field missions, as well as on assessing whether strategic and operational guidance are current and aligned with missions' mandates and strategic priorities.

For uniformed components, compliance begins with a Member State's acceptance of an offer to become a TCC or a PCC. After that, a MOU, where personnel, COE, and logistic requirements and responsibilities are discriminated, is signed.

A peacekeeping deployment must follow an acceptance of adhering to the Mission Concept, Military and Police CONOPS, ROEs, SURs, COE requirements, MOU etc. Any caveats must be known and accepted by the UN (DPKO, DFS and the Mission) prior to a deployment. Only

Picture 9 - CHIBATT - MINUSTAH



then will it be possible for a Mission to operate with a desired level of flexibility and be proactive in mandate implementation.

It is important for the UN that TCCs make good use of our guidance material, directives, SOPs, manuals and key operational documents as they plan for and conducts pre-deployment training of Staff Officers, MILOBs and formed units. However, any orientation towards the UN peacekeeping environment should always be built

Picture 10 - INDOBATT - UNIFIL



on good soldiering skills. At times we have observed major gaps in both areas, which have resulted in unnecessary or additional risks to mandate implementation and to the safety and security of personnel. We have observed shortcomings at all levels. For staff working in a force or sector headquarters there are minimum standards that must be adhered to if these headquarters are to be fully functional.

The training of Staff for a Force and a Sector Headquarter must include basic staff skills and, at least ensure that staff is familiar with UN Mission essential documents, requirements and working procedures. Further, in-mission training, it must address requirements for integrated mission planning to ensure that the multidimensional PK missions can function.

Also contingents should deploy with adequate skills to ensure that they can meet the requirements of the UN in the field. They must be professional homogeneous units and fully competent in their speciality. On top that, they must meet the UN standards for peacekeeping. DPKO - OMA has recently presented a units manual series (Infantry, Recce, Military Police, Aviation, Engineer, Special Forces, Logistics, Transportation, Riverine, HQ Staff) that direct them on peacekeeping operations.

Impact

As a decision on meeting OPSP recommendations,

USGs DPKO/DFs have already determined corrective measures in attention to reports' recommendations. They are together with the 2015 High Level Report on Peace Operation.

A new Force Generation is now in place and more pledges are expected from Member-States, as well as better standards' compliance.

Many countries are also being benefitted from equipment and training support initiatives of developed nations.

Missions improved their command and control measures, as well as safety and security. The procedures dealing with troop security continue being improved and implemented with greater emphasis.

Better capacity to obtain intelligence and analysis allows timely

Picture 11 - UNMISS JUBA POC site



information to make prompt response to constant crises.

Greater attention is being given to conduct and discipline issues. Chain of command actions improvement and strict implementation of UN policy on the subject has allowed more accountability on perpetrators of misconduct and improve relations with the local population.

The Office will continue to develop its efforts to cooperate with improving the performance of military and police in peacekeeping missions.

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Picture 12 - Command and control centre - UNIFIL



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