

# The “Action for Peacekeeping” initiative and its performance & accountability pillar in United Nations peace operations: a Brazilian perspective


*Iniciativa Action for Peacekeeping y su pilar de desempeño y rendición de cuentas en las operaciones de paz de las Naciones Unidas: una perspectiva brasileña*

**Abstract:** The article’s main objective is to identify and compile information regarding the actions taken by the Brazilian State in compliance with the commitments assumed regarding the pillar of performance & accountability of the Action for Peacekeeping (A4P) initiative. To do so, it is initially sought to present the A4P initiative, contextualizing it with the moment of its launch. Subsequently, a more in-depth analysis of the performance & accountability pillar was carried out to identify the commitments made by the various parties. Next, it is sought to identify in detail the actions taken by Brazil aimed at fulfilling the obligations assumed, based on two integrating aspects: the participation in the Peacekeeping Capability Readiness System and the training of human resources. From a methodological point of view, this is a qualitative exploratory investigation, carried out through bibliographical and documentary research, complemented by interviews. As a result, the survey indicated that Brazil has been adopting concrete measures, which fulfill the commitments assumed and shall allow the country to send high-performance military and police officers for future peace operations.

**Keywords:** Performance & Accountability; Action for Peacekeeping; Commitments; Peacekeeping Operations; United Nations.

**Resumen:** El objetivo principal del artículo es identificar y recopilar información sobre las acciones llevadas a cabo por el Estado brasileño, en cumplimiento de los compromisos asumidos en relación con el pilar de desempeño y rendición de cuentas de la iniciativa Action for *Peacekeeping* (A4P). Con este fin, inicialmente buscamos presentar la iniciativa A4P, contextualizándola con el momento de su lanzamiento. Posteriormente, se llevó a cabo un análisis más a fondo del pilar de desempeño y rendición de cuentas, a fin de identificar los compromisos asumidos por las diversas partes. A continuación, se buscó identificar en detalle las acciones impulsadas por Brasil, dirigidas al cumplimiento de las obligaciones asumidas, desde dos aspectos integradores: la participación en el sistema de preparación de capacidades de la ONU y la capacitación de recursos humanos. Desde el punto de vista metodológico, se trata de una investigación cualitativa exploratoria, realizada a través de la investigación bibliográfica y documental, complementada con entrevistas. Como resultado, la encuesta indicó que Brasil ha estado adoptando medidas concretas, que no solo cumplen con los compromisos asumidos, sino que también permitirán al país enviar militares y policías de alto rendimiento para futuras operaciones de paz.

**Palabras clave:** Rendimiento y Responsabilidad; Action for Peacekeeping; Compromisos; Operaciones de paz; Naciones Unidas.

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## 1 Introduction

Brazil is a founding member of the United Nations (UN) and, over the past seven decades, has actively participated in peace missions, thus materializing the Brazilian commitment to the collective security mechanism of that International Organization. Therefore, Brazil has already sent more than 57,000 military, police and civilian experts to 46 missions on five continents. In this context, it is worth mentioning the participation of the so-called “Suez Battalion” in the United Nations Emergency Force (UNEF) in 1956, inaugurating the sending of Brazilian troop contingents for peacekeeping missions, which lasted until 2020, placing Brazil in prominent positions as a troop contributing country (TCC), in moments of larger participation (ANDRADE; HAMANN; SOARES, 2021).

However, at present, Brazil has a small quantitative representation in terms of deployed military and police, appearing in the ranking released by the Secretariat, relative to July 31, 2021, in the 65th position, with only 67 individuals serving in seven of the twelve active missions. It is noteworthy that, since the departure of Brazilian military units from the United Nations Stabilization Mission in Haiti (MINUSTAH, in French) in 2017, and from the United Nations Interim Force in Lebanon (UNIFIL) in 2020, there has been no other Brazilian military unit deployed, with the country's participation restricted to individuals, who act alone or as part of small teams (UNITED NATIONS, 2021b).

Nevertheless, even with this small quantitative participation, Brazil still has a solid reputation within the United Nations, as a result of the high performance shown by the Brazilian military and police in current and past participations. This has enabled Brazil to maintain a relevant qualitative participation, which can be exemplified by the appointment, on April 9, 2021, of Major General Marcos de Sá Affonso da Costa as Force Commander of the United Nations Mission for Stabilization in the Democratic Republic of Congo (MONUSCO, in French), a mission in which Brazil does not have deployed units, being the fourth Brazilian military to hold the position since 2013. Furthermore, the presence of Brazilian military and police officers at the United Nations Secretariat and Brazil's participation in the development of doctrinal manuals on peacekeeping operations also corroborate the country's prestige in this universe (HAMANN; MIR, 2019).

Even with this consolidated expertise and a successful past, Brazil needs to be aware of the evolution of the environments where the missions have been deployed, which characteristics of volatility, insecurity, increased hostile actions against UN troops and the deterioration of the humanitarian situation have shown growing challenges to blue helmets. In this sense, when examining recent trends in peacekeeping operations, Day et al. (2020), emphasize that the deployment of peacekeepers in places where there is no ongoing viable peace process, and where there may still be civil wars and the action of extremist groups, presents a high-risk scenario, not only for the deployed contingents, but also for the local populations to be protected by them.

In 2018, in order to adapt operations to the new reality, the Secretary-General launched the Action for Peacekeeping (A4P) initiative, which has since then guided the efforts of the Secretariat, the Security Council, the General Assembly and the Member States with regard to peacekeeping operations. Brazil promptly endorsed the A4P, having, therefore, made commitments before the UN and the international community, whose fulfillment or not will indisputably reflect on the country's reputation.

The preliminary investigation indicated the absence of academic papers on the subject, particularly with regard to verification of compliance by Brazil with the commitments made when endorsing the A4P initiative. However, the initial research focused on the performance & accountability pillar indicated that the country has taken measures that materialize the fulfillment of its commitments on this topic, lacking only a more systematic investigation.

Thus, the main objective of this article was to identify and compile information regarding the actions carried out by Brazil in compliance with the commitments made regarding one of the eight pillars of the A4P initiative: performance & accountability. To this end, through bibliographic and documentary research, followed by content analysis and complemented by semi-structured interviews with representatives of the institutions involved in this theme, it was initially sought to understand the A4P initiative, contextualizing it with the moment of its launch. Subsequently, a detailed analysis was carried out on the performance & accountability pillar, seeking to understand its context and the scope of the commitments that materialize this pillar. Finally, it was sought to identify the actions undertaken by the Brazilian government since the launch of the A4P, which represent the effective fulfillment of the assumed obligations.

## **2 The Action for Peacekeeping initiative – conceptual aspects**

The Action for Peacekeeping (A4P) initiative was launched by the Secretary-General on March 28, 2018, at a meeting of the United Nations Security Council (UNSC), called the High-Level Debate on Collective Action to Improve UN Peacekeeping Operations. The event can be framed in a progressive effort that was ongoing, uniting the Security Council, the General Assembly and the Member States, in order to promote the adaptation of peacekeeping operations to complex and high-risk environments, which made it increasingly difficult to fulfill the mandates, particularly with regard to the protection of civilians, in addition to putting the very security of peacekeepers at risk. In this context, the Report of the High-Level Independent Panel on Peacekeeping Operations (known as the HIPPO Report) can be indicated as the starting point for this effort, which also included as references other later documents, such as the Improving Security of United Nations Peacekeepers Report: We need to change the way we are doing business (known as the Cruz Report) and the Independent Special Investigation Report Into the Violence in Juba in 2016 and the Response by the United Nations Mission in South Sudan (SECURITY COUNCIL REPORT, 2018).

In addition to responding to growing operational challenges, Coning (2020) argues that the A4P initiative arose from the financial pressure under which the UN was, especially from the United States of America (USA), in order to reduce the cost and increase the effectiveness of peacekeeping operations. In his analysis, the author also includes the launch of the Comprehensive Planning and Performance Assessment System (CPAS) and the adoption of Resolution 2436 (2018) by the Security Council, both discussed in the later section of this article, as the Organization's responses to that pressure.

In his A4P launch speech before the Security Council, the Secretary-General emphasized the challenges faced by peacekeepers in terms of mandates to be fulfilled, equipment, training, command and control, among others. He also highlighted the impact of such problems on the mortality of blue helmets as a result of hostile actions in 2017, which was substantially higher than the previous year. Furthermore, the Secretary-General identified the three areas on which collective efforts should focus: (i) reconciling expectations and reality in operations; (ii) making missions more robust and safer; and (iii) mobilizing greater support for political solutions and the deployment of well-organised, well-equipped and well-trained troops (UNITED NATIONS, 2018f).

Calling on all involved to action, Guterres stated that “this is why I am launching a new initiative, ‘Action for Peacekeeping’, aimed at mobilizing all partners and stakeholders to support the great enterprise of United Nations peacekeeping” (UNITED NATIONS, 2018f, n. p.). When introducing the initiative, he mentioned the seventieth anniversary of the peacekeeping operations, suggesting a collective effort so that the commitments that would govern the new initiative were discussed and agreed by the end of 2018.

On August 16, 2018, materializing the A4P initiative, the Declaration of Shared Commitments was launched, a document that established the eight priority areas, or pillars, of the initiative and where the 45 commitments to be made are listed in relation to each of them. Very briefly, the areas addressed were the following: (1) political solutions; (2) women, peace and security agenda; (3) protection of civilians; (4) security of peacekeepers; (5) performance and accountability; (6) building and sustaining peace; (7) partnerships; and (8) conduct of peacekeepers. It is worth highlighting that the original document provided for only seven areas, one of which related to the women, peace and security agenda, which, despite having been initially included in the topic related to political solutions, was later deployed into an exclusive area. As for the commitments contained in the Declaration, they can be divided for better understanding into: commitments exclusive to the Secretariat, commitments shared between the Secretariat and Member States, and commitments exclusive to Member States (UNITED NATIONS, 2018a).

From the launch of the Declaration, the Secretariat began to encourage Member States to endorse the document, which would be an unequivocal manifestation of the adherence of each country to the commitments contained in it. In this context, Brazil was the 52nd State to endorse the Declaration, through a statement by Ambassador Nelson Antonio Tabajara de Oliveira, then Undersecretary-General for Multilateral Affairs, Europe and North America of the Brazilian Ministry of Foreign Affairs, on the occasion of the High-Level Meeting on Action for Peacekeeping, convened by the Secretary General on September 25, 2018, in the margins of the 73rd session of the General Assembly. Although this is the constant milestone on the A4P website as the endorsement by Brazil, it should be noted that the ratification had already been announced by Ambassador Frederico Salomão Duque Estrada Meyer, Alternate Representative of Brazil to the UN, at a meeting of the UNSC on peacekeeping operations, held on September 12, in which Brazil participated as a guest (BRASIL, 2018; UNITED NATIONS, 2018d).

The present work does not have the scope of analyzing in detail the evolution of the A4P initiative as a whole, but it can be stated synthetically that, since its launch, the agenda has occupied a central place in discussions on peacekeeping operations, within the scope of the Council of Security, the

General Assembly, the Secretariat, of international institutions related to the subject and of Member States themselves. In this context, it is also worth noting that, since 2019, the Special Committee on Peacekeeping Operations (known as C-34), a subsidiary body of the General Assembly with the attribution of carrying out comprehensive reviews on all issues involving peacekeeping operations, started to structure its annual report based on the thematic areas of the A4P (UNITED NATIONS, 2021c).

A relevant aspect to be highlighted is that the Department of Peace Operations (DPO) carried out a survey in August 2019, in order to gather the perceptions of the different actors involved on the progress in the implementation of the A4P initiative, as well as to register the concrete actions carried out by each partner. Brazil was one of the survey respondents, whose results were processed and compiled in order to support future decisions on the topic (UNITED NATIONS, 2019c).

Finally, as the most recent update of the A4P initiative, on March 29, 2021, the Kingdom of the Netherlands and the Secretariat held an event commemorating the three years of the launch of the A4P, in order to assess the progress made and identify the remaining challenges to its implementation. At the event, the Secretariat presented the A4P+, as a set of seven strategic priorities to accelerate the implementation of the commitments made in the eight thematic areas. The analysis of the A4P+ launch document demonstrates that the theme of performance & accountability was maintained, as two of the seven established priorities, called “3. Capabilities and mindsets” and “4. Accountability to peacekeepers”, deal directly with that subject (UNITED NATIONS, 2021a).

### **3 Detailing the Performance & Accountability pillar**

In this section, it is intended to analyze in more detail one of the pillars of the A4P initiative, performance & accountability, highlighting the commitments that were made by the Secretariat and by Member States that, like Brazil, have endorsed the Declaration of Shared Commitments.

Before proceeding to the analysis of the issue within the A4P initiative, it is important to highlight that this issue was already included in multiple reference documents on peacekeeping operations. As a remote antecedent, the so-called Brahimi Report was analyzed, a seminal document on recent peacekeeping operations, resulting from the work of a high-level panel organized by the Secretary-General in 2000, as a result of failures in peace operations conducted in the previous decade. The report recognizes the precariousness of the deployment selection system then existing (the United Nations Standby Arrangements Systems – UNSAS), indicating opportunities for improvement, so that the troops could be really able to fulfill their tasks when deployed. The document superficially addresses issues such as the accountability of leaders for performance, but it is aspects related to training and equipment that receive special attention, due to the evident link between them and the setbacks suffered (UNITED NATIONS, 2000).

As a more recent antecedent, it was necessary to address the so-called HIPPO Report (2015), due to the influence of this document on the A4P initiative and the emphasis observed in it regarding the topic under study. It is highlighted here that, similarly to the Brahimi Report, the context of the establishment of the Panel that led to the HIPPO Report was also the inability of operations to deal with the growing deterioration of security conditions existing in the locations where the missions



were deployed, which required a change of posture. The report initially presents the four essential changes necessary for peace operations to be effective in the future, followed by new approaches proposed in areas considered vital for the operations. These concepts are operationalized in a later section, entitled "Empowering the field", which comprises a subsection called "Improving speed, capability and performance for uniformed personnel", where the origins of some of the commitments established later in the scope of the A4P initiative are clearly observed. In this context, the document highlights the need for a performance improvement system, connected to a global partnership for training. The report also addresses the harmful effects of embargoes (caveats) on the effectiveness of deployed troops, in addition to emphasizing the issue of accountability for performance, aspects also incorporated into the A4P (UNITED NATIONS, 2015b).

Also in 2015, the Secretariat launched the DPKO/DFS Policy Document on Operational Readiness Assurance and Performance Improvement, with the objective of increasing the operational readiness of military units to be deployed in peacekeeping operations. The document presents a Performance Improvement Cycle, consisting of four stages, the observance of which would result in units fully capable of performing their tasks effectively. Moreover, the document establishes a comprehensive pre-deployment certification process for each unit by the respective contributing country, covering not only aspects related to capacity building, but also issues related to the conduct of peacekeepers (UNITED NATIONS, 2015a).

In addition to the 2015 Policy Document, TCCs received even more specific guidelines on the preparation of their troops in the year 2018, through the DPKO/DFS Guidelines on Operational Readiness Preparation for Troop Contributing Countries in Peacekeeping Missions. Besides detailing aspects related to the minimum requirements for selecting peacekeepers and conducting pre-deployment training, the new document presents a definition of performance that allows for a better understanding of the topic:

Performance of a military contribution is often measured by conducting and delivering successfully mandated tasks, as determined by the Security Council, UN Secretariat, Troop Contributing Countries and Members States, Host Nation (host government and population) and other UN Mission stakeholders; performance is also measured by the conduct displayed by the troops while on deployment (UNITED NATIONS, 2018b, p. 4).

Turning to the analysis of the performance & accountability pillar within the A4P framework, it can be noted that the issue received special attention in the initiative's launch speech, in which the Secretary-General made six immediate requests to Member States. The fourth request specifically refers to performance-related issues, covering aspects that were later included in the Affirmation of Shared Commitments, such as pre-deployment training, embargoes (caveats) and triangular capacity building partnerships. As for training, the Secretary-General states

that “Troop and police contributing countries and their partners need to improve the level of training and preparation of peacekeepers”<sup>1</sup> (UNITED NATIONS, 2018f, p. 3).

Regarding the details of the commitments contained in the Declaration of Shared Commitments, related to the topic of performance & accountability, the document presents three long paragraphs on the subject, comprising a total of 12 commitments, categorized in the table below.

**Table 1- Summary of commitments related to performance & accountability.**

Commitments made by Member States	Commitments shared between Member States and the Secretariat	Commitments made by the Secretariat
<p>1) Provide well-trained and well-equipped military and police, and support the development and conduct of training activities for peace operations.</p> <p>2) Support the pre-deployment preparation of personnel and material, aiming at an effective performance, observing the verification and certification policies regarding human rights.</p> <p>3) Redouble efforts to clearly identify and communicate embargoes (caveats), or any updates relating to them, and work closely with the Secretariat to develop a clear, comprehensive and transparent procedure on embargoes.</p>	<p>1) Ensure the highest level of performance.</p> <p>2) Hold all peacekeepers, particularly leaders, accountable for effective performance, under common parameters, in the event of insufficient performance.</p> <p>3) Support a coordination mechanism (Light Coordination Mechanism) related to training, emphasizing the need for additional financial resources for this area.</p>	<p>1) Develop an integrated doctrinal system on performance, based on clear standards for all.</p> <p>2) Use performance-related data as information for planning, assessment, decisions on deployment, and preparation of reports.</p> <p>3) Communicate to Member States all necessary operational requirements.</p> <p>4) Provide effective logistical support to operations.</p> <p>5) Work with Member States to generate the necessary specialized capabilities, including with regard to language proficiency, supporting new approaches to improve force generation and equipment availability</p> <p>6) Provide Member States with training materials consistent with operational requirements.</p>

Source: Adapted from United Nations, 2018a.

The exclusive commitments of Member States and those shared between them and the Secretariat will be the subject of the following section. The Secretariat’s exclusive commitments are not part of the scope of this research. Still, it is worth mentioning that the investigation revealed significant actions and progress by the Secretariat in terms of the fulfillment of its commitments. As a more relevant example, the launch, still in 2018, of the Comprehensive Planning and Performance Assessment System (CPAS), which represented a

<sup>1</sup> Original: “Les pays fournisseurs de contingents ou de personnel de police et leurs partenaires se doivent d’améliorer le niveau de formation et de préparation des soldats de la paix”

milestone in terms of performance assessment and support for planning and decision-making, based on a objective methodology, grounded on analytical data and on clear and well-defined standards. The CPAS was promptly endorsed by the Security Council, through Resolution 2436 (2018), which also consolidated the UNSC's support for the A4P initiative, particularly with regard to aspects related to performance & accountability. In addition to the CPAS, the A4P initiative website provides a document called Key Achievements on Performance, which contains other actions and results obtained by the Secretariat in fulfilling its commitments (UNITED NATIONS 2018c, 2018e, 2019a).

The great relevance of the theme of performance motivated its inclusion as a central theme of the UN Ministerial Conference on Peacekeeping Operations, held on March 29, 2019 and entitled "Uniformed Capabilities, Performance and Protection". At the time, aspects such as staff training, strategic partnerships and the development of assessment standards were discussed. Speaking at the event, the Brazilian Defense Minister ratified Brazil's commitment to the topic, stating that "Lessons learned teach us that providing troops with effective training is essential for achieving good performance in the field". He also added that, "In the training area, Brazil has been carrying out concrete actions. [...] we send mobile teams and train contingents from other countries in Triangular Partnership Projects" (BRASIL, 2019a, n.p.).

One aspect that deserves to be highlighted is the intrinsic relationship between the performance & accountability pillar and another topic of the A4P initiative: the conduct of peacekeepers and peace operations as a whole. In this context, it is emphasized that the concept of accountability permeates both themes, being understood sometimes as accountability for performance, sometimes as accountability for the standard of conduct of the members of the missions. Thus, on June 28, 2021, in a speech at the event entitled "High-Level meeting on Strengthening the Conduct of Peacekeeping Personnel: Sharing of Good Practices", the Secretary-General highlighted the link between the areas, stating that "The vast majority of our personnel live up to the highest standards of conduct. But when they do not, it has a devastating impact on victims and survivors, and undermines our operational efficiency and our global reputation" (UNITED NATIONS, 2021d, p. 1).

It is also worth highlighting the transversality between the thematic area of performance & accountability and another of capital importance for operations, also included in the A4P initiative: the security of peacekeepers. The link between these areas was evident in 2017, in the report known as the Cruz Report (due to the leadership of Brazilian Major General Carlos Alberto dos Santos Cruz in the preparation of the document). The report systematically addresses aspects related to performance, such as factors directly related to deaths of peacekeepers for hostile actions, and, consequently, recommends pre-deployment training and the selection of contributing countries with troops and police as areas where change should occur. Furthermore, problems presented in detail include pre-deployment operational readiness and mutual accountability for deficiencies in training, equipment and performance (UNITED NATIONS, 2017).

Finalizing the conceptual analysis on the performance and accountability pillar, it is worth emphasizing the importance of improving the performance of peacekeepers to mitigate the so-called "peacekeeping trilemma", faced by the Security Council, identified by Williams (2020).



According to the author, the three strategic objectives of the UNSC – to effectively fulfill complex mandates in high-risk environments, to minimize the risks to the security of peacekeepers and to reduce the financial costs of the missions – will not be able to be achieved simultaneously with the current system architecture of peacekeeping operations, with mitigation measures being suggested in order to ensure the effectiveness of the missions, even in the face of this situation. The first measure recommended and considered essential by the author is the improvement in the performance of blue helmets, due to its immediate positive impact on achieving those objectives. In this regard, Williams recognizes the importance of the recent, although still incomplete, efforts of the Security Council and the Secretariat to improve the performance of deployed troops.

#### **4 Brazil's perspectives and actions**

Before moving on to the main objective of this section, to analyze the actions carried out by Brazil, which show progress related to the fulfillment of the obligations assumed in the scope of the Declaration of Shared Commitments, with regard to the performance & accountability pillar, it is worth emphasizing the current relevance of the topic and the importance attributed to it by the Brazilian government.

Thus, on February 15, 2021, when speaking at the opening of the C-34 annual work, at the General Assembly, the Permanent Representative of Brazil to the UN highlighted the country's commitment to the A4P initiative, identifying the issue of performance as one of the priorities. In this context, he emphasized the intrinsic relationship between capacity and performance, stating that “Experience shows that the performance of peacekeeping operations is closely associated with pre-deployment training. Trained troops prevent fatalities and favour the overall implementation of mission mandates.” (BRASIL, 2021c, p. 3).

Moreover, on June 11, 2020, Brazil was elected to its 11th mandate as a non-permanent member of the Security Council, for the biennium 2022-2023. The application document sets out seven priority areas for the country's action in the Council, among which the efficient maintenance of peace. In this regard, the text emphasizes the solid history of Brazilian participation in peacekeeping operations, particularly highlighting (BRASIL, 2021b).

The starting point for analyzing Brazilian actions in compliance with its commitments is the country's participation in the United Nations Peacekeeping Capability Readiness System (PCRS), due to the transversal nature of this system in relation to the commitments made, when considering a multiplicity of aspects related to the readiness of the offered troops, allowing the Secretariat to accurately identify, including through on-site observation, if the Member State meets the standards established in the different areas.

To contextualize, PCRS is the system adopted by the UN since 2015 in order to ensure the readiness and effective deployment of military, police and civil defense capabilities for employment in peacekeeping operations. This system replaced the former UNSAS, which fell into disuse precisely because it did not ensure the necessary predictability and reliability. In general, the PCRS classifies the capabilities offered by Member States (pledges) into four levels, with “level 2” being the one in which a unit is considered ready for deployment into an operation (UNITED NATIONS, 2019b).

The transition of Units from level 1 to level 2 in the PCRS only takes place after the successful conduct of an Assessment and Advisory Visit (AAV) by a UN team. The AAV is a quite comprehensive exercise, involving a wide range of activities in its two strands, advisory and assessment. As for the latter, it is worth highlighting the range of aspects assessed during the visit, in areas such as personnel, equipment, unit organization, leadership, accountability mechanisms, among others. Each of these areas unfolds into numerous and detailed check-lists, contained in the current edition of the document regulating the subject (UNITED NATIONS, 2020). Thus, it can be said that a unit that undergoes an AAV without any pending issues, being therefore raised to level 2 of the PCRS by the Secretariat, attests that the Member State has fully complied with the UN requirements and standards, regarding the preparation of that troop, in the most diverse aspects.

In Brazil's case, the country has offered military units, through the PCRS, since the launch of the system and has already received two AAVs for verification of specific units, considered of interest by the Secretariat. The first visit took place in April 2017 and resulted in the elevation to level 2 of all five units assessed, being three aviation units, an infantry battalion and a medical unit of the Level 2 Hospital type. The elevation was communicated to the Permanent Mission of Brazil to the UN by the Secretariat, and the Brazilian government was invited to start negotiations to elevate the units to level 3 of the PCRS.

In July 2021, under the 2020 edition of the Secretariat's Standard Operating Procedure on AAVs, which is much more comprehensive and detailed about the items to be inspected, Brazil received a new visit in order to assess four more units: one mechanized infantry battalion, an engineering company and two quick reaction force companies, one from the Brazilian Army and one from the Brazilian Navy. Once again, all verified units met the UN requirement standards in the various verified areas, being raised to level 2 of the PCRS by the Secretariat.

It can be said, therefore, that Brazil's performance in the PCRS ratifies the partial fulfillment of the commitment to provide well-trained and well-equipped military and police officers for peacekeeping missions. However, considering that the commitment also encompasses the development and conduct of training activities and that the military and police can also be deployed in individual missions, there will be further detail on personnel training later in this section.

Concerning the commitment with regard to the background check policies of the selected personnel, as well as pending human rights violations or other disciplinary issues, Brazil has a consolidated mechanism for checking military and police personnel planned for deployment, both in individual missions and in units. The Ministry of Defense issued specific Normative Instructions on the subject, both for troops and for individual missions, with the Peacekeeping Operations Deputy Chief being responsible for issuing certificates to be sent to the Secretariat before each deployment. This mechanism was verified by the Secretariat, during the AAVs, and no non-conformity with the foreseen legislation was detected. In addition, the Secretariat found that Brazil is a signatory to the main international instruments related to human rights and that the country has a solid legal framework related to issues regarding to the conduct of military and police officers, both in the administrative and criminal spheres (BRASIL 2019b, 2020).

As for the compromise on the issue of embargoes (caveats), the Secretariat and the Security Council have shown great concern regarding two different types of embargoes. The first refers to those that are presented by the TCC, at the time of the unit's offer in the PCRS or in the initial negotiations for deployment in a specific mission. The second, and even more worrying due to the impact on the effectiveness of the missions, refers to the so-called "hidden caveats", when an already deployed unit fails to perform some planned task, alleging national issues or using some subterfuge. In the case of Brazil, even though there has been no new deployment of troops since the A4P's launch, the country already has a consolidated history of not imposing restrictions of any kind on the execution of actions planned for each Unit. Furthermore, the Brazilian government has not imposed embargoes on troops registered in the PCRS, indicating that the units will be composed, trained and equipped to entirely fulfill the planned tasks. This aspect was also verified during the AAVs received by Brazil, contributing to the elevation of Brazilian units to level 2.

Moving on to the commitment regarding the accountability of all peacekeepers, particularly leaders, for effective performance, the survey found that the Ministry of Defense and the Single Forces adopt strict mechanisms for selecting military for leadership positions and that such military receive differentiated training in the so-called pre-deployment training architecture, which will be described below. Furthermore, the Normative Instructions of the Ministry of Defense on the employment of troops in peacekeeping missions establish a routine of assessment trips and follow-up trips for UN operational readiness inspections by Brazilian delegations, with a view to assessing the performance of troops deployed in several aspects, including the issue of leadership (BRASIL, 2019b).

As for the commitment to support the so-called Light Coordination Mechanism (LCM), to contextualize, it is an initiative initially proposed in 2017, aimed at building capacities (capacity building), particularly through the promotion, advice and facilitation of interaction between countries that are willing to act as providers of training and others that need to be recipients of such activity.

In 2019, Brazil was consulted by the LCM through an electronic form, where the country presented several initiatives, particularly as a provider of training activities, highlighting the sending of instructors and mobile training teams to other countries, as well as the receipt of foreign military and police for training in Brazil. As for the condition of training recipient, Brazil highlighted only the presence of foreign instructors in teaching activities at CCOPAB, collaborating for the preparation of Brazilian military and police. Thus, it was found that Brazil supports the LCM's conception, although it does not have the immediate need for a more proactive action of that mechanism, since the training partnerships in which the country is involved have already worked through existing arrangements. With regard to the allocation of financial resources, Brazil has not yet contributed with resources to the LCM, nor does it intend to do so in the short or medium term, as the country is still dealing with delayed financial contributions to the UN budgets, as already addressed by Hamann and Mir (2019).

It is noteworthy that, even outside the LCM's scope, Brazil has extensive experience in sending mobile training teams to train personnel from other countries, as well as receiving foreign military and police officers for training at CCOPAB. In this context Brazil's participation in the

UN triangular partnership program is highlighted, through initiatives such as the training of military personnel from four African countries, in the Management and Maintenance of Engineering Equipment Course, held by the Brazilian Army in 2019 (O BRASIL, 2020).

Deepening the analysis on the issue of pre-deployment training, an aspect of vital importance in terms of the commitment to ensure the highest level of performance and of transversal character in terms of other commitments, the survey indicated that Brazil has given great priority to the subject, what can be seen in the volume and excellence of the performance of the two existing preparation centers in the country: the Brazilian Peace Operations Joint Training Center (CCOPAB) and the Naval Peace Operations Training Center (COPazNav), since the creation of the centers and particularly after the launch of the A4P initiative.

CCOPAB had its remote origins in 2005, with the creation of the Peace Operations Instruction Center (CIOpaz) by the Brazilian Army, already in the context of Brazilian participation in MINUSTAH, in order to better systematize the preparation of personnel to be deployed. In 2010, the Ministry of Defense gave CCOPAB its current name, ratifying its position as a reference in training personnel for peace and humanitarian demining missions. Since then, the Center has conducted numerous training activities, both for individual and contingent missions, in addition to other programs aimed at specific audiences, such as journalists. CCOPAB's competence was even attested by the receipt of five course certifications by the Secretariat, two of them after the launch of the A4P initiative, the United Nations Staff Officers Course in 2019 and the United Nations Police Course in 2020.

Regarding the preparation of Brazilian troops registered with the PCRS, as a result of its experience in the successful deployment of Brazilian contingents in MINUSTAH for 12 years, CCOPAB developed a so-called "training architecture", consisting of a sequence of steps that culminates in the realization of field exercises aimed at certifying that units have achieved the operational capabilities and readiness required by the UN. In general terms, the systematic comprises three phases, the first consisting of specific preparation stages for military personnel in command positions, who will later replicate the knowledge acquired to the other members of the unit. The subsequent phase comprises thematic stages related to transversal aspects, such as the protection of civilians and civil-military coordination (CIMIC). Finally, the units go through the Basic Peace Operations Exercise (EBOP) and the Advanced Peace Operations Exercise (EAOP), when they are assessed and certified (BARBOSA, 2021).

In addition to preparing contingents, CCOPAB has played an important role in preparing Brazilian military and police officers for individual missions of different natures, as well as for the deployment of teams with a specific purpose, such as the Jungle Warfare Instruction Team (JWTT) sent to MONUSCO in a pioneering, far-reaching training initiative with a positive impact on peace operations. The Center's participation in the preparation of Brazilian general officers selected for Force Commander positions should also be noted, as has already occurred at MINUSTAH and MONUSCO.

Specifically regarding the training of police officers, the recent participation of CCOPAB in the United Nations Police Training Architecture Programme is noteworthy, a partnership launched in 2019 between the Secretariat and Police Contributing Countries (PCC). The purpose of the Program is to update police pre-deployment training modules in addition

to other related documents, operating through six Curriculum Development Groups (CDGs). In 2021, Brazil participates in CDG 03 (monitoring, mentoring and capacity building) and CDG 07 (competence assessment), through CCOPAB instructor military police officers.

Moving on to COpPazNav, the Center received its current nomenclature in 2019, having been initially created as the Marine Corps Peace Operations School (EopPaz-CFN) in 2008, in the context of the Brazilian participation in MINUSTAH, which included a contingent of Marines. In 2011, with the beginning of Brazilian participation in the Maritime Task Force of the United Nations Interim Force in Lebanon (UNIFIL), the Brazilian Navy reformulated the School's tasks, renamed the School of Peace Operations with a Naval Character (EsOpPazNav), envisioning the increase of naval peacekeeping missions in order to meet the needs and the very vocation of the Force.

Recently, and even after Brazil's departure from the FTM/UNIFIL, which occurred in December 2020, COpPazNav has been conducting teaching activities aimed particularly at preparing military personnel for naval or riverine operations. In this context, it should be noted that the United Nations Maritime Task Force Course and the United Nations Military Riverine Unit Course, conducted by COpPazNav, respectively in 2020 and 2021, were certified by the Secretariat, being the pioneer Center in such certifications. In addition to training activities focused on naval and riverine aspects, COpPazNav has carried out training programs focused on transversal issues of peace missions, such as the Peace Operations for Women and the Humanitarian Operations

As common aspects of CCOPAB and COpPazNav, it is worth mentioning the integration of both centers with their partner institutions abroad and with the academic world, which has contributed to the improvement of teaching activities, including the continued training of the Brazilian centers' faculty. At the regional level, the participation of CCOPAB as a full member and of COpPazNav as an invited member of the Latin American Association of Peace Operations Training Centers (ALCOPAZ) stands out. In the world context, CCOPAB is also a member of the International Association of Peacekeeping Training Centres (IAPTC).

Regarding the academic environment, the role of the Brazilian Network for Research on Peace Operations (REBRAPAZ) deserves to be highlighted, which since 2016 includes public and private, civil and military institutions that work with research and teaching on peace operations. The Network promotes events and periodical publications on the subject, in addition to integrating researchers and professors, civil and military, through thematic working groups. CCOPAB is one of the founders and full member of REBRAPAZ, and COpPazNav is currently an observer, with plans to ascend to full member status in November 2021.

Ratifying the quality of preparation of the Brazilian military and police, resulting from Brazil's actions in this area, when investigating the country's participation in recent peace missions, Hamann and Mir (2019) highlight that "Brazil has received praise from its peers and from UN itself not because of the number of deployed professionals, such as Ethiopia, India and Pakistan, but because of the good performance of its soldiers and the attitude of its leaders (military and diplomats)" (p. 6). When deepening the observation on the causes of the good performance presented, they add that "The good performance of the Brazilian troops results, to a large extent, from the quality of preparation. During MINUSTAH, Brazil invested time and money in the training of the various battalions that integrated the mission" (p. 6). In the



same context, the professionalism of the Brazilian troop was highlighted by the UN Military Advisor for Peace Operations, on the occasion of the acknowledgment to Brazil, at the end of the Brazilian participation in the UNIFIL Maritime Task Force (BRASIL, 2021a).

## 5 Final considerations

Brazil is experiencing a period of low quantitative participation in peace operations, unlike in past times, when the presence of Brazilian troops highlighted the country as a significant contributor. Even so, the historical performance of Brazilian peacekeepers in peacekeeping operations still assures them a solid reputation within the United Nations, which allows Brazil to maintain a significant qualitative participation, in addition to presenting itself as a clear option for future contingent deployments.

By endorsing the Action for Peacekeeping (A4P) initiative, Brazil ratified its awareness of the growing challenges associated with today's peacekeeping operations, whose environments pose permanent risks to the blue helmets. In this context, the performance & accountability pillar is undoubtedly a central element, as it impacts on other aspects of capital importance, such as the capacity to protect civilians, currently considered the most important task in multidimensional missions. Thus, Brazil's fulfillment of the commitments made under the Declaration of Shared Commitments, in addition to being in line with the Brazilian tradition of honoring the obligations assumed in the international scenario, symbolizes that the country remains attentive to the current scenario of peace operations, participating proactively in the efforts of the Security Council, the General Assembly and the Secretariat in improving existing operations and those that will be deployed in the future, for the complex, insecure and challenging scenarios of today and to come.

The survey indicated that, since the ratification of the A4P initiative by the Brazilian government, the country has taken concrete measures that materialize the fulfillment of the commitments made regarding performance & accountability, indicating that Brazil remains in a position not only to maintain the quality of punctual contributions of today, but also mainly to resume its tradition of sending high-performance troops for peacekeeping missions, even in the face of new challenges.

Thus, the sum between the expertise accumulated in the successful past participations and the country's proactive posture in training its personnel for future missions allow us to infer that, once invited by the United Nations and upon the country's decision to participate in a new operation, Brazilian blue helmets will live up to the expectations of the United Nations and the international community.

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