

# THE NEW HORIZON INITIATIVE:

## PROGRESS REPORT No.1 OCTOBER 2010



Department of Peacekeeping Operations and Department of Field Support

---

New York, October 2010



---

## FOREWORD

On 17 July 2009, the Department of Peacekeeping Operations (DPKO) and the Department of Field Support (DFS) released a document entitled *A New Partnership Agenda: Charting a New Horizon for United Nations Peacekeeping*. The document represented a contribution by the United Nations Secretariat to an already ongoing dialogue among peacekeeping stakeholders concerning the complex and evolving nature of demands placed on United Nations peacekeeping and its diverse military, police, and other civilian elements and the steps required to strengthen peacekeeping to meet emerging challenges.

Just over one year later, a foundation has been laid for ongoing efforts to bolster the effectiveness of UN peacekeeping and to reinforce the partnership among its many supporters. Key proposals outlined in the New Horizon document were included by the Secretary-General as part of his annual report on Implementation of the recommendations of the Special Committee on Peacekeeping Operations and have been the subject of careful reflection in various Member State bodies over the past year. Through dialogue, the gap has been narrowed and common ground has been built among those who mandate peacekeeping operations; those who contribute to peacekeeping with personnel, equipment, and financial resources; those who plan, manage, and execute operations; and those who partner with UN peacekeeping operations to deliver on the ground. Other areas where greater attention might be focused have been revealed; they include the strengthening of linkages to peacebuilding and mediation, along with the policy, financial, administrative and logistics support required to successfully deploy the full range of instruments at the disposal of the international community and enable an effective and timely response and – to the extent possible – a pro-active UN contribution in the continually evolving post-conflict setting.

This paper summarizes the key outcomes of the past year and highlights the ongoing steps towards meeting the necessary peacekeeping reform agenda. It is part of a standing commitment of our two Departments to update Member States regularly on progress and prospects towards realizing the common goal of more efficient peacekeeping, adapted to the new complex realities we are facing.

**Alain Le Roy**  
Under-Secretary-General for  
Peacekeeping Operations

**Susana Malcorra**  
Under-Secretary-General for  
Field Support



---

## CONTENTS

<b>FROM CHALLENGE TO OPPORTUNITY</b> .....	4
<b>The New Horizon document</b> .....	4
<b>Operational realities</b> .....	7
<b>Peacekeeping in consolidation</b> .....	7
<b>MOVING FORWARD: PEACEKEEPING REFORM AGENDA</b> ....	9
<b>A common priority agenda</b> .....	9
<b>An intensified consultation process</b> .....	10
<b>A MANDATE FOR ACTION</b> .....	12
<b>Policy Development</b> .....	13
Protection of civilians .....	13
Peacebuilding in a peacekeeping context .....	14
A robust approach to peacekeeping .....	15
<b>Capability Development</b> .....	15
Identifying and sustaining peacekeeping capabilities .....	16
<b>Field Support</b> .....	17
<b>Planning and Oversight</b> .....	19
<b>CONTINUED CHALLENGES</b> .....	20
<b>A new phase in peacekeeping</b> .....	20
<b>Peacekeeping in the broader peace and security context</b> .....	21



## FROM CHALLENGE TO OPPORTUNITY

The New Horizon document of July 2009 depicted a peacekeeping environment under considerable strain. Despite UN peacekeeping's proven success as a flexible and effective tool in supporting political transitions and assisting countries to move from conflict to peace, peacekeeping's surge and exposure to increasingly difficult operational environments had brought to light real challenges. Against this backdrop, the New Horizon document revealed a reality unprecedented in terms of the scale and complexity of demands placed on the peacekeeping instrument itself and on the dedicated men and women deployed to the field. It reflected on divisions within the peacekeeping community and on the need for a common vision of the role and application of peacekeeping and the political strategy underpinning each mission. And it exposed concrete operational risks on the ground in the absence of the political cohesion, enabling systems and operating procedures at headquarters and in the field, and critical capabilities necessary to deploy, sustain, and transition peacekeeping operations successfully.

### The New Horizon document

As a roadmap to address these challenges, the New Horizon document sought to reinvigorate the peacekeeping dialogue and partnership and to strengthen the peacekeeping tool to meet demands in an effective and sustainable manner. Many of the recommendations put forward were not novel, but rather reflected nearly a decade of examination, re-examination, and reform. Others sought to offer insights into new realities for UN peacekeeping not captured by earlier reform initiatives and options for creating a more predictable, professional, accountable, inclusive and adaptable peacekeeping system.



#### KEY THEMES LAID OUT IN THE NEW HORIZON DOCUMENT INCLUDED:

##### **PARTNERSHIP IN PURPOSE, IN ACTION AND IN THE FUTURE**

The success of peacekeeping rests on a **global partnership** of the Security Council, General Assembly bodies, contributing countries, host parties, regional and other partners, and the Secretariat, all acting within the framework of a commonly understood and comprehensive strategy.



### COHESIVE MISSION PLANNING AND MANAGEMENT

Each actor within the peacekeeping partnership has a critical role to play in making peacekeeping work. Mutual respect, responsibility, accountability, and continuous dialogue among partners are the foundation of a strong global peacekeeping partnership and must be at the core of **meaningful consultation** and **mission planning**.

### CLEAR POLITICAL STRATEGY AND DIRECTION

Peacekeeping is a tool best used in support of, not as a substitute for, a political process. It must be based on a clear **political strategy** that defines the peacekeeping tasks within a country's broader efforts to consolidate peace. Successful peacekeeping requires the support and dedication of engaged stakeholders throughout the life-cycle of a mission.

### CLARITY AND DELIVERY ON KEY ROLES

Peacekeepers must know what is expected of them. They require mandates that reflect **clear** and **achievable objectives**, as well as guidance and the necessary training and support to execute all tasks assigned to them. In this context, the Security Council has a central role to play in helping to ensure that peacekeeping missions receive the capacities required to carry out the Council's will. One option in support of this effort proposed by both the Brahimi report and New Horizon document is a phased approach to developing mandates that allows for consultations on objectives and available resources among stakeholders prior to finalizing mandates.

At the same time, the Secretariat, in cooperation with Member States, must ensure sound management of the resources at its disposal and must provide all peacekeepers with the necessary **strategic guidance** to prepare for and deliver on their mandates, including on tasks related to the **protection of civilians, peacebuilding** and **transition**. This includes planning; benchmarking for impact, success and transition; effective response to threats; and maintaining a **robust approach** to mandate implementation as required.

The Secretariat should identify **critical gaps** and potential **obstacles** to **mandate implementation** and eventual transition of a peacekeeping operation in its regular reporting to Member States. **Field-driven benchmarks** – developed during the first year of a mission's deployment and regularly reviewed and updated – can support monitoring of progress and identification of emerging challenges.



### **FASTER DEPLOYMENT AND CRISIS MANAGEMENT**

Peacekeeping has become a central fixture of the UN's response to conflict to an extent previously unmatched. In response, it must be configured to be **faster** and more **flexible**, focused on early establishment of a functioning mission headquarters and sequenced and prioritized implementation of critical tasks. It must be based on reliable **risk assessment** and must be able to draw on **standing** and **reserve capacities** for contingencies. Complex and rapidly evolving operating environments require accountability and clear command and control frameworks, as well as careful analysis and sound planning and reporting at all levels and stages.

### **A NEW FIELD SUPPORT STRATEGY**

Mission support structures must bolster flexibility and client orientation while maximizing economies of scale and capitalizing on the efficient and effective use of human, financial and material resources and technologies. This includes improved accountability and resource stewardship. The **Global Field Support Strategy** provides a framework for meeting these objectives.

Meeting current demands and sustaining peacekeeping into the future requires a new approach to **capability development**:

- **PROJECTING FUTURE NEEDS** – In the first instance, peacekeeping requires access to **capable** and often highly specialized **military, police, and civilian capacities**. This entails clarifying sources of and modalities for accessing critical civilian capabilities as well as efforts to address challenges with respect to conditions of service for civilian staff. It further entails more systematic and effective projection of uniformed peacekeeping demands and outreach to current, former, and new and emerging contributing countries.
- **EXPANDING THE PEACEKEEPING PARTNERSHIP** – Peacekeeping depends on the support of and **burden-sharing** among all members of the partnership, including through expansion of the contributor base to peacekeeping operations. It further necessitates strong **strategic partnerships** with other actors within and beyond the United Nations system to minimize gaps and harness comparative advantages.
- **A CAPABILITY-DRIVEN APPROACH** – Fundamentally, effective peacekeeping requires a more capability-driven approach that seeks to improve the **performance** of peacekeeping on the ground by linking clear operational tasks and standards with capacity-building and training programmes, equipment and support needs, and, as appropriate, incentives to deliver mandated tasks.



---

## Operational realities

Events of the past year have demonstrated the relevance of many of the above themes and the need to ensure that their further development takes account of advancing work in other areas such as mediation and peacebuilding to bring to bear effectively all of the tools of the international community needed to address a given situation. Missions in **Chad, Darfur** and the **Democratic Republic of the Congo**, for example, have struggled to deliver on their mandates, especially with respect to the protection of civilians and response to threats from spoilers. They have at times been forced to navigate limited consent and differences within the international community regarding the strategy they should follow. These challenging missions have also faced a lack of adequate capabilities and support structures to enable effective mandate implementation. And, while the spring 2010 national elections in **Sudan** took place without major upheaval, next year's referendum and continued support to implementation of the Comprehensive Peace Agreement (CPA) will likely pose tremendous challenges that demand greater efforts on the part of the parties to the CPA, a cohesive response from the international community, and careful planning and preparations.

MINUSTAH was tested when **Haiti** was pushed into crisis after the devastating January 2010 earthquake. The international community's response to this tragedy further underscored a series of challenges facing UN peacekeeping: the critical need for crisis planning and decision-making; contingency arrangements and rapidly deployable standing, standby and reserve capacities; flexible and speedy support arrangements; and effective cooperation and interoperability with partners. Meanwhile, peacekeeping operations, supported by other UN and outside actors, have confronted obstacles in transitioning to longer-term peace consolidation and development in **Timor-Leste, Liberia** and **Côte d'Ivoire**. The sustained emphasis in mission mandates on the role peacekeepers must play as early peacebuilders has revealed the importance of a strategic and integrated approach to core peacebuilding objectives in the immediate aftermath of conflict, notably in the areas of basic safety and security, but also in other areas such as elections and economic revitalization.

## Peacekeeping in consolidation

More than one year into the New Horizon reform initiative and at the tenth anniversary of the landmark Brahimi Report, dynamics have begun to shift. After a period of surge reaching a historically high scale of deployment in 2010, UN peacekeeping may now be headed towards a period of consolidation. The focus has moved from substantial build-up of new, large operations to transition and, in several of our operations, to drawdown of military capacities in particular. Our attention must turn to examining and addressing the peacekeeping-peacebuilding nexus –



in particular in the areas of governance, rule of law, peace consolidation and development – as well as the policy, resource and long-standing capability and other challenges that confront our ability to plan, operate and transition in rapidly evolving contexts and difficult environments.

These recent developments do not lessen the need for meaningful peacekeeping reform. On the contrary, they present an opportunity to dedicate fresh commitment to refining UN peacekeeping as a flexible and responsive instrument and ensuring that the investment in peacekeeping yields a sustainable peace.





## MOVING FORWARD: PEACEKEEPING REFORM AGENDA

### A common priority agenda

Dialogue on and assessment of critical peacekeeping challenges and opportunities has intensified among the Secretariat, General Assembly, Security Council, troop and police contributing countries, and partners within and beyond the UN system. Over the course of the past year, both formal and informal channels have served as vehicles for discussion on the range of issues facing UN peacekeeping. Deliberations quickly honed in on four priority areas, which became the focus of the **peacekeeping reform agenda** outlined in the **Secretary-General's Report on Implementation of the recommendations of the Special Committee on Peacekeeping Operations (A/64/573)**.



#### THE FOUR FOCUS AREAS OF THE REFORM AGENDA INCLUDE:

##### POLICY DEVELOPMENT

Developing practical guidance on critical roles for United Nations peacekeeping

- Achieving policy consensus
- Clarity of tasks and responsibilities:
  - › Protection of Civilians
  - › Peacekeeping-peacebuilding
  - › Robust approach

##### CAPABILITY DEVELOPMENT

Identifying, building, and sustaining the required capabilities to support peacekeeping now and into the future

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

##### GLOBAL FIELD SUPPORT STRATEGY

Developing stronger and more flexible administrative and logistical support arrangements

- Client orientation
- Flexibility and faster deployment
- Scale efficiencies

##### PLANNING AND OVERSIGHT

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

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



## An intensified consultation process

Contributing to progress in all four areas of the reform agenda was the development of a mechanism for more **systematic triangular consultations** of the Security Council, troop and police contributors, and the Secretariat on peacekeeping mandates and operations, facilitated in large part by the active engagement of the Security Council Working Group. Encouraging progress has been made toward putting this approach into practice in the context of recent mandate deliberations and renewals. At the same time, the Secretariat initiated a procedure for briefing Security Council members and troop and police contributors on the parameters and outcomes of Technical Assessment Missions (TAMs), when deployed. As recommended in the New Horizon document, this approach was applied in 2009-2010 in the context of mission assessments in Timor-Leste, Chad, Côte d'Ivoire and the Democratic Republic of the Congo and formalized in an October 2009 directive to staff issued by the Under-Secretaries-General of DPKO and DFS. This directive also outlined steps for DPKO and DFS to support transparent and inclusive consultations with the Security Council and contributing countries, along with requirements for developing field-driven mission-specific benchmarks as a means to better assess and monitor progress toward fulfillment of mandate objectives. Operational procedures to provide greater clarity and consistency of approach are under development.

Efforts to encourage **transparent** and **inclusive dialogue** on UN peacekeeping continue and have indeed intensified since the start of 2009. A series of formal and informal debates among peacekeeping stakeholders has helped to build consensus and pave the road for meaningful reform. The many consultations and discussions in the context of the New Horizon beginning in early 2009 have included the following activities:



- Five **open Security Council thematic debates** on peacekeeping and three on peacebuilding since early 2009, two **internal consultations** of the Council on cross-cutting peacekeeping matters, and one **Security Council summit** focused on ensuring the effective role of the Security Council in maintaining international peace and security through support to preventive diplomacy, peacemaking, peacekeeping, and peacebuilding. To date, the open debates have taken place with the active participation of not only Council members, but also representatives of troop and police contributing countries and regional organizations, as well as civilian and military leaders from field missions and from the United Nations Secretariat.
- Thirteen **Security Council Working Group meetings** during the same period bringing together Council members alongside troop and police contributing countries



and regional organizations for deliberations on both cross-cutting and mission-specific peacekeeping issues. These meetings have allowed for open and unencumbered exchange on a range of topics, including addressing gaps between mandates and implementation, enhancing cooperation between the Council and contributing countries, and developing peacekeeping capabilities.

- Numerous thematic **briefings** and **discussions** between the Secretariat and Member States in the lead-up to and throughout the 19 February to 22 March 2010 substantive session of the **Special Committee on Peacekeeping Operations** on a variety of topics included in the reform agenda.
- A 22 June 2010 historic **thematic debate** on peacekeeping, convened by the **President of the General Assembly** with the participation of the full membership. The event, which featured prominent speakers – including Mr. Brahimi himself – reflected on developments since the landmark report was issued 10 years prior and explored a range of topics including partnerships and capabilities, the political dimensions of peacekeeping, and multi-dimensional peacekeeping operations and the nexus between security and development.
- A series of **workshops** and **seminars** hosted by Member States and the think tank community in New York and in capitals. These exchanges are ongoing and continue to provide outlets for in-depth exchange on peacekeeping policy issues. More than a dozen such informal exchanges have occurred throughout the course of the past year.



## A MANDATE FOR ACTION

Several concrete decisions enumerated below have emanated from the UN legislative bodies during this period, solidifying efforts to strengthen UN peacekeeping and providing an explicit mandate for the Secretariat to take action to advance key reform efforts in cooperation with Member States. As a result of these outcomes, implementation work is proceeding in the four priority areas of the reform agenda, as outlined in greater detail in the subsequent sections of this report.



### KEY LEGISLATIVE OUTCOMES ON PEACEKEEPING REFORM

**Special Committee on Peacekeeping Operations (C34):** The 2010 substantive session of the C34 from 22 February to 19 March was characterized by a comprehensive and fruitful exchange among the membership on the multitude of strategic challenges facing peacekeeping and the priority agenda to strengthen peacekeeping. The Special Committee's report (A/64/19) reflects a common vision on the way ahead for peacekeeping and stakes out an ambitious path for the Secretariat and Member States to pursue jointly.

**Fourth Committee:** The C34's proposals, recommendations, and conclusions with respect to the elements of the priority agenda were endorsed by the Fourth Committee in resolution A/RES/64/266 of 27 May 2010, which also urged stakeholders to take all necessary steps to implement these conclusions.

**Fifth Committee:** The Fifth Committee and Advisory Committee on Administrative and Budgetary Questions (ACABQ) both recognized the utility of the approach presented in the Report of the Secretary-General on the Global Field Support Strategy (A/64/633). The General Assembly recognized the overall concept of the Strategy as a broad and useful framework for improving the efficiency and effectiveness of service delivery to field missions and the use of resources. In its resolution 64/269, the Assembly outlines specific provisions for further developing and taking forward the various elements of the Strategy.

**Security Council:** In the context of its numerous debates on peacekeeping issues throughout the course of the past year, the Security Council passed three Presidential Statements:

- **5 August 2009 (S/PRST/2009/24)** addressing several of the New Horizon document's recommendations and outlining concrete measures to strengthen consultations with other stakeholders and to improve its own practices in support of UN peacekeeping.



- **12 February 2010 (S/PRST/2010/2)** indicating specific measures to strengthen transition planning and support for peacekeeping operations.
- **23 September 2010 (S/PRST/2010/18)** outlining the Security Council's responsibilities and role in maintaining international peace and security through comprehensive, integrated, and flexible support to and use of preventive diplomacy, peacemaking, peacekeeping, and peacebuilding tools.

## Policy Development

Both the General Assembly and Security Council responded favorably to a number of the **policy recommendations** laid out in the New Horizon document. While the C34 supported a number of specific recommendations, it took note of the New Horizon document as a whole in its 2010 report (A/64/19) and encouraged further engagement with Member States, particularly troop and police-contributing countries, on peacekeeping matters. The 5 August 2009 PRST of the Security Council echoed the centrality of a strong peacekeeping partnership and political process as the underpinning of any peacekeeping operation and highlighted the importance of mobilizing and maintaining the political and operational support of all stakeholders throughout the life-cycle of a mission. While it did not take on board all proposals for the Security Council outlined in the New Horizon document, such as a phased approach to establishing new missions or a commitment to authorizing advance planning capacities for missions, it did reflect several suggestions, notably those related to consultation of other stakeholders. The PRST recognized in particular the need for further debate among Member States, including in the C34, to build consensus on a range of issues, including implementation of protection of civilian mandates and the robust approach to peacekeeping.

### PROTECTION OF CIVILIANS

The General Assembly and Security Council have supported policy advances on the complex issue of the protection of civilians. In its 2010 report, the C34 signaled the need for the Secretariat, drawing on lessons learned from concrete mission experiences, to develop a **strategic framework** with elements and parameters for mission-wide strategies on the protection of civilians, to prepare **training modules** as well as to identify the **resource** and **capability requirements** for peacekeepers to carry out these and other mandated tasks effectively. In its resolution S/RES/1894, the Security Council also expressed its support in advancing these areas. Implementation efforts are underway, having begun with a May-June 2010 workshop with peacekeeping, African Union, and UN Country Team representatives to identify critical elements of comprehensive mission-specific protection strategies. Also ongoing are the mapping of resource and capability requirements for the implementation of



protection mandates and the development of protection of civilians training modules. As part of the latter effort, DPKO is working with partners to develop a scenario-based exercise for senior mission leadership. While the pilot of this methodology will be centered on the protection of civilians, the objective is for it to be flexible enough to accommodate a range of scenarios which missions might face in the implementation of their mandates.

### PEACEBUILDING IN A PEACEKEEPING CONTEXT

As the New Horizon document noted, multidimensional peacekeeping has in recent decades integrated a range of mandated tasks to assist countries to make the transition from conflict to peace. In this context, missions provide security guarantees while accompanying political transitions and creating space for peace consolidation and resumption of normal economic activity. On the recommendation of the C34 and Fourth Committee, the General Assembly was decisive in its support for the development of a **strategy for critical early peacebuilding tasks** undertaken by peacekeepers. This strategy will focus on the peacebuilding tasks of peacekeepers in the immediate aftermath of conflict, primarily in critical areas such as police, justice and corrections, DDR, SSR, and mine action. Consultations on the draft strategy are underway. The process will be supported and informed by a **trend analysis** of the inclusion of peacebuilding tasks in peacekeeping mandates. An **informal paper** entitled “Peacekeeping and Peacebuilding: Clarifying the nexus” was shared with Member States in early October 2010 to help advance a common understanding. In consultation with a range of key partners, including the Peacebuilding Commission and Peacebuilding Support Office, these efforts seek to clarify the priorities and sequencing of early peacebuilding tasks, as appropriate, in the post-conflict peacekeeping context.



#### THREE PRIMARY ROLES OF PEACEKEEPERS AS EARLY PEACEBUILDERS:

1. **Articulate** peacebuilding priorities together with national authorities and the broader international community and guide strategy development and implementation;
2. **Enable** other national and international actors to implement peacebuilding tasks, by providing a security umbrella, monitoring commitments by parties to the conflict, expanding and preserving political space, delivering administrative and logistical support and coordinating international support, including management of various resource streams; and
3. **Implement** certain early peacebuilding tasks, including engaging in early capacity building in specific areas, in close collaboration with other partners.



The importance of regular reporting on critical **peacebuilding gaps** affecting mandate implementation and early planning for **peacekeeping transitions** was also highlighted in the aforementioned Security Council PRSTs. Understanding the specific challenges and capability requirements needed to support the extension of state authority and successful transition of peacekeeping operations to durable peace and sustainable development is particularly critical as United Nations peacekeeping enters a new phase of consolidation.

### A ROBUST APPROACH TO PEACEKEEPING

In comparison with the membership's supportive conclusions on peacebuilding roles of peacekeepers and the protection of civilians, the General Assembly gave a more nuanced response to early conceptual thinking on the robust approach to peacekeeping. The membership requested continued dialogue on requirements for enhancing the **effectiveness** of peacekeeping, including by addressing **requirements** for peacekeepers to be able to **deter** through their posture and actions **threats to mandate implementation**, the **safety** and **security** of personnel, and the overall **peace process**. This dialogue is ongoing and will continue on a regional basis in the months ahead. A cycle of seminars commenced in Abuja in August 2010 to examine issues such as deterrence, use of force and operational readiness in peacekeeping.

## Capability Development

In the area of capability development, Member States have expressed clear and uniform support for efforts to build and sustain peacekeeping capacities and to strengthen capability-building efforts. The capability-driven approach outlined in the July 2009 New Horizon document underlined the need to focus on skills, capacity, and willingness to deliver required results as much as on the numbers required. The C34 echoed the need to develop a **comprehensive capability-driven approach** to peacekeeping with a view to **improving performance** in the field. Member States have agreed that, to be successful, any approach to strengthening peacekeeping capabilities must be forward-looking and inclusive in nature, addressing uniformed as well as civilian capability requirements from the perspective of both the quality and sustainability of contributions. A cross-departmental DPKO/DFS effort is underway, focusing on the below three primary areas of activity.



### ELEMENTS OF THE DPKO-DFS COMPREHENSIVE CAPABILITY DEVELOPMENT APPROACH:

1. Developing **guidance** and baseline **capability requirements** for different peacekeeping functions, including through updated job descriptions, capability standards, and readiness indicators;



2. Generating and sustaining critical **resources** (civilian and uniformed personnel, as well as necessary equipment) through expert rosters and a sustainable contributor base, as well as improving **support arrangements** on the ground to enable optimal performance against realistic expectations; and
3. Strengthening **training** and **education** of personnel across all peacekeeping components through both pre-deployment training modules and mission-specific, scenario-based training and exercises.

Together, these elements constitute a framework aimed at developing a stronger culture of performance in UN peacekeeping. In this first instance, this requires clarity on the roles and responsibilities of specific peacekeeping capabilities and guidance and realistic baseline standards for fulfilling mandated tasks effectively. These baseline expectations in turn inform the development of adequate training, equipment, logistics and, where applicable, reimbursement systems that support and reinforce those standards and bolster oversight.

### **IDENTIFYING AND SUSTAINING PEACEKEEPING CAPABILITIES**

A comprehensive **review of international civilian capacities** led by the Peacebuilding Support Office promises to yield useful recommendations to address gaps across the UN system and international community regarding the supply of civilian capacities. Enhanced specialized capacities, including an expansion of the **Standing Police Capacity** and a complementary **standing justice** and **corrections capacity** were also endorsed by the Fourth and Fifth Committees and approved by the General Assembly in 2010. A United Nations Security Sector Reform Roster of Experts was launched in February 2010 to respond to the rapidly emerging gap between demand for SSR support and the organization's modest capacity in this important area. The process of developing **rosters** of pre-cleared candidates in various civilian occupational groups has been ongoing since early 2010.

In the area of **uniformed capacities**, the Secretariat, with the support of Member States, is seeking to pilot an initiative to assess capability shortfalls of specific uniformed components in UN peacekeeping and to develop baseline **capability standards**, including associated **training**, to help bolster performance on the ground. This undertaking builds on recent successful innovative experience with capability development and operational enhancement of Formed Police Units and ongoing work to develop a comprehensive **police doctrine** to help define the roles, responsibilities and appropriate tasks – as well as expectations – of policing within a peacekeeping context.

In the past year, discussions have also been intensifying with respect to options for better **projecting peacekeeping requirements** and enhancing **capacity-building coordination**





---

for uniformed capacities in particular. In its 2010 report, the C34 encouraged a significant role for the Secretariat in improving coordination of peacekeeping capacity-building efforts and urged analyses of contributing countries' willingness and readiness to contribute to peacekeeping, as well as improved Secretariat outreach to contributors. Scoping work is underway in DPKO to assess current and past practice in this area and to draw lessons for future strategy development.

In December 2009, DPKO and DFS developed and distributed to Member States two **gap lists** covering military capability gaps and police/rule of law and other civilian capability gaps in current missions. Updated versions of the lists were distributed in June 2010. These lists have been well received by Member States, though further analysis of their concrete impact in terms of filling existing gaps in missions and generating support for UN peacekeeping capability development efforts will be required. Updates of the lists will now be issued on a quarterly basis and additional work is planned to assess options for linking the identified needs with a mapping of globally available capacities and political strategies for securing critical assets. In this regard, the most pressing need is military helicopters, the lack of which is affecting the operational effectiveness of some of our most complex missions. Such efforts must take account of obstacles to and incentives for Member States and individual peacekeepers becoming involved in peacekeeping.

## Field Support

Crucial improvements to support aspects of peacekeeping articulated in the Global Field Support Strategy (A/64/633) have been debated in the C34 as well as in the Fifth Committee this year. The **Global Field Support Strategy** envisions a gradual move from a mission-centric to a more global management approach that will facilitate timely **mission start-up**, improved **quality of mission support**, as well as greater **accountability** and more **efficient use of resources**. The principal elements of the Strategy were approved by the General Assembly in its resolution A/RES/64/278, on the recommendation of the Fifth Committee, with specific requirements and timelines that must now be realized. Efforts will focus in the first instance on requirements for start-up and sustainment of missions, but will increasingly examine critical requirements for consolidation and drawdown, taking into account the diverse administrative and logistical needs throughout different stages of mission deployment.

The Secretariat has begun informal bi-monthly briefings on the proposed Strategy in all its operational aspects to members of the C34 and will brief the ACABQ and Fifth Committee on developments as required. These informal briefings will complement benchmarks and an annual progress report requested by the General Assembly.



## THE KEY AREAS OF ACTIVITY UNDER THE GLOBAL FIELD SUPPORT STRATEGY INCLUDE:

**MODULARIZATION:** A first workshop with contributing countries took place 8-9 July 2010 on the development of **modularized service packages** that aim to improve the speed and predictability of military, police, and civilian deployments to the field and the safety and security of deployed personnel. Regular exchange between the Secretariat and Member States is planned to identify the parameters of individual service packages, building on experiences and lessons from the field.

**SERVICE CENTRE CONCEPT:** Work is underway to realize the creation of a **global service centre** at the UN Logistics Base in Brindisi, Italy, and to establish an initial **regional service centre** at the Logistics Hub in Entebbe, Uganda, that will consolidate and streamline support functions and back-office support. The specific functions to be transferred to the global service centre in Brindisi are in the process of elaboration, in consultation with Member States, and will be reviewed with next year's UNLB budget. The General Assembly decided that the regional service centre at Entebbe will be a family duty station, effective 1 July 2011, contingent on and without prejudice to any future decisions taken by the Assembly in the context of broader human resources discussions at the sixty-fifth session.

**FINANCING:** The financial framework for the start-up or expansion of peacekeeping missions has been strengthened through the approval of access to up to **\$100 million** from the **Peacekeeping Reserve Fund** and changes to the reimbursement procedures for **Strategic Deployment Stocks** that will facilitate the expeditious deployment of material and human resources to the field. Proposed **standardized funding templates** for the first year of operations will be submitted for Member State review at the second resumed part of the sixty-fifth session of the General Assembly.

**HUMAN RESOURCES:** The human resources dimensions of the GFSS are closely aligned with the human resource reform process building on the measures adopted by the General Assembly in A/RES/63/250 and put forward by the Secretary-General in A/65/305 and addendums 1-4 to be considered by the GA in the sixty-fifth session. Specific elements of the proposals related to improving **conditions of service** and a review of the designation of **family duty stations** will be discussed in the main part of the General Assembly's sixty-fifth session. In the meantime, systems for better forecasting staffing requirements and building **rosters** of readily deployable and fully vetted personnel are in the process of realization.



## Planning and Oversight

Member States have also embraced the elements of the New Horizon agenda related to enhanced planning and oversight of missions. As outlined above, a more **cohesive, integrated** and **systematic consultative process** among various peacekeeping actors has been put into practice this year, reflected in debates, reports, and statements of both the Security Council and General Assembly bodies. DPKO and DFS are contributing to these efforts in numerous ways:



**Support to triangular consultations:** DPKO and DFS have pledged to be active and supportive players in regular triangular consultations among the Secretariat, Council, and troop and police contributing countries. In this context, reporting must reach Member States in time to allow for meaningful discussion and deliberation.

**Survey of reporting practices:** As part of efforts to strengthen transparency and inclusive planning, DPKO in 2009-2010 conducted a comprehensive survey of current reporting procedures and Council members' and contributing countries' priority information requirements. Findings from the survey have been used to inform ongoing reports and briefings to Member States.

**Senior Manager Compacts with field leadership:** In 2010, the accountability framework for senior mission leaders was strengthened through the extension of Senior Manager Compacts to senior leadership in the field.

**Review of command and control:** An evaluation of command and control arrangements in peacekeeping planned for 2010-2011 promises to inform policy review and improved oversight in this area.

To supplement these ongoing efforts, further dialogue is required to develop strategies to more effectively engage host governments and populations, including **managing consent** and assessing and responding to **public perceptions** of peacekeeping's role and impact on the ground.



---

## CONTINUED CHALLENGES

Over the course of the past year, the peacekeeping partnership has been strengthened. Peacekeeping is firmly on a path to better meet current and emerging challenges. However, the realization of the New Horizon agenda has only just begun. Implementation of the ambitious programme to bolster peacekeeping's ability to deliver on complex and challenging mandates, to build and sustain critical capacities, to transform field support arrangements, and to enhance planning and oversight mechanisms is a **multi-year endeavour** that will take time to reach fruition. Some initiatives will yield results more quickly than others. The commitment and dedication of all members of the peacekeeping partnership is essential for change to take root and demonstrate effect. Experience has shown that peacekeeping must continue to evolve in response to realities in the field and, over time, has demonstrated remarkable flexibility as an instrument in support of international peace and security. The New Horizon reform agenda, like the Brahimi Panel report, Peace Operations 2010 and other reform initiatives that preceded it, represents an effort to adjust the policy, planning, direction, management and support of peacekeeping operations to better meet the realities and needs on the ground.

### A new phase in peacekeeping

After a substantial period of growth and surge in new operations, peacekeeping now appears to be entering a period of **consolidation**. This new phase may help create the necessary space to realize difficult but all-important transformations required to strengthen the effectiveness and efficiency of UN peacekeeping. This includes putting into practice a new strategy for field support, shifting peacekeeping toward a more capability-driven approach, and bolstering systems for identifying and sustaining the range of – often highly specialized – capabilities required to implement complex peacekeeping mandates. In this context, it is hoped that advances in the New Horizon reform agenda thus far will give greater opportunity to broaden the contributing base for UN peacekeeping. The evolving environment also gives impetus for progress in the areas of transition planning, national capacity-building, oversight and benchmarking to help increase synergies among peacekeepers and other peacebuilding actors and to better prepare peacekeeping missions from the outset to build the foundation for transition to longer-term peace consolidation and development. While taking into account the risks that increased pressure for cost-savings may bring to the reform efforts and the realities of the global financial situation, the Secretariat will continue to propose effective and efficient means of matching resources to mandated tasks to ensure that the investment in peacekeeping is financially sound and contributes to the long-term sustainability of peace. Throughout this process, stakeholders should nonetheless bear in



mind the relative cost-effectiveness of United Nations peacekeeping, and its positive and direct impact in consolidating peace and advancing peacebuilding goals, that have been highlighted by numerous governmental and non-governmental studies over the past years.

## Peacekeeping in the broader peace and security context

As the New Horizon document laid out, UN peacekeeping remains one of many tools at the disposal of the international community to help address threats to international peace and security. Over the years, the diverse actors involved in shaping and supporting UN peacekeeping have come together time and again to assess peacekeeping challenges and to support concrete steps to bolster its effectiveness. Ultimately, however, peacekeeping can be successful only if buttressed by unified political strategy and support. No matter how efficient or refined, it cannot be a substitute for genuine political engagement.

Moreover, **peacekeeping does not take place within a vacuum**. It fits within a broader peace and security architecture, in which prevention, peacemaking, peacekeeping and peacebuilding are inextricably linked. The New Horizon document spoke to the value of partnership beyond peacekeeping alone, of the continued review and strengthening of the range of tools at the disposal of the international community, and of better integration of effort to ensure the United Nations can most effectively respond to threats to international peace while building a basis for sustainable peace.

As the range of conflict management tools continues to evolve and adapt, so too must the **strategic vision** for the Twenty-First Century peace and security partnership advance to shape a veritable New Horizon for international peace. DPKO and DFS remain steadfast in their commitment to shaping and bringing to reality this New Horizon.

