Fourth Committee

**Topic A: Comprehensive review of the whole question of peacekeeping and peacebuilding operations in all their aspects**

“... the Peacekeeping Forces through their efforts have made important contributions towards the realization of one of the fundamental tenets of the United Nations. Thus, the world organization has come to play a more central part in world affairs and has been invested with increasing trust”

- Nobel Peace Prize Committee

Even though peacekeeping is nowhere to be found in the *Charter of the United Nations*, the UN has performed almost 70 peacekeeping operations to date. Thought of as existing between Chapter VI and VII, or Chapter VI ½, peacekeeping was envisioned as a method to stave off wars and conflict in the hopes of pacific settlement of disputes in order to maintain international peace and security. All peacekeeping operations (PKOs) operate under three principles: (1) State parties consent to the PKO, (2) Peacekeepers are impartial observers, and (3) Use of force is prohibited except in self-defense and or if permitted under the mandate provided by the Security Council. UN Peacekeeping operations are only approved by the Security Council and may sometimes work in tandem with PKOs authorized by Regional Organizations.

**Background:**

The first peacekeeping mission, UN Truce Supervision Organization, was established in 1948 to observe and maintain a ceasefire between Israel and Palestine and remains in operation today. Since the end of the Cold War, the mission of PKOs has increased dramatically as conflict was shifting from interstate conflict to intrastate conflict.¹ In 1992, former Secretary-General Boutros Boutros-Ghali released the report *An Agenda for Peace*. In this report, a post-Cold War direction was outlined for UN PKOs and divided into four phases: Preventive Diplomacy, Peacemaking, Peacekeeping, and Peacebuilding.² That same year, the Department of Peacekeeping Operations (DPKO) was established to help coordinate the growing number and complexity of PKOs.³

In 2000, former Secretary-General Kofi Annan called for an establishment of a panel to review UN Peacekeeping and for recommendations to improve the UN’s ability to wage

---


The Brahimi Report, named after the panel’s chairman, Lakhdar Brahimi, was developed in response to this call. Several recommendations were made by the Brahimi Report that helped shape the way the UN performs PKOS today.

**Brahimi Report**

Within the recommendations made by the Brahimi Report, the focus was on improving the planning, management, and leadership behind PKOs. More substantive recommendations were also made including an emphasis on the use of civilian police in upholding the rule of law, stressing the need for protection of civilians, and creating a rapid deployment capability to ensure action is taken quickly in response to conflicts.\(^4\)

**UN Police**

In response to the Brahimi Report, a Police Division was established under the Department of Peacekeeping Operations in 2000. The UN Police Division has since expanded its role in peacekeeping. In the past, police in PKOs were limited in their duties to mainly monitoring, observing, and reporting. The UN Police Division is now frequently called upon to uphold public safety and the rule of law and assist and train governmental institutions such as the judiciary and domestic police become more effective. Currently, there are more than 12,000 police deployed in UN PKOs.

**Protection of Civilians**

The Brahimi report stressed that when UN peacekeepers, including both troops and police, observe violence they should be permitted to step in and protect civilians. While the goal of protecting civilians is a priority in any PKO, in practice it has proven difficult for UN peacekeepers to protect civilians with the ever-changing threats that conflict presents. UN Peacekeepers often place themselves in harm’s way to protect civilians and, therefore, gain legitimacy with local population as having the safety and security of the people truly in mind. Of course, UN peacekeepers are unable to protect civilians throughout the country and so must coordinate with national police, non-governmental organizations, and with other UN agencies in ensuring that civilians are as secure as possible.

**UN Peacekeepers on the Offense**

The UN for the first time has authorized peacekeepers to conduct targeted offensive operations within the mandate of the UN Organization Stabilization Mission in the Democratic

---

Republic of the Congo (MONUSCO). Security Council Resolution 2098 established a “Force Intervention Brigade” to assist the Democratic Republic of the Congo (DRC) in neutralizing armed groups that have been accused of sexual and gender-based violence, recruitment of child soldiers, violence against civilians, and other human rights abuses. These offensive operations are meant to provide protection of civilians until the DRC has created a Rapid Reaction Force that is able to take over duties from the Force Intervention Brigade. There are many critics that view the UN’s offensive operations as “peace enforcement” and that the UN may not be seen as an impartial party to the conflict in the DRC.

**Peacebuilding Commission**

Continuing to implement the recommendations of the Brahimi Report, the 2005 World Summit called for the creation of a Peacebuilding Commission to provide a coordinated, coherent, and integrated approach to post-conflict peacebuilding to help achieve sustainable peace. The Peacebuilding Commission would serve as a forum for all relevant actors in a peacekeeping mission to come together to support peace efforts in raising a country out of conflict and into sustainable development.

A Peacebuilding Support Office was established to assist the Peacebuilding Commission with policy, planning, and expertise in peacebuilding as well as administering a Peacebuilding Fund to finance post-conflict stabilization projects. The Peacebuilding Commission, support office, and Peacebuilding Fund form the UN’s Peacebuilding Architecture.

In 2010, the UN Peacebuilding Architecture went under review and recommendations were made for improving the UN’s efforts at peacebuilding. The report highlighted the importance of countries taking ownership over their development and becoming more significant partners in the development of their nation. Also, the report identified the misconception that

---


peacebuilding takes place after a peacekeeping operation. Instead, peacebuilding and peacekeeping should run concurrently as they are mutually reinforcing for the creation of a sustainable peace. The parallel tasks of peacekeeping and peacebuilding also require predictable financing and sufficient resource mobilization in order for such tasks to be accomplished. While the dual roles of peacebuilding and peacekeeping by the UN are formidable, if not fully supported the chances at achieving a sustainable peace would be unlikely.

Disarmament, Demobilization, Reintegration

A critical component of the post-conflict process is Disarmament, Demobilization, and Reintegration (DDR). These activities have been recent components of peacekeeping processes leading to successful stabilization efforts in setting a country on the path to sustainable peace. Disarmament involves the voluntary surrender, and sometimes destruction, of small arms, light and heavy weapons, explosives, and ammunition from combatants and civilians. Demobilization is a formal process where the combatants from armed forces, other than the State’s, are discharged from a militant lifestyle into a civilian one. Assistance is provided to ex-combatants to assist in the transition from life as a soldier and reintegration into society as a productive citizen with sustainable employment and income.

The DDR process contributes to the transition from conflict to sustainable development. Unfortunately, the problems people face during post-conflict situations are expansive. DDR operations encounter many challenges in supporting ex-combatants in their move towards a more stable livelihood. The Inter-Agency Working Group on DDR (IAWG) works to coordinate efforts in overcoming the many problems DDR processes are confronted by including communicable diseases, HIV, transitional justice, organized crime, gender violence, food and water security, education and training, and unemployment.

These problems and many others have been addressed with the development of the Second Generation of DDR concept. Traditional DDR focuses on disarming combatants and dissolving paramilitary organizations and transitioning ex-combatants to civilian life. Second Generation DDR encompasses support for people other than combatants, especially vulnerable populations like women and children. This means that Second Generation DDR programmes can begin before rebel groups agree to a ceasefire or join a peace process. Second Generation DDR programmes support traditional DDR and reinforce a community’s transition to a safe and secure environment.

Peacemaking & Preventive Diplomacy

The Department of Political Affairs (DPA) leads UN efforts for Peacemaking and Preventive Diplomacy. The DPA tracks political crises that may lead to conflict and advises the Secretary-General on diplomatic efforts to prevent and manage crises. As a neutral mediator, the UN, through the DPA, often provides “good offices” for parties of a conflict as a forum to
negotiate and settle disputes peacefully. As the lead peacemaking body, the DPA has its own mediators which may be deployed to areas in crisis to prevent conflict. Other peacemaking activities of the DPA include electoral assistance and coordinating peacebuilding with the Peacebuilding Commission and regional organizations.

**Current Issues:**

The new mandate for offensive operations in MONUSCO has been part of a recent trend in strengthening peacekeeping’s ability to protect civilians. Protection of civilians is viewed as a key factor in the success of any peacekeeping mission. This recent trend stems from the 20045 World Summit Outcome’s endorsement of the Responsibility to Protect. The international community made a commitment to protect their own populations from genocide, war crimes, ethnic cleansing, and crimes against humanity. In places where civilians are subject to such atrocities, the international community agreed that the UN should act to protect civilians.

In Cote d’Ivoire, the 2010 presidential election saw incumbent Laurent Gbagbo refuse to accept the results declaring opponent Alassane Ouattara as the next president. Supporters for both candidates soon began clashing and violence broke out. More than 500,000 Ivoirians were displaced and the peacekeeping mission UN Operations in Cote d’Ivoire (UNOCI) was sent in to protect the people and help bring resolution to the dispute. Acting on the mandate of Security Council Resolution 1962, the Secretary-General instructed UNOCI to “take the necessary measures to prevent the use of heavy weapons against the civilian population.”

With the help of French forces, UNOCI began military operation that fired on Gbagbo’s forces to disable their use of heavy weapons.

The Force Intervention Brigade is not the first instance of offensive operations in peacekeeping missions. However, it is notable that the offensive operations were directly authorized by the Security Council with a substantial number of troops. In both instances, the protection of civilians was paramount and the UN viewed offensive operations as possibly their only means to protect civilians. The use of offensive operations remains highly controversial but, they become more relevant if the UN is successful in the DRC.

**Future Outlook:**

---


Conflict continues to ravage the international community and jeopardizes the stability and growth of developing and developed countries. Peacekeeping is a vital part of the UN in containing conflict and helping countries settle disputes peacefully and transitioning towards sustainable development. Peacekeeping missions continue to grow in number and in size. The UN’s peacekeeping budget has soared to almost $8 billion a year. The complex and changing problems peacekeeping faces requires a concerted action by all stakeholders in a peacekeeping mission. The New Horizon Initiative seeks to renew the peacekeeping reform debate and build on the Brahimi Report.

With more than 100,000 personnel deployed in more than 15 PKOs across the world, UN Peacekeeping has become truly a global force. However, the range of operations undertaken and the lack of consistent and adequate supplies hinder the effectiveness of UN PKOs. The multitude of actors and stakeholders within a single PKO include not just the host country and UN Specialized Agencies but also the Security Council, Peacebuilding Commission, regional organizations, Troop-contributing countries (TCCs), Member States that provide contingent-owned equipment (COE), and non-governmental organizations (NGOs). Attempting to unite all of these actors in a common goal is very challenging. After the release of the report A New Partnership Agenda: Charting A New Horizon for UN Peacekeeping, the UN began the process now known as the “New Horizon Initiative” to help identify current and future problems for peacekeeping.

The New Horizon Initiative seeks to establish closer partnerships between relevant stakeholders in peacekeeping operations. Closer partnerships are needed to unify a common purpose with clear goals. The focus of the New Horizon Initiative is broken down into three areas: (1) Partnership in purpose, (2) Partnership in action, and (3) Partnership for the future. A more streamlined process for peacekeeping will help create more effective missions that are able to adapt to future challenges ensuring that UN Peacekeeping uphold their task of maintaining international peace and security.

---


Focus Questions:

1. Does your country host a peacekeeping operation? Has it in the past?

2. Does your country contribute to peacekeeping missions? Troops, police, or funds?

3. Has your country been the recipient of or contributed to peacemaking or peacebuilding operations?

4. What does your country view as most important to the success of a peacekeeping mission?

5. Does your country work with regional peacekeeping operations?

6. Does your country support the use of offensive operations in PKOs?
Works Cited


