

“Peace operations 2010” reform strategy *(excerpts from the report of the Secretary-General)*

Reporting to the General Assembly on 24 February 2006 on the financing of the United Nations peacekeeping operations ([A/60/696](#)), the Secretary-General, among other things, outlined a reform strategy entitled “Peace Operations 2010” setting out the policies and procedures to enable the Department of Peacekeeping Operations to support peacekeeping over the next decade. Below are relevant excerpts from the above report:

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“II. Peace operations 2010

“6. The Department of Peacekeeping Operations believes that now, five years after the report of the Panel on United Nations Peace Operations of 17 August 2000 (see [A/55/305-S/2000/809](#)), the “Brahimi” report, is an opportune time to reflect on the scope and tasks of United Nations peacekeeping, including the manner in which tasks are performed, achievements accomplished and lessons learned during the past five years, and to evaluate the capacities that need to be strengthened to meet the Department’s goals over the next five years. As the Department charts a course to achieve its targets, the challenge remains to accomplish the necessary restructuring while continuing to deliver its services and meet its obligations. Simply stated, the Department cannot set aside its mandated tasks and responsibilities while redefining the manner in which it performs its functions.

“7. To that end, the Department of Peacekeeping Operations has prepared a reform strategy entitled “Peace operations 2010” that would set out the policies and procedures necessary to enable it to support peacekeeping over the next decade. Those reforms will focus on five key areas: personnel; doctrine; partnerships; resources; and organization. The Director of Change Management in the Office of the Under-Secretary-General will be responsible for the day-to-day coordination and implementation of the reform process. Working groups have been established to undertake the detailed work related to each area. The working groups will be responsible for developing options for the consideration of the senior management of the Department and for overseeing their subsequent implementation. A task force has been established to engage the Department and the field missions in the reform process without disrupting their regular activities.

“8. The first area is the recruitment and retention of highly qualified personnel by providing the structures and support they would need to build a career as United Nations peacekeepers. The Organization’s main asset is its personnel: after six decades of United Nations peacekeeping, a more professional approach in the recruitment of personnel will help establish the foundation for a strong cadre of peacekeepers. A fresh strategy is needed for the recruitment, preparation and retention of staff and leadership for United

Nations peace operations. Such a strategy will include the reprofiling of key positions, supported by targeted recruitment and development of personnel, accompanied by integrated management, leadership and occupational training designed to build expertise and enhance professionalism. New policies and procedures will be introduced for the selection and preparation of staff, with particular emphasis on those in senior mission leadership positions. In addition, special emphasis will continue to be placed on leadership and management standards, with clear guidance and policies for conduct and discipline.

“9. In 2005, the Personnel Management and Support Service of the Department of Peacekeeping Operations was engaged in a review of its core functions to strengthen its ability to recruit and retain highly qualified staff for United Nations peace operations. Several concrete actions have been taken to address current inefficiencies, including the reassignment of responsibility for recruitment, outreach and roster management to a team independent of the staff selection and placement functions. In addition, the Service has been actively engaged in providing staff with online access to manuals and developing a comprehensive package of guidance for field missions on recruitment practices and policies. Resources will be dedicated, to the extent possible, to completing the comprehensive standard operating procedures that will govern the recruitment and selection processes for field missions. The target for promulgating those procedures and making them available to all field missions is the first quarter of 2006. That process will also serve as an initial step towards the promulgation of a comprehensive staffing system for United Nations peace operations to be undertaken in consultation with the Office for Human Resources Management.

“10. Ongoing programmes to increase the retention of qualified personnel include: (a) the provision of career advice to staff in the field; (b) the development and delivery of career support workshops and training; (c) the development of online learning modules in order to reach a larger number of staff in the field; (d) the maintenance and expansion of the career development website, which provides information around the clock on a broad range of career issues; and (e) the creation of career resource centres in the field. Support for the preparation and retention of staff include the piloting of capacity-building programmes at Headquarters for field-based senior administrators and piloting capacity-building visits for the training of focal points.

“11. In the second key area of doctrine, the expansion of peacekeeping mandates has made it more important than ever to clearly define and articulate what peacekeeping can do, and, equally importantly, what it cannot do. Capturing accepted best practices is crucial to establishing standards for peacekeeping missions and formulating guidance on how to achieve those standards. While every peacekeeping experience is unique to its setting, and mandated tasks differ among missions, an extensive body of experience and knowledge has been amassed in the almost 60 years of peacekeeping operations. It is imperative that such collective experience be captured and put to use each time a new mission is launched or when a mission is expected to engage in new tasks. Doctrine sets out the accepted and tested practice that forms the basis for guiding staff in their

functions and responsibilities. More concrete institutional foundations are now being put in place to achieve that goal.

“12. The Department of Peacekeeping Operations is establishing a system that will continuously collect and analyse practices and experience in the field and at Headquarters. This system will be linked to the production of better guidance materials for peacekeeping personnel and will underpin those activities with improved information management practices to share lessons learned and disseminate guidance. Standardized practices, procedures and guidelines can facilitate the more effective and efficient interaction of personnel from diverse cultures, background, training and expertise in the mission environment. Greater doctrinal clarity on the standards, expectations and procedures of the Organization is vital to effective planning, training and mission management in the field.

“13. Considerable best practices work remains to be done, in particular learning the common lessons emerging from the start-up of the four recently established missions. Work on lessons learned continues to be required on a wide range of issues, including more effective ways to integrate multidimensional missions, including through joint mission structures, for example joint mission analysis cells and joint operations centres, and developing joint guidelines with other United Nations entities engaged in multidimensional missions, such as human rights in peacekeeping operations. The Peacekeeping Best Practices Section of the Department of Peacekeeping Operations continues to operate with minimum resources on commissioning lessons learned, field research or travel, which considerably limits travel of Section personnel to the field for work related to best practices and lessons learned.

“14. While it has formally been in existence for several years, the Peacekeeping Best Practices Section did not obtain its full complement of staff until 2003. Its outputs in recent years have been refocused to target the guidance needs of current operations and to demonstrate to practitioners the utility of lessons learned. At the same time, the Section is working to improve institutional learning in United Nations peacekeeping as a whole. In 2006, the Section will invest time to build the underlying foundations and systems for the more effective collection of good practices and lessons learned and link them to the development, coordination and dissemination of operational policy, procedures and guidelines for United Nations peacekeeping. Functional underlying systems for doctrine development also facilitate faster and higher quality production of guidance materials by other subject matter experts in the Department of Peacekeeping Operations.

“15. The above-mentioned basic systems have been lacking, as has a strong culture of continuous institutional development and knowledge transfer. The Peacekeeping Best Practices Section is working to make tools available to missions in 2006, including through an Intranet website that will connect United Nations peace operations with one another and with Headquarters. By synchronizing effective information management practices in the Department of Peacekeeping Operations with efforts to strengthen policy/doctrine development and more systematic and decentralized lesson/practice collection, the Department will be moving towards real institutional learning systems for

peacekeeping. Those systems are essential to more effective identification and transfer of lessons and best practice experience among missions and towards the development of more authoritative guidance from Headquarters based on lessons learned in the field. The Peacekeeping Best Practices Section will retain chief responsibility for the production of materials of a crosscutting nature, including in the thematic advisory areas of disarmament, demobilization and reintegration, gender, HIV/AIDS and rule of law.

“16. The third key area is the establishment of frameworks for interactive partnerships. The United Nations is committed in improving coherence across its system. The Secretary-General’s Policy Committee has reaffirmed that integration is the fundamental principle of United Nations peace operations, and to this end, the General Assembly has established the Peacebuilding Commission and the Peacebuilding Support Office to ensure that integration takes place in the context of a wider peacebuilding effort. In line with this approach, the Department of Peacekeeping Operations has already taken steps at Headquarters to improve the way peace operations are planned and conducted with partners within the United Nations system, particularly the agencies, funds and programmes with operating capacities in the field. A major priority is to significantly improve the integrated mission planning process at start-up and throughout the life cycle of a peace operation.

“17. In collaboration with its partners, the Department of Peacekeeping Operations has two main priorities. The first is to establish predictable frameworks for cooperation with regional organizations, including common peacekeeping standards, establish modalities for cooperation and transition and, to conduct, where possible, joint training exercises. As an example, the African Union stands as a key external partner for the Department. In line with the 2005 World Summit Outcome (resolution 60/1), the Department is committed to supporting African peacekeeping capacities over the next 10 years and, together with other external partners, to supporting the African Union in its peacekeeping tasks.

“18. The second priority of the Department of Peacekeeping Operations is to further develop its relationship with international financial institutions. In April 2005, the Department initiated a process to explore with the World Bank the manner by which strategic cooperation in a post-conflict context might be enhanced. That process emanated from a concern that in post-conflict States, neither military security nor economic assistance is, in itself, sufficient to bring about sustainable recovery. Earlier and better strategic and operational cooperation between the Department and international financial institutions could result in: (a) a more concerted international action to secure successes in the immediate post-conflict phase; and (b) the re-establishment of state authority and institutions, including a functioning civil service and local administrative structures. The cooperation process between the Department of Peacekeeping Operations and the World Bank is grouped around five areas: (a) dialogue, including regular exchange briefings between headquarters; (b) training, including participation in each other’s courses; (c) research projects, such as the recent study on the perceptions of senior managers of the Department and the World Bank in the field; (d) staff exchanges; and (e) operational innovation in the field.

“19. The Department of Peacekeeping Operations has already taken the step of leading both the collective revision of the Secretary-General’s note of guidance on integrated missions and lines of authority and the review of the integrated mission planning process to revise guidance on the planning of integrated missions. Moreover, the Department has recently entered into a strategic dialogue with the United Nations Development Programme (UNDP) on the clarification of roles and responsibilities in integrated missions, including in functional areas such as rule of law, security sector reform, governance and capacity-building.

“20. The fourth key area relates to securing the essential resources to improve operations. United Nations peacekeeping succeeds or fails depending on the provision of sufficient capacity to implement a mandate. In the 2006/07 period, the Department of Peacekeeping Operations will aim to strengthen the Police Division and will also work to expand its resources in four areas: (a) the creation of the standing police capacity approved at the Summit; (b) the strengthening of technological capacity, particularly information technology resources, by establishing more flexible and accessible software platforms for mission management and accountability; (c) the enhancement of strategic communications capacity; and (d) the establishment of conduct and discipline units throughout peacekeeping operations and at Headquarters. The Department will also continue to pursue arrangements to provide the Organization with rapidly deployable capabilities to sustain missions in crisis. There are no additional resources being requested for the Military Division in the 2006/07 budget for the support.

“21. The fifth key area is the establishment of integrated organizational structures at Headquarters and in the field. Effective peacekeeping requires flexible structures that can evolve over the different phases of the mission, while consistently providing timely and effective support. The Department of Peacekeeping Operations is conducting a benchmarking study that will involve the examination of building blocks on which each mission is structured. The next phase of the study will examine the ‘to be’ model and will benchmark the support functions against other organizations. At Headquarters, the Department proposes to create integrated teams to serve as a single backstop for field missions. The integrated teams will incorporate political, military, police, specialist civilian, logistics, financial and personnel expertise. The teams will be supported by functional expertise to deliver substantive and support tasks, including, but not limited to, conduct and discipline, integrated training, policy, doctrine and guidance, disarmament, demobilization and reintegration, and rule of law. A dedicated capacity to engage with the Department’s external partners will also be an important element of the initiative.”

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