

Background Guide

DISEC



*Accountability and Performance
of Peacekeeping Forces and
Review of the Capstone Doctrine*

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Letter from the Executive Board

Dear Delegates,

Welcome to this edition of ShriMUN and especially to the General Assembly (DISEC). We are looking forward to an extremely enriching experience with this exceptionally interesting agenda for us to discuss. To the veterans of MUN, We promise you a very enriching debate that you've never experienced before and to the newcomers, We are really excited to be a part of your maiden voyage. What we desire from the delegates is not how experienced or articulate they are. Rather, we want to see how she/he can respect disparities and differences of opinion, work around these, while extending their own foreign policy so that it encompasses more of the others without compromising their own stand, thereby reaching a unanimously acceptable practical solution. The following pages intend to guide you with the nuances of the agenda as well as the Council. The Guide chronologically touches upon all the different aspects that are relevant and will lead to fruitful debate in the Council. It will provide you with a bird's eye view of the gist of the issue. However, it has to be noted that the background guide only contains certain basic information which may form the basis for the debate and your research. You are the representative of your allotted country and it is our hope that you put in wholehearted efforts to research and comprehensively grasp all important facets of the diverse agenda. All the delegates should be prepared well in order to make the council's direction and debate productive. After all, only then will you truly be able to represent your country in the best possible way. We encourage you to go beyond this background guide and delve into the extremities of the agenda to further enhance your knowledge of a burning global issue. Best of luck and happy MUNing!

Ps. feel free to reach out to us in school or on social media so we can be of help.




The Committee

Over the past sixty years, United Nations peacekeeping has evolved into one of the main tools used by the international community to manage complex crises that pose a threat to international peace and security. Since the beginning of the new millennium, the number of military, police and civilian personnel deployed in United Nations peacekeeping operations around the world has reached unprecedented levels. Not only has United Nations peacekeeping grown in size but it has become increasingly complex. Beyond simply monitoring ceasefires, today's multi-dimensional peacekeeping operations are called upon to facilitate the political process through the promotion of national dialogue and reconciliation, protect civilians, assist in the disarmament, demobilization and reintegration of combatants, support the organization of elections, protect and promote human rights, and assist in restoring the rule of law. In order to meet the challenges posed by the unprecedented scale and scope of today's missions, the United Nations Department of Peacekeeping Operations (DPKO) and the Department of Field Support (DFS) have embarked on a major reform effort, Peace Operations 2010, aimed at strengthening and professionalizing the planning, management and conduct of United Nations peacekeeping operations.

The Mandate

Disarmament and International Security Committee (DISEC) is the first committee of the General Assembly of UN. This committee deals with disarmament, global challenges and threats to peace that affect the international community and seeks out solutions to the challenges in the international security regime. According to Article 26 of United Nations Charter, DISEC's mandate is "to promote the establishment and maintenance of international peace and security with the least diversion for armaments of the world's human and economic resources." Like the other committees of the United Nations General Assembly, DISEC is unable to impose sanctions, authorize armed intervention or pass binding resolutions. The mandate of DISEC can range from forging peace treaties to recommending armed intervention, allowing the committee to have a major say in every notable conflict since the creation of the UN.



Definition of Terms


Peacekeeping

UN Peacekeepers provide security and the political and peacebuilding support to help countries make the difficult, early transition from conflict to peace.

UN Peacekeeping is guided by three basic principles:

- Consent of the parties;
- Impartiality;
- Non-use of force except in self-defence and defence of the mandate.

Today's multidimensional peacekeeping operations are called upon not only to maintain peace and security, but also to facilitate the political process, protect civilians, assist in the disarmament, demobilization and reintegration of former combatants; support the organization of elections, protect and promote human rights and assist in restoring the rule of law.



Expectations

In order to bring a level of quality in one's research, a delegate should know about:

Planning United Nations Peacekeeping Operations

- Deciding to Deploy a United Nations Peacekeeping Operation
- Planning a United Nations Peacekeeping Operation

The Art of Successful Mandate Implementation

- Deployment and Start-Up of United Nations Peacekeeping Operations
- Managing United Nations Peacekeeping Operations
- Supporting and Sustaining United Nations Peacekeeping Operations
- Maintaining Support for the Mission,
- Transition and Exit

The United Nations Peacekeeping Doctrine Framework



Challenges Faced by Peacekeeping Operations

However, recently there has been a lot of debate on whether or not the blue berets have been successful in living up to the expectations of the global community and more importantly, the section of the global community in distress. Even though the contributions by UN Peacekeeping forces have been recognized by many in various ways, including the Nobel Prize in 1988, there have been certain notable failures as well- Bosnia and Rwanda being excellent examples. Some of the identified challenges are listed below.

Incidents of Sexual Violence

As horrific as it may sound, many incidents of sexual violence have been reported in UN Peacekeeping Operations in Africa, particularly in Congo. On 1st October 2010, United Nations released a new report on "indescribable" atrocities committed in the war torn Democratic Republic of Congo from 1993 to 2003, when tens of thousands of people were killed, and numerous others raped and mutilated by both armed Congolese group and foreign military forces.³ Many of the attacks involved massive violence against non-combatant civilian populations consisting primarily of women and children amid a climate of near-total impunity, which continues today. "Violence in the DRC was, in fact, accompanied by the apparent systematic use of rape and sexual assault allegedly by all combatant forces," it says. The aim of this committee would be to review what the United Nations has done in this regard and what more needs to be done to prevent recurring incidents of sexual abuse from happening in the peacekeeping camps. Reporters witnessed a rapid increase in prostitution in Cambodia, Mozambique, Bosnia, and Kosovo after UN and, in the case of the latter two, NATO peacekeeping forces moved in. Unfortunately, in countries troubled by their own military, the UN seems to be doing exactly what the military does. Even the guardians have to be guarded.

Lack of Troops Having Necessary Training, Equipment & Logistical Support

A robust military presence is considered essential during the initial stages of a peacekeeping operation in order to deter potential spoilers and establish the mission's credibility. Finding troops with the necessary training, equipment and logistical support to effectively undertake the complex and often dangerous tasks required of UN peacekeepers remains a key determinant of an operation's success. However, this is easier said than done, since the member states who possess such troops have often proven unwilling or unable to make them available for UN peacekeeping operations. The main reason why the countries are unwilling to provide troops is the security of the peacekeepers. The peacekeepers often have to work in dangerous and hostile conditions. Threats to the safety and security of UN field personnel has also become an issue of great concern, particularly after the 2003 terrorist attack on UN headquarters in Baghdad which left 22 people dead.⁴ This is the most important challenge that this committee will need to overcome. No peacekeeping operation can be successful without the availability of properly trained personnel, as shows the case of Sierra Leone.

Funding for the Operations

Deploying and maintaining a peacekeeping force is expensive. Funding for peacekeeping missions is a central issue; and without funding, the peacekeeping operations would never get off the ground. The peacekeeping operation in Somalia wasn't successful largely because it consistently experienced funding shortfalls. It is regrettable that most African nations do not have the capacity to adequately support their deployed forces for peacekeeping operations. Therefore it is imperative to enhance the deployment capability of African Nations. The establishment of the African Standby Force (ASF) is a major step towards building the capacity of African forces in terms of logistic readiness and training of personnel for peacekeeping operations. However, ASF cannot be achieved without adequate logistics and financial support.⁵ For each peacekeeping operation, UN prepares a budget for the operation to be fully successful. As one would expect, the countries that have enough funds are required to step up and contribute. The budgets are financed through contributions assessed by the U.N. on member states according to a scale of assessment that assigns each member state a set percentage of the peacekeeping budget. But very often, this funding is met by hollow pledges that result in funds not reaching the operations and the mission turns out to be a failure.




Non-Tackling of Root Causes of Conflict

The traditional model of UN peacekeeping developed during the Cold War era as a means of resolving conflicts between States and involved the deployment of unarmed or lightly armed military personnel between belligerent parties. The rise in the number of intra-state conflicts, following the fall of the Berlin Wall, has resulted in a shift towards multidimensional peacekeeping operations that are often mandated to support the implementation of a comprehensive peace agreement between parties to a civil war. This has, in turn, led to an expansion of the non-military component of peacekeeping operations whose success is increasingly dependent on the work of civilian experts in key areas such as the rule of law, human rights, gender, child protection, and elections. The Operation will be regarded as a failure if the root causes of the problem are not addressed. For instance, the UN Mission in Somalia hasn't been successful because of non tackling of the root causes of the conflict.⁶ Restoring some semblance of a functioning state is an increasingly important aspect of complex peacekeeping operations. There is a growing consensus on the need to shore up basic state services, including the judiciary, civil administration and public utilities, in order for postconflict societies to return to normalcy as quickly as possible. How this is to be done, remains an unanswered question.

The Challenge of Creating an Appropriate Mandate


Beyond the perennial struggle to find resources, UN peacekeeping missions can be hamstrung by poorly conceived mandates. In some situations, PKOs are used to fill the gaps where the P5 and strategic regional powers are reluctant or unable to become directly involved. It is much easier to order the deployment of a mission into an intractable conflict situation if it involves other countries' troops. Arguably, DPKO was pushed into deploying UNAMID in Darfur because of domestic political pressure on the US, and many within the organization are concerned that they will be pushed into 14 deploying a mission into Somalia. There are some examples of internal resistance to SC pressure to deploy a PKO that is viewed as unwise. For example, Dutch and England (2009) claim that the UN Secretariat managed to push back against the proposal for the UN to lead international peacekeeping forces in Afghanistan in 2001, and authorized the NATO-led ISAF instead.⁷ This raises the question of what criteria should be used to determine peacekeeping



deployments. This problem can be traced back to the UN charter itself, which does not define what a threat to or a breach of the peace actually is, even though these are conditions that peacekeeping mandates (coming from the SC) explicitly refer to and are designed to address. In addition to this conceptual difficulty, given the inherently difficult nature of their missions, PKOs require a clear sense of mission if they are to achieve operational success.

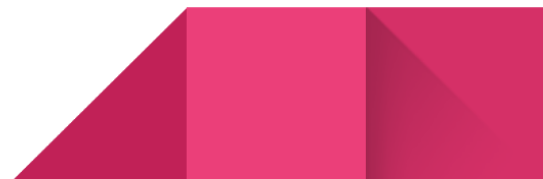
Rapid Deployment of Forces

More often than not, till the peacekeeping forces are deployed to a conflict region, the time gap allows for the problem to magnify. It usually requires 30 to 90 days to deploy a peacekeeping force after the passing of the resolution in Security Council. The infamous Rwandan genocide was magnified to such level because the peacekeeping forces weren't deployed at appropriate time. Frequent delays, vast human suffering and death, diminished credibility, opportunities lost, escalating costs are some of the tragic consequences of slow and inappropriate responses to an emergency. There is agreement that preventive action, through a combination of conflict resolution, diplomacy and even prompt deployments, is far more cost-effective than later, larger efforts. Similarly, many recognize that today, one essential mechanism for conflict prevention is a reliable and effective UN rapid deployment capability. There has been noted depletion of deployment stocks over the past few years. The rapid deployment of well trained and well-equipped troops is difficult for those countries with inadequate equipment and logistical, medical and training facilities. Many researchers argue that for deployment of forces to be really quick, United Nations need a permanent standing army. The possibilities of this suggestion, the committee has to explore.



The Capstone Doctrine

Over the past fifty years United Nations peacekeeping has grown into a global enterprise. In that time, the conduct of UN peacekeeping operations has been guided by an unwritten body of principles and informed by the experiences of the many thousands of men and women who have served in the 62 operations launched since 1948. Recognizing the need for a clearer articulation of the doctrinal foundations of UN peacekeeping, The Capstone Doctrine aims to define the nature and scope of contemporary UN peacekeeping operations, and describe their limitations as an instrument for conflict management. It identifies the primary factors that contribute to effective field operations and clarifies the responsibilities of peacekeepers at nearly every level, as well as the Organizations' expectations. The delegates' task in the committee would be to discuss various challenges to Peacekeeping and contemplate whether or not the Capstone Doctrine responds to these challenges. However, the delegates should not restrict only to the challenges mentioned in the guide, but dwell furthermore.



Required Changes

Addressing abuse and enhancing accountability

Ten years after the United Nations began systematically addressing it, sexual exploitation and abuse in peacekeeping operations are continuing, to the enduring shame of the Organization, its personnel and the countries which provide the peacekeepers who abuse. The deplorable acts of a few must not be allowed to drag down the Organization, its staff and its troop- and police-contributing countries. It is in everyone's interest that accountability be improved and justice provided. Immunity does not apply to civilian personnel for sexual exploitation and abuse. Troop-contributing countries must vigorously investigate and prosecute national personnel. The Secretary-General should report on actions taken and not taken by individual Member States in follow-up to credible allegations of sexual exploitation and abuse. The United Nations should ensure that individual victims of sexual exploitation and abuse are compensated for the harm they suffer from United Nations Personnel.

Improving support systems to enable more responsive and accountable peace operations

The messages received from the field have been resounding: United Nations administrative procedures, particularly in the field of human resources, are failing missions and their mandates. The budgets of peace operations are more than four times larger than the rest of the United Nations Secretariat, and 55 per cent of all Secretariat staff serve in peace operations and most of those in hardship duty stations. And yet, United Nations field operations are tied to an administrative framework that treats their requirements as "exceptions" to Headquarters-focused policies, administrative procedures and practices. Delegations of authority must be reassigned to those who have the responsibility to deliver, and support policies and procedures must be reviewed to support more effective, efficient field operations. A more field-focused administrative

framework must be matched by strong assurances of responsible and accountable management of resources.

The Role of Politics


Lasting peace is achieved not through military and technical engagements, but through political solutions. Political solutions should always guide the design and deployment of United Nations peace operations. When the momentum behind peace falters, the United Nations, and particularly Member States, must help to mobilize renewed political efforts to keep peace processes on track.

The Flexibility and Relevance of Operations

The United Nations has a uniquely broad spectrum of peace operations that it can draw upon to deliver situation-specific responses. And yet, it often struggles to generate and rapidly deploy missions that are well tailored to the context. The sharp distinctions between peacekeeping operations and special political missions should give way to a continuum of responses and smoother transitions between different phases of missions. The United Nations should embrace the term "peace operations" to denote the full spectrum of responses required and invest in strengthening the underlying analysis, strategy and planning that leads to more successful designs of missions. Sequenced and prioritized mandates will allow missions to develop over time rather than trying to do everything at once, and failing.


The Lack of Solidarity

A stronger global-regional peace and security partnership is needed to respond to the more challenging crises of tomorrow. Common purpose and resolve must be established from the outset of a new operation and must be maintained throughout through enhanced collaboration and consultation. The United Nations system too must pull together in a more integrated manner in the service of conflict prevention and peace. All of those partnerships must be underpinned by mutual respect and mutual responsibilities.



The Understanding of Requirements

There must be an awakening of United Nations Headquarters to the distinct and important needs of field missions, and a renewed resolve on the part of United Nations peace operations personnel to engage with, serve and protect the people they have been mandated to assist.



Peacekeeping & Peacebuilding



Peacebuilding is usually done after conflicts or fights are done. It aims to create conditions for long term and sustained peace in the conflict area. It is a long term process and involves setting up of the entire infrastructure, conditions required for permanent peace. Peace building measures address core issues that affect the functioning of society and the State, and seek to enhance the capacity of the State to effectively and legitimately carry out its core functions.

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The delegates must not limit the discussion to only the challenges faced by peacekeeping operations. Issues pertaining generally to these operations will also be encouraged.



Plausible Points of Discussion

- The principle behind the peacekeeping forces in accordance to their definition as established by the United Nations.
 - The various peace keeping operations. Country specific discussion on the failures as well the success stories of the UN forces. They can also discuss the various cases where the peacekeeping forces have also acted as the peacemakers/peace builders.
 - How to ensure the criminal accountability of United Nations officials and experts on mission?
 - The changing world scenario and a comparison of the early peacekeeping operation and those of coming age. Briefly discuss the changing needs of the peacekeeping operations in accordance with the working and principles of the same.
 - The need to change the mandate of the peacekeeping forces in conformity with the changing world scenario. Discuss, if there is a need to change/increase the mandate of the forces in order to suit the needs of the sites which currently have/require the peacekeeping forces.
 - The loopholes in the capstone doctrine.
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Suggested Case Studies

Case study of Lebanon and Cyprus

http://findarticles.com/p/articles/mi_6984/is_1_14/ai_n56957606/pg_3/

Democratic Republic of Congo

<http://www.un.org/apps/news/story.asp?Cr1=congo&NewsID=36306&Cr=democratic>

Crisis in the Cote D'ivoire

<http://www.crisisgroup.org/~media/Files/africa/west-africa/cote-divoire/171%20Cote%20dIvoire%20-%20Is%20War%20the%20only%20Option%20ENGLISH.pdf>

Political uncertainty in Haiti

<http://www.state.gov/r/pa/ei/bgn/1982.htm>



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United Nations General Assembly

<http://united-nations-general-assembly.co.tv/>

United Nations Peacekeeping Operation: Principles and Guidelines

http://www.peacekeepingbestpractices.unlb.org/pbps/library/capstone_doctrine_eng.pdf

DR Congo: UN releases most extensive report to date on war massacres, rapes

<http://www.un.org/apps/news/story.asp?Cr1=congo&NewsID=36306&Cr=democratic>

The challenges to Peacekeeping in 21st Century

<http://www.ipu.org/splz-e/unga04/peacekeeping.pdf>

The African Stand by Force

http://www.humansecuritygateway.com/documents/ISS_Africanstandbyforce.pdf

The Challenges of United Nations Peacekeeping in Africa: Case Study of Somalia

<http://www.peaceopstraining.org/theses/agada.pdf>

Evaluating the effectiveness of Capstone Doctrine

<http://hdl.handle.net/10427/57564>

