

# GENDER PERSPECTIVES IN UNITED NATIONS PEACEKEEPING OPERATIONS



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## SERIES EDITOR

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## Foreword

At the beginning of the twentieth century, civilian victims of armed conflicts accounted for approximately 5 per cent of all victims. During World War I, the figure reached 15 per cent, mainly as a result of hunger and disease. By the end of World War II, estimates leaped to an alarming 65 per cent,<sup>1</sup> likewise due to hunger and disease, but also due in large part to another indiscriminate cause: the bombing of cities.

The nature of armed conflict has changed since the early 1990s from predominantly

inter-state conflicts to intra-state conflicts. Civilian victims of these conflicts represent anywhere from 75 to 90 per cent of the total – and even more disturbing still is that, of these civilians, 75 to 90 per cent are women and children.<sup>2</sup>

Worse than simply being “incidental” victims or collateral damage, women now are actually targeted by armed forces, rebel groups, and local militias. Women are abducted, sexually exploited and abused, mutilated, and detained as sexual slaves or bargaining chips by rebel groups in armed conflict and even during post-conflict. This maltreatment – which is an exacerbated version of the extensive gender inequality that exists prior to the armed conflict – is being increasingly employed as a kind of war tactic or strategy and has shown no signs at all of disappearing.

Faced with this reality, the United Nations has had to deal with great challenges to ensure the protection of women during armed conflicts. To overcome these critical challenges, the Security Council, the General Assembly, the Department of Peacekeeping Operations, and other UN departments have administered declarations, resolutions, reports, agreements, and the constant implementation of new actions via different agencies, programmes, and funds. To help increase awareness, the inclusion of a module on gender (and additional related material) is now mandatory in the training of UN military, police, and civilian personnel for peacekeeping operations and any associated personnel. This module has been modified and updated over time and is now taught on three levels: strategic, operational, and tactical.

Awareness of gender issues in modern conflict is necessary for peacekeepers to fill their roles and perform their deployment tasks properly. This course, *Gender Perspectives in United Nations Peacekeeping Operations*, now in its second edition, strives to educate peacekeepers and all individuals about the academic, conceptual, and operational issues regarding the gender perspective in integrated United Nations peacekeeping operations.

Prof. Ximena Jiménez  
B.S., M.A., M.Sc.

<sup>1</sup> Report of the Secretary-General to the Security Council on the Protection of Civilians in Armed Conflict (S/2001/331), available from <<http://www.un.org/Docs/sc/reports/2001/sgrep01.htm>>.

<sup>2</sup> Elisabeth Rehn and Ellen Johnson Sirleaf, *Women, War, Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building* (New York, UNIFEM, 2002).

## Introduction

### Objective

The purpose of this course is to provide – through both theoretical and practical examples – basic knowledge on mainstreaming the gender perspective in international modern conflicts, to raise awareness of gender issues, and to help ensure the success of peace operations and missions.

### Scope

The course describes the problems related to gender issues surrounding international modern conflict by analyzing how these problems have evolved over time. The importance of mainstreaming the gender perspective has been elevated to the point of strategic significance within modern-day conflicts, all in the search for a lasting and stable peace.

### Approach

The course describes and analyzes how gender mainstreaming has been progressively introduced into peacekeeping operations. It shows how gender balance and gender equality provide the only solution to the problematic but widespread perception that women and girls can only be victims in the theatre of conflict. This course also emphasizes the need for women to have strategic, operational, and tactical roles at all decision-making levels, both in the UN and in civil society organizations at regional and national levels. Students will have access to bibliographical references, articles, and other sources of related information.

### Audience

This course is especially designed for people operating in conflict areas: military, police, and civilian personnel at all levels, as well as personnel working in international governmental and intergovernmental organizations, observers, and NGOs who are interested in gaining awareness on gender issues in peacekeeping operations.

### Application

The student is expected to understand the basic concepts and principles – along with the general importance – of incorporating a gender perspective into a mission. Given the crucial role of gender balance and gender equality in achieving a stable and lasting peace, students will be able to apply the concepts and principles of gender mainstreaming to their mission areas, with peers and colleagues, with superiors and subordinates, whatever their positions or ranks. The student will thus be able to help ensure the protection of civilians and the most vulnerable groups in conflict areas. The student will also understand the importance of respecting the United Nations standards of conduct and how this is related to both the prevention of sexual abuse and exploitation as well as the spread of HIV/AIDS by peacekeepers in the mission area.

## Method of Study

The following are suggestions for how to proceed with this course. Though the student may have alternate approaches that are effective, the following hints have worked for many.

- Before you begin actual studies, first browse through the overall course material. Notice the lesson outlines, which give you an idea of what will be involved as you proceed.
- The material should be logical and straightforward. Instead of memorizing individual details, strive to understand concepts and overall perspectives in regard to the United Nations system.
- Set up guidelines regarding how you want to schedule your time.
- Study the lesson content and the learning objectives. At the beginning of each lesson, orient yourself to the main points. If you are able to, read the material twice to ensure maximum understanding and retention, and let time elapse between readings.
- When you finish a lesson, take the End-of-Lesson Quiz. For any error, go back to the lesson section and re-read it. Before you go on, be aware of the discrepancy in your understanding that led to the error.
- After you complete all of the lessons, take time to review the main points of each lesson. Then, while the material is fresh in your mind, take the End-of-Course Examination in one sitting.
- Your exam will be scored, and if you achieve a passing grade of 75 per cent or higher, you will be awarded a Certificate of Completion. If you score below 75 per cent, you will be given one opportunity to take a second version of the End-of-Course Examination.
- One note about spelling is in order. This course was written in English as it is used in the United Kingdom.

### Key features of your course classroom:

- Access to all of your courses;
- A secure testing environment in which to complete your training;
- Access to additional training resources, including Multimedia course supplements;
- The ability to download your Certificate of Completion for any completed course; and
- Student fora where you can communicate with other students about any number of subjects.

### Access your course classroom here:

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## LESSON 1 CONFLICT, THE UNITED NATIONS, AND PEACEKEEPING OPERATIONS

# LESSON 1



## LESSON OBJECTIVES

In this lesson, you will be introduced to an academic perspective of the origins and historical evolution of conflict and international cooperation. Special focus will be placed on the role the United Nations System has played in peacekeeping and international security and on the development of its peacekeeping operations.

By the end of Lesson 1, the student should be able to meet the following objectives:

- Trace the historical theories of the origin of conflicts and contextualize contemporary armed conflict;
- Identify institutions and persons that have contributed to understanding the importance of the roles of the United Nations, the Security Council, and the Department of Peacekeeping Operations (DPKO) in keeping the peace throughout the world, both in theory and in practice; and
- Trace the evolution of peacekeeping operations up to the present and identify their main protagonists, principles, and practices.

- 1.1 Historical Background of Conflict and International Cooperation
- 1.2 Overview of the United Nations System
- 1.3 The Security Council and Peacekeeping Operations

### 1.1 Historical Background of Conflict and International Cooperation

#### From the Peace of Westphalia to 1913

Armed conflict has been present in all societies throughout the history of mankind. The creation of the nation-state after the Peace of Westphalia in 1648 – which ended the Thirty Years' War<sup>1</sup> – gave birth to the nationalism that consecrated the European balance-of-power principle to avoid conflicts and promote peace. Towards the end of the eighteenth century, however, Napoleon appeared with ambitions to expand France by force and to extend his dominion in Europe over other nations. The alliances that were formed between occupied nations eventually defeated him, which precipitated the fall of his empire. Subsequently, new concepts were introduced in international relations that collectively sought to guarantee international security. The Congress of Vienna was held in June 1815, bringing together the four victorious states against Napoleon – Austria, Prussia, Russia, and the United Kingdom<sup>2</sup> – who were eventually joined by Portugal, Spain, Sweden, and France itself. This congress adopted the formula of European balance. The Holy Alliance was later signed.<sup>3</sup> This alliance held three congresses (in 1820, 1821, and 1822) and lasted only a brief time,<sup>4</sup> but these types of meetings recurred frequently, and some scholars consider them the foundation of *international agency*. From a political point of view, international problems began to be approached multilaterally in order to maintain international security.

<sup>1</sup> The Thirty Years' War (1618–1648) took place in Europe mainly due to religious considerations (Catholics against Protestants) and later because the European powers fought to achieve balance, while others did so to reach a hegemonic state.

<sup>2</sup> Uldaricio Figueroa, *Organismos Internacionales* (Santiago, LexisNexis, 2002), p. 20. Figueroa refers to these four nations as “superpowers”, a term still used today to describe the most powerful nations in the international arena.

<sup>3</sup> Initiated by Russia under Tsar Alexander I and signed by Austria and Prussia. Other states were later incorporated into the alliance. This was based on the principles of *absolutism*.

<sup>4</sup> The Holy Alliance disappeared after the death in 1825 of its inspiring force, Tsar Alexander I.

Up until the year 1914, international conferences were held between nations in order to face jointly the problems that affected the security and interests of the superpowers.<sup>5</sup> These meetings took place in major cities such as Berlin, The Hague, London, and Paris and featured several important events, including: the independence of Greece (1830); the Dutch–Belgian Separation Treaty (1839); the Treaty of Paris, which ended the Crimean War, and the incorporation of Turkey into the Concert of Europe (1856); the independence of Montenegro, Romania, and Serbia and the designation of part of Bulgaria to the Ottoman Empire as a vassal principality (1878); the division of the African continent among the powers and the incorporation of the United States into the conferences (1885); the First Hague Peace Conference for the pacific settlement of disputes and the creation of a Permanent Court of Arbitration (1899); the Second Hague Peace Conference for the same purpose (1907); and the Treaty of London which ended the First Balkan War and created the principality of Albania (1913). These efforts to maintain international security might collectively be considered the first international security system, although they were only applied to situations affecting European nations and their colonies.

The Americas were largely unpopulated, and in 1889 the First Pan-American Conference was held in Washington, D.C. and was to become the foundation of the present Inter-American System.<sup>6</sup>

<sup>5</sup> Conferences were held with ambassadors as delegation chiefs only from 1896 onwards. Before this time, the monarchs themselves attended.

<sup>6</sup> In 1890, the Commercial Office of the American Republics was created in order to regulate Pan-American trade, eventually giving rise to the Organization of American States (OAS) in 1948.

## War and Peace 1648 - 1913

The Thirty Years War – Peace of Westphalia



The pursuit of European state-nation balance



Napoleonic Empire – The Fall of Napoleon



Congress of Vienna – Other Congresses



Multilateralization of International Security –  
International Conferences

### From 1914 to 1939

The 99-year span between the Congress of Vienna (1815) and the outbreak of World War I (1914) was the most stable period of peace in Europe's history. With the exception of the Crimean War and a few localized conflicts, international wars during this period took place away from the European continent, namely in the Americas and in Asia.

World War I – the “Great War” which claimed over 20 million casualties in Europe – had political consequences whose impact affected the entire globe. Initiatives arose to resolve armed conflicts peaceably, a new value scale was created, and the democratic political regime began to hold sway over international coexistence. With U.S. President Woodrow Wilson promoting the peaceful resolution of international conflicts, a multilateral agreement was finally reached – the Covenant of the League

of Nations – and was incorporated into the Treaty of Versailles (1918), which, paradoxically, was not signed by the United States. The League of Nations was the first universal political organization in history, but it had an idealist outlook and lacked the power to enforce its own resolutions. This, along with its inability to contain the political disagreements of its members, caused the league to dissolve after less than a decade.

Other political events took place, such as the Bolshevik Revolution in Russia (1917) and the Great Depression in the United States (1929). Totalitarian governments appeared in Italy under Mussolini and the fascist movement (1922) and in Germany under Hitler and the Nazi Party (1933), ultimately triggering armed conflict throughout the world. In addition, Italy invaded Ethiopia, the Soviet Union invaded Finland,<sup>7</sup> and Spain was embroiled in a civil war that involved a few other European nations, catalyzing eventual confrontation. Obviously, the agency created to oversee international security was unable to prevent a second outbreak – hence, World War II and its devastating consequences.<sup>8</sup>

## War and Peace 1914 - 1918

The First World War (1914 – 1918)



The Treaty of Versailles (1918)



The League of Nations (1918)

<sup>7</sup> This war-like action led to Russia being expelled from the League of Nations.

<sup>8</sup> History's deadliest war, World War II claimed over 50 million casualties and 35 million wounded, as well as hundreds of thousands of war orphans and widows.

## From World War II to 1989 (Modern Era)

After World War II, Europe's power was weakened both politically and economically. This power was transferred to the war's victors – the Soviet Union and the United States – who emerged as the world's only two superpowers. Thus, the bipolar system which was to hold sway over the world for 45 years was born. For the first time in modern history, Europe held a secondary position in world affairs. Washington and Moscow, and not any of the European capitals, were now the centres of security issue discussions. This led to an accelerated European decolonization process due to pressure from the international community, with the swift disappearance of colonial empires and the appearance of new states, especially in Africa, Asia, and the Middle East. Thus, societies began to diversify with migration from former colonies, which produced a heterogenization of cultures, ethnic groups, political regimes, and economic systems. Groups of states and regional systems eventually appeared.<sup>9</sup>

After the surrender of Japan in 1945, the Allies had the idea of building an international society of peace that would have a permanent structure. Thus, from a perspective of international security, the United Nations was created in 1945. At the same time, “countless international agencies were founded, giving birth to a multi-agency system for international cooperation.”<sup>10</sup> These political, economic, social, and cultural agencies were dedicated to a wide range of cooperation and peacekeeping activities. Many tried to maintain pronounced regionalism – in Africa, the Americas, Europe, and later in Asia – but they remained non-confrontational with regard to the two superpowers.

Later, the United States and the USSR struggled to maintain worldwide areas of influence,<sup>11</sup> due in

<sup>9</sup> Examples include the Non-Allied Movement of the Non-Allies, the Group of 77, and the European Steel and Coal Community (1954), which led to the present European Union.

<sup>10</sup> Uldaricio Figueroa, p. 25.

<sup>11</sup> The “strategic niches” implemented by the USSR (with Cuba, Angola, Korea, North Vietnam, etc.) and those of U.S. allies or “friendly countries”

large part to the political–ideological confrontations that represented each of them. Thus, the so-called Cold War commenced, which led to the USSR's nuclear and military development in order to counter the power of the United States. From a military point of view, the two ideological currents sought alliances with other states, and the famed Warsaw Pact brought together pro-Soviet states, while its counterpart, NATO, brought together states – the United States included – that favoured European defence against Soviet communist expansion.

## War and Peace 1939 - 1989

The Second World War (1939 – 1945)



Foundation of the United Nations  
International Peace and Security



Ideological bipolarism (USSR/US)  
NATO – Warsaw Pact – Decolonization



Disintegration of the USSR – Fall of the Berlin  
Wall – End of the Warsaw Pact



Birth of Contemporary Armed Conflict

The contemporary armed conflict from 1989 to the present day will be discussed in later in the lesson.

(Haiti, Nicaragua, Korea, South Vietnam, Japan, etc.).



## 1.2 Overview of the United Nations System

### Origin of the United Nations

During World War II, two Allied leaders recognized the need to establish a new international entity to avoid conflicts and to help preserve peace, avoiding the error of its predecessor, the League of Nations, in 1918. Therefore, they aimed to create an international entity that would have a certain power of coercion to empower the concept of collective security. The following list describes the events leading up to the establishment of the United Nations, the first universal international agency in history:



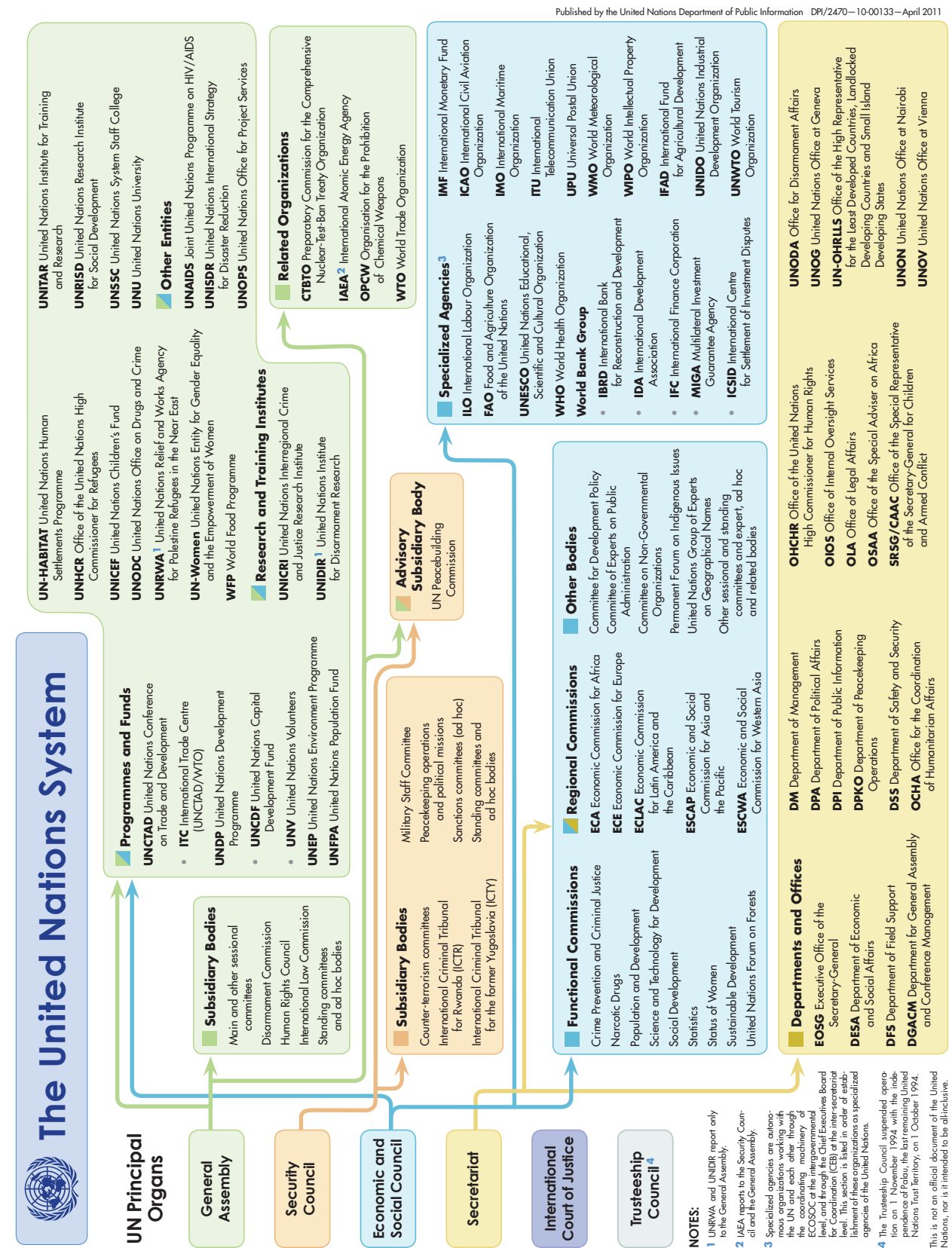
Franklin Delano Roosevelt, U.S. President (centre), bids farewell to Winston Churchill, Prime Minister of the U.K. (right), at the closing of the Atlantic Charter Conference aboard the HMS Prince of Wales, with Ensign Franklin D. Roosevelt, Jr. standing beside his father. (UN Photo# 1303, August 1941)

- On 12 June 1941, the Inter-Allied Declaration was signed in London, establishing the value of “working together with other free peoples at war and in peace.”
- On 14 August 1941, aboard the English vessel *Prince of Wales* off the coast of Newfoundland, President Roosevelt and Prime Minister Churchill met and signed the Atlantic Charter to bring together goodwill in pursuit of peace and

international security. The charter contained general guidelines for a future policy and principles that should be put in place to preserve international peace.

- On 1 January 1942, the Allied nations in Washington, D.C. approved the Atlantic Charter by signing the Declaration by United Nations.<sup>12</sup> Meetings with the Allies continued, which included the Moscow Conferences (1942–1945), the Teheran Conference (1943), and the Washington Conferences (1941–1943).
- In 1945, at the Yalta (Crimea) Conference, Churchill, Roosevelt, and Stalin resolved to create an international organization for maintaining peace and security. Twelve chapters were set down from this meeting, laying the groundwork for a future organization that was to be called the United Nations.
- On 25 April 1945, delegates from 51 nations met in San Francisco, California (U.S.) for the Conference of the United Nations on International Organization to review the final wording of the Charter, which comprised 111 articles.
- In San Francisco, on 25 June 1945, the Charter of the United Nations was unanimously approved by the 51 states in attendance. The victorious states (China, France, Russia, the United Kingdom, and the United States) self-adjudicated the right to veto when voting in the Security Council.

<sup>12</sup> This was drawn up in Washington in January 1942 after the attack on Pearl Harbor in December 1941. It was signed by 26 countries who committed to defeat Germany, Japan, and Italy, reaffirming the Atlantic Charter.



## The United Nations System

The United Nations System includes the following six principal organs. The various departments, offices, agencies, and other bodies within the six organs are outlined in the chart on the previous page.

- The General Assembly;
- The Security Council;
- The Economic and Social Council;
- The Trusteeship Council;
- The International Court of Justice (The Hague); and
- The Secretariat.

## The Security Council<sup>13</sup>

The Security Council (SC) is the organ within the United Nations whose primary responsibility is to maintain world peace and security. In accordance with the UN Charter, the Member States are obligated to accept and carry out the decisions of the SC. Recommendations of other organs of the United Nations are not of an obligatory nature, though they can influence certain situations as they reflect the opinions of the international community. In keeping with this, the SC must implement collective measures to prevent and eliminate threats to peace and to address acts of aggression or breaches of the peace. Therefore, the SC carries these responsibilities and must act accordingly.<sup>14</sup>

<sup>13</sup> For more background information regarding the Security Council, see <[http://www.un.org/Docs/sc/unsc\\_background.html](http://www.un.org/Docs/sc/unsc_background.html)>

<sup>14</sup> Article 24 of the Charter reads: “(1) In order to ensure prompt and effective action by the United Nations, its Members confer on the Security Council primary responsibility for the maintenance of international peace and security, and agree that in carrying out its duties under this responsibility the Security Council acts on their behalf. (2) In discharging these duties the Security Council shall act in accordance with the Purposes and Principles of the United Nations. The specific powers granted to the Security Council for the discharge of these duties are laid down in Chapters VI, VII, VIII, and XII. (3) The Security Council shall submit annual

In some cases, the SC has authorized, in accordance with Chapter VII, the use of military force by a coalition of Member States or by a regional organization or group that is recognized by the UN. However, the SC takes such measures only as a last resort, when all peaceful routes to resolve the controversy have been exhausted (Chapter VI) and when it is determined that there exists a threat to peace, a violation of peace, or an act of aggression. In accordance with Chapter VII, the SC has established International Courts to bring to justice any person accused of serious violations of International Humanitarian Law (IHL), including genocide.

The Security Council is made up of 15 Member States, five of which are permanent: China, France, the Russian Federation, the United Kingdom, and the United States. The remaining 10 are non-permanent Members, each serving a two-year term. These seats are distributed by geographical area thus: two representatives from Latin America, two from Asia, three from Africa, three from Western Europe, and one from Eastern Europe. SC resolutions are *obligatory* for all of its Members (Article 25).<sup>15</sup> Permanent States have the right to veto. If a permanent Member does not support a decision but does not wish to block it with a veto, it may abstain from voting. All Members have the right to one vote.

The presidency of the Security Council rotates monthly and alphabetically (in English) by the Member States’ names. Though most SC meetings take place at the UN Headquarters (UNHQ) in New York, they are occasionally held elsewhere – Addis Ababa in 1972, for example, and in Panama City the following year.

The SC also maintains several committees designed to oversee a specific function or issue. The three standing committees are the Security Council Committee of Experts, the Security Council Committee on Admission of New Members, and the

and, when necessary, special reports to the General Assembly for its consideration.”

<sup>15</sup> Chapter V, Article 25: “The Members of the United Nations agree to accept and carry out the decisions of the Security Council in accordance with the present Charter.”

Security Council Committee on Council meetings away from Headquarters. Ad hoc committees are established as needed and comprise all SC Member States.<sup>16</sup>

## Functions and Powers of the Security Council<sup>17</sup>

To maintain international peace and security in conformity with the purposes and principles of the United Nations, the Security Council performs the following functions:

- Investigate any dispute or situation that may cause international friction;
- Recommend methods to settle said disputes or recommend settlement conditions;
- Formulate plans for the establishment of a system to regulate arms;
- Determine whether there exists some threat to peace or an act of aggression and recommend the measures to be taken;
- Encourage Members to apply economic sanctions and other measures that do not imply the use of force, in order to prevent or stop aggression;
- Employ military action against aggressors;
- Recommend the incorporation of new Members;
- Exercise United Nations trusteeship functions in “strategic zones”; and
- Recommend to the General Assembly the appointment of the Secretary-General and, jointly with the Assembly, appoint the Magistrates of the International Court of Justice.

## Actions of the Security Council for the Maintenance of Peace

- The application of preventive and provisional measures. This includes requesting a ceasefire or an end to hostilities, and sending observers to supervise truces or peacekeeping operations. Chapter VI is invoked.

<sup>16</sup> See <[http://www.un.org/Docs/sc/unsc\\_structure.html](http://www.un.org/Docs/sc/unsc_structure.html)>.

<sup>17</sup> See <[http://www.un.org/Docs/sc/unsc\\_functions.html](http://www.un.org/Docs/sc/unsc_functions.html)>.

- The application of coercive measures without the use of force. Coercive measures are used, including economic blockades, the interruption of communications, or rupture of diplomatic relations. Chapter VII, Article 41 is invoked.

- The application of coercive measures with the use of force. This is the exclusive prerogative of the SC, who must ensure financing. The SC must be assisted by the Committee of Experts. Chapter VII, Article 43 is invoked.

## Other Actions that can be Taken by the Security Council

- The use of force in humanitarian military intervention. This takes place when there are human rights violations. Chapter VII is invoked.
- Legal actions per the Constitution of International Criminal Courts. These were established in the early 1990s due to serious violations of human rights and international humanitarian law. Chapter VII is invoked.

## 1.3 The Security Council and Peacekeeping Operations

The word “peacekeeping” does not appear in the Charter of the United Nations. The UN Charter was drafted in the immediate aftermath of World War II, and the structure of the UN Charter was designed to provide mechanisms that would prevent the sort of cross-border aggression that precipitated that war. The concept of peacekeeping evolved as a series of ad hoc interventions in the late 1940s, beginning with the early missions in the Middle East and on the Indo–Pakistani border.

The late 1940s were also the early years of the Cold War, when the Soviet Union and the United States were each suspicious of the other’s intentions. With both these superpowers wielding the veto power as permanent Members of the Security Council, early UN peacekeeping missions could only be established within a narrow range on the political spectrum as one superpower or the other would veto any potential Security Council resolution that called for a peacekeeping mission that might favour their rival.

It was during these early days that “traditional” peacekeeping was developed. The typical scenario for these missions was that two nations were at war with neither prevailing militarily, neither willing to capitulate, and both sides seeking a face-saving way out. When both sides in the conflict requested UN intervention, there would be an agreed-upon ceasefire, and both sides would withdraw. The SC would authorize a peacekeeping mission that called for the insertion of unarmed or lightly armed blue-helmeted peacekeepers between the two factions. The purpose of the UN peacekeepers was to monitor and support the ceasefire, while diplomats would seek a more permanent political solution. Peacekeeping missions were never intended to be permanent.

The key feature of traditional peacekeeping was the *consent* of both parties. While Chapter VI deals with the pacific settlement of disputes through negotiation, mediation, and arbitration, Chapter VII deals with coercive measures and the collective use of force. Since peacekeeping falls somewhere in between these two extremes, the informal term “Chapter VI and a Half” was coined to describe by former UN Secretary-General Dag Hammarskjöld who worked with the former Prime Minister of Canada, Lester B. Pearson, on the development and implementation of peacekeeping missions using military observer groups, which were unlike the traditional peacekeeping mission.

The first two peacekeeping missions were established during the 1940s and are still ongoing. The United Nations Truce Supervision Organization (UNTSO) began operation in 1948, with military observers sent to oversee the ceasefire after the first Arab–Israeli war. The following year, the United Nations Military Observer Group in India and Pakistan (UNMOGIP), was established in the region of Jammu and Kashmir. These two missions were followed by another 11 operations through 1989. Thus, over a period of 45 years, the UN directed 13 peacekeeping missions.

### The Security Council and World Peace Since 1989

#### *New Challenges after the End of the Cold War*

The end of the Cold War allowed the United Nations and the Security Council to play a more significant role in maintaining international peace and security. In January 1992, the heads of state of the five permanent Members<sup>18</sup> and 10 non-permanent Members of the Security Council convened and instructed the UN Secretary-General Boutros Boutros-Ghali to draft a blueprint for how the United Nations might expand its role internationally. The result was Boutros Boutros-Ghali’s *An Agenda For Peace* which called for the expansion of UN peacekeeping from its narrow, traditional definitions. Specifically, he urged the UN to be more proactive and to not wait for the onset of hostilities before taking action. He also called for additional responsibilities and tasks in the field, such as Peacebuilding and Peace Enforcement, recognizing finally that because “the root causes of conflict are pervasive and deep”, the widening of “the size, scope, and complexity” of UN peacekeeping missions is necessary.

Around the beginning of the 1990s, the former Soviet Republics in Eastern Europe and Central Asia yearned for autonomy. The first Gulf War took place in the Middle East with state-of-the-art warfare technology, the dissolution of Yugoslavia was unfolding in Central Europe,

18 These heads of state were: Li Peng (China), François Mitterand (France), Boris Yeltsin (Russia), John Major (United Kingdom), and George H. W. Bush (United States).

internal tribal struggles arose in African nations, and Islamic groups became radical in Afghanistan. These new situations fuelled a series of armed conflicts that contributed to the destabilization of world peace. Armed conflicts were not only becoming more frequent but more complex. In order to face these new challenges, an entire reengineering of the UN was required, starting with the Security Council. The Security Council therefore created the Department of Peacekeeping Operations (DPKO) in 1992, replacing the former Field Administration and Logistics Division (FALD).

The UN needed to modify and broaden their field of operations – their usual missions with strictly military tasks – into the area of “multidimensional” tasks conceived to achieve broad scale peace agreements and aid in establishing the foundations of *sustainable* peace. Today, the peacekeeping operations personnel perform a variety of complex tasks, such as helping in the establishment of institutions of a sustainable government; guarding the protection of human rights and security sector reform (SSR); and disarming, demobilizing, and reintegrating ex-combatants (DDR). These new peace operations, which requires the interaction of a host of new participants, are referred to as “integrated” peace operations.

### *The Department of Peacekeeping Operations (DPKO)*<sup>19</sup>

In the post-Cold War period, conflicts have been characterized by the proliferation of civil war and intra-state military conflict that threaten international stability and cause devastation mainly for the civilian population. The DPKO was created with the primary mission of planning, preparing, administering, and directing UN peacekeeping operations, with the aim of ensuring sustainable peace and development in the country of operation. The DPKO has constantly restructured itself to address changes in the nature and scope of contemporary peacekeeping operations.

The DPKO provides political and executive direction to United Nations peacekeeping operations. It also maintains contact with the

19 See <<http://www.un.org/en/peacekeeping/info/mission.shtml>>.

Security Council, with the countries that provide contingency resources and financial contributions, and with the parties involved in the conflict, as mandated by the Security Council.



Officers of the United Nations Police (UNPOL) and *Détachement intégré de sécurité (DIS)* interview Sudanese refugees in their camp. (UN Photo #354860 by Olivia Grey Pritchard, February 2009)

### *The Department of Field Support (DFS)*<sup>20</sup>

The Department of Field Support (DFS) aims to provide the best and most meaningful administrative and logistic support to field missions through the timely deployment of quality services and equipment, adequate financial resources, and qualified personnel. The DFS works to integrate UN peacekeeping efforts with those of governmental and non-governmental entities. The DPKO, through the DFS, offers orientation and support to political missions and peacebuilding efforts on issues of military, police forces, logistics, administration, and those concerning the removal of landmines.

Each peacekeeping operation has a series of specific tasks that are assigned, though all parties share certain common objectives: to mitigate human suffering, to create a safe environment, and to create conditions and institutions to achieve self-sustainable peace. Each peacekeeping operation is different, and therefore, each mandate is unique and specific to the mission. The important presence of peacekeeping operations in the field

20 See <<http://www.un.org/en/peacekeeping/about/dfs/>>.



A member of UNMOGIP - Major Emilio Altieri (Uruguay) - riding a horse while on patrol along the ceasefire line; here, he exchanges a few words with a group of Kashmiris he met on the way. (UN Photo #181024, January 1955)

aid in achieving this objective by integrating the United Nations as a third agency to produce a direct impact on the political process. In carrying out these tasks, DPKO–DFS also aims to reduce the many risks to which the personnel of peacekeeping agencies may be exposed.

### Composition of a Peacekeeping Operation

Peacekeeping operations may be composed of several elements, including a military component, which may or may not be armed; a political component; and several civilian components, which deal with a broad spectrum of disciplines. Depending on each mandate, peacekeeping missions must:

- Deploy personnel in order to prevent the uprising of conflict or the spread of conflict across different frontiers;
- Stabilize conflict situations after a ceasefire in order to create conditions in which all parties can achieve a long-lasting peace agreement;
- Provide assistance for the application of general peace; and
- Guide the states or territories through the transition, which will lead them to a stable government based on democratic principles, good governability, and economic development.

The following page displays a diagram of a United Nations peacekeeping group, delineating the shared and integrated capacities of each office.

### Evolution of the Concept of Peacekeeping Operations<sup>21</sup>

Over the past 60 years, the UN has accumulated a great deal of experience in peacekeeping operations – both successful and failed experiences. Extrapolating and learning the valuable lessons from these experiences is the main objective of the Lessons Learned Unit, a unit within the DPKO that was created in 1995. This unit analyses and draws conclusions from practical cases of field operations, extracting lessons to be

21 Based on “Evolución del concepto de misión de Paz”. Available from <[http://www.cinu.org.mx/temas/paz\\_seguridad/pk.htm#evolucion](http://www.cinu.org.mx/temas/paz_seguridad/pk.htm#evolucion)>, accessed January 2010.

used in improving the planning, management, and execution of current and future UN peacekeeping operations.

As stated, modern conflicts are predominantly intra-state conflicts between many rival factions with opposing political, cultural, or religious ideologies. With the emergence of these ambiguous and complex scenarios, it is imperative that UN peacekeeping operations be based on a clear mandate, supported by the international community, immediately supplied with funds necessary to carry out the operation, and undertaken with the confidence that each of the parties to a conflict genuinely desire a peaceful settlement.

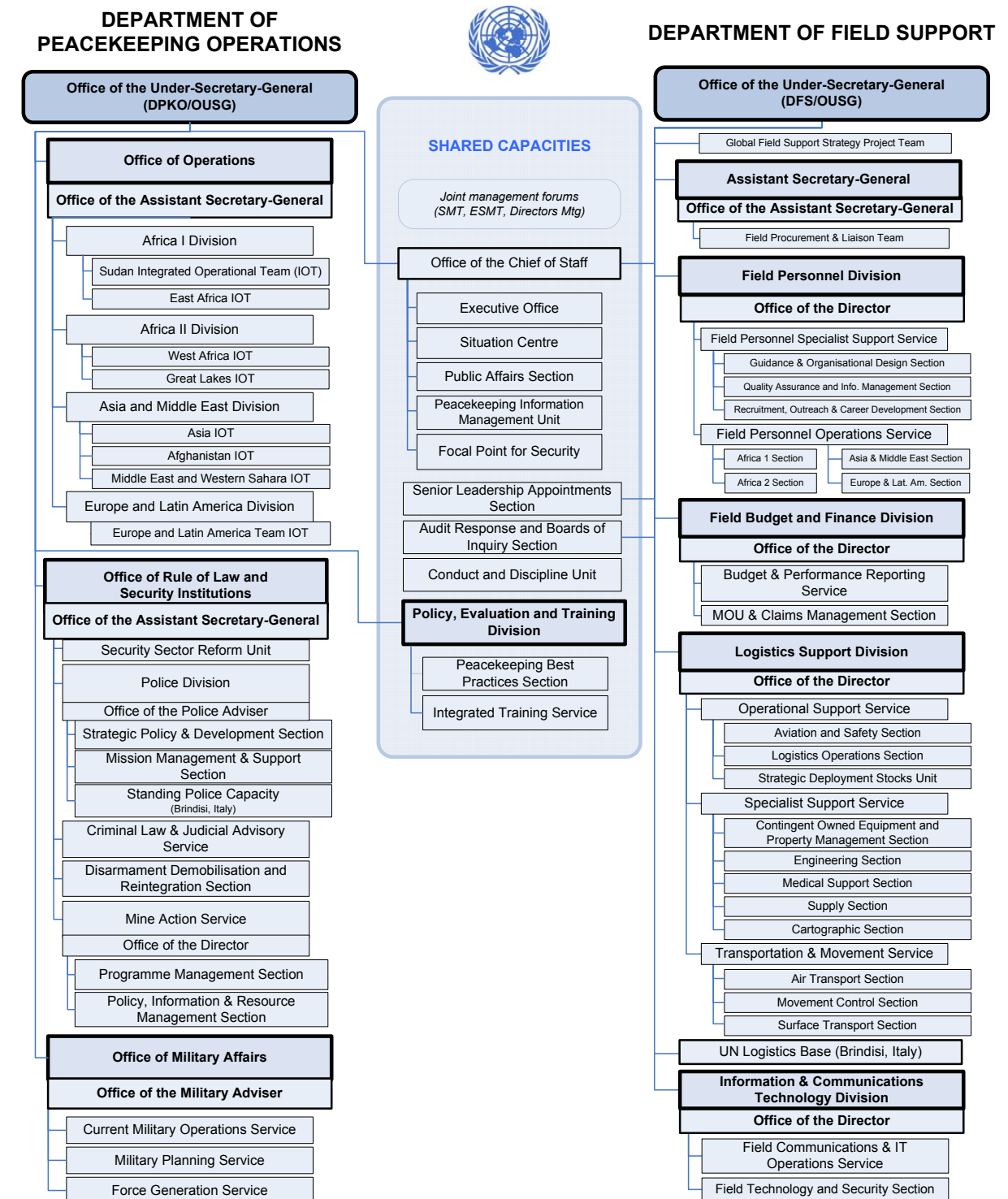
Historically, there have been many instances of conflicts where the opposing sides do not openly seek agreement, and these expose the potential limitations of peacekeeping operations.<sup>22</sup> Such conflicts lead to ethical, moral, as well as functional dilemmas in which peacekeeping is somewhat paradoxically combined with the use of force as a dissuasive element. This controversy dissipates when the opposing sides demonstrate a commitment to achieving peace, sincere respect for the agreements that have been reached, and a willingness to allow peacekeeping forces to exercise their true power.

Because the nature of peacekeeping has changed alongside the nature of conflict, missions before 1989 are referred to as “traditional” or “first generation” peacekeeping missions, while those after 1989 are called “multidimensional”, “second generation”, or “broad” peacekeeping missions. New terms have recently been used to better describe current operations, such as “multilateral”, “multinational”, or “multicultural”. Sometimes “integrated” and “robust” are used, along with the more recent “hybrid operation”, which has been used to describe collaborative operations such as the operation in Darfur (2007).<sup>23</sup>

22 Examples of such conflicts include those that took place in Katanga (Congo, 1961), Rwanda (1994), Somalia (starting in 1991), Bosnia-Herzegovina (1992–1995), East Timor (2000–2001), and the current conflict in the Democratic Republic of Congo (1999).

23 Hybrid operations can be defined as

## UNITED NATIONS PEACEKEEPING GROUP: CAPACITIES TO ENSURE INTEGRATION



Last updated: 31 January 2011

As of June 2010, there have been 63 total peacekeeping operations – the vast majority of which took place within the last 20 years (47 operations after 1990 against merely 16 before 1990). In 1987, the number of deployed peacekeepers, most of whom were military observers, was around 10,000. In 1993, this figure rose to 76,000 distributed across 17 operations.<sup>24</sup> In 2000, it increased by another 20,000 deployed peacekeepers. By June 2009, the UN had over 116,000 deployed peacekeepers. The following chart breaks down the number of deployed peacekeepers by mission component.<sup>25</sup>

PEACEKEEPING IN NUMBERS*	
Total deployed peacekeepers	116,413
Military personnel	82,223
Police personnel	10,993
International civilian personnel	6,683
National civilian personnel	14,254
United Nations Volunteers	2,260
Countries contributing uniformed personnel	118

\*Numbers current as of 30 June 2009

The map at the end of this lesson identifies the (as January 2012) 15 current peacekeeping operations.<sup>26</sup> For a list of all – current and past – UN peacekeeping operations, see Appendix B at the end of this course.

peacekeeping operations which are carried out by United Nations personnel together with personnel from a regional organization recognized by the UN. In the case of the mission in Darfur (UNAMID), the African Union is this regional organization collaborator. For more information on this hybrid operation, visit <<http://www.un.org/geninfo/faq/factsheets/UNandDarfur.pdf>>, accessed June 2011.

<sup>24</sup> Philip R. Wilkinson and Richard J. Rinaldo, *Principles for the Conduct of Peace Support Operations* (New York, UNITAR-POCI, 1996).

<sup>25</sup> Department of Peacekeeping Operations (DPKO) and Department of Field Support (DFS), *A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping*, (New York, United Nations, July 2009), p. 4. Available from <<http://www.un.org/en/peacekeeping/documents/newhorizon.pdf>>, accessed January 2010.

<sup>26</sup> For more information on each individual mission, see <<http://www.un.org/en/peacekeeping/currentops.shtml>>.

### Principles of Peacekeeping<sup>27</sup>

The basic principles of peacekeeping are: consent (of the parties involved), impartiality, and the non-force except in self-defence or in defence of the mandate.<sup>28</sup> A responsible peacekeeper shall:

- Remember that the use of arms is not the best way to settle a dispute;
- Remind the parties involved that the international community is watching their actions and their legality;
- Facilitate the process of reaching a peaceful settlement of the dispute;
- Never forget that UN personnel were not sent to fight; and
- Apply their diplomatic abilities, maintaining the principle of impartiality and neutrality at all times.

### Functions of the three components in peacekeeping missions

#### Military Component

- Supervise the withdrawal of troops, observing that all agreements are adhered to and avoiding any ceasefire violations;
- Patrol demilitarized zones;
- Establish buffer zones between rival forces;
- Maintain law and order when the police services (local or UNPOL) are not present or insufficient;
- Provide emergency medical services;
- Fulfil embargoes;
- Investigate incidents;
- Aid in relocating refugees;
- Clear minefields;
- Disarm warring factions;
- Support the re-establishing of normal civilian activities in zones devastated by conflict;

<sup>27</sup> Based on “Funciones de las fuerzas de mantenimiento de paz”. Available from <[http://www.cinu.org.mx/temas/paz\\_seguridad/pk.htm#funciones](http://www.cinu.org.mx/temas/paz_seguridad/pk.htm#funciones)>, accessed January 2010.

<sup>28</sup> DPKO and DFS, *A New Partnership Agenda*, p. 2.



Private Linda Mensah, one of the 41 female members of the Ghanaian Battalion (GhanaBat) 10 of the United Nations Mission in Liberia (UNMIL), is deployed to patrol the city. (UN Photo #389578 by Christopher Herwig, April 2009)

- Observe and supervise correct election procedures;
- Protect and respect human rights;
- Distribute humanitarian aid;
- Physically control security zones established in peacekeeping operations; and
- Control the movement of arms and armed personnel in conflict zones.

#### Police Component

- Monitor and consult with police;
- Restructure and reform local police;
- Train and tutor;
- Maintain law and order;
- Provide back-up when necessary to police and criminal justice institutions;
- Prevent and investigate criminal acts; and
- Other tasks specific to each mission.

#### Civilian Component

- Act as mediator and negotiator between sides to help achieve peace agreements;
- Help refugees return to their homes;

- Ensure respect of human rights is maintained;
- Supervise the legality of electoral processes;
- Train functionaries working in the electoral system;
- Aid in tasks of reconstruction and economic development;
- Reinsert and train guerrillas for their incorporation into civilian life and eventually assign lands to ex-combatants;
- Train functionaries in charge of supervising the transitory administrations in the conflict territory, especially the organs of public law and order;
- Administer a penal system and establish prisons;
- Rebuild and create hospitals and schools;
- Train the new civilian police; and
- Reduce and reassign national armed forces.



Female United Nations police officers of the United Nations Mission in Timor-Leste (UNMIT). (UN Photo #187039 by Martine Perret, November 2007)

In summary, the complexity of modern peacekeeping operations, especially in the last decade, has caused the DPKO and the DFS to question and analyse their results. Often, conflict resurges in a region where a “successful” operation occurred, ending what was thought to be a stable and lasting peace. The state institutions, it turns out, were too fragile to maintain the rules of law, security, and peace – indispensable elements in the harmonious development of any community. Therefore, many of the tasks of UN military, police, and civilian personnel, as listed above, are geared towards the firm establishment of state institutions and the training of personnel.

## The Peacebuilding Commission (PBC)<sup>29</sup>

The Peacebuilding Commission was created by both the General Assembly and the Security Council with their respective resolutions in December 2005.<sup>30</sup> The PBC's is mandated to “to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery.”

The PBC focuses its attention on rebuilding, institutional development, and sustainable development in countries coming out of conflict. Its specific mandate is to:

- Propose integrated strategies for peace during post-conflict recovery;
- Aid in ensuring foreseeable financing for early recovery activities and sustained financial investment in the medium and long term;
- Prolong the attention given by the international community to post-conflict recovery; and
- Develop improved practices on questions of broad scale collaboration between political, security, humanitarian, and development agencies.

The PBC bridges an important gap between the United Nations system and continuous relief-to-development transitions. It brings together the government of a determined country and all relevant national and international parties, in order to discuss and decide on the long-term strategy for building peace with the objective of preventing a return to conflict.

## The Realities and Challenges of Peacekeeping Operations

The Brahimi Report of 2000 illuminated many of the new challenges that the United Nations faced, exposing and addressing many of the organization's limitations. Adding to these limitations, the global economic crisis of 2008–2009 – given the costs of such complex and numerous peacekeeping operations – made it difficult to reach the increasingly broad and

<sup>29</sup> For more information on the PBC, see <<http://www.un.org/peace/peacebuilding/qanda.shtml>>.

<sup>30</sup> A/RES/60/180 and S/RES/1645.

complicated objectives. The UN was therefore forced to rethink the future of peacekeeping operations and how to face these new challenges.

Two documents emerged from these difficulties. The first, commissioned by the DPKO and the DFS for “The New Horizons Project”, was titled *Building on Brahimi: Peacekeeping in an era of Strategic Uncertainty*,<sup>31</sup> published in April 2009. The document offered strategies on how meet the high demand of peacekeeping amidst the issues of financial crisis and military overstretch.

The second document was published in July 2009 and was called *A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping*,<sup>32</sup> which promoted open dialogue on the future of peacekeeping operations and the search for new strategic partners. The following excerpt from the document articulates many of the obstacles that the UN is now addressing.

*[As of March 2010] with over 116,000 deployed personnel across 15 missions, the scale of UN peacekeeping today is unprecedented. The diversity of mission mandates stretches the UN's capacity to deliver on all tasks. Personnel, logistics, finance and administration systems are struggling to support operations in some of the world's most inhospitable terrain. The necessary military capabilities are increasingly scarce in the face of rising global demand.*

*New peacekeeping tasks require high numbers of police and civilian specialists, experts that are in limited supply both at home and abroad. The budget has soared to nearly \$7.8 billion a year at the same time as the global economic crisis has diminished overall available resources. And there is no sign that the need for peacekeeping will diminish. Threats such as environmental changes, economic shocks, transnational crime and extremism threaten many States and contribute to growing political and security instability.*

<sup>31</sup> The full document is available from <<http://www.peacekeepingbestpractices.unlb.org/PBPS/Library/CIC%20New%20Horizon%20Think%20Piece.pdf>>.

<sup>32</sup> The full document is available from <<http://www.un.org/en/peacekeeping/newhorizon.shtml>>.

*Missions today face varied challenges. Several have made good progress in providing security and stability but face obstacles in designing and implementing peacebuilding strategies that can facilitate responsible transition and exit. Others depend on revitalised political processes to help them succeed and eventually depart.*

*The sustained attention and specialised resources required risk being undercut by the demands of the largest and most expensive missions today. For example, in Darfur, in north-south Sudan, in the Democratic Republic of the Congo and in Chad, scale and politics multiply the challenges and dilemmas that peacekeepers face. Across vast terrains and amidst ongoing conflict, the UN is called upon to protect civilians and provide stability, often without critical capabilities at hand. The political processes that these missions accompany are troubled, stalled or simply absent, and in some cases missions operate with limited consent from key parties on the ground.*

This analysis is under discussion and study in the UN and has led to new policies for facing the new challenges in the preservation of world peace and security.

## SUMMARY OF THE LESSON

### Important Dates

**1648:** Creation of the nation-state after the Peace of Westphalia

**1815:** Congress of Vienna, establishing European balance

**1914–1918:** World War I (20 million deaths)

**1938–1945:** World War II (55 million deaths)

**1945 (25 June):** The San Francisco Conference took place and the Charter of the United Nations was unanimously approved by the 51 states in attendance.

**1945–1989:** The Cold War (USA–USSR; NATO–Warsaw Pact)

**1989:** End of the Cold War

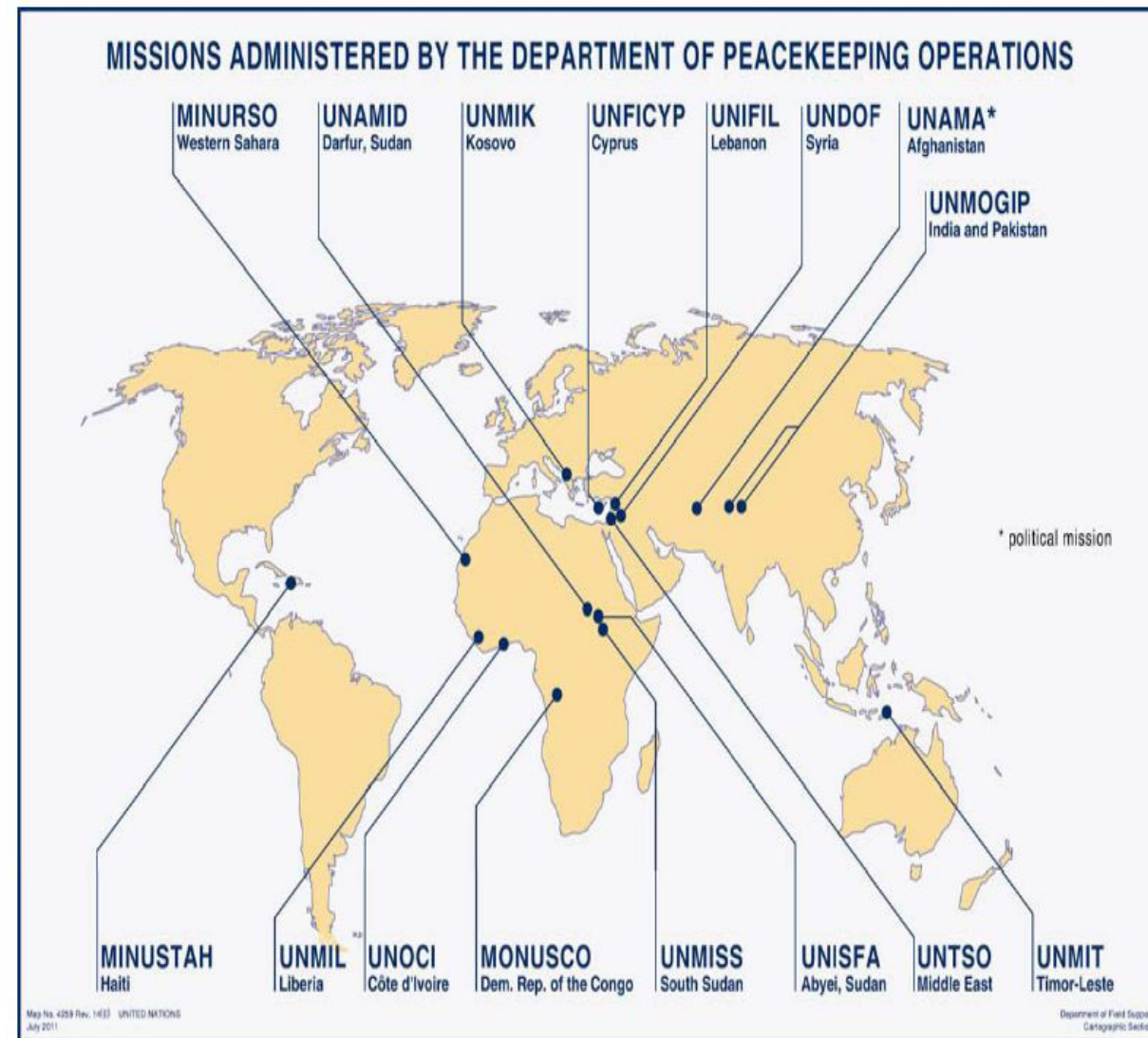
## Security Council

- **Mission:** To maintain international peace and security. Responsible for the prevention and elimination of threats to peace, for facing acts of aggressions or violations of international peace in upholding the principles and purposes of the UN.
- **Actions to preserve peace:** Application of preventative and provisional measures; of coercive measures without the use of force; and of coercive measures with the use of force.
- **Other actions:** The use of force in humanitarian military interventions (Human Rights) and legal actions (Special International Penal Courts).
- **Creation of DPKO (1992):** Due to the large increase in the number of conflicts and the profound changes in the nature of post-Cold War conflicts.
- **DPKO's mission:** To plan, prepare, administer, and direct UN peacekeeping operations
- **Creation of the PBC (2005):** To gather resources and to advise and propose integrated strategies with local governments for post-conflict peacebuilding and recovery.
- **Creation of the DFS (2007):** Due to the need to support complex field missions.
- **DFS's mission:** Administrative and logistic support through timely deployment of quality services and equipment, adequate financial resources, and qualified personnel.

## Peacekeeping Operations

- **Three principles:** Consent of both sides, impartiality, and the non-use of force
- **Three components:** Military, police, and civilian
- **Challenges:** High demand, rising costs, military overstretch, etc.

## Map of UN Missions



## End-of-Lesson Quiz

- What is the name of the first international political organization in history to propose the peaceful settlement of disputes through negotiation, mediation, and arbitration?**

  - The League of Nations;
  - The Peacebuilding Commission;
  - The United Nations;
  - The First Hague Conference.
- With the exception of the Crimean War, the longest period of peace in European history lasted:**

  - 49 years;
  - 59 years;
  - 69 years;
  - 99 years.
- The Security Council is made up of:**

  - 12 non-permanent and three permanent Members;
  - Five non-permanent and 10 permanent Members;
  - Seven permanent and 10 non-permanent Members;
  - Five permanent and 10 non-permanent Members.
- The application of coercive measures with the use of force is one of three actions the Security Council can employ for peacekeeping. This action is in accordance with which chapter(s) of the UN Charter?**

  - Chapter VI;
  - Chapter VII;
  - Chapters VI and VII;
  - Chapter VI and a Half.
- The creation of the DPKO in 1992 was especially due to:**

  - The end of the Cold War;
  - Increased and profound changes in the nature of conflict;
  - Increased presence of NGOs in mission sites;
  - Increased resources assigned to the Security Council.
- The Department of Field Support (DFS) aims to provide the best and most meaningful administrative and logistic support to field mission through the timely deployment of:**

  - Quality services and equipment;
  - Adequate financial resources;
  - Qualified personnel;
  - All of the above.
- The principles of a peacekeeping operation are:**

  - Credibility, impartiality, and neutrality;
  - Authenticity, impartiality, and consent of the parties;
  - Authenticity, credibility, and consent of the parties;
  - Impartiality, consent of the parties, and the non-use of force.
- Among the tasks of a UN mission's police component are:**

  - Clearing minefields;
  - Guarding the penitentiary system;
  - Maintaining law and order;
  - Restructuring reforms to local militia.
- The civilian component has an increasingly important role in peacekeeping operations. Among its functions are:**

  - Supporting the tasks of rebuilding and economic development;
  - Instructing the military on how to patrol demilitarized zones;
  - Instructing police on how to respect law and order;
  - Guarding the security of the electoral process.
- In the DPKO report of June 2009, *A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping*, the constant increase in the demand for personnel for peacekeeping operations is analysed. As of March 2010, 16 operations are in place with the number of personnel at more than:**

  - 80,000 peacekeepers;
  - 90,000 peacekeepers;
  - 112,000 peacekeepers;
  - 180,000 peacekeepers.

**ANSWER KEY** 1C, 2D, 3D, 4B, 5B, 6D, 7D, 8C, 9A, 10C