

Lesson 1.2



Peace and Security Activities

Lesson at a Glance

Aim

To show the range of peace and security activities undertaken by the UN.

Relevance

Peacekeeping personnel need to be able to place their own work in the wider frame of the UN's work in order to do it well.

Whilst UN peacekeeping plays **a unique and important role** in making a lasting peace, it is **one activity** out of many carried out by the UN to address violent conflict.

UN peacekeeping operations may exist before, after and alongside **other peace and security activities**. They are linked to these other activities, and is also connected to the UN's other **security, development, humanitarian and human rights work**.

This lesson explains how UN peace and security activities link to the work of peacekeeping personnel. You must understand what is meant by "UN peacekeeping", and how it is part of a broader strategy to resolve conflict.

Learning Outcomes

Learners will:

- Describe the five types of peace and security activities used by the Security Council and key differences between them
- Explain the difference between "robust peacekeeping" and "peace enforcement"
- Explain the main differences between traditional and multidimensional peacekeeping operations
- Identify the Security Council as the authorizing body for all peace and security activities

Lesson Map

Recommended Lesson Duration: 45 minutes total

1-2 minutes per slide

Use short option learning activity

The Lesson	Pages 3-35
Starting the Lesson	Intro Slides
Learning Activity 1.2.1: Experiences of Conflict	
The Spectrum of Peace and Security Activities	Slides 1-7
Linkages and Overlaps in Peace and Security Activities	Slide 8
Learning Activity 1.2.2: UN Responses to Conflict	
Different Types of Peacekeeping Operations	Slides 9-12
Special Political Missions	Slide 13
Learning Activity 1.2.3: Traditional vs. Multidimensional Peacekeeping	
Summary	Pages 36-38
Learning Evaluation	Pages 39-42
OPTIONAL: Additional Learning Activities	See Resource
Learning Activity 1.2.4: Peace and Security Activities and Types of Missions	
Learning Activity 1.2.5: Concepts and Definitions	

The Lesson



Starting the Lesson

Introduce the following (using the Introductory Slides):

- Lesson Topic
- Relevance
- Learning Outcomes
- Lesson Overview

What unites these learning outcomes is that they all are based equally on introducing the *language* of UN peacekeeping and the *key concepts*. The language can be daunting for learners who are also expected to absorb new ideas. As you move through the lesson, refer back to the learning outcomes and remind learners how the terms and concepts fit together.

Review the definitions of key words from the previous lesson such as “inter-state conflict”, “intra-state conflict”, “resolution”, “mandate”, “peacekeeping”, “special political mission” and “good offices”. Also introduce new key words and terms for this lesson and their definitions, for example “peace process”, “peace agreement”, “ceasefire”, “political process” and “coercive measures/the use of force”. A suggestion is to present each key word and its definition on individual sheets of different coloured paper and post on the wall for learners to easily refer to during the course of the training. At the beginning of subsequent lessons, use your discretion to post key words which are repeated or prove useful in the training.

Learning Activity

1.2.1

Experiences of Conflict

METHOD

Visuals, brainstorm

PURPOSE

To consider how conflict can be prevented, managed and resolved

TIME

10 minutes

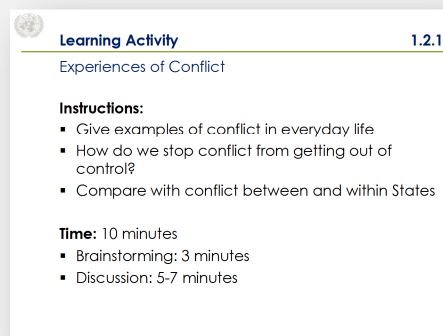
- Brainstorming: 3 minutes
- Discussion: 5-7 minutes

INSTRUCTIONS

- Give examples of conflict in everyday life
- How do we stop conflict from getting out of control?
- Compare with conflict between and within States

RESOURCES

- Learning Activity instructions
- Photos



Learning Activity 1.2.1

Experiences of Conflict

Instructions:

- Give examples of conflict in everyday life
- How do we stop conflict from getting out of control?
- Compare with conflict between and within States


Time: 10 minutes

- Brainstorming: 3 minutes
- Discussion: 5-7 minutes



Learning Activity 1.2.1

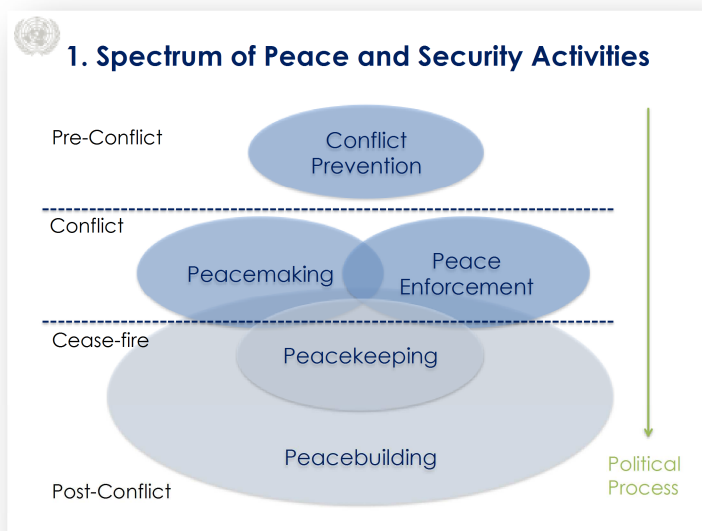
Image 1



UN Core Pre-Deployment Training Materials 2016

The Spectrum of Peace and Security Activities

Slide 1



Key Message: The UN responds before, during and after conflict. It takes appropriate peace and security actions to:

- Prevent disputes from escalating into violent conflict
- Help restore peace when conflict does break out
- Prevent a relapse to conflict
- Build a lasting or sustainable peace in societies emerging from conflict

The UN Charter outlines measures the Security Council can authorize, in response to threats to the peace, breaches of the peace and acts of aggression. Peacekeeping is one of those measures – although the Charter does not use the word “peacekeeping”.

The full range or spectrum of peace and security activities includes:

- **Conflict prevention**
- **Peacemaking**
- **Peace enforcement**
- **Peacekeeping**
- **Peacebuilding**

They are used by the Security Council before, during and after violent conflict.

These peace and security activities involve **peaceful measures** and **coercive measures**.

“Coercive measures” involve the use of authority or force to make an individual or group do something, or stop doing something. Examples are sanctions, blockades, and the use of **armed force** as a last resort. Out of the five types of peace and security activities, only two may involve use of force - peacekeeping and peace enforcement. Coercive measures are authorized by the Security Council when other peaceful measures have failed.

The Security Council authorizes peace and security activities, including peacekeeping, through its resolutions. Security Council resolutions authorizing the deployment of a UN peacekeeping operation contain the mandate – the legal basis for all activities that the peacekeeping operation undertakes, including the use of force.



UN documents and the diagram in the slide refer to a “spectrum” of peace and security activities. The diagram suggests an orderly relationship. However, the activities rarely happen in a set sequence. Not all apply in every circumstance. Invite learners to share thoughts on how different peace and security activities relate to each other. Do they have experience with the different types? Do learners know what is unique about each? Some answers appear later in the lesson. Making a brief mention now and expanding later in the lesson may reinforce learning through repetition.

Slide 2



Conflict Prevention

- Before conflict
- Diplomatic measures and other tools to prevent violent conflict



Key Message: Conflict prevention happens before a conflict starts, or when there is a risk of relapse into conflict. It involves diplomatic measures and other tools to prevent disagreements and tensions within and between states from turning into violent conflict.

Conflict prevention measures are peaceful. They adapt to the particular source of the dispute or tension. Conflict prevention may include negotiation, dialogue, mediation, enquiries into sources of disagreement and confidence-building.

One common conflict prevention measure is preventive diplomacy. It is diplomatic action taken at the earliest possible stage “to prevent disputes from arising between parties, to prevent existing disputes from escalating into conflicts and to limit the spread of the latter when they occur.” The use of the UN Secretary-General’s “good offices” to engage in dialogue with the different parties is an example of preventive diplomacy. The aim of dialogue may be to decrease tension, mediate a disagreement or help resolve a dispute.

Different parts of the UN and the international community (including regional intergovernmental organizations) may take different conflict prevention measures in a situation.

Slide 3



Peacemaking

- Conflict exists
- Diplomatic action bringing hostile parties to an agreement



Key Message: Peacemaking involves measures to deal with existing conflicts. It usually involves diplomatic action aimed at bringing hostile parties to a negotiated peace agreement.

The UN may assist in negotiating a peace agreement. It may also help regional negotiators, providing neutral facilities or chairing negotiations.

The Security Council may ask the Secretary-General or regional organizations to take action. The Secretary-General and regional organizations also have the power to initiate peacemaking. An example is through good offices to assist in resolving a disagreement.



After several references to regional organizations, learners may benefit from some examples of these. Ask learners what regional organizations they think would be active in these types of peace and security activities – and be ready to prompt with examples such as the African Union (AU) or the European Union (EU).

Peacemakers may also be envoys, governments or groups of states. Unofficial or non-governmental groups may undertake peacemaking efforts. So may prominent people working independently.

Examples of peacemaking initiatives:

- In 1948, the UN appointed the Swedish diplomat Count Folke Bernadotte as the UN Mediator in Palestine to use *“his good offices to promote a peaceful adjustment of the future situation in Palestine”* (General Assembly Resolution 186 of 14 May 1948).
- In 2006, the UN Secretary-General appointed Joaquim Chissano – former President of Mozambique - as Special Envoy of the Secretary-General for the areas in Uganda affected by the rebel Lord's Resistance Army (LRA).
- In 2008, the Secretary-General of the UN and the Chairperson of the African Union (AU) appointed Djibril Yipènè Bassolé - who had been Foreign Minister of Burkina Faso – as the Joint UN-AU Chief Mediator for Darfur.

Slide 4



Peace Enforcement

- Conflict exists
- Coercive measures, such as sanctions or blockades
- Armed force only with Security Council authorization
- Authorized without consent of conflict parties



Key Message: Peace enforcement involves measures to deal with existing conflicts. Peace enforcement may involve coercive measures, such as sanctions or blockades. The Security Council may authorize use of armed force as a last resort.

The use force or “coercive measures” are only taken with the authorization of the Security Council in a resolution. This authorization is usually only given when other measures have failed.

The Security Council may authorize peace enforcement action without the consent of the parties to the conflict. It may consider taking this step for humanitarian purposes, to protect civilians or if the conflict represents a threat to international peace and security.

Peace enforcement differs from peacekeeping because there may be no peace process in place or consent from the warring parties. Chapter VII of the UN Charter provides the legal basis for such action.

The UN does not usually engage in peace enforcement itself. The Security Council may use regional organizations for peace enforcement action, under Chapter VIII of the UN Charter. Regional organizations only undertake peace enforcement when authorized by the Security Council.

Regional organizations or coalitions have carried out an increasing number of peace enforcement operations. The North Atlantic Treaty Organization (NATO), the European Union (EU) and the African Union (AU) are three examples. Such partnerships mean the international community responds more quickly and efficiently to violent conflict.

The Security Council authorizes peace enforcement by a regional organization before or with the deployment of a UN operation.

Examples of peace enforcement by regional organizations and coalitions as UN partners:

- The Security Council passed Resolution 1244 in 1999. It authorized KFOR, the NATO-led Kosovo Force, to establish security in Kosovo. The Council also set up a UN peacekeeping operation. The job of the United Nations Interim Administration Mission in Kosovo (UNMIK) had three parts: administer the territory, ensure law and order and create democratic institutions of self-government.
- The Security Council authorized an international coalition in 2001 in Afghanistan. The International Security Assistance Force (ISAF) maintained a military presence. The UN also set up the United Nations Assistance Mission in Afghanistan (UNAMA). UNAMA's role was to support the transitional government.
- In 2007 the Security Council authorized the EU to deploy a military force with the United Nations Mission in the Central African Republic (CAR) and Chad (MINURCAT) for one year. The EU military force transitioned to a UN military force under MINURCAT's authority in 2009.
- In Somalia the African Union Mission to Somalia (AMISOM) has been deployed since 2007 as a peace enforcement mission under the authorization of the AU and the UN. AMISOM is deployed with the UN special political mission (SPM) , the UN Assistance Mission in Somalia (UNSOM), led by DPA, and the UN field support operation, the UN Support Office for AMISOM (UNSOA), led by DFS. UNSOA was renamed the UN Support Office in Somalia (UNSOS) in 2015.
- Security Council Resolution 1973 in 2011 established a no-fly zone in Libya's airspace. It authorized Member States to take all necessary measures to protect civilians under threat of attack. They can act nationally or through regional organizations or arrangements.
- In CAR, the Economic Community of Central African States (ECCAS) and France deployed forces before authorization of a UN peacekeeping mission. The AU's African-led International Support Mission in the Central African Republic (MISCA) took over from the Mission of ECCAS for the Consolidation of Peace in the Central African Republic (MICOPAX). In September 2014, MISCA was re-hatted as the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA).



Draw attention to examples that involve the UN and other organizations. Review selected examples. Remind learners that because violent conflict is complex, so are the arrangements to manage the work for peace. Encourage them not to get discouraged by the number of actors, names or acronyms. Each case is different. They will be briefed on specific partners when they are deployed.

Slide 5



Peacekeeping

- Preserves peace when conflict ends
- Implements peace agreement
- Authorized with consent of conflict parties

A photograph of a peacekeeper wearing a blue helmet and a blue and tan uniform, standing in a field. In the background, there are some people and a thatched roof structure.

Key Message: Peacekeeping usually takes place where conflict has ended. Peacekeeping is an approach designed to preserve the peace and to help implement peace agreements. To deploy peacekeeping operations:

1. The main parties to a conflict must have committed to a ceasefire agreement or peace process.
2. They also must agree or “consent” to work with the UN to lay foundations for sustainable peace.

Peacekeeping has evolved from a traditional to a multidimensional approach. The **traditional model** is mainly military. It involves observing cease-fires and the separation of forces after wars between countries (inter-state conflict). The **multidimensional model** has a mix of military, civilian and police capabilities. It supports the implementation of a

comprehensive peace agreement after conflict has taken place within a country (intra-state conflict).

More recently, peacekeeping missions have been deployed in conflicts where a peace agreement is not in place. In these cases, peacekeeping missions work to bring a degree of stability to a country, while supporting a process that will lead to a peace agreement and/or peace process.

UN peacekeeping operations also support countries emerging from conflict to build a sustainable, durable peace in the longer term. Civilian and police functions help a country build its capacity to provide security to its people under the rule of law, to govern effectively and to build a cohesive, peaceful society. In this way, peacekeeping operations contribute to early peacebuilding.



To reinforce continuing learning, it may be useful to remind learners about the different parts of the UN system that were introduced in Lesson 1.1. After a conflict, and as part of “building back and building better”, the UN specialized agencies, funds and programmes are also active partners.

Existing peacekeeping operations include both types: traditional observer missions and multidimensional missions. Chapters VI and VII of the UN Charter provide the legal basis for all peacekeeping operations.

Examples of traditional UN peacekeeping missions that involve cease-fire observation and the separation of forces:

- United Nations Military Observer Group in India and Pakistan (UNMOGIP)
- United Nations Peacekeeping Force in Cyprus (UNFICYP)
- United Nations Mission for the Referendum in Western Sahara (MINURSO)
- United Nations Disengagement Observer Force (UNDOF)
- The United Nations Truce Supervision Organization (UNTSO)
- The United Nations Supervision Mission in Syria (UNSMIS)

Examples of multi-dimensional peacekeeping missions which involve military, police and civilian functions working together with host nations:

- United Nations Stabilization Mission in Haiti (MINUSTAH)
- Hybrid United Nations-African Union Peacekeeping Mission in Darfur (UNAMID)
- United Nations Operation in Cote d'Ivoire (UNOCI)
- United Nations Mission in Liberia (UNMIL)
- United Nations Organization Stabilization Mission the Democratic Republic of the Congo (MONUSCO)
- United Nations Mission in the Republic of South Sudan (UNMISS)
- United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)



The difference between the traditional military model and the multidimensional models of peacekeeping will be discussed later in this lesson. The different kinds of personnel in a multidimensional peacekeeping operation will be discussed in Lesson 1.7.

Robust peacekeeping

UN peacekeeping operations may use force as part of their mandate. This is at the field level. In such cases, the UN engages in “robust peacekeeping”.

“Robust” means strong, powerful and able to withstand challenge. For UN peacekeeping operations, robust means “use of all available means”.

In robust peacekeeping, a UN peacekeeping operation is deployed:

- **With consent of the host authorities or main parties to the conflict**
- **With a strong mandate to use force**

The use of force may be necessary to deter spoilers and to ensure proper implementation of the peace agreement. The Security Council must authorize the use of force.

The Security Council has authorized robust mandates:


- To deter forceful attempts to disrupt the political process
- To protect civilians under imminent threat of physical attack
- To assist national authorities in maintaining law and order

By proactively using force in defence of their mandates, UN peacekeeping operations have improved security and created positive conditions for longer-term peacebuilding.

Examples of UN peacekeeping operations with robust mandates:

- **MONUSCO and the “Force Intervention Brigade” (FIB):** The Security Council approved the creation of an “offensive” combat force, intended to carry out targeted operations to “neutralize and disarm” the notorious 23 March Movement (M23), as well as other Congolese rebels and foreign armed groups in eastern Democratic Republic of the Congo (DRC). It tasked the new brigade with carrying out offensive operations, either unilaterally or jointly with the Congolese armed forces, “in robust, highly mobile and versatile manner” to disrupt the activities of those groups.
- **MINUSMA:** The Security Council approved robust rules of engagement with a mandate to use all necessary means to address threats to the implementation of MINUSMA’s mandate, which would include protection of civilians under imminent threat of physical violence and protection of UN personnel from residual threats, within MINUSMA’s capabilities and its areas of deployment. This includes the conduct of operations on its own or in cooperation with the Malian defense and security forces.

Slide 6



Peace Enforcement vs.
Robust Peacekeeping

Peace Enforcement	Robust Peacekeeping
<ul style="list-style-type: none"> International level 	<ul style="list-style-type: none"> Field level
<ul style="list-style-type: none"> Without consent 	<ul style="list-style-type: none"> With consent
<ul style="list-style-type: none"> Force: sanctions, blockades or armed force 	<ul style="list-style-type: none"> Force: armed force

Key Message: “Peace enforcement” and “robust peacekeeping” may both involve the use of force, but they are different. Peace enforcement and robust peacekeeping apply force at different levels, have different requirements for consent, and use of force differently.

The lines between robust peacekeeping and peace enforcement may be blurred, but important **differences exist**.

- Peace enforcement involves the use of force at the international level (applied internationally – inside and outside of the host country - by different countries, regional organizations or the international community in general), and **without the consent** of the parties to a conflict. “Force” may include sanctions, blockades or armed force, as a last resort.
- Robust peacekeeping involves the use of force at the field level ONLY (applied in the host country by the UN peacekeeping operation), and requires the **consent** of the host country and/or main parties to the conflict. “Force” refers to/means armed force.

The use of armed force or any other “coercive measure” is only taken with the authorization of the Security Council.

The Security Council must authorize the use of force for peace enforcement and robust peacekeeping.



Let learners know that the use of force will be dealt with in more detail in subsequent lessons.

Slide 7



Peacebuilding

- Aftermath of conflict
- Long-term process, creates conditions for lasting peace, works on root causes of conflict

A photograph showing a group of people, some wearing green and white shirts, standing around several orange wheelbarrows. The wheelbarrows are filled with white bags, likely containing supplies or aid. The scene appears to be outdoors, possibly in a community or aid distribution center.

Key Message: Peacebuilding occurs in the aftermath of conflict. Peacebuilding is a complex, long-term process of creating the necessary conditions for lasting peace by working on the root causes of violent conflict.

Peacebuilding involves measures that reduce the risk of lapsing or relapsing into conflict.

Peacebuilding addresses core issues that affect how a society and state function. It aims to improve the state's ability to govern effectively, by strengthening at all levels the national capacity to manage conflict and build a foundation for sustainable peace and development.

Examples of peacebuilding activities include:

- Supporting security sector reform (SSR)
- Assisting in rebuilding of justice and corrections systems
- Supporting national human rights institutions

Peacebuilding draws on the expertise of different UN bodies. It requires active partnership with the UN's agencies, funds and programmes, which take a longer-term development view.

Special political missions (SPMs), led by DPA, carry out comprehensive peacebuilding strategies. These help unite the entire UN presence in a country in a coherent effort to institutionalize peace. This includes the UN Country Team (UNCT), which is made up of all the UN agencies, funds and programmes present in a country.

The UN Peacebuilding Commission (PBC) helps to bring together resources. It advises on integrated strategies for peacebuilding and recovery in a particular country. It also brings together relevant actors in support of these strategies, including national and international actors, international financial institutions, donors, UN agencies and civil society organizations. At the heart of peacebuilding are national actors.

The Peacebuilding Support Office (PBSO) assists and supports PBC with strategic advice and policy guidance. PBSO also manages the [Peacebuilding Fund](#) (PBF) and coordinates UN agencies in their peacebuilding efforts.

The creation of the UN peacebuilding architecture reflects a growing recognition within the international community of the linkages between UN peacemaking, peacekeeping and peacebuilding.

Examples of SPMs past and present involved in peacebuilding include:

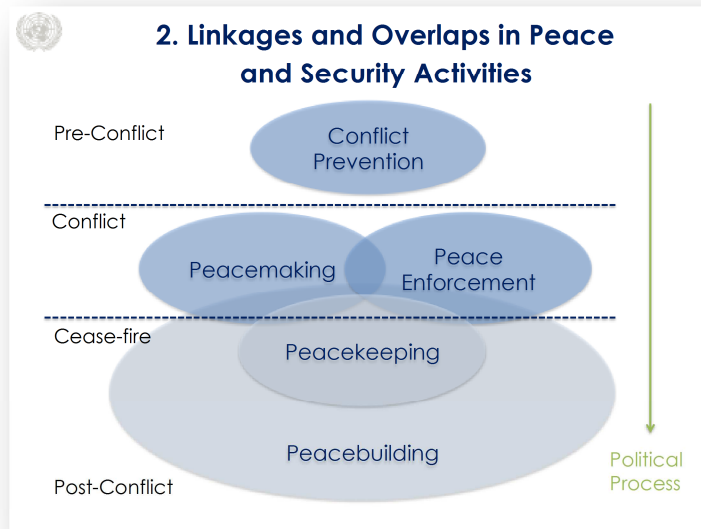
- BNUB, United Nations Office in Burundi
- BINUCA, United Nations Integrated Peacebuilding Office in the Central African Republic
- UNIOGBIS, United Nations Integrated Peacebuilding Office in Guinea-Bissau
- UNIPSIL, United Nations Integrated Peacebuilding Office in Sierra Leone

Linkages and Overlaps in Peace and Security Activities



Remind learners that the UN responds before, during and after conflict with the appropriate peace and security activity.

Slide 8



Key Message: No clear sequence or order exists for peace and security activities. The Security Council often uses different tools at the same time. Peacekeeping is one tool linked to the others.

Conflict prevention, peacemaking, peace enforcement and peacebuilding connect to peacekeeping. All are part of the Security Council's broader strategy to resolve conflict.

Conflict prevention, peacemaking and peace enforcement, if used, usually come before peacekeeping – when there is “no peace to keep”.

UN peacekeeping operations are deployed to support the implementation of a cease-fire or peace agreement. **Peacekeeping operations may also play an active role in peacemaking efforts and early peacebuilding.**

The World Bank in its 2011 report showed that 90 per cent of civil wars in the past decade took place in countries that had already experienced a civil war in the previous 30 years. **Peacekeeping operations can play an important role in early warning of potential conflict by picking up vibrations of crisis or instability.**

Peacekeeping operations can also play a key role in conflict prevention. They can advance the political objectives of a peace process. **They can lay the foundation for longer-term institution building and prevent relapse into conflict.** Three examples of peacekeeping work in longer-term institution building and conflict prevention are:

- Electoral assistance
- Support to security and justice reform
- Disarmament, demobilization and reintegration (DDR)

Peacekeeping operations can also play a role in peace enforcement. In some cases, they have been mandated to cooperate with the Expert Panels which monitor Security Council sanctions, or tasked with the monitoring of sanctions measures, such as arms embargoes.

Learning Activity

1.2.2

UN Responses to Conflict

METHOD

Case study, discussion

PURPOSE

To deepen understanding of peace and security activities of the UN Security Council

TIME

10 minutes

- Group work: 5-7 minutes
- Discussion: 3 minutes

INSTRUCTIONS

- Consider the scenario of an evolving conflict
- How can the international community or UN intervene?

RESOURCES

- Learning Activity instructions
- Case study
- Notes on case study

The thumbnail shows a page titled "Learning Activity" with the sub-header "UN Responses to Conflict" and the reference "1.2.2". It contains the following text:

Instructions:

- Consider the scenario of an evolving conflict
- How can the international community or UN intervene?

Time: 10 minutes

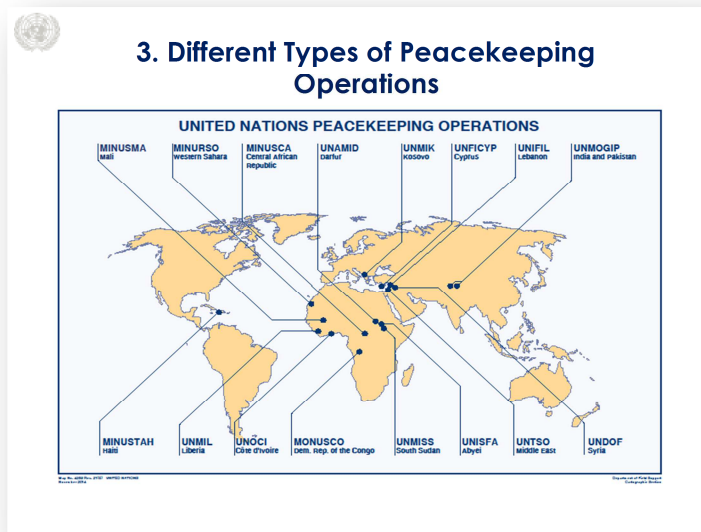
- Group work: 5-7 minutes
- Discussion: 3 minutes

Different Types of Peacekeeping Operations



Instructors should download the latest version of the world map of all DPKO-led peacekeeping operations.

Slide 9



Key Message: Peacekeeping must be flexible to address the shifting patterns of conflict and emerging threats to international peace and security. The response of the Security Council to the shifting nature of conflict has been to expand the scope of peacekeeping greatly.

When the UN first became involved in peacekeeping in 1948, it addressed conflicts between states, or inter-state conflict. These were mainly border disputes or territorial disagreements.

Since the end of the Cold War, near the end of the last century, the Security Council has increasingly considered internal conflicts such as civil wars as threats to international peace and security (intra-state conflict). For example, when civilians are under threat of physical violence, when there is massive human suffering or displacement and when conflicts spill over to neighbouring states.



The previous sentence has the first reference to the “Cold War” – others follow. Depending on the age and experience of learners, they may benefit from a quick reminder about what this means. When making the point about multidimensional peacekeeping operations, that they have become more common since the early 1990s, ask learners if they know what the Cold War was and how long it lasted. Research some background on the Cold War to be ready to quickly clarify and move on.

The nature of conflict has changed. It typically involves:

- An internal struggle (intra-state conflict), with different armed actors and a wide range of weapons
- Increasing numbers of conflicting parties – rival warlords, factional leaders, paramilitary forces or even organized criminal groups
- The application of asymmetrical warfare – guerrilla tactics and terrorist activities
- Increasing numbers of civilians as deliberate targets of violence
- The collapse or decline of state structures, leading to the inability of the government to protect its citizens or to provide for their basic needs
- Humanitarian crises and human rights violations
- External stresses such as cross-border conflict, transnational crime and terrorism

Slide 10



3. Different Types of Peacekeeping Operations

1. Traditional peacekeeping
2. Multidimensional peacekeeping
3. Transitional authority



United Nations
Peacekeeping

Key Message: To respond to the different types of conflicts and changing political environments, three main types of peacekeeping operations exist:

- Traditional peacekeeping
- Multidimensional peacekeeping
- Transitional authority


Each type has different tasks outlined in the Security Council mandate.

Another type of **field mission**, SPMs, may be active in conflict prevention, peacemaking or peacebuilding.



Lesson 1.1 introduced SPMs. Remind learners about SPMs and DPA's lead role in them. DPKO and DFS usually lead in peacekeeping operations.

Slide 11



Traditional vs Multidimensional Peacekeeping

Traditional Peacekeeping	Multidimensional Peacekeeping
<ul style="list-style-type: none"> ▪ Military tasks 	<ul style="list-style-type: none"> ▪ Diverse tasks
<ul style="list-style-type: none"> ▪ Military personnel 	<ul style="list-style-type: none"> ▪ Military, civilian, police personnel
<ul style="list-style-type: none"> ▪ No direct role in political efforts 	<ul style="list-style-type: none"> ▪ Direct role in political efforts

Key Message: “Traditional” and “multidimensional” peacekeeping operations have different mandated tasks, variety of personnel, and roles in political efforts for lasting peace.

Traditional peacekeeping operations

Traditional peacekeeping is a temporary measure to help manage a conflict. It creates safer conditions for others to work on peacemaking.

“Traditional peacekeeping” is the original form of UN peacekeeping. The traditional model is mainly a military one, observing cease-fires and separating forces. It was first deployed during the Cold War.

Traditional UN peacekeeping operations are military in character. Tasks may include:

- Observation, monitoring and reporting, using static posts, patrols, over-flight or other technical means (with the agreement of the parties)
- Supervision of a cease-fire and support to verification mechanisms
- Interposition or placement as a buffer and confidence-building measures

Traditional peacekeeping operations do not typically play a direct role in political efforts to resolve a conflict. They are deployed as an interim measure to:

- Help manage a conflict
- Create conditions for negotiation of a lasting settlement

Others work on longer-term political solutions, for example, diplomats, regional organizations or special UN envoys. Their success allows the peacekeeping operation to withdraw. However, lasting political solutions may take decades, requiring traditional peacekeeping operations to remain in place.

Traditional peacekeeping operations do not carry out state functions. Neither do they engage in governance or capacity-building activities.

Traditional peacekeeping has the following characteristics:

- **Originally designed for inter-state conflicts**
- **Involves a lightly armed international presence**
- **Creates a buffer between parties**
- **Has mainly military tasks**

Traditional peacekeeping missions may be led by military personnel because there are mainly military personnel.

Examples of traditional peacekeeping:

- United Nations Military Observer Group in India and Pakistan (UNMOGIP)
- United Nations Peacekeeping Force in Cyprus (UNFICYP)
- United Nations Mission for the Referendum in Western Sahara (MINURSO)
- United Nations Disengagement Observer Force (UNDOF) on the Golan Heights, Syria.
- United Nations Truce Supervision Organization (UNTSO)
- United Nations Supervision Mission in Syria (UNSMIS)

Multidimensional peacekeeping operations

Multidimensional peacekeeping operations are typically deployed in the dangerous, unstable aftermath of an internal violent or intra-state conflict. A peace agreement must be in place, however fragile. The multidimensional peacekeeping operation works on two main priorities:

1. Creating a secure and stable environment, while
2. Helping national authorities and parties implement the peace agreement.

Since the end of the Cold War in the early 1990s, multidimensional peacekeeping operations have become more common.

Tasks may include:

- Implementation of comprehensive peace agreements
- Disarmament, demobilization and reintegration (DDR) of ex-combatants
- Electoral assistance
- Rule of law
- Human rights monitoring
- SSR

Multidimensional UN peacekeeping operations usually play a direct role in political efforts to resolve the conflict. This is different from traditional peacekeeping operations.

Multidimensional peacekeeping operations are often more involved in *peacemaking* than traditional *peacekeeping*. The Security Council often mandates multidimensional operations to provide “good offices” or promote national political dialogue and reconciliation.

Multidimensional peacekeeping operations play an important role in early *peacebuilding* efforts. Multidimensional peacekeeping operations draw on a mix of military, police and civilian personnel or “components”. All contribute to implementation of a comprehensive peace agreement through support to:

- Development of legitimate and effective state institutions for governance and rule of law, including on elections
- State ability to provide security, with full respect for human rights, through SSR

Such operations provide a framework for coordination for the UN and other international actors' work around the national priorities of the host country.



Tell learners that coordination is often difficult in practice because there are so many UN and other international actors. This is why peacekeeping personnel need to be aware of what other actors do and how they cooperate with the UN peacekeeping operation. Lessons 1.7 and 1.8 focus on the different actors in a UN peacekeeping mission and how they can support each other's work

Multidimensional peacekeeping has the following characteristics:

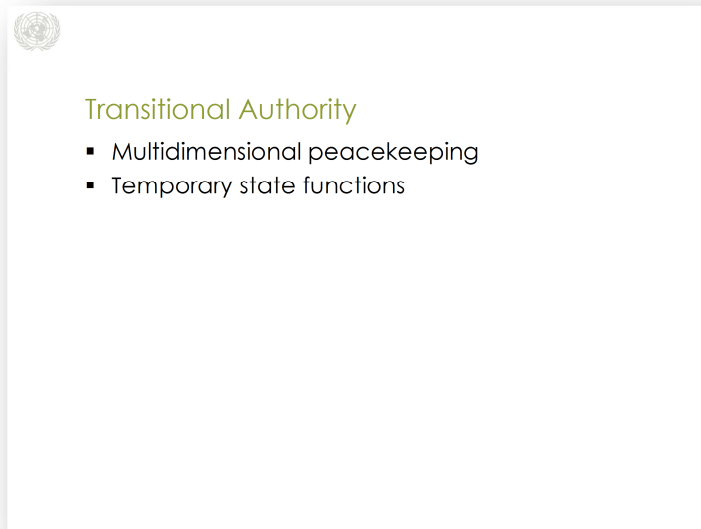
- **Diverse mandated tasks**
- **Mix of military, police and civilian components**
- **High level of complexity**

Civilian personnel head multidimensional peacekeeping operations.

Examples of multi-dimensional peacekeeping:

- United Nations Stabilization Mission in Haiti (MINUSTAH)
- Hybrid United Nations-African Union Peacekeeping Mission in Darfur (UNAMID)
- United Nations Operation in Côte d'Ivoire (UNOCI)
- United Nations Mission in Liberia (UNMIL)
- United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)
- United Nations Mission in the Republic of South Sudan (UNMISS)
- United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)

Slide 12



Key Message: Transitional Authority mission is also a type of multidimensional peacekeeping operation that temporarily conducts state functions.

In very rare circumstances, the Security Council has authorized multidimensional UN peacekeeping operations to **temporarily take responsibility for the legislative and administrative functions of the state.**

When required, this measure is taken to resolve questions of sovereignty or state authority. It may include:

- Support to the transfer of authority from one sovereign entity to another
- Establishment of a transitional administration until sovereignty questions are fully resolved

A transitional authority may also be put in place to help the state establish administrative structures that did not exist previously.

Examples:

- United Nations Transition Assistance Group in Namibia (UNTAG) established in 1989 to 1990
- United Nations Transitional Authority in Cambodia (UNTAC) from March 1992 to September 1993
- United Nations Transitional Authority in East Timor (UNTAET) from October 1999 to May 2002
- United Nations Interim Administration mission in Kosovo (UNMIK) established in June 1999

Special Political Missions



Instructors should download the latest version of the world map of all DPA-led SPMs.

Slide 13



Key Message: The UN may also deploy a Special Political Mission (SPM), led by DPA. SPMs are not peacekeeping operations. They are active in conflict prevention, peacemaking, peacebuilding and even peace enforcement.

SPM field missions differ a lot in variety, mandate and duration.

These types of SPMs exist:

- Political field missions
- Special envoys
- Expert panels to monitor Security Council sanctions

Few or no uniformed personnel are in SPM field missions.

Since SPMS are active in conflict prevention, peacemaking, peacebuilding and peace enforcement, they may be deployed before, at the same time as, or after peacekeeping operations.

Examples of past and current SPMS

Field Missions

- UNSOM, United Nations Assistance Mission in Somalia
- UNAMA, United Nations Assistance Mission in Afghanistan
- UNAMI, United Nations Assistance Mission for Iraq
- BNUB, United Nations Office in Burundi
- BINUCA, United Nations Integrated Peacebuilding Office in the Central African Republic
- UNIOGBIS, United Nations Integrated Peacebuilding Office in Guinea-Bissau
- UNIPSIL, United Nations Integrated Peacebuilding Office in Sierra Leone
- UNOCA, United Nations Regional Office for Central Africa
- UNOWA, United Nations Office for West Africa
- UNSMIL, United Nations Support Mission in Libya

Special Envoys

- Personal Envoy of the Secretary-General for Western Sahara
- Special Envoy of the Secretary-General for the Sahel
- Special Envoy of the Secretary-General to the Great Lakes Region

Expert Panels

Expert Panels monitor Security Council sanctions through periodic reports. They may recommend a sanction, such as a travel ban or asset freeze. The experts also report on violations of existing sanctions.

Examples of SPMs together with other peace operations

- The Special Envoy of the Secretary-General on the future of Kosovo was deployed to the country at the same time as the peacekeeping operation (transitional authority).
- In Burundi and Sierra Leone, SPM field missions involved in peacebuilding took over from UN peacekeeping operations.
- In CAR, the SPM field mission, the UN Integrated Peacebuilding Office in CAR (BINUCA) became part of the peacekeeping operation, the UN Multidimensional Integrated Stabilization Mission in CAR (MINUSCA), which was established due to developments on the ground.
- The United Nations Assistance Mission in Somalia (UNSOM), the United Nations Assistance Mission in Iraq (UNAMI) and the United Nations Assistance Mission in Afghanistan (UNAMA) are three examples of SPM field missions where the military and police functions are carried out by regional alliances, authorized by the Security Council under Chapter VIII.
- Peacekeeping operations and field-based SPMs have often been mandated to cooperate with Expert Panels. Peacekeeping missions such as UNMIL, UNOCI and MONUSCO have also been tasked with the monitoring of sanctions measures, such as arms embargoes.

Learning Activity**1.2.3****Traditional vs. Multidimensional Peacekeeping****METHOD**

Scenarios, questions

PURPOSE

To deepen understanding of traditional and multidimensional peacekeeping

TIME

Short option: 5 minutes

- Discussion: 3 minutes
- Wrap-up: 2 minutes

Longer option: 60 minutes

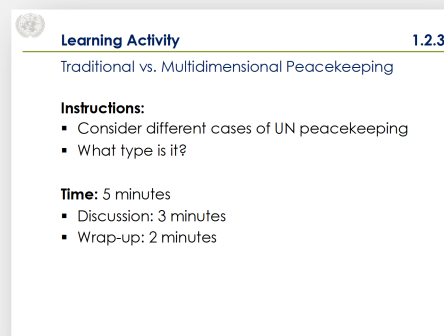
- Pre-reading time: 15 minutes
- Activity introduction: 10 minutes
- Discussion in pairs or small groups: 15 minutes
- Discussion in large group: 20 minutes

INSTRUCTIONS

- Consider different cases of UN peacekeeping
- What type is it?

RESOURCES

- Learning Activity instructions
- Case studies



Summary

Conflict prevention, peacemaking, peace enforcement, peacekeeping and peacebuilding are used before, during and after violent conflict

- The five types of peace and security activities are: conflict prevention, peacemaking, peace enforcement, peacekeeping and peacebuilding. They are used by the Security Council before, during and after violent conflict.
- Conflict prevention happens before a conflict starts, or when there is a risk of relapse into conflict. It involves diplomatic measures and other tools to prevent disagreements and tensions within and between states from turning into violent conflict.
- Peacemaking involves measures to deal with existing conflicts. It usually involves diplomatic action aimed at bringing hostile parties to a negotiated peace agreement.
- Peace enforcement involves measures to deal with existing conflicts. Peace enforcement involves the use of force, such as sanctions, blockades or armed force, as a last resort.
- Peacekeeping usually takes place where conflict has ended. Peacekeeping is an approach designed to “keep” or preserve the peace and to help implement peace agreements.
- Peacebuilding occurs in the aftermath of conflict. Peacebuilding is a complex, long-term process of creating the necessary conditions for lasting peace by working on the root causes of a conflict.
- These peace and security activities involve **peaceful measures** and **coercive measures**. Peacekeeping and peace enforcement involve “coercive measures” which use force.

(Cont.)

(Summary cont.)

Peace enforcement” and “robust peacekeeping” apply force at different levels, have different requirements for consent and use of force differently

- “Peace enforcement” and “robust peacekeeping” may both involve the use of force, but they are different.
 - Peace enforcement involves the use of force at the international level (applied internationally – inside and outside of the host country - by different countries, regional organizations or the international community in general) and without the consent of the parties to a conflict. “Force” may include sanctions, blockades or armed force, as a last resort.
 - Robust peacekeeping involves the use of force at the field level ONLY (applied in the host country by the UN peacekeeping operation) and requires the consent of the host country and/or main parties to the conflict. “Force” refers to/means armed force.

Traditional and multidimensional peacekeeping operations have different mandated tasks, variety of personnel and roles in political efforts for lasting peace

- Traditional peacekeeping has the following characteristics:
 - Originally designed for wars between countries (inter-state conflict)
 - Creates safer conditions as a buffer between parties to the conflict, which involves observing cease-fires and the separation of forces
 - Mainly military tasks, involving a lightly armed international presence, so mainly military personnel
 - May be led by military personnel
 - Do not typically play a direct role in political efforts to resolve a conflict, but creates safer conditions for others to work on peacemaking
 - Do not carry out state functions, and do not engage in governance or capacity-building activities

(Cont.)

(Summary cont.)

- Multidimensional peacekeeping has the following characteristics:
 - Typically deployed in the dangerous, unstable aftermath of violent conflict which has taken place within a country (intra-state conflict)
 - Creates a secure and stable environment, while supporting implementation of the peace agreement
 - Diverse mandated tasks, involving a high level of complexity, so requires a mix of military, civilian and police personnel
 - Led by civilian personnel
 - Usually plays a direct role in political efforts to resolve the conflict, often more involved in *peacemaking*, and plays an important role in *early peacebuilding*
 - Supports state functions, and engages in governance or capacity-building activities
- A Transitional Authority mission is also a type of multidimensional peacekeeping operation that temporarily conducts state functions.

The Security Council authorizes peace and security activities

- The Security Council authorizes peace and security activities through its resolutions. Security Council resolutions contain mandates which authorize the deployment of peacekeeping operations.
- The use of armed force or any other “coercive measure” is only taken with the authorization of the Security Council.

Evaluation

Note on Use: An example of learning evaluation questions for this lesson may be found below.

There are different types of learning evaluation questions for the instructor to choose from (See Options). Types of learning evaluation questions are:

- 1) Yes or No
- 2) Fill in the blank / sentence completion
- 3) Multiple-choice
- 4) Narrative

Combine in different ways for pre-assessment and post-assessment. Each evaluation type covers different content. No sub-set covers all learning outcomes. Make sure you include learning evaluation questions for each learning outcome when you combine them.

Three main uses of evaluation questions are: a) informally ask the whole group, b) semi-formally assign to small groups, or c) formally give to individuals for written responses.

Evaluation Questions for Lesson 1.2	
Questions	Answers
Yes or No Questions <i>Note: You can use these with the full group or individuals. For the group, you ask the question, the group answers Yes or No. For individuals, format and hand out the questions as a brief written quiz.</i>	
1. Does the Security Council use three main types of peace and security activities?	No. The spectrum of peace and security activities includes five types of peace and security activities: conflict prevention, peace enforcement, peacemaking, peacekeeping, and peacebuilding.
2. Can peace enforcement be authorized without consent of parties to the conflict?	Yes. The Security Council authorizes coercive measures when other peaceful measures have failed. The UN may authorize such coercive measures for humanitarian purposes, to protect civilians, or if the conflict represents a

	<p>threat to international peace and security. Peace enforcement involves coercive measures such as sanctions, blockades, and the use of armed force. However, consent of parties to the conflict is not required for coercive measures carried out in peace enforcement.</p>
<p>3. Do both peace enforcement and robust peacekeeping require the Security Council to authorize use of force?</p>	<p>Yes. The main areas of difference:</p> <p>Peace enforcement involves the use of force at the international level (applied internationally – inside and outside of the host country - by different countries, regional organizations or the international community in general), and without the consent of the parties to a conflict. “Force” may include sanctions, blockades or armed force, as a last resort.</p> <p>Robust peacekeeping involves the use of force at the field level ONLY (applied in the host country by the UN peacekeeping operation), and requires the consent of the host country and/or main parties to the conflict. “Force” refers to/means armed force only.</p>
<p>Sentence Completion <i>Note: for Questions 6-9, make sure you introduce names of peacekeeping operations. Adjust questions.</i></p>	
<p>4. _____ is the use of diplomatic measures and other peaceful tools to prevent tensions within and between states from turning into violent conflict.</p>	<p>Conflict prevention</p>
<p>5. _____ is the complex and long-term process of creating the necessary conditions for lasting peace. The conditions for lasting peace are created by working on the root causes of violent conflict.</p>	<p>Peacebuilding</p>

<p>6. _____ involves measures to deal with <u>existing</u> conflicts. It usually involves diplomatic action aimed at bringing hostile parties to a negotiated peace agreement.</p>	<p>Peacemaking</p>
<p>7. Robust peacekeeping is use of force at the (a) _____ level and (b) _____ the consent of parties to the conflict.</p>	<p>(a) Field level. (b) With the consent of parties to the conflict.</p> <p>Peace enforcement involves use of force at international level, without the consent of parties to a conflict.</p>
<p>Multiple-choice <i>Note: Check one for each</i></p>	
<p>8. The Security Council has authorized robust peacekeeping mandates to:</p> <p>____ 1. Negotiate a peace agreement ____ 2. Develop national police capacity ____ 3. Protect civilians under immediate threat of attack ____ 4. Begin transfer of a mission's functions to a host government and other parts of the UN ____ 5. None ____ 6. All</p>	<p>3_ Protect civilians under immediate threat of attack. Ask learners for two other conditions when the Security Council has authorized robust peacekeeping mandates:</p> <ul style="list-style-type: none"> • To deter forceful attempts to disrupt the political process; • To assist national authorities to keep law and order.
<p>Narrative <i>Note: Frame narrative evaluations as questions, requests or directions. You can use these in class, as a group or individually, or send them as homework. They are valuable for self-study and assessment, as are the other evaluation questions.</i></p>	
<p>9. Of the five main types of peace and security measures available to the Security Council, which one(s) may involve use of force?</p>	<p>Only two of the five – peacekeeping and peace enforcement. (See responses to question 7 in the 'Yes/No' set of learning evaluation questions for specifics).</p>
<p>10. What are three main differences between traditional and multidimensional peacekeeping operations?</p>	<p><u>Traditional</u></p> <ul style="list-style-type: none"> - originally designed for wars between countries (inter-state conflict)

	<ul style="list-style-type: none"> - creates safer conditions as a buffer between parties to the conflict, which involves observing cease-fires and the separation of forces - mainly military tasks, involving a lightly armed international presence, so mainly military personnel - may be led by military personnel - do not typically play a direct role in political efforts to resolve a conflict, but creates safer conditions for others to work on peacemaking - do not carry out state functions, and do not engage in governance or capacity-building activities <p><u>Multidimensional</u></p> <ul style="list-style-type: none"> - typically deployed in the dangerous, unstable aftermath of violent conflict which has taken place within a country (intra-state conflict) - creates a secure and stable environment, while supporting implementation of the peace agreement - diverse mandated tasks, involving a high level of complexity, so requires a mix of military, civilian and police personnel - led by civilian personnel - usually plays a direct role in political efforts to resolve the conflict, often more involved in <i>peacemaking</i>, and plays an important role in early <i>peacebuilding</i> - supports state functions, and engages in governance or capacity-building activities
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Commonly Asked Questions and Key Words

Key Words or phrases for this lesson:

Key Word or Phrase	Definition
Peace process	Peace process is normally used to refer to the process of achieving a peace agreement.
Peace agreement	Peace agreement is normally used to refer to an agreement intended to end violent conflict. It contributes towards building a more durable/lasting and final political settlement (political solution). There are various types of agreements that can be reached during a peace process: Cessation of Hostilities or Ceasefire Agreements; Pre-Negotiation Agreements; Interim or Preliminary Agreements; Comprehensive and Framework Agreements; and Implementation Agreements. Each type of agreement has a distinct purpose.
Cease-fire	A cease-fire agreement is a type of peace agreement. A cease-fire agreement refers to a temporary stoppage of war or any armed conflict for an agreed-upon timeframe or within a limited area. These agreements are military in nature and are basically designed to stop warring parties from continuing military actions while political negotiations are conducted to find a more durable solution.
Political process	Political process can refer to the process of achieving a more durable/lasting and final political settlement (political solution) to end conflict or maintain peace, such as how to organize political power. Peace negotiations and peace agreements contribute towards this process.
Coercive measures	“Coercive measures” involve authority or force to make an individual or group do something, or stop doing something. The UN Charter outlines measures the Security Council can authorize to maintain international peace and security – including “coercive measures”. Examples of “coercive measures” include sanctions, blockades, and military force as a last resort.

<p>The Cold War</p>	<p>The Cold War refers to the economic, political and military tension between two world powers – the United States and the Soviet Union. The length of the Cold War was from 1945 to 1991. The Cold War divided the world into two ideological blocs – the Western Bloc (the United States, NATO allies and others) and the Eastern Bloc (the Soviet Union and its allies in the Warsaw Pact). Rivalry between the two world powers meant that proxy wars were fought by other states on their behalf. A proxy war is war which is started by a major power, although the major power does not become involved itself. The United States and Soviet Union never went to war with each other – hence the term “cold”.</p>
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Commonly asked questions from participants:

Possible Questions	Possible Responses
<p>What is the timeline for when multidimensional Peacekeeping operations replaced traditional peacekeeping operations?</p>	<p>The decision by the UN Security Council to deploy a traditional or multidimensional peacekeeping operation relates to the nature of the conflict rather than any timeline. Multidimensional peacekeeping operations have not replaced traditional peacekeeping operations as such, rather since the end of the Cold War internal armed conflicts constitute the vast majority of today's wars and therefore the deployment of multidimensional peacekeeping operations. For example the UN Security Council reacted to the war between Ethiopia and Eritrea by deploying a traditional peacekeeping operation (UNMEE) in 2000, long after the end of the Cold War.</p>

Reference Materials

Below are materials which are a) referenced in this lesson, and b) required reading for instructor preparations:

- [Charter of the United Nations, 1945](#)
- [United Nations Peacekeeping Operations Principles and Guidelines, also known as the Capstone Doctrine, 2008](#)
- Review peacekeeping mission mandates (examples of traditional, multidimensional and transitional authority) (See 'Additional Resources')
- [Report of the High-level Independent Panel on Peace Operations \(HIPPO\) on uniting our strengths for peace: politics, partnership and people \(S/2015/446\)](#)
- [Report of the Secretary-General on the future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations \(S/2015/682\)](#)
- [Report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture \(S/2015/490\)](#)
- [Report of the Secretary General on peacebuilding in the aftermath of conflict \(S/2014/694\)](#)
- [Report of the Secretary-General on the United Nations and conflict prevention: a collective recommitment \(S/2015/730\)](#)
- [Security Council Resolution 2086 \(2013\) on the importance of a 'multidimensional' approach to peacekeeping aimed at facilitating peacebuilding, preventing relapse into conflict \(S/RES/2086\)](#)
- [Security Council Resolution 2282 \(2016\) on post-conflict peacebuilding \(S/RES/2282\)](#)
- [Security Council Resolution 2171 \(2014\) on conflict prevention \(S/RES/2171\)](#)
- [Security Council Resolution 2167 \(2014\) on enhancing the relationship between the United Nations and regional and subregional organizations, in particular the African Union \(S/RES/2167\)](#)
- [World Bank, World Development Report 2011](#)

Additional Resources

UN Information

The website for UN peacekeeping: <http://www.un.org/en/peacekeeping/>

UN at a glance: <http://www.un.org/en/about-un/index.html>

UN Peace Operations: <https://www.unmissions.org/>

Current peacekeeping operations:

<http://www.un.org/en/peacekeeping/operations/current.shtml>

(Click on “Factsheet” to download the latest map)

Current Special Political Missions:

<http://www.un.org/undpa/in-the-field/overview>

(Click on “Factsheet” to download the latest map)

Past peacekeeping operations:

<http://www.un.org/en/peacekeeping/operations/past.shtml>

(Click on “Peacekeeping Operations Timeline” for the factsheet)

Original Security Council Resolutions on peacekeeping mission mandates:

<http://www.un.org/en/sc/documents/resolutions/>

(You must know the start year, country and resolution reference details for the mission you wish to search for – for this information, identify the name of the mission, and use the links above under “Current” and “Past” peacekeeping operations)

UN Peacebuilding: An Orientation

http://www.un.org/en/peacebuilding/pbso/pdf/peacebuilding_orientation.pdf

UN Peacebuilding Commission: <http://www.un.org/en/peacebuilding/>

UN Documents

UN documents can be found on: <http://www.un.org/en/documents/index.html> (Search by document symbol, e.g. A/63/100)

DPKO and DFS Guidance

The repository for all official DPKO and DFS guidance is the Policy and Practice Database: <http://ppdb.un.org> (only accessible from the UN network). Official peacekeeping guidance documents are also accessible through the Peacekeeping Resource Hub: <http://research.un.org/en/peacekeeping-community>

Instructors are encouraged to check for the latest guidance.

UN Films

UN films can be found on YouTube: <https://www.youtube.com/user/unitednations>

Additional Training Resources

UN Peacekeeping Operations: An Introduction
<http://portals.unssc.org/course/index.php?categoryid=24>