1.5

Security Council Mandates in Practice

Aim

To explain how Security Council mandates are set up and used to direct a UN peacekeeping mission.

Relevance

As peacekeeping personnel, you **need to know, follow and "carry out" or "implement" the Security Council mandate**.

The Security Council mandate contains details of the specific tasks for peacekeeping personnel.

Security Council mandates can be vague or open to interpretation. The UN Secretariat and mission leadership also prepare clear, **detailed plans, which together are called the "operational framework".**

This lesson explains the importance of the mandate and how it is put into action through the operational framework. You should be familiar with the mandate and documents in the operational framework which outline your responsibilities.

Learning Outcomes

Learners will:

- Explain why peacekeeping personnel must know the mandate of their peacekeeping operation
- List at least three key planning documents that operationalize Security Council mandates
- Describe how the Security Council monitors mandate implementation

Lesson Map

Recommended Lesson Duration: 45 minutes total
1-2 minutes per slide
Use short option learning activity

The Lesson	Pages 3-20
Starting the Lesson	Intro Slides
Learning Activity 1.5.1: Linking the Mandate to the Conflict	
Why should Peacekeeping Personnel be Familiar with the Security Council Mandate?	Slide 1
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Learning Activity 1.5.2: Analysis of a Security Council Mandate	
Translating the Security Council Mandate into an Operational Framework	Slides 3-7
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The Lesson

Starting the Lesson

Introduce the following (using the Introductory Slides):

- Lesson Topic
- Relevance
- Learning Outcomes
- Lesson Overview

Encourage learners to keep mission mandates in mind, and read them after this lesson to reinforce learning on the "establishment and operationalization of Security Council mandates".

The language is technical. Prepare participants by alerting them. Reading and absorbing key terms and concepts may take longer than for earlier lessons. Take time at the beginning of the lesson to review the root words and meaning of "establishment and operationalization of Security Council mandates", the main subject. **Establish** means to set up. **Operationalize** means to put into action. Watch learner reactions as you move through the lesson, and take time to define terms as needed.

Learning Activity   1.5.1

Linking the Mandate to the Conflict

METHOD
Case study, group work

PURPOSE
To understand the design of Security Council mandates

TIME
Short option: 10 minutes
- Group work: 5-7 minutes
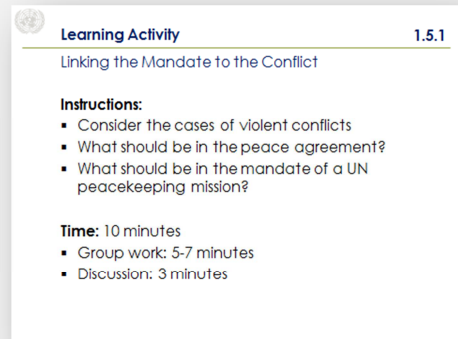- Discussion: 3 minutes

Longer option: 20 minutes
- Group work: 10-15 minutes
- Discussion: 5 minutes

INSTRUCTIONS
- Consider the cases of violent conflicts
- What should be in the peace agreement?
- What should be in the mandate of a UN peacekeeping mission?

RESOURCES
- Learning Activity instructions
- Activity material
- Case studies
- Notes on case studies

Learning Activity   1.5.1
Linking the Mandate to the Conflict

Instructions:
- Consider the cases of violent conflicts
- What should be in the peace agreement?
- What should be in the mandate of a UN peacekeeping mission?

Time: 10 minutes
- Group work: 5-7 minutes
- Discussion: 3 minutes

Why should Peacekeeping Personnel be Familiar with the Security Council Mandate?

Some facts are in earlier lessons. Consider starting by brainstorming. Instead of showing the slides, use questions and information on them to prompt responses. Confirm that participants know core information, and use available time for new content.

Slide 1

1. Why should Peacekeeping Personnel be Familiar with the Security Council Mandate?

- Set tasks required, including cross-cutting, thematic tasks based on International Law
- Expected to implement mandate
- Need to explain the UN peacekeeping operation's (UNPKO) presence

Key Message: A mandate is an official order, directive or authorization to take specific action. Peacekeeping personnel are deployed to carry out or "implement" the tasks set in the mandate. This is why peacekeeping personnel must know the mandate of their peacekeeping mission.

The Security Council gives the mandate for a UN peacekeeping operation. Security Council mandates set tasks, which are specific to each peacekeeping mission.

The range of **mandated tasks** differs between peacekeeping missions based on the nature of the conflict, the challenges it presents and the current situation. The type and content of peace agreements reached by parties to a conflict influence **specific tasks** in set in Security Council mandates.

Security Council mandates also set **cross-cutting thematic tasks** which are applied to all peacekeeping missions. Under "themes", these tasks respond to all acts of violence or abuses committed against civilians in situations of armed conflict. The tasks are "cross-cutting" because they are everyone's work and everyone's responsibility.

Cross-cutting thematic tasks are assigned to UN peacekeeping missions on the basis of landmark Security Council resolutions. These resolutions are **based on international law.**

Cross-cutting thematic tasks are set in the areas of:

- **Women, peace and security and ending conflict related sexual violence** (Security Council Resolutions 1325 in 2000, 1820 in 2008, 1888 and 1889 in 2009, 1960 in 2010, 2106 and 2122 in 2013, 2242 in 2015)
- **Children and armed conflict** (Security Council Resolutions 1612 in 2005 and later resolutions 2068 in 2012 and 2143 in 2014)
- **Protection of civilians in armed conflict** (Security Council Resolutions 1674 and 1738 in 2006, 1894 in 2009 and 1998 in 2011).

In particular, the resolutions strongly condemn:

- Violence against all civilians
- Torture
- Gender-based and sexual violence
- Violence against children
- The recruitment and use of child soldiers
- The trafficking of human beings
- The intentional denial of humanitarian assistance

Thorough knowledge of the mandate is essential. The mandate not only lists **tasks of the peacekeeping mission,** but may also give conditions or "benchmarks" for withdrawal of a mission.

Mission efforts focus on carrying out these tasks. The Security Council monitors how the Secretariat and mission implement the mandate. When a peacekeeping mission closes, partners take over remaining tasks.

The Security Council may change a mandate in a new resolution. Peacekeeping personnel need to know the current mandate. UN peacekeeping personnel must be able to explain why the peacekeeping mission is in a country and what it does.

Establishing the Mandate for a Peacekeeping Mission

Slide 2

Key Message: The Security Council decides on deployment of a UN peacekeeping operation (UNPKO). The process leading to that decision includes an analysis of the conflict situation in consultation with key partners.

Encourage learners to think of the steps as part of a connected process, not as separate measures. The UN is large. Work in the peace and security field is complex. The steps outlined ensure that decisions to carry out peacekeeping are a) open and transparent and b) based on the best available knowledge and insight. They show how seriously the Security Council takes a decision about a peacekeeping operation.

Security Council considers a UNPKO as a suitable response to a conflict situation:

- When a crisis or dispute happens (between or within countries), the Secretary-General, the General Assembly and any Member State can ask the Security Council to consider and debate the situation.
- The Security Council addresses each crisis case-by-case to find the most suitable response. Responses are peaceful and coercive measures in the UN Charter.
- The Security Council assesses risk to international peace and security. If a situation poses a risk, the Council may ask the Secretary-General to start UN conflict prevention or peace-making measures. It may also choose to monitor measures that regional powers are already undertaking.

- As a situation evolves, the Security Council may consider a UN peacekeeping operation.

Strategic Assessment of the conflict situation to identify UN system engagement:

- The Strategic Assessment (SA) is a UN system-wide analysis of the situation. It brings together UN political, security, development, humanitarian and human rights entities to:
    o Develop a shared understanding of the conflict or post-conflict situation
    o Identify the role of stakeholders and core peace consolidation priorities
    o Define the best framework for UN engagement
- DPKO and DFS consult the wider UN system. This includes UN Secretariat departments and offices and UN specialized agencies, funds and programmes. UN actors present in the country of focus are important sources. Consultation is through the UN Country Team (UNCT) – which is made up of the UN agencies, funds and programmes present in the country.

This first reference to the UNCT may be worth explaining. All parts of the UN in a country are members of a coordinating group called the UN Country Team. More detail on the UNCT appears in later lessons.

- DPKO and DFS also consult other relevant partners:
    o The host government, national authorities
    o Civil society and other local representatives
    o Regional and sub-regional organizations
    o International financial institutions (for example, World Bank, International Monetary Fund)
    o Key Member States (including potential Troop and Police contributing countries and donor countries)

Technical Assessment Mission to the country to analyse the situation on the ground:

- A Technical Assessment Mission (TAM) goes to the country or territory recommended for a peacekeeping operation as soon as security allows. The role of the TAM is to:
    o Analyze and assesses circumstances on the ground - overall security, political, humanitarian, human rights and military situation
    o Consider implications of a possible UN peacekeeping operation
- The TAM may consist of representatives from the UN system. It should also involve the UNCT.

Security Council decides to deploy a UNPKO – adopts resolution with mandate:

- Based on the findings and recommendations of the TAM, the Secretary-General normally issues a report to the Security Council. The report from Secretary-General may recommend a peacekeeping operation.
- If the Security Council decides to deploy a peacekeeping operation, it issues a resolution with a decision and a mandate.
- The Security Council mandate authorizes the mission, sets the size (total number of personnel), and tasks.

Learning Activity   1.5.2

Analysis of a Security Council Mandate

METHOD
Group work on mandates, discussion

PURPOSE
To deepen understanding of the link between Security Council mandates and tasks of UN peacekeeping operations

TIME
Short option: 5 minutes
- Group work: 3 minutes
- Discussion: 2 minutes

Longer option: 60 minutes
- Group work: 3 minutes
- Discussion: 2 minutes
- Small group discussions:15-20 minutes
- Report back: 25 - 30 minutes to (allowing 3-5 minutes per group – more groups may need more time to report)
- Debrief and close activity: 10 minutes

INSTRUCTIONS
- Consider the mandate of the case study
- Identify the tasks to be carried out
- Discuss the importance of detailed plans

RESOURCES
- Learning Activity instructions
- Activity material

Learning Activity   1.5.2
Analysis of a Security Council Mandate

Instructions:
- Consider the mandate of the case study
- Identify the tasks to be carried out
- Discuss the importance of detailed plans

Time: 5 minutes
- Group work: 3 minutes
- Discussion: 2 minutes

Translating the Mandate into an Operational Framework

For the upcoming topics make a decision on the level of detail to which you explain the processes based on the group of learners you are addressing.

Slide 3

Key Message: The mission mandate is the basis of all the tasks of the mission. However, the mandate does not give details or specific instructions. DPKO and DFS use the mandate to develop detailed plans or an "operational framework" for a mission – to put the mandate into action.

Security Council mandates give high-level strategic direction.

Additional detailed plans put into action or "operationalize" a Security Council mandate. Key planning documents guide how a mission implements a Security Council mandate (listed below). The documents clarify how to interpret the mandate and the roles and responsibilities of military, civilian and police personnel. These planning documents make up the **"operational framework"** of a peacekeeping mission.

Key planning documents are:

- Integrated Strategic Framework (ISF)
- Mission Concept
- Missions' Results-Based Budget (RBB)
- Concept of Operations (CONOPs)

Pause the presentation to ask participants if they are familiar with these documents. Encourage people to share what they know. Note points on a flip-chart sheet. Build on them when you resume the presentation. With regards to the diagram, CONOPs is an example of "component-level plans" – specific to military and police components.

The ISF is a planning document applied to all UN entities present in a country – a UN-wide plan.

The Mission Concept and the mission's RBB are planning documents applied across the UN peacekeeping mission – mission-wide plans.

CONOPs are planning documents applied to the different peacekeeping personnel or "components" (military, police, civilians) – component-level plans.

Slide 4

UN Integrated Strategic Framework (ISF)
- UN strategic plan for UNPKO and UN Country Team (UNCT)
- Combines UN mandates and resources
- UN's strategic objectives for peace consolidation in a country

Scope of ISF

Humanitarian

Peace & Security   Development

Key Message: The ISF is a strategic plan for the UN peacekeeping mission and other UN actors in the host country.

Remind learners that a peacekeeping mission is short-term. UN specialized agencies, funds and programmes represented in the UNCT are long-term partners. They know the country and have a continuing presence in peaceful times.

Armed conflicts are increasingly complex. Interventions must integrate political, security, humanitarian and development sides of UN work.

The principle of integration maximizes the individual and collective impact of the UN actors in conflict and post-conflict situations. "Integrated Assessment and Planning" ensures one common UN vision and strategy.

Where both a UNCT and a multidimensional peacekeeping operation are in a country, an ISF is required.

The ISF considers the combined mandates and resources of the mission and the UNCT. It creates a single framework of agreed priorities for peace consolidation. It outlines agreed results, responsibilities and timelines.

The UN ISF connects to the host country's national strategies and plans. The ISF also connects to other UN plans. Two relevant ones are the UN Development Assistance Framework (UNDAF) and the UN Common Humanitarian Action Plan (CHAP).

In the UNDAF, the national government and the UN agree about programmes. The UN CHAP coordinates humanitarian actions. The ISF ensures development and humanitarian partnerships and priorites are considered, as the UN responds to peace and security threats.

The ISF planning document is usually initiated by the Mission Strategic Planning Unit and finalized by the senior management group of the mission in collaboration with UN Headquarters in New York.

Learners may be familiar with the Integrated Mission Planning Process (IMPP). The Integrated Assessment Planning Policy (approved by the Secretary-General, April 2013) replaces the Guidelines on the IMPP (June 2006).

Slide 5

Key Message: The Mission Concept applies to the UN peacekeeping mission. It translates the political intent of the mandate into strategy, plans and guidance for all components.

The "Mission Concept" is developed from the mandate. **The Mission Concept:**

- **Contains the vision and focus of the mission**
- **Gives a roadmap for organizing mission work**

The Mission Concept brings clarity, coherence and synergy, including in the use of mission resources. It is a management tool for senior mission leadership.

The Mission Concept **informs "component-level" planning** – for military, civilian and police components.

Traditional peacekeeping operations do not operate in integrated settings and do not use the ISF to plan. They need a Mission Concept to fill the planning gap. For missions that do use an ISF or similar plan, the Mission Concept provides mission-specific priorities not included in the ISF.

New missions at start-up must develop a Mission Concept. Any change in conditions may require development or revision of a Mission Concept. Examples include change in the mission mandate, reconfiguration of the mission or UN presence, and key milestones in the mission's lifecycle.
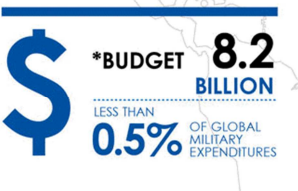
"Key milestones in the mission's lifecycle" include the phases of mission start-up, mandate implementation and transition (handover, withdrawal, liquidation). Ensure learners understand these terms.

Slide 6

Key Message: The mission's Results-Based Budget (RBB) is a mission planning tool which aims to achieve results. The mission achieves results through the management of resources.

Resources need to match the Security Council mandate for the peacekeeping mission to succeed.

The mission asks for and gets funding from the UN General Assembly to carry out tasks in the mandate. Funds cover activities, personnel, equipment, supplies and facilities.

Each UN peacekeeping mission has its own RBB. It is a budget which outlines the expected results of the mission, identifies the activities to achieve the results and the resources required for activities. It is used to measure the performance of the mission.

All needs must be covered in the annual RBB. No funds will be available otherwise.

Note there is a difference between the mission's "results-based budget" and the "results-based budgeting" process.

Slide 7

Key Message: The Concept of Operations (CONOPS) is prepared from the Mission Concept. The CONOPS outlines 1) key security objectives, 2) requirements and 3) tasks for military and police components. Military and police have their own CONOPS.

The CONOPS links the mission mandate to key objectives:

- Strategic intent
- Organization and deployment (including timelines)
- Security/force protection
- Rules of engagement (ROE) and the directive on the use of force (DUF)
- Administration and logistics
- Command and control

The CONOPs drives lower level plans for military and police components.

There is a "Military Strategic Concept of Operation" and a "Police Concept of Operation".

Military CONOPS:

- The Military CONOPS is an internal UN document, prepared by the Military Planning Service of DPKO.
- The Head of the Military Component (HOMC) may issue a Military Operations Plan or "Operation Order". This directly supports the CONOPS. It is the HOMC's formal written direction to the military component.

Police CONOPS:

- The Police Division of DPKO prepares the standard Police CONOPS. It includes:
    - The latest update on the situation
    - The requirements of the Police component
    - Strategic directives from the UN Police Adviser
    - Programmes for delivery
    - Expected outcomes of police operations and activities in the mission
- The Police CONOPS covers 1) the mandated strength of the police component and 2) broad guidelines on command, coordination, administration and logistics.

Monitoring the Mandate

Slide 8

Key Message: The Security Council monitors the implementation of the mandate through regular reports on a country's situation.

The Security Council requires regular reports from the Secretary-General on a country's situation. Peacekeeping operations provide daily, weekly and monthly reports to Headquarters. The Under-Secretary-General (USG) of DPKO prepares summary reports.

The Security Council can adjust or change the mandate of the peacekeeping operation based on reports. Each change in the mandate requires a new Security Council resolution.

The Security Council uses the reports to:

- Assess when an operation has completed its mandate
- Decide when an operation should transition or withdraw

The Secretary-General's reports and Security Council discussions and decisions are public documents, available on the Security Council website. The UN encourages all peacekeeping personnel to stay informed of developments and changes in the mandate while they are deployed.

Completion of the Mandate

Slide 9

5. Completion of the Mandate

- "Benchmarks" or "indicators for success" define successful completion of mandate
- No standard "checklist" of benchmarks
- Appropriate benchmarks adapted to each situation

Key Message: Benchmarks or indicators for success define when a peacekeeping operation has successfully completed its mandate.

Ask participants if they can give examples of "benchmarks". They are signposts, or marks of progress. Peacekeeping examples of benchmarks are below.

The Security Council decides on the withdrawal or transition of UN peacekeeping operations. This decision is based on the Secretary-General's reports. The reports contain advice and recommendations from the Secretariat.

No standard "checklist" exists of benchmarks or indicators for success. Appropriate benchmarks are adapted to each situation. The choice depends on the underlying causes of conflict and dynamics. Benchmarks may change as a situation evolves.

For traditional peacekeeping missions the indicator for success of a mission is clear. A traditional peacekeeping mission has successfully completed its mandate when the states or parties to a conflict agree to a peaceful resolution.

Defining success in completing a mandate is harder for complex, multi-dimensional peacekeeping missions. The UN uses the Secretary-General's reports and Security Council resolutions to try and set **benchmarks or indicators for success** for individual peacekeeping operations. Complex realities make this difficult.

Examples of key benchmarks:

- Absence of violent conflict and large-scale abuses of human rights
- Respect for rights of women and minorities
- Ability of national armed forces and national police to provide security and maintain public order, with civilian oversight and respect for human rights
- Women and men having equal rights to vote and seek political office
- Free and fair elections
- Legitimate political institutions are set up and functioning (for example, a legislature)

As part of knowing the mandate, all UN peacekeeping personnel are to know the conditions or benchmarks for the withdrawal of their mission.

Example 1 of Benchmarks for Withdrawal: UNMIL in Liberia

Not every UN peacekeeping operation has clearly defined conditions or benchmarks for withdrawal. The Security Council used detailed benchmarks to measure progress and assess success for the United Nations Mission in Liberia (UNMIL). On the advice of the Secretary-General, benchmarks monitored by the Security Council included:

- Progress on security
- Reintegration of ex-combatants
- Economic revitalization of the country
- Re-establishment of state authority over natural resources
- Progress on governance and rule of law
- Establishment of infrastructure and basic services, including renovation of 39 schools and construction of 41 new schools

The Liberian Government showed progress on security by:

- Developing a national security strategy
- Having functioning national armed forces and police units across the country

Progress on governance and rule of law included justice sector reform, promotion and protection of human rights and establishment of an Anti-Corruption Commission.

Example 2 of Benchmarks for Withdrawal: UNAMSIL in Sierra Leone:

The United Nations Assistance Mission in Sierra Leone (UNAMSIL) completed its mandate in 2005. The Security Council followed the advice of the Secretary-General. It set the following benchmarks to monitor the withdrawal of UNAMSIL:

- Building the capacity of the army and police
- Reintegrating ex-combatants
- Restoring Government control over diamond mining
- Consolidating state authority throughout the country
- Ensuring progress to end the conflict in neighbouring Liberia

Summary

You must know the mandate of your peacekeeping mission so that you can implement your tasks and explain the mission's work

- Peacekeeping personnel are deployed to carry out or "implement" the tasks set in the mandate.
- UN peacekeeping personnel must explain why the peacekeeping operation is in a country and what it does.

Key documents that operationalize the mandate include the ISF, Mission Concept, Mission RBB and CONOPs

- Detailed plans put into action or "operationalize" a Security Council mandate. Key planning documents are:
  - Integrated Strategic Framework (ISF)
  - Mission Concept
  - Missions' Results-Based Budget (RBB)
  - Concept of Operations (CONOPs)

The Security Council monitors mandate implementation through reports – they help the Security Council to assess the mission and make decisions

- The Security Council monitors the implementation of the mandate through regular reports. The Secretary-General reports to the Security Council on a country's situation.
- The Security Council uses the reports to:
  - Assess when an operation has completed its mandate
  - Decide when an operation should transition or withdraw

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) Fill in the blank / sentence completion
2) True-false
3) 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 1.5	
Questions	**Answers**
Fill-in-the-blanks	
1. The _____ gives the mandate for a UN peacekeeping operation.	UN Security Council
2. The _____ is the detailed plan which puts the Security Council mandate into action. These planning documents clarify the roles and responsibilities of military, civilian and police personnel.	Operational Framework A Security Council mandate is a strategic decision. The Operational Framework gives details on how a mission implements a Security Council mandate.
3. The _____ contains the vision and focus of the mission, and gives a roadmap for organizing the mission's work.	Mission Concept.
4. The _____ is a mission planning tool which aims to achieve results. The mission achieves results through the management of	Results-based budget, RBB. The UN uses RBB in two ways: ▪ to get resources for peacekeeping; ▪ to measure performance.

resources.	
5. The Security Council monitors the implementation of the mandate through _____.	Regular reports. The Security Council requires regular reports from the Secretary-General on a country's situation. Peacekeeping operations provide daily, weekly and monthly reports to Headquarters. The Under-Secretary General of DPKO prepares summary reports. The Security Council can adjust or change the mandate of the peacekeeping operation, based on these reports. The Security Council uses the reports to ▪ assess when an operation has completed its mandate, and ▪ decide when an operation should transition or withdraw.
True-false	
6. The Operational Framework is one document.	**False**. At least six key planning documents are part of an operational framework: 1. Integrated Strategic Framework (ISF) 2. Mission Concept 3. Concept of Operations (CONOPs) 4. Rules of Engagement (ROE) 5. Directive on the Use of Force (DUF) 6. Mission's Results-Based Budget (RBB)
7. The Integrated Strategic Framework (ISF) is a strategic plan for the peacekeeping operation only.	**False.** The ISF is a strategic plan for the peacekeeping mission and other UN actors in the host country (UNCT). The UN takes an integrated approach for better results. A host country's peace consolidation needs are better met when the peacekeeping mission and UNCT work together on agreed priorities. The principle of integration maximizes the individual and collective impact of the UN actors in conflict and post-conflict situations. "Integrated Assessment and Planning" ensures one common UN vision and strategy.

8. Police and military components in a peacekeeping mission have their own CONOPs.	**True**. The military and police components have their own CONOPs: ▪ "Military Strategic Concept of Operations", and ▪ "Police Concept of Operations".
Narrative *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.*	
9. Why must peacekeeping personnel know the mandate of their peacekeeping operation?	1. The mandate sets the tasks of the peacekeeping mission 2. UN peacekeeping personnel are deployed to carry out or "implement" the tasks set in the mandate. 3. UN peacekeeping personnel must explain why the peacekeeping operation is in a country and what it does.
10. What is the main purpose of a CONOPS?	The Concept of Operations (CONOPS) outlines 1) key security objectives, 2) requirements and 3) tasks for military and police components.

Commonly Asked Questions and Key Words

Key Words or phrases for this lesson:

Key Word or Phrase	Definition
Establishment	**Establish** means to set up.
Operationalization	**Operationalize** means to put into action.
Operational frameworks	**Operational frameworks** are clear, detailed plans, outlining the responsibilities of peacekeeping personnel.

Commonly asked questions from participants:

Possible Questions	Possible Responses
What is the timeline for when multidimensional peacekeeping operations replaced traditional peacekeeping operations?	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.
Do contingent commanders and/or sector commanders receive a copy of the military CONOPS, or do they draft their own CONOPS for their area of responsibility?	The CONOPS applies only to the Head of the Military Component (HOMC). The HOMC uses the CONOPS to draft his/her Operational Order (or Plan) which applies to contingent and sector commanders, who are then required to draft their own plans for their area of responsibility based on the HOMC's Operations Order (or Plan).
Do military and police always have separate CONOPs?	Yes. Although both the police and military CONOPs are drafted at DPKO Headquarters in NY, they are separate documents handed over to the Head of the Police Component (HOPC) and Head of the Military Component (HOMC) respectively.
Why is the use of force by military and police governed by two	Military and police use force for different purposes in peacekeeping operations. The military uses force to deter or remove a security threat from armed forces or groups, while

different legal documents?	the police use force to arrest civilians and address criminal behaviour. The use of force by military and police are therefore also governed by different sources of law (the military is governed by humanitarian law and the police by human rights and domestic criminal law).
Who drafts the Rules of Engagement and/or Directive on the Use of Force?	The RoE are drafted by the Office of Military Affairs and the Directive on the Use of Force is drafted by Police Division in DPKO in New York, and approved by the UN's Office of Legal Affairs.
Where is it clarified whether UN Police are armed or not?	This is specified in the Directive on the Use of Force specific to the particular mission and its mandate.
What are "key milestones in the mission's life cycle"?	"Key milestones in the mission's life cycle" include the phases of mission start-up, mandate implementation, and transition (handover, withdrawal and liquidation). • Mission start-up: During startup, the mission strives to reach an initial operating capability (IOC), and eventually a full operating capability (FOC) so that mandate implementation can begin in all areas of deployment. • Mandate Implementation: During the implementation phase, efforts are focused on carrying out the tasks set out in the Security Council mandate and achieving the objectives set out in the mission plan. Transition (handover, withdrawal and liquidation): The process of handover, withdrawal and liquidation begins following a decision by the Security Council. It involves the departure of mission personnel following the hand-over of all remaining tasks to partners, and the final disposal of mission assets and infrastructure in accordance with United Nations rules.

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 (See 'Additional Resources')
- UN Policy on Integrated Assessment and Planning (IAP),2013
- DPKO Integrated Assessment and Planning (IAP)Handbook, 2013
- DPKO-DFS Mission Start Up Field Guide for Mission Managers of UN Peacekeeping Operations, 2010
- DPKO-DFS and DPA Guidelines on the Mission Concept, 2014
- DPKO-DFS Policy on UN Transitions in the Context of Drawdown or Withdrawal, 2013
- DPKO-DFS Policy on Planning and Review of Peacekeeping Operations, 2016
- Report of the Secretary-General of 8 August 2007 for UNMIL benchmarks (paragraphs 66 and 67 of S/2007/479)
- Report of the Secretary-General of 19 March 2008 for UNMIL benchmarks (Annex I of S/2008/183)
- Report of the Secretary-General of 5 September 2002 for UNAMSIL benchmarks (S/2002/987)
- All Secretary-General's reports

Additional Resources

UN Information

The website for UN peacekeeping: http://www.un.org/en/peacekeeping/
UN Security Council: http://www.un.org/en/sc/

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 using the following links: http://www.un.org/en/peacekeeping/operations/current.shtml; http://www.un.org/en/peacekeeping/operations/past.shtml)

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

Module 1: An Overview of United Nations
Peacekeeping Operations

L e s s o n

1.5

Security Council Mandates in Practice

Relevance

All peacekeeping personnel need to:

- Know

- Follow

- Implement

the Security Council mandate

Learning Outcomes

Learners will:

- Explain why peacekeeping personnel must know the mandate

- List three key planning documents which "operationalize" Security Council mandates

- Describe how the Security Council monitors mandate implementation

Lesson Overview

1. Why should Peacekeeping Personnel be Familiar with the Security Council Mandate?

2. Establishing the Mandate for a Peacekeeping Mission

3. Translating the Security Council Mandate into an Operational Framework

4. Monitoring the Mandate

5. Completion of the Mandate

Linking the Mandate to the Conflict

Instructions:

- Consider the cases of violent conflicts
- What should be in the peace agreement?
- What should be in the mandate of a UN peacekeeping mission?

Time: 10 minutes

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

1. Why should Peacekeeping Personnel be Familiar with the Security Council Mandate?

- Set tasks required, including cross-cutting, thematic tasks based on International Law

- Expected to implement mandate

- Need to explain the UN peacekeeping operation's (UNPKO) presence
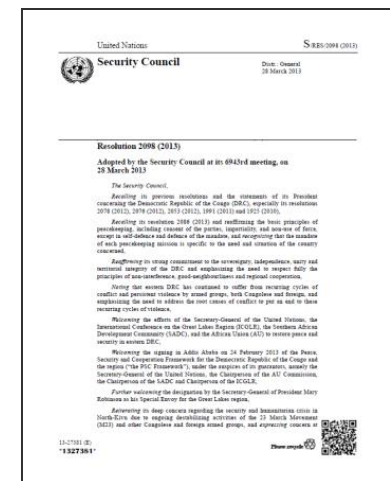
2. Establishing the Mandate for a Peacekeeping Mission

1. Security Council considers a UNPKO as a suitable response to a conflict situation

2. Strategic Assessment of the conflict situation to identify UN system engagement

3. Technical Assessment Mission to the country to analyse the situation on the ground

4. Security Council decides to deploy a UNPKO – adopts resolution with mandate

Analysis of a Security Council Mandate

Instructions:

- Consider the mandate of the case study
- Identify the tasks to be carried out
- Discuss the importance of detailed plans

Time: 5 minutes

- Group work: 3 minutes
- Discussion: 2 minutes

3. Translating the Security Council Mandate into an Operational Framework

UN-wide plans	▪ UN Integrated Strategic Framework (ISF)
Mission-wide plans	▪ Mission Concept ▪ Mission Results-based Budget (RBB)
Component-level plans	▪ Concept of Operations (CONOPs)

UN Integrated Strategic Framework (ISF)

- UN strategic plan for UNPKO and UN Country Team (UNCT)

- Combines UN mandates and resources

- UN's strategic objectives for peace consolidation in a country

Scope of ISF

Humanitarian

Peace & Security

Development
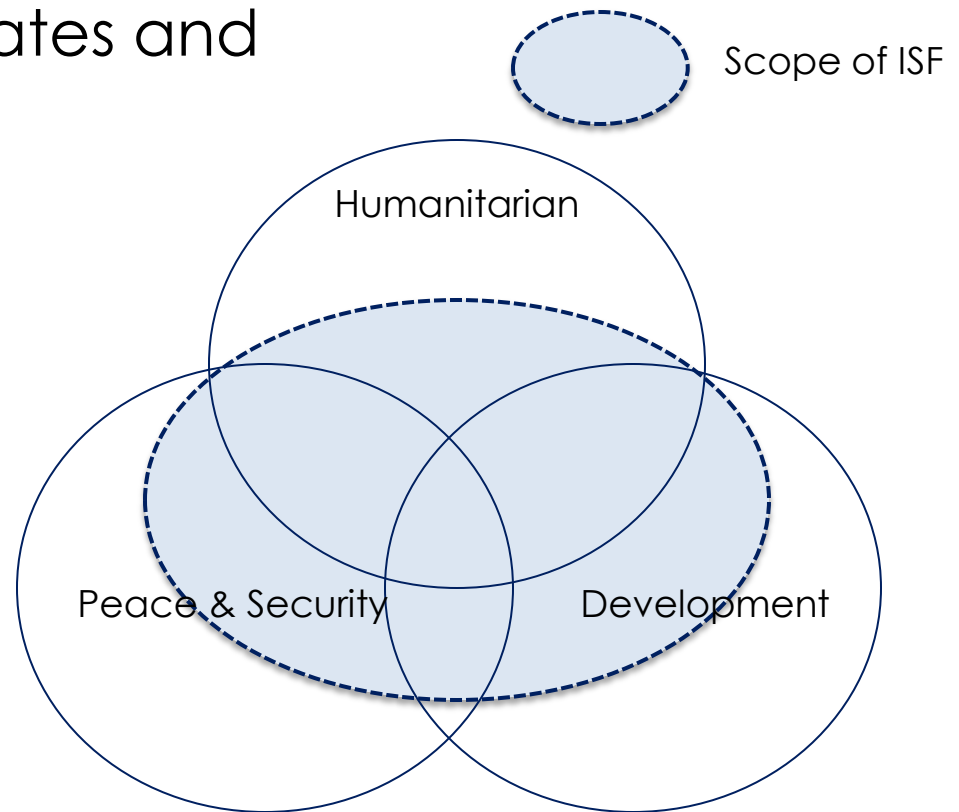
Mission Concept

- Mission plan
- Translates political intent of mandate into strategy, plans and guidance for all
- Informs component-level planning – military, civilian and police personnel or "components"
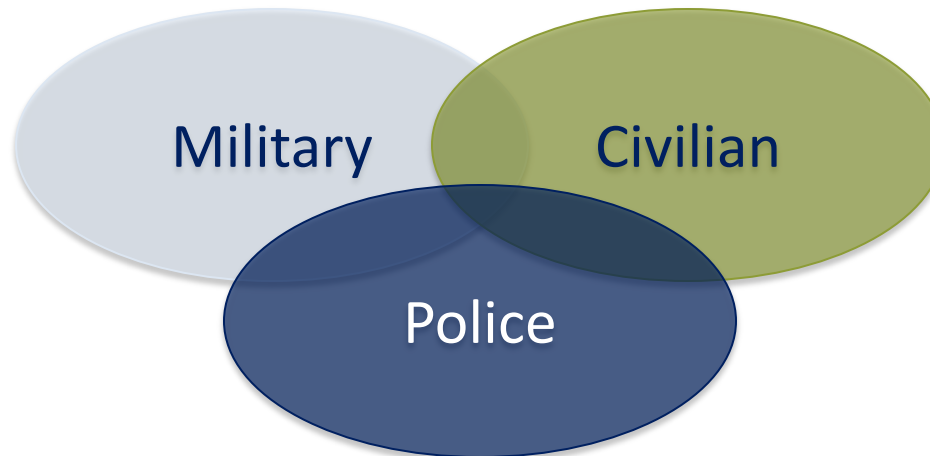
Mission Results-Based Budget (RBB)

- Mission planning with aim to achieve results
- Results achieved through management of resources
- RBB for each UNPKO: expected results, resources for activities, used to measure performance

*BUDGET 8.2 BILLION

LESS THAN **0.5%** OF GLOBAL MILITARY EXPENDITURES
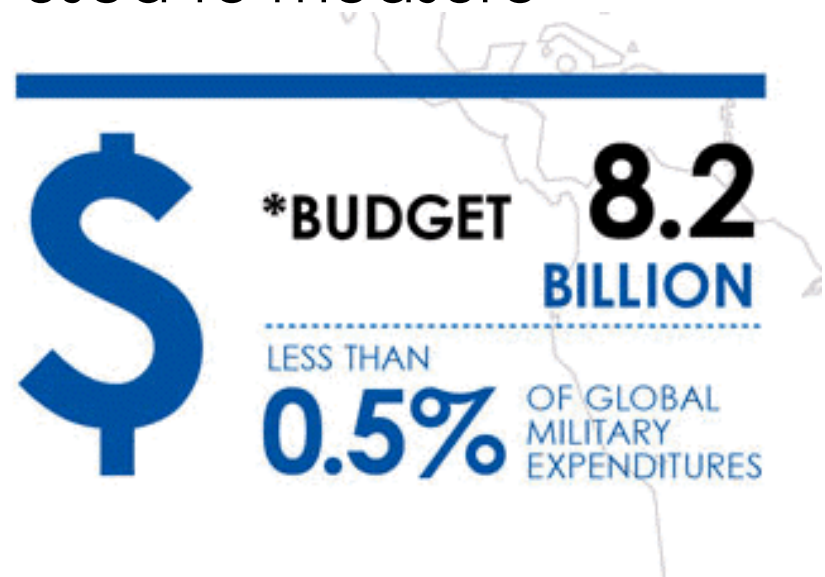
Concept of Operations (CONOPs)

- Component-level planning
- Outlines key security objectives, requirements and tasks for military and police components
- Separate CONOPs for military and police

4. Monitoring the Mandate

- Security Council monitors implementation of mandate through regular reports

- Secretary-General submits reports to Security Council regarding country's situation

- Reports used to adjust, change, assess completion of mandate

5. Completion of the Mandate

- "Benchmarks" or "indicators for success" define successful completion of mandate

- No standard "checklist" of benchmarks

- Appropriate benchmarks adapted to each situation
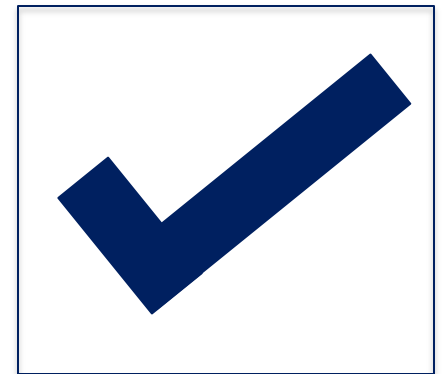
Summary of Key Messages

- Know the mandate – know, implement, explain mission mandated tasks

- Security Council monitors mandate implementation – uses reports to assess, make decisions

- Plans to "operationalize" mandate – UN ISF, Mission Concept, Mission RBB, CONOPs

Questions

Learning Activity

Learning Evaluation

Learning Activities

Detailed instructions for each learning activity may be found below. Here is an overview of learning activities for the instructor to choose from:

Number	Name	Methods	Time
1.5.1	Linking the Mandate to the Conflict	Case study, group work	10-20 minutes
1.5.2	Analysis of a Security Council Mandate	Group work on mandates, discussion	5-60 minutes
1.5.3	Mandates and International Law	Discussion – pairs, small group, plenary	45 minutes

Learning Activity   1.5.1

Linking the Mandate to the Conflict

METHOD

Case study, group work

PURPOSE

To understand the design of Security Council mandates

TIME

Short option: 10 minutes

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

Longer option: 20 minutes

- Group work: 10-15 minutes
- Discussion: 5 minutes

INSTRUCTIONS

- Consider the cases of violent conflicts
- What should be in the peace agreement?
- What should be in the mandate of a UN peacekeeping mission?

RESOURCES

- Learning Activity instructions
- Activity material
- Case studies
- Notes on case studies

Preparation
- Pick two missions. Make sure there is one example for each of the two types of missions: traditional, multi-dimensional.   If participants know their mission of deployment, try to include in this activity. You may decide to use the pre-selected missions for this learning activity.
- Use the background information on the missions to create different case studies of violent conflict. Carry out research on the cause of the conflict, peace agreements (including cease-fire agreements), and original mandate.
- Choose the mandates of the selected missions, whether you will focus on either the original or current mandates. For the pre-selected missions, choose the original mandates. Download mission mandates from: 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 using the following links: http://www.un.org/en/peacekeeping/operations/current.shtml; http://www.un.org/en/peacekeeping/operations/past.shtml
- Prepare handouts with key points on the case studies you have chosen. The real details of the case studies should be hidden so that the exercise can end with a summary of the real facts. The handouts on the case studies will have three parts on: 1) the conflict situation; 2) the peace agreement; and 3) real facts of the mission mandate. You will distribute the three parts of the handouts at different stages during the exercise. Handouts for the pre-selected examples have already been created, including a worksheet to complete group work.
- Make enough copies of the handouts. These will be distributed amongst participants for the exercise. You may also wish to distribute actual copies of the mission mandates at the end of this exercise. This links with the next Learning Activity 1.5.2 on Analysis of a Security Council Mandate.
- Consider whether to also prepare notes on the real facts of the case study for distribution.
- Decide on the small groups. The activity is short, so table groups are good because they are formed and in place.
- Decide on whether you will deliver this exercise in its short or long form.

Pre-selected traditional mission:
- United Nations Disengagement Observer Force (UNDOF) on the Golan Heights, Syria.

Pre-selected multi-dimensional peacekeeping mission:
- United Nations Mission in the Republic of South Sudan (UNMISS)

Instructions

1. Introduce the activity. Participants will explore real-life cases of violent conflicts. They will then create for each case: a) the peace agreement; b) the mandate for a UN peacekeeping mission. The purpose is to link the mission mandate with solutions to the conflict – particularly those contained in the peace agreement.
2. Ask participants to read the case studies. Distribute the worksheets.
3. As a group, participants must answer two questions:
   a) What should be in the peace agreement?
   b) What should be the mandate of a UN peacekeeping mission?
4. Short option: Answer both questions using only key points on the conflict situation. If you are using the pre-selected examples, distribute the worksheet handout to answer both questions. You may also wish to distribute the notes on the case studies after participants have completed all the questions.
5. Long option: Deliver the questions in stages. If you are using the pre-selected examples, distribute the worksheet handout to answer the first question. Distribute the handouts on the case studies to answer the second question. You may also wish to distribute the notes on the case studies after participants have completed all the questions. Ask more specific questions such as:
   a) What issues must the parties to the conflict agree?
   b) What aspects of the conflict would the Security Council need to monitor?
   c) What type of peacekeeping personnel are needed to carry out the tasks?
   d) What type of UN peacekeeping mission will it be? (traditional or multidimensional)
6. Highlight the following:
   a) Importance of the mission mandate linking with solutions to conflict, or peace goals
   b) Importance of analyzing the conflict to understand what solutions are best
   c) Variety of tasks a UN peacekeeping mission can carry out in support of the peace agreement and long term peace goals
7. End the exercise with a brief on the real facts of the case studies. Allow participants to reflect on the decisions and interventions of the UN. Ask participants the following question: Would your decisions on the different interventions change?

1.5.1 Learning Activity Material: Linking the Mandate to the Conflict

Case Study 1: A war broke out between neighbouring Country C and Country D over Territory X along their borders.	
Peace Agreement	**Security Council Mandate for Peacekeeping**
Case Study 2: There are many years of war in Country E between the Government and a political party. The political party wanted to create a new country in the south – Country F.	
Peace Agreement	**Security Council Mandate for Peacekeeping**

1.5.1 Case Studies: Linking the Mandate to the Conflict

Case Study 1

A war broke out between neighbouring Country C and Country D over Territory X along their borders.

A peace agreement was reached between Country C and Country D.

The peace agreement:
- Established a ceasefire
- Provided for a demilitarized or "buffer" zone in Territory X where no armed forces are allowed – the **area of separation**
- Provided for two equal zones on both sides of the area of separation, where the number of armed forces and their weapons would be limited – the **area of limitation.**
- Called for the establishment of a UN observer force to supervise its implementation.

Case Study 2

There are many years of war in Country E between the Government and a political party. The political party wanted to create a new country in the south – Country F.

Various peace agreements were reached between the Government of Country E and the political party – and subsequently between the governments of Country E and Country F.

The peace agreements:
- Ended many years of war – the parties involved in the conflict agreed to the monitoring and verification of the ceasefire
- Called for a referendum to take place to determine the status of the south
- Made provisions for power-sharing in the meantime
- Sought to resolve the conflict in disputed areas
- Made provisions for border demarcation and wealth-sharing between the north and south

Consider each case study. What should be the mandate of a UN peacekeeping mission?

1.5.1 Notes on case studies: Linking the Mandate to the Conflict

Case study 1:

Conflict situation: War between Israeli and Syrian forces in the Golan.

Example of peace agreement:
- Agreement on Disengagement between Israeli and Syrian forces, 31 May 1974
  - Established a ceasefire
  - Provided for a demilitarized or "buffer" zone where no armed forces are allowed – the **area of separation**
  - Provided for two equal zones on both sides of the area of separation, where the number of armed forces and their weapons would be limited – the **area of limitation.**
  - Called for the establishment of a UN observer force to supervise its implementation.

UN peacekeeping mission: UNDOF, June 1974 - Present (Traditional)

Original mandate: Security Council resolution 350 (1974), May 1974
  - Maintain the ceasefire between Israel and Syria
  - Supervise the withdrawal or "disengagement" of all Israeli and Syrian armed forces
  - Supervise the areas of separation and limitation, as provided in the May 1974 Agreement on Disengagement
  - Establish a UN military force and UN military observers to have permanent positions in, patrol and monitor the area of separation both day and night – to ensure that no armed/military forces, except for the UN military force, were present in the area of separation

Case study 2:

Conflict situation: War between the Government of Sudan and the Sudan People's Liberation Movement (SPLM) over the independence of southern Sudan.

Examples of peace agreements:
- The Comprehensive Peace Agreement (CPA) between the Government of Sudan and the Sudan People's Liberation Movement (SPLM), 9 January 2005
  - Ended more than 20 years of war. The CPA also called for a referendum to take place to determine the status of Southern Sudan.
  - Once southern Sudan became an independent state on 9 July 2011 following the April referendum, many of the provisions in the 2005 CPA either became obsolete or dissolved.
  - However, the conflict continued over oil, border demarcation, and over disputed areas – including who was eligible to vote in the referendum to determine whether Abyei will remain part of the Sudan or join the South Sudan. Other peace agreements have been reached between the Governments of Sudan and South Sudan.
- Agreement between the Government of Sudan and the Sudan People's Liberation Movement (SPLM) on Temporary Arrangements for the Administration and Security of the Abyei Area, 20 June 2011
- Framework Agreement between the Government of Sudan and SPLM (North) on Political and Security Arrangements in Blue Nile and Southern Kordofan States, 28 June 2011
- Agreement between the Government of Sudan and the Government of South Sudan on Border Security and the Joint Political and Security Mechanism, 29 June 2011

UN peacekeeping mission: UNMISS, July 2011-Present (Multidimensional)

Original mandate: Security Council resolution 1996 (2011), 8 July 2011
  - Support for peace consolidation, to foster longer-term state-building and economic development for the new country of South Sudan
  - Support to the Government of the Republic of South Sudan in exercising its responsibilities for conflict prevention, mitigation and resolution, as well as to protect its civilians
  - Support to the Government of the Republic of South Sudan in developing its capacity to provide security, establish rule of law, and strengthen the security and justice sectors – according to the principles of national ownership, and in cooperation with t UN Country Team and other external partners
  - Observe and report on the implementation of the agreement on border monitoring – including flow of armed persons, weapons and related materials
  - Use all means necessary to protect civilians
  - Deploy 7, 000 military personnel (including military liaison officers and staff officers), 900 police personnel (including formed police units), and an appropriate civilian component (including technical human rights investigation expertise) to carry out these tasks in the mandate

Learning Activity   1.5.2

Analysis of a Security Council Mandate

METHOD

Group work on mandates, discussion

PURPOSE

To deepen understanding of the link between Security Council mandates and tasks of UN peacekeeping operations

TIME

Short option: 5 minutes

- Group work: 3 minutes
- Discussion: 2 minutes

Longer option: 60 minutes
- Group work: 3 minutes
- Discussion: 2 minutes
- Small group discussions:15-20 minutes
- Report back: 25 - 30 minutes to (allowing 3-5 minutes per group – more groups may need more time to report)
- Debrief and close activity: 10 minutes

INSTRUCTIONS

- Consider the mandate of the case study
- Identify the tasks to be carried out
- Discuss the importance of detailed plans

RESOURCES

- Learning Activity instructions
- Activity material

Note on use: This learning activity looks at the tasks for the mandate of a UN peacekeeping mission. Module 2 covers mandated tasks in more detail. Learning Activity 2.2.6 builds on the analysis of mandates to reinforce learning.

Preparation
- Decide on whether you will deliver this exercise in its short or long form. The shorter version is possible if delivered as a continuation of Learning Activity 1.5.1 on Linking the Mandate to the Conflict.
- Depending on whether you deliver the activity in short or long form, decide on the small groups. For the long version, decide on groups of 4-8 people. Where participants know their mission of deployment, make mission-specific groups.
- If you choose to deliver the longer version, prepare sets of 3-4 mandates for each group, and enough copies for each participant. Put the sets for each group in folders, for easier distribution. Select a wide variety of mandates, for different types of peacekeeping operations. (If participants know where they will be deployed, let them concentrate on their specific mandate but still read the others).
- Consider using the selected examples from Learning Activity 1.5.1 on Linking the Mandate to the Conflict. This will allow for continuation if this learning activity has been delivered using these pre-selected examples. Consider using mandates from these missions: MINURSO, UNMIL, MONUSCO, UNOCI, UNMISS, UNOMIG, MINUSTAH.
- Download mission mandates from: 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 using the following links: http://www.un.org/en/peacekeeping/operations/current.shtml; http://www.un.org/en/peacekeeping/operations/past.shtml
- Consider giving copies of mandates the day before the session, as homework. If not possible, give extra time at the beginning of the session for participants to read the mandates and plan to use fewer questions.
- Read the chosen mandates and the list of questions. Add questions of your own. Choose the questions for the groups, and make an answer sheet. Prepare to use it to prompt with hints and correct answers. Assign different questions to different groups, so report-backs are not repetitive. Minimum number of questions 2-3 per group. It takes 20-25 minutes to complete 4-5 questions for several mandates (some questions will take longer). Print out a copy of selected questions for each group.
- Prepare main themes to debrief – see notes below.

Instructions
1. Identify the groups and distribute the folders with sets of mandates to read the day before the exercise. If not, distribute folders with mandates on the day.
2. Introduce the activity and the timing. Timing will depend on whether the exercise is delivered in the short or long form. For the longer version, groups will work for about 20 minutes to compare mandates of different peacekeeping operations and discuss the answers to the questions. Brief reports will be made back to the large group. Allow time for reading mandates if necessary. Invite questions and get groups working.
3. Short option: Ask participants to briefly review the mission mandates. Ask the questions:
4. Long option: Ask participants to review the mission mandates in detail. Guide participants in reading and understanding Security Council mandates with specific questions (please see below). Groups must report back. Participants who know their mission of deployment should use this exercise to deepen knowledge of the mandate.
5. Bring the groups back after the allocated time. For the longer version, have each group report. If some groups have the same mandates, ask them to answer different questions rather than having the same answers repeated. For the short version, wrap up with key points. Ask the other groups whether they agree with the answers provided.
6. Summarize main points and reinforce this lesson's key messages, including diversity of mandates.

Points for instructor debriefing
1. All mandates for multi-dimensional peacekeeping operations mention the **name of a specific peace agreement.** The mandate is to support the implementation of that peace agreement. Mandates for traditional peacekeeping operations often do not mention a peace agreement because it does not yet exist. A cease-fire agreement (a type of peace agreement) may exist, and may be mentioned in the mandate.
2. **Language on the use of force differs** between mandates. No standard language exists. Terms in use evolve. Language may be vague for political reasons. Highlight the lack of clarity that may exist at the political level. Operational guidance covered in Lesson 1.5 is necessary because of this lack of clarity.
3. **Language on protection of civilians differs** between mandates. The POC mandate in peacekeeping focuses on addressing the gravest threats of physical violence against civilians. As with the use of force, language used by the Security Council has evolved. An example is the Security Council indicating that "*without prejudice to the responsibility of the Government, UN peacekeeping operations should protect civilians under imminent threat*" (see for example, the mandate of UNAMID).
4. Multi-dimensional peacekeeping operations are often mandated to facilitate **humanitarian assistance**. The mission usually provides security or support when humanitarian assistance is provided outside the peacekeeping operation. Peacekeeping operations generally do not provide humanitarian assistance directly.

5. Mandates for multi-dimensional peacekeeping operations will have one or more references to **women and children.** The Security Council recognizes they suffer during a conflict. The mandates of all multi-dimensional peacekeeping operations include specific tasks for the mission to promote and protect **human rights.**

6. Most mandates for multi-dimensional peacekeeping operations refer to **DDR –** disarmament demobilization and reintegration.

7. Many multi-dimensional peacekeeping operations are mandated to assist Governments to organize **national or local elections**.
   o In some cases, mandated tasks may also include observing elections.
   o Less common is a mandate for the UN to carry out elections.
   o For elections, different components and the UN Country Team (UNCT) carry out different tasks.
   o For example, military and police components may help ensure security while civilian components work with the UN Development Programme (UNDP) to assist the Government register voters or organize elections.
   o Integrated Support Services in missions may provide logistical support in cooperation with, or in support of, civilian electoral personnel in missions and in UN agencies.
   o In some cases, mission mandate may include providing logistical support to the Government carrying out elections.
   o Mandated tasks related to elections often cut across several different components. Different components of the peacekeeping operation and the UN Country Team must work together.

   Lessons ahead cover more on these subjects.

1.5.2 Learning Activity Material: Analysis of a Security Council Mandate

Questions to combine for different groups

a) *What type of peacekeeping operation does this mandate call for?*

b) Which mandates refer to a peace agreement or cease-fire?

c) Does any sentence indicate the UN peacekeeping operation may use force to protect UN personnel or property? Does the Security Council use the same language for use of force in each mandate?

d) Does any sentence say the UN peacekeeping operation may use force to protect civilians? Is this language the same for all mandates?

e) Which mandates refer to humanitarian assistance? International humanitarian law?

f) How many references are there to women and children in each mandate? Does any mandate not refer to women or children?

g) Does any mandate not include a reference to international human rights?

h) Which mandates refer to disarmament, demobilization and reintegration (DDR) of combatants?

i) Which mandates refer to elections? In which is the UN peacekeeping operation mandated to conduct elections? Which mandates mention support to the national government in conducting elections?

Learning Activity   1.5.3

Mandates and International Law

METHOD

Discussion – pairs, small group, plenary

PURPOSE

To help learners become familiar with how mission mandates link with International Law

TIME

45 minutes
- Establish groups and introduce activity: 5 minutes
- Paired or small group discussion: 25 minutes
- Plenary discussion and debrief: 15 minutes

INSTRUCTIONS

- Consider the mandate
- What links exist between international law and the mission mandate?

RESOURCES

- Learning Activity instructions

Note on use: This activity is useful following presentation of lesson 1.4 content on international law. Lessons on specific cross-cutting thematic tasks which link to international law are also in Module 2.

Module 2 covers mandated tasks in more detail. Learning Activity 2.2.6 builds on the analysis of mandates to reinforce learning.

Preparation
- Decide how you want to create discussion teams – pairs, groups of 3, table groups, or small groups. Each group should have not more than six people.
- Based on the number of discussion teams, choose mission mandates for the exercise. Use mission mandates from an earlier exercise, if you have them. This has the advantage of participants already being familiar with them. In this activity, leaders will reconsider mandates in relation to international law.
- Download mission mandates from: 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 using the following links:
  http://www.un.org/en/peacekeeping/operations/current.shtml
  http://www.un.org/en/peacekeeping/operations/past.shtml

Instructions
1. Organize participants into discussion teams.
2. Introduce the activity. Hand out mission mandates, or ask participants to use ones from a previous exercise.
3. Ask participants to reflect on what they have learned about international law, as they read over the mandate. Then move to discussion.
4. The guiding question for discussion is: *What links exist between international law and the mission mandate?* Encourage people to make as many links as possible, and be ready to share them in plenary discussion.
5. Draw people back to the large group after 20-25 minutes. Monitor the groups. Move to a large group discussion sooner if groups run out of links.

Examples of links between international law and mission mandates
Security Council mandates detail tasks which link to international law. These cross-cutting thematic tasks are assigned on the basis of landmark Security Council resolutions. In particular, based on international law the resolutions strongly condemn:

- Torture
- Gender-based and sexual violence
- Violence against children
- The recruitment and use of child soldiers
- The trafficking of human beings
- The intentional denial of humanitarian assistance

Note: This list is not exhaustive.

Evaluation

Note on use: The three types of learning evaluation questions are:
1) Fill in the blank / sentence completion
2) True-false
3) 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.

Other suggestions for evaluating learning follow the table.

Evaluation Questions for Lesson 1.5	
Questions	**Answers**
Fill-in-the-blanks	
1. _____ means official order, directive or authorization to take specific action.	Mandate
2. The _____ gives the mandate for a UN peacekeeping operation.	UN Security Council
3. Two types of assessment done before the Secretary-General recommends peacekeeping action to the Security Council are _____ and _____.	1. Strategic Assessment: a UN system-wide analysis of the conflict situation. It brings together UN political, security, development, humanitarian and human rights entities – including the UN Country Team (UNCT) in the country of interest – to: • Develop a shared understanding of the conflict or post-conflict situation • Identify the role of stakeholders and core peace consolidation priorities • Define the best framework for UN engagement 2. Technical Assessment Mission (TAM): goes to the country or territory recommended for a peacekeeping operation. The TAM involves the UNCT and may have people from the wider UN system to:

	▪ Develop a shared understanding of the conflict or post-conflict situation ▪ Assess and analyse circumstances on the ground (overall security, political, humanitarian, human rights and military situation) ▪ Considers the implications of a possible UN peacekeeping operation
4. The _____ is the detailed plan which puts the Security Council mandate into action. These planning documents clarify the roles and responsibilities of military, civilian and police personnel.	Operational Framework A Security Council mandate is a strategic decision. The Operational Framework gives details on how a mission implements a Security Council mandate.
5. The _____ contains the vision and focus of the mission, and gives a roadmap for organizing the mission's work.	Mission Concept.
6. The _____, outlines 1) key security objectives,2) requirements and 3) tasks for military and police components. Military and police have their own.	Concept of Operations, CONOPs.
7. The _____ is a mission planning tool which aims to achieve results. The mission achieves results through the management of resources.	Results-based budget, RBB. The UN uses RBB in two ways: 1. to get resources for peacekeeping; 2. to measure performance.
8. The Security Council monitors the implementation of the mandate through _____.	Regular reports. The Security Council requires regular reports from the Secretary-General on a country's situation. Peacekeeping operations provide daily, weekly and monthly reports to Headquarters. The Under-Secretary General of DPKO prepares summary reports. The Security Council can adjust or change the mandate of the peacekeeping operation, based on these reports. The Security Council uses the reports to ▪ assess when an operation has completed its mandate, and ▪ decide when an operation should transition or withdraw.
9. A change in mandate for a peacekeeping operation requires a new _____.	Security Council resolution.

True-false	
1. All peacekeeping personnel carry out the mandate of a peacekeeping operation.	**True**. That is why it is critical for peacekeeping personnel to know the current mandate of their mission. The Security Council may update mandates, in new resolutions.
2. The Security Council only gives one mandate for any peacekeeping operation.	**False**. As circumstances change, the Security Council may change the mandate, issuing a new resolution.
3. The UN expects peacekeeping personnel to keep confidential a Security Council resolution with a mission's mandate.	**False**. Security Council resolutions with mandates are public documents. The UN expects peacekeeping personnel to memorize the mandate so they can share and explain it to local people.
4. A Strategic Assessment brings together UN political, security, development and human rights parts to analyse the conflict situation.	**True**. The main purposes of the strategic assessment are to: ▪ develop a shared understanding of a conflict or post-conflict situation ▪ develop role of stakeholders and core peace consolidation priorities ▪ define the best framework for UN engagement. The Strategic Assessment is followed by a Technical Assessment Mission (TAM) to the country or territory recommended for a peacekeeping operation. Both the Strategic Assessment and the TAM involve representatives from different parts of the UN system. Follow-up question: Why does the UN bring together representatives of all these parts? Because armed conflicts are increasingly complex, and call on all parts of the UN's work.
5. A Security Council mandate gives detailed instructions for managing a UN peacekeeping operation.	**False**. A Security Council mandate gives high-level strategic direction. It does not give details or specific instructions to guide how a mission implements the mandate. The "operational framework" contains key planning documents which guide how a mission implements a Security Council mandate. These detailed plans put into action or "operationalize" a Security Council mandate.
6. The Operational Framework is one document.	**False**. At least six key planning documents are part of an operational framework:

	1. Integrated Strategic Framework (ISF) 2. Mission Concept 3. Concept of Operations (CONOPs) 4. Rules of Engagement (ROE) 5. Directive on the Use of Force (DUF) 6. Mission's Results-Based Budget (RBB)
7. The Integrated Strategic Framework (ISF) is a strategic plan for the peacekeeping operation only.	**False.** The ISF is a strategic plan for the peacekeeping mission and other UN actors in the host country (UNCT). The UN takes an integrated approach for better results. A host country's peace consolidation needs are better met when the peacekeeping mission and UNCT work together on agreed priorities. The principle of integration maximizes the individual and collective impact of the UN actors in conflict and post-conflict situations. "Integrated Assessment and Planning" ensures one common UN vision and strategy.
8. Police and military components in a peacekeeping mission have their own CONOPs.	**True**. The military and police components have their own CONOPs: ▪ "Military Strategic Concept of Operations", and ▪ "Police Concept of Operations".
9. Every mandate for UN peacekeeping is adapted to a particular conflict and existing peace agreement.	**True**. UN peacekeeping operations are deployed to support implementation of a cease-fire or peace agreement. There must be "peace to keep". The type and content of peace agreements reached by parties to a conflict influence Security Council mandates.

Narrative
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.*

1. Why must peacekeeping personnel know the mandate of their peacekeeping operation?	1. The mandate sets the tasks of the peacekeeping mission 2. UN peacekeeping personnel are deployed to carry out or "implement" the tasks set in the mandate. 3. UN peacekeeping personnel must explain why the peacekeeping operation is in a country and what it does.
2. List the key partners DPKO and DFS consult with in a strategic assessment of a crisis situation.	1. UN system, including the UNCT 2. host government, national authorities 3. civil society, local representatives

		4. regional, sub-regional organizations 5. international financial institutions (IFIs) such as the World Bank, International Monetary Fund 6. key members states (potential troop and police contributing countries, donor countries for a UN peacekeeping operation)
3.	What relationship exists between the Mission Concept and the Concept of Operations (CONOPs)?	▪ The Mission Concept is developed from the mandate; ▪ The CONOPS is prepared from the Mission Concept.
4.	What are reasons for the UN to revise the Mission Concept?	Any change in conditions may require development or revision of a Mission Concept. For example: ▪ change in mission mandate ▪ reconfiguration of the mission or UN presence ▪ key milestones in the mission's lifecycle (such as completion of DDR programmes, or a successful election)
5.	What is the main purpose of a CONOPS?	The Concept of Operations (CONOPS) outlines 1) key security objectives, 2) requirements and 3) tasks for military and police components.
6.	What are regular reports from the Secretariat (Under-Secretary General of DPKO) and Secretary-General to the Security Council used for?	Regular reports are used by the Security Council to monitor the implementation of the mandate. The Security Council uses the reports to: ▪ Assess when an operation has completed its mandate ▪ Decide when an operation should transition or withdraw
7.	When has a peacekeeping mission successfully completed its mandate?	"Benchmarks" or "indicators for success" define when a peacekeeping operation has successfully completed its mandate. ▪ No standard "checklist" exists of benchmarks or indicators for success. Appropriate benchmarks are adapted to each situation. The choice depends on the underlying causes of conflict and dynamics. Benchmarks may change, as a situation evolves. ▪ The UN uses benchmarks specific to each mission. The UN uses the information in Secretary-General's reports and Security Council

	resolutions to try and set benchmarks for individual peacekeeping operations.
	▪ Examples for traditional missions: when states or parties agree to a peaceful resolution
	▪ Examples for multi-dimensional missions:
	- absence of violence conflict
	- absence of large-scale abuses of human rights
	- respect for rights of women and minorities
	- ability of national military and police to provide security and maintain public order, with civilian oversight and respect for human rights
	- legitimate, functioning political institutions, e.g. legislature
	- free and fair elections
	- women and men having equal rights to vote and seek political office

More Ways to Evaluate Learning

▪ Ask table groups more complex questions. Get participants to pool their ideas on answers before sharing them with the full group. Encourage participants to help each other.
▪ Adapt the above to "yes-no" questions. Ask table groups to a briefing. Each group can cover a different topic. Topics may cover the key documents used to operationalize mission mandate.