

**Security Council**

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**Letter dated 24 December 2015 from the Chair of the
Security Council Working Group on Peacekeeping Operations
addressed to the President of the Security Council**

I have the honour to transmit herewith the concept note of this year's sixth thematic discussion of the Security Council Working Group on Peacekeeping Operations, held on 31 August on the theme "Bilateral and multilateral capacity-building for troop and police contributing countries".

I should be grateful if the present letter and the concept note could be brought to the attention of the members of the Security Council and issued as a document of the Council.

(Signed) Mahamat Zene **Cherif**
Chair
Security Council Working Group
on Peacekeeping Operations



Annex to the letter dated 24 December 2015 from the Chair of the Security Council Working Group on Peacekeeping Operations addressed to the President of the Security Council

Concept note for the 31 August 2015 Security Council Working Group on Peacekeeping Operations thematic discussion on “Bilateral and multilateral capacity-building for troop-contributing countries/police-contributing countries”

On 31 August 2015, Chad, as Chair of the Security Council Working Group on Peacekeeping Operations, will hold a thematic discussion on “Bilateral and Multilateral Capacity-building for TCCs/PCCs”. This discussion will bring together Security Council members and a broad range of TCCs/PCCs to consider how to leverage important bilateral and multilateral capacity-building to more predictably create the impact desired by all involved: the donor country, the recipient country or regional organization and the United Nations. The Deputy Permanent Representative of Japan to the United Nations, Mr. Yoshifumi Okamura and the Director of the Division of Policy, Evaluation and Training (DPET) in the Department of Peacekeeping Operations, Mr. David Haeri have been invited to brief.

Train and equip programs

Bilateral programs to advise, train and/or equip TCCs/PCCs have been a feature of UN peacekeeping for decades. These programs are sponsored by a number of Member States and other actors and take on a variety of forms. Such assistance can be credited over the years with broadening the base of contributors to UN peacekeeping, helping to fill key capability gaps in missions, raising the overall level of peacekeeping performance in the field, and fostering valuable bilateral defence and diplomatic ties between Member States. At the Peacekeeping Summit held in 2014, many countries expressed an interest in contributing to building the capacity of other TCCs/PCCs, potentially indicating an opportunity to significantly expand capacity-building across a wider group of Member States.

Train and equip programs can take the form of one-off support arrangements between two States to fill a specific need or they can be long-term capacity-building partnerships that span a number of countries and take place over decades. The longest-running such program is the Africa Contingency Operations Training & Assistance (ACOTA) program operated by the United States since 1997. ACOTA is now part of a broader program called the Global Peace Operations Initiative (GPOI) that works with 52 partner countries in Africa, Asia, Europe and Latin America. In 2014, the US announced the African Peacekeeping Rapid Response Partnership (APRRP), an investment of \$110 million per year for 3-5 years to build the capacity of African militaries to rapidly deploy peacekeepers. Other large and long-term bilateral programs include, among others, Norway’s Training for Peace, Italy’s Center of Excellence for Stability Police Units (CoESPU), and France’s RECAMP. A recent initiative by Japan will work to develop the engineering capabilities of other TCCs by providing training and sets of major engineering equipment.

Some multilateral organisations have capacity-building programs as well. In its June 2015 conclusions, the European Council recalled the need for “empowering

and enabling partners to prevent and manage crises, including through concrete projects of capacity building with a flexible geographic scope”. This is to be done through the so-called “train and equip” or “enable and enhance” initiative, which builds on lessons from the EU military training missions in Somalia and Mali. NATO has its Defence Capacity Building Initiative (DCBI), which focuses on helping partner nations build more modern and professional armies. Through DCBI, NATO also offers assistance to non-partner nations, at their request or that of another international organization. In addition, both the EU and NATO have been providing expert and training support to the African Standby Force (ASF) at the request of the African Union, mostly through courses and training events. The European Union’s “African Peace and Security Architecture” programme supports the building of AU capacity towards, inter alia, the operationalization of the ASF.

Ideally, capacity-building for UN peacekeeping is targeted toward specific UN capability and mission requirements and conducted in an efficient and sustainable manner. At times, however, programs have been characterized by an absence of coordination, as well as a lack of tailoring to the exact needs of the recipients or to the requirements of UN peacekeeping. In too many cases, the recipient countries receive training that is not relevant to the tasks to be conducted or consistent with UN training standards, and equipment that cannot be operated and/or maintained by the recipient beyond a brief initial period. Sustained investments by the relevant TCCs/PCCs themselves are also an important requirement for long-term success.

Operational partnerships/co-deployments

Operational partnerships occur when two or more countries combine personnel to deploy to a peacekeeping operation. Such partnerships can be a key mechanism for building the capacity of new and emerging TCCs. According to a recent study, there have been 41 cases of operational partnerships in eight UN operations between 2004 and 2014.¹ Partnerships can range from a few troops of one country embedded into another country’s battalion to two countries joining up individual companies to form a battalion together. Along with the size, operational partnerships can vary according to the amount of integration of the command and control arrangements.

Operational partnerships have proven useful for new TCCs navigating the UN peacekeeping system for the first time as well as smaller TCCs which lack the resources to deploy entire units on their own (or sustain them). The above-mentioned study outlined a number of benefits of partnering for both small and large TCCs, among them: to make up for shortfalls that prevent or hinder deployment; to receive assistance in navigating UN MOU and other requirements; and to share mission burdens to the mutual benefit of the partners. Some smaller TCCs that partner with larger TCCs also receive free training and equipment from their larger partners. A number of countries have “graduated” to deploying formed units in UN peacekeeping by beginning their experience by embedding only a few troops in another country’s contingent.

Developing a new operational partnership can be a challenging undertaking, given the multitude of factors that go into finding another military compatible and flexible enough to work with in a potentially hostile environment. However, the

¹ Donald C. F. Daniel, Paul D. Williams, and Adam C. Smith, “Deploying Combined Teams: Lessons-Learned from Operational Partnerships in UN Peacekeeping,” Providing for Peacekeeping No. 12, International Peace Institute, August 2015.

record of such partnerships shows the potential benefits that can accrue to both partners and the United Nations. Member States should consider whether more could be done to promote operational partnerships, as well as disseminate the lessons learned and challenges of such experiences. Consideration should also be given to the trade-offs with partnering, including the potential impact on operational effectiveness, especially in high-risk environments.

Coordination mechanisms

The C-34's 2014 report reiterated the need for greater coherence of capacity-building efforts and encouraged the Secretariat "to continue to play a significant role in improving coordination among the capacity-building efforts of various regional, multilateral and bilateral actors directed towards establishing long-term and stronger relationships with current or potential troop contributing countries, including through developing outreach strategies". Improving linkages between bilateral capacity-building efforts and actual requirements for UN peacekeeping operations remains a priority for DPKO/DFS. The New Horizon non-paper referred to efforts to help match demand and supply and notes DPKO/DFS commitment to engaging constructively with capacity-building support mechanisms. It acknowledged a role for the United Nations in providing clearer operational requirements and projections of short, medium and longer-term demands and gaps in UN peacekeeping.

In 2015, the Strategic Force Generation and Capability Planning Cell was created to assist in planning and coordinating mid- to long-term DPKO/DFS engagement with Member States to help meet current and future UN peacekeeping capability needs. As part of its outreach efforts, the Cell is intended to support, guide and coordinate strategic engagement with current and potential contributors of peacekeeping capabilities. This includes helping to direct the political-level engagement on force generation and capability planning with all relevant Member States, as well as coordinating DPKO/DFS engagement with related initiatives undertaken by Member States. It is also envisioned that when appropriate, the Cell can help facilitate operational and capacity-building partnerships among Member States.

Outside of the UN context, initiatives to coordinate capacity-building have largely emanated from the Group of 8 mechanism. Through the 2004 G8 Action Plan on Expanding Global Capability for Peace Support Operations, G8 members committed themselves to "establish G8 expert-level meetings to serve as a clearinghouse for exchanging information". The Africa Clearing House (ACH) was created as an annual meeting chaired by the G8 Presidency for the purpose of coordinating peace operations capacity-building activities in Africa by the G8, UN, AU and other international donors and organizations. The first ACH took place in October 2004; subsequent meetings were held on an annual basis until 2013. Peacekeeping contributing countries, capacity-building donors and representatives of regional and multilateral organizations also met under the umbrella of the Global Clearing House for Peacekeeping Capacity-Building from 2007-2010.

While a useful forum to exchange contacts and highlight the needs of TCCs, the utility of these meetings for effective coordination has been limited. There have also been a number of efforts to develop so-called "virtual clearinghouse" mechanisms. The idea is that a web-based platform could clearly communicate both

the needs of TCCs and the available resources of donor countries. In practice, these virtual clearinghouses, such as the G8 Africa Clearinghouse Database (g8africaclearinghouse.org) have suffered from a lack of sustained engagement from all parties.

Key questions for consideration

- How can TCCs/PCCs that require capacity-building assistance access programs being offered? How can they know what range of assistance is available, as well as communicate their own needs?
 - What has been the track record of capacity-building initiatives to date? What has worked and what has not worked?
 - How can initiatives be better coordinated to achieve greater efficiency? Can certain Member States take on the task of building a specific capacity (or capacities) according to their comparative advantage?
 - How can initiatives be better aligned with current and emerging capability requirements for UN peacekeeping to achieve greater effectiveness?
 - What can be done to increase the sustainability of capacity-building efforts?
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