



THE CAIRO ROADMAP
**ENHANCING THE PERFORMANCE OF PEACEKEEPING OPERATIONS:
FROM MANDATE TO EXIT**



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INTRODUCTION

The purpose of the United Nations (UN) Secretary-General's Action for Peacekeeping (A4P) initiative, and the subsequent broadly endorsed Declaration of Shared Commitments on United Nations Peacekeeping Operations, is to renew the individual and collective commitments of UN Member States –in their various capacities[1]– to strengthen UN peacekeeping operations. It is based on a shared appreciation of previous successes/failures, and a keen understanding of the challenges that lie ahead.

This Roadmap aims to advance the ongoing reform efforts by presenting concrete and actionable recommendations for the implementation of the A4P. The recommendations take into consideration the primary objective of the Secretary-General's initiative (and the Declaration of Shared Commitments): enhancing the performance and, consequently, the effectiveness of UN peacekeeping.

To this end, the Roadmap draws upon outcomes of other key policy documents, most notably the three strategic reviews of 2015[2] and Security Council Presidential Statement of December 2017[3]. It is partially based on the outcome of the “Cairo High-Level Regional Conference on Enhancing the Performance of Peacekeeping Operations: From Mandate to Exit,” organized by the Government of Egypt and the Cairo International Center for Conflict Resolution, Peacekeeping, and Peacebuilding (CCCPA), on 18-19 November 2018.[4] The current version has also benefited from comments received during an extensive consultations with other member states, the UN Secretariat, and leading practitioners and subject-matter experts, including during two events organized by the Egyptian Mission in New York in December 2018 and February 2019.

[1] As host nations, troop and financial contributors, and members of international and regional organizations.

[2] The reports of the High-Level Independent Panel on Peace Operations (HIPPO), the Group of Experts on the Review of the Peacebuilding Architecture and the Global Study on the Implementation of Security Council Resolution 1325 (2000) on Women, Peace and Security.

[3] S/PRST/2017/27

[4] Held against the backdrop of ongoing reform efforts at the UN and beyond, including most notably the A4P initiative, the conference aimed to develop concrete recommendations and action points to advance the implementation of the Declaration of Shared Commitments. It provided a platform for top African and Arab troop/police-contributing countries to exchange views with other key stakeholders in UN peacekeeping operations, including host nations, members of the Security Council, the UN Secretariat, the African Union Commission, regional peace and security mechanisms, as well as leading global and regional think tanks, on enhancing the effectiveness of peacekeeping operations.

"THIS ROADMAP AIMS TO ADVANCE THE ONGOING REFORM EFFORTS BY PRESENTING CONCRETE AND ACTIONABLE RECOMMENDATIONS FOR THE IMPLEMENTATION OF THE A4P"



PERFORMANCE OF PEACEKEEPING MISSIONS

The Roadmap defines “peacekeeping performance” as “the ability of a peacekeeping mission to achieve its strategic political objectives, set forth by the Security Council – and revised as the need arises – in its mandate, subject to the availability of the appropriate resources and its functioning in a coherent and integrated manner, through measurable progress towards exit.”

As such, enhancing the performance of peacekeeping (i) requires a clear and adaptable political strategy; (ii) is a shared responsibility between all peacekeeping actors and stakeholders; (iii) covers the entire life cycle of the peacekeeping mission (from mandate to exit), (iv) requires capable leadership, (v) demands “whole of mission” coherence, and an integrated approach to mandate implementation, including through the contribution of the UN development system. Accordingly, this Roadmap aims to ensure a balanced, concurrent and mutually reinforcing implementation framework for the Shared Commitments, as follows:



FIRST: ADVANCE POLITICAL SOLUTIONS, INCLUDING THROUGH CLEAR, FOCUSED, PRIORITIZED, SEQUENCED, ACHIEVABLE & APPROPRIATELY-RESOURCED MANDATES

In line with the Shared Commitments to advance political solutions to conflict and to pursue complementary political objectives and integrated strategies, the following recommendations are proposed:

1- The UN Secretariat is encouraged to complement (or update as appropriate) the comprehensive reviews of eight UN peacekeeping operations with a focus on assessing:

a) The state and viability of the current political strategies of various UN missions-- in line with relevant UN Security Council mandates/resolutions, for attaining lasting political solutions. These political strategies need to be time-bound, with clear benchmarks; nationally-owned (the whole of government and other national stakeholders); and regionally/internationally-supported.

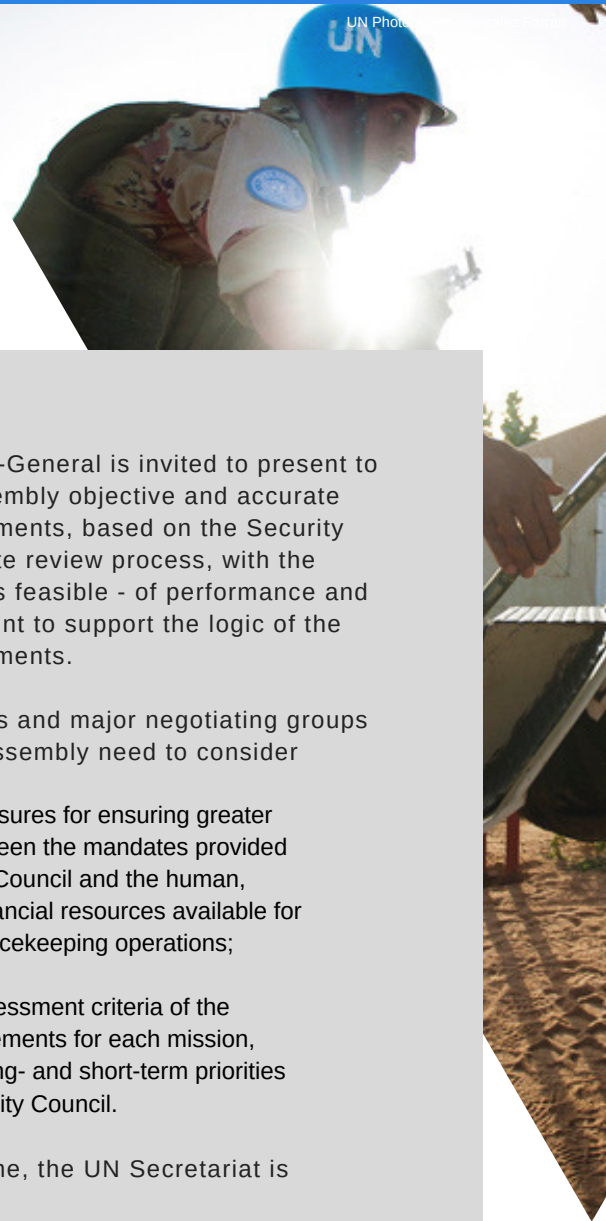
b) The state of political and operational complementarity between the UN mission and the strategies/policies/interventions of national, regional and other international actors, including the UN Country Team engaged in and/or deployed in the same mission-area for attaining similar and/or complementary objectives.

c) The need/opportunities for re-prioritizing and sequencing existing mandates.

d) The adequacy and appropriateness of the available resources for implementation of the existing mandates and the performance of assigned tasks.

2- Mindful that success needs to be measured against the extent to which the mission contributes to promoting an enabling environment for a sustainable political solution, the Security Council is invited to incorporate the above elements in upcoming renewals/reviews of missions’ mandates, as well as in situations requiring adaptation of a mission mandate to emerging and/or changing political and operational realities.

THE CAIRO ROADMAP INTRODUCES FOR THE FIRST TIME THE CONCEPT OF "QUADRILATERAL CONSULTATION", TO ADVANCE HOST NATIONS' OWNERSHIP OF THE POLITICAL PROCESS



3- Quadrilateral Consultations: Based on consultations with the host nations, the UN Security Council, troop/police-contributing countries and the UN Secretariat (as well as relevant regional and sub-regional organizations and actors engaged in support of the political process), the outcome of these reviews should inform the following areas:

- a) revalidating and rearticulating the long-term vision of the mission's political objectives;
- b) prioritizing key political and operational objectives of the mission over the mandate period, including the most immediate priorities that need to be pursued in a shorter timeframe (based on the proposed parameters put forward by the Secretary-General for sequencing and prioritization of mandates), with an emphasis on addressing the core drivers of conflict;
- c) empowering the mission's leadership and political structure with the aim of advancing its political strategy/objectives;
- d) identifying and pursuing the necessary partnerships and cooperation frameworks with the UN Country Team, international and regional financial institutions, as well as relevant regional and sub-regional actors and organizations;
- e) configuring the mission's force and police structures, size and posture, as well as the civilian substantive and support components, so that they are matched by appropriate human, material (critical equipment) and financial resources in order to attain the set priorities in both operational and programmatic terms.

4- The Secretary-General is invited to present to the General Assembly objective and accurate resource requirements, based on the Security Council's mandate review process, with the incorporation - as feasible - of performance and impact assessment to support the logic of the resource requirements.

5- Member States and major negotiating groups in the General Assembly need to consider

- a) practical measures for ensuring greater coherence between the mandates provided by the Security Council and the human, material and financial resources available for the relevant peacekeeping operations;
- b) objective assessment criteria of the resource requirements for each mission, based on the long- and short-term priorities set by the Security Council.

6- In the meantime, the UN Secretariat is encouraged to:

- a) commission a single independent study on the re-prioritization and sequencing of mandates across missions, with the aim of suggesting improvements to mandate prioritization and sequencing in each specific context, and of matching these prioritized and sequenced mandates with the requisite resources;
- b) commission a joint comparative study of situations where the UN has been engaged with other regional and/or international actors in operational and/or political partnerships with a focus on areas of complementarity and comparative advantage; and
- c) facilitate external reviews of the performance of UN peacekeeping operations, including assessments and reviews undertaken by troop/police-contributing countries, in accordance with mutually agreed-upon performance assessment parameters.

"THE PERFORMANCE OF A PEACEKEEPING OPERATION SHOULD BE MEASURED IN RELATION TO: POLITICAL AND OPERATIONAL REALITIES, PRIORITIES SET FOR IMPLEMENTING THE MANDATE, ADEQUACY AND APPROPRIATENESS OF RESOURCES, AND CLEAR OBJECTIVES OF THE OPERATION"



SECOND: HOLD ALL CIVILIAN AND UNIFORMED PEACEKEEPERS, PARTICULARLY LEADERSHIP, ACCOUNTABLE FOR EFFECTIVE PERFORMANCE UNDER COMMON PARAMETERS, WHILE ADDRESSING PERFORMANCE SHORTFALLS

The performance of a peacekeeping operation should be measured in relation to (i) the political and operational realities within which it functions, (ii) the priorities set for implementing the mandate, (iii) the adequacy and appropriateness of resources, and (iv) the clear objectives of the operation, as agreed upon between the Headquarters and the field.

7- To that end, the UN Secretariat is invited to integrate the following in its reporting to the Security Council, while developing common parameters for performance measurement:

- a) The agreed-upon operational objectives of the mission, and the measures that have been put in place to enhance the whole-of-mission performance of all components in order to deliver on those objectives;
- b) An assessment by the mission's leadership and troop/police-contributing countries of the obstacles and shortfalls affecting the attainment of the common objectives and undermining the performance of the mission at the strategic and operational levels;
- c) The practical framework within which outstanding performance is rewarded and underperformance is accounted for;
- d) The implications of the presence within the same mission area of partner operations with varying mandates, operational doctrines, skillsets

and capabilities on attaining the set priorities and agreed-upon objectives. In this regard, efforts to address overlaps, duplications, mismatches and/or contradictions, as well as efforts to harmonize communications and operational procedures, should be particularly highlighted;

e) The extent to which gender perspectives have been integrated in the work of peacekeeping operations, as well as their practical impact on mission performance.

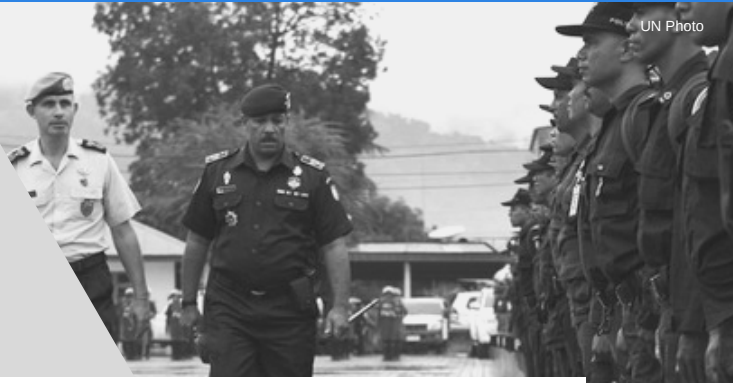
8- The Security Council is invited to consider the above mentioned factors when assessing performance and deciding on mandate reviews, troop/police reconfiguration, drawdown and exit.

9- The Secretary-General is invited to

- a) engage troop/police-contributing countries in the development of the integrated performance policy framework; and
- b) introduce leadership-specific performance benchmarks to measure capacity in order to adapt and take initiative in response to any serious threats to civilians, mission personnel and other aspects of the mandate.

10- Troop/police-contributing countries are invited to integrate the parameters and standards of the integrated performance policy framework in their pre-deployment and in-mission trainings and encouraged to develop clear accountability measures for underperformance.

"PREPAREDNESS OF LEADERSHIP AND PERSONNEL IN PEACEKEEPING OPERATIONS IS A KEY FACTOR IN ENSURING THE HIGHEST LEVEL OF PEACEKEEPING PERFORMANCE AND CAPACITY TO IMPLEMENT THE MANDATED TASKS"



UN Photo



THIRD: PROVIDE WELL-TRAINED AND WELL-EQUIPPED UNIFORMED PERSONNEL, AND SUPPORT THE EFFECTIVE DEVELOPMENT AND DELIVERY OF PEACEKEEPING TRAINING

Preparedness of leadership and personnel in peacekeeping operations is a key factor in ensuring the highest level of peacekeeping performance and capacity to implement the mandated tasks. The scope of such preparedness includes a broad range of requirements, tailored to the specific context and operational dynamics of the operation in question.

While troop/police-contributing countries bear the primary responsibility of ensuring that their personnel and units meet the technical and operational requirements set by the UN, ensuring that these requirements meet the complex and challenging environment within which most peacekeeping operations are currently deployed, calls for robust and sustained partnerships and shared commitments between the Secretariat, troop/police-contributing countries and financial contributors. To this end, there is a need to develop a new preparedness paradigm with the following complementary features:



11- Equipment/capabilities:

- a) Troop/police-contributing countries (individually or in partnership with other countries) need to generate the necessary specialized capabilities for each specific operational context.
- b) The Secretariat is invited to update and adjust the Peacekeeping Capability Readiness System (PCRS) to (i) reflect the emerging capability requirements, (ii) identify relevant and mission-specific equipment and training for contributing countries,

and (iii) address the financial burden borne by troop/police-contributing countries when preparing and registering units that might not be eventually deployed.



12- Training/capacity-building:

- a) Member States and the Secretariat are invited to operationalize the “light coordination mechanism”[5] in order to identify training requirements and pursue pre-deployment mission-specific training and capacity-building programmes, including in-mission mobile training capabilities;
- b) Member States and the Secretariat are invited to develop training modules for pre-deployment and in-mission training that aim at increasing awareness and lessons learned from tailored and context-specific approaches to the protection of civilians; and
- c) Member States shall explore practical funding mechanisms to meet the increasing peacekeeping training requirements. Accordingly, the Secretariat is invited to identify financial shortfalls for mission-specific peacekeeping training and capacity building needs.

[5] Referenced in the Declaration on Shared Commitments



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13- Safety and Security of peacekeepers:

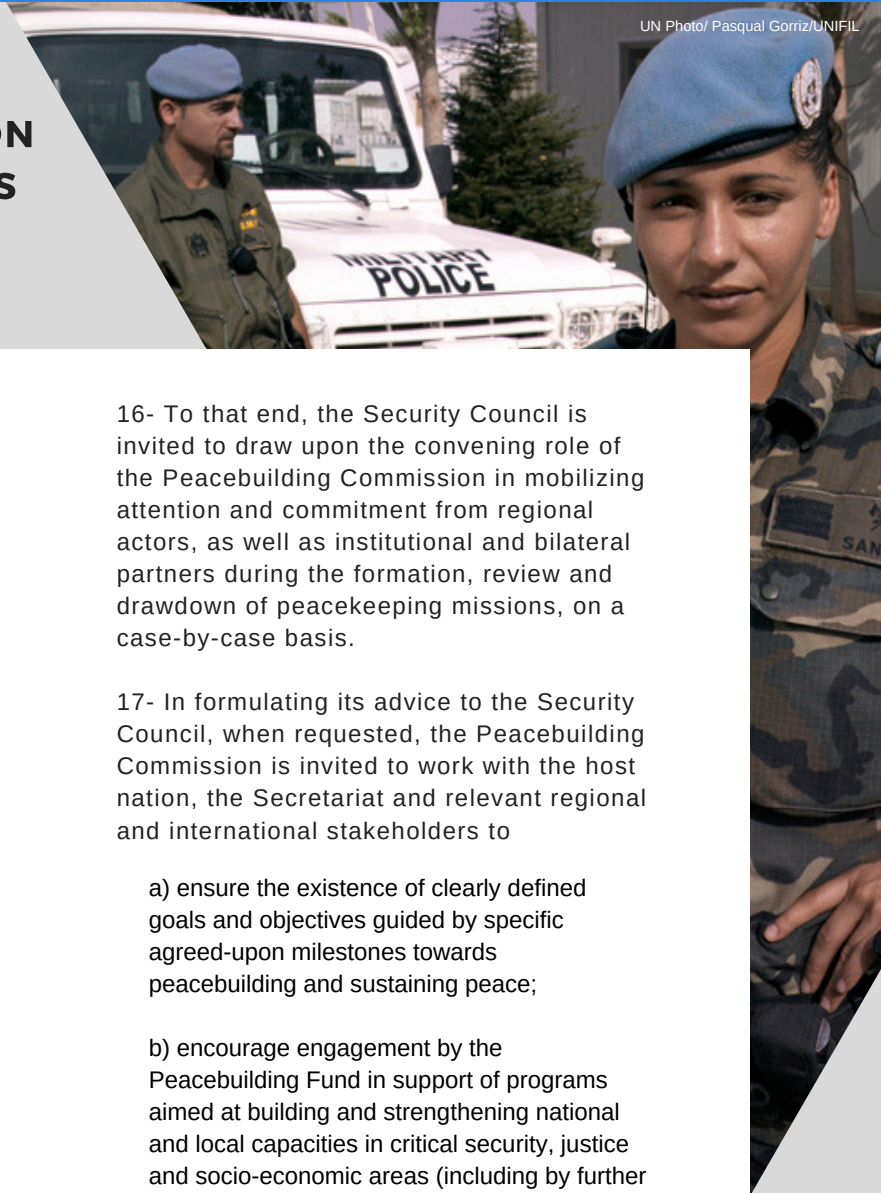
- a) The Secretariat is invited to convene a series of generic and mission-specific training and familiarization programmes in relation to the Secretary-General's Action Plan to Implement the Report on Improving Security of Peacekeepers and the Peacekeeping Training Plan, and other efforts in place to improve medical, technical and logistical support in peacekeeping operations; and
- b) Member States and the Secretariat are invited, within the context of the Special Committee of Peacekeeping Operations (C-34), and on the basis of in-mission consultations with troop/police-contributing countries and the host nation, to further discuss their shared understanding in relation to the implementation of parameters for mission-specific peacekeeping intelligence requirements aimed at enhancing the safety and security of peacekeepers.



14- Role of women in peacekeeping:

- a) The Secretariat shall consider commissioning a study on the trends and factors affecting women's full and meaningful participation in peacekeeping missions to enable effective and sustainable reforms.
- b) Member States and the Secretariat shall consider targeted training support for women serving in uniformed components, as well as encourage innovative partnership arrangements, such as the Elsie Initiative, to reach the targets set by the UN for women's participation at 15% in military positions and 20% among police deployments.
- c) Member States and the Secretariat are invited to adopt concrete strategies--beyond targets and incentives--to support the increased deployment of uniformed women in military and police roles, including leadership positions, while placing greater emphasis on women's contributions to capability and operational effectiveness; thus ensuring the deployment of trained and qualified women peacekeepers.

"WOMEN'S FULL AND MEANINGFUL PARTICIPATION IN PEACEKEEPING MISSIONS ENABLES EFFECTIVE AND SUSTAINABLE REFORMS"



15- Conduct and discipline:

a) Member States and the Secretariat are invited to initiate discussions, within the context of the C-34, on comprehensive and transparent procedure on caveats that may affect the performance of peacekeeping missions.

b) Member States and the Secretariat are invited to advance the implementation of the UN zero-tolerance policy on sexual exploitation and abuse (SEA), with its victim-centered approach, and to jointly assess the effectiveness of the measures undertaken thus far in eradicating SEA crimes in peacekeeping operations. The Secretariat is invited to incorporate such assessment in the upcoming report of the Secretary-General to the General Assembly pursuant to its resolution A/RES/71/278 of 10 March 2017.



FOURTH: DURING THE LIFECYCLE OF THE MISSION, PARTICULARLY DURING TRANSITIONS FROM PEACEKEEPING OPERATIONS, SUPPORT UN COUNTRY TEAMS TO CONTINUE ASSISTING HOST COUNTRIES TO BUILD PEACE

It is important to adequately resource and prioritize the peacebuilding components of relevant UN peacekeeping operations, throughout their lifecycle, including availability of assessed resources to UN Country Teams. There is, however, a need to increase the contribution of peacekeeping operations to peacebuilding and sustaining peace, including during transitions and drawdowns, in order to support continuity and sustainability of peacebuilding activities.

16- To that end, the Security Council is invited to draw upon the convening role of the Peacebuilding Commission in mobilizing attention and commitment from regional actors, as well as institutional and bilateral partners during the formation, review and drawdown of peacekeeping missions, on a case-by-case basis.

17- In formulating its advice to the Security Council, when requested, the Peacebuilding Commission is invited to work with the host nation, the Secretariat and relevant regional and international stakeholders to

a) ensure the existence of clearly defined goals and objectives guided by specific agreed-upon milestones towards peacebuilding and sustaining peace;

b) encourage engagement by the Peacebuilding Fund in support of programs aimed at building and strengthening national and local capacities in critical security, justice and socio-economic areas (including by further upscaling its gender and youth promotion initiatives);

c) mobilize support to the UN Country Team in order to increase and diversify its presence and engagement in addressing the root causes of conflict and build national and local capacities to deliver basic services and create economic opportunities throughout the life cycle of the mission;

d) promote greater clarity on the roles and responsibilities of UN peacekeeping operations, UN Country Teams and other relevant actors, including the World Bank, entities of the UN Peacebuilding Architecture and UN agencies, funds and programmes, for the delivery of prioritized support to the target country aimed at addressing the root causes of conflict, consistent with the country's specific peacebuilding needs and priorities; and



e) identify the feasibility, timing and quality of an exit strategy that seeks to help lay the foundation for long term and sustainable peace; including through supporting national capacities, together with bilateral, regional and international stakeholders, including international financial institutions.

18- The Secretariat (drawing upon the newly reformed peace and security structure) is invited to incorporate in its analyses submitted to the Security Council (as presented in paragraphs 1 and 3 of this Roadmap):

a) the progress in and quality of delivering the political and operational aspects of the mission's mandate in a coherent manner, in coordination with the UN Country Team and in cooperation with other relevant international and regional partners, including financial institutions;

b) the periodic strategic and integrated analysis of the opportunities, risks and challenges faced by national and local authorities to build and sustain peace, including challenges related to building and strengthening national capacities to this end; and

c) the quality of the consultation process within the mission that reinforces national ownership of the political processes; as well as the extent to which there is full utilization of dedicated good offices and technical expertise within the missions to support national political processes.

Founded in 1994, the Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCPA), is an Egyptian public agency, an African Union Center of Excellence in capacity building and research, and the only civilian training center on issues of peace and security in the Arab World. It is a major voice of the Global South on a wide range of topics, including conflict prevention and resolution, peacekeeping, peacebuilding, preventing radicalization and extremism leading to terrorism, combating transnational threats, and the implementation of the women, peace and security agenda.