Chair Summary: The Hague Preparatory Conference on UN Peacekeeping 13-15th of January 2019, co-hosted by The Netherlands and Rwanda, on Performance and Protection of Civilians

Over 185 participants from 77 countries and several international organisations, including the UN, EU and AU¹, took part in the 2019 The Hague Preparatory Conference on UN Peacekeeping. The main findings of the conference of the co-Chairs are summarised in this report.

The Conference was addressed by the following keynote speakers: UN USG DPO Lacroix, AU Commissioner Chergui, EU High Representative Mogherini, the Minister of Foreign Affairs of the Netherlands Blok, the Minister of Defence of the Netherlands Bijleveld, the Rwandan Ambassador Mr Karabaranga, the Chief of Defence of the Netherlands, Admiral Bauer, the Rwandan Chief of Defence General Nyamvumba and the MINUSMA Force Commander General Gyllensporre.

Preparing for the Ministerial
- The Peacekeeping Ministerial on “Uniformed Capabilities, Performance and Protection” will take place on the 29th of March 2019 in New York. The topic of Women, Peace and Security will be mainstreamed.
- The Ministerial will be opened by UNSG Guterres. Member States will receive an invitation through their Permanent Missions to the UN.

Momentum on Action for Peacekeeping (A4P)
- The Action for Peacekeeping Initiative – launched in March 2018 by the UNSG - gives momentum to the improvement of UN peace operations and requires a collective effort of all parties involved, as stated in the Declaration on Shared Commitments which has been signed by 151 Member States.
- The UN and Member States will monitor the progress on its implementation and continue to develop new ideas to improve peacekeeping.

¹ Participant countries and organisations: Afghanistan, African Union, Argentina, Armenia, Australia, Austria, Azerbaijan, Bangladesh, Belgium, Bosnia and Herzegovina, Brazil, Burkina Faso, Cambodia, Canada, CFIS, Chili, China, Colombia, Cyprus, Czech Republic, Denmark, EU, Egypt, Estonia, Fiji, Finland, France, Gambia, Germany, Ghana, Greece, Guatemala, HCSS, Hungary, India, Indonesia, IPI, Ireland, Italy, Japan, Jordan, Kazakhstan, Kenya, Republic of Korea, Latvia, Lebanon, Lithuania, the former Yugoslav Republic of Macedonia, Malta, Mexico, Montenegro, Morocco, NATO, Nepal, the Netherlands, New Zealand, Nigeria, Norway, Pakistan, Philippines, Poland, Portugal, Quatar, Romania, Rwanda, Senegal, SIPRI, Slovakia, Slovenia, Spain, South Africa, Sri Lanka, Sweden, Thailand, Timor-Leste, Turkey, Uganda, UN, United Kingdom, United States, Uruguay, Vietnam, Zambia, Zimbabwe.
Regional partnerships
• The importance of close partnerships between the UN and regional organisations was highlighted in the speeches by the UN, the African Union and the European Union. There is clearly scope and willingness for both more strategic and practical cooperation.

Force Generation & pledges
• Better Performance and Protection of Civilians – the two main and interlinked issues of this Prepcon – require that missions are well equipped and staffed.
• Progress has been achieved since the Leader’s Summit in 2015 in generating pledges from Member States on uniformed capacities, in registering these in the Peacekeeping Capability Readiness System (PCRS), and in deploying these capacities into missions.
• Still, there are still some clear and urgent needs such as helicopters, ISR, rapid deployable units, women peacekeepers, etc.
• Member States are encouraged to prepare pledges on those capacities in the run up to the Ministerial in March, using the UN Uniformed Capability Requirements Paper as guidance on the types of capacities to be pledged.
• Member States are increasingly interested in more creative ways of force generation such as through co-deployments and rotation mechanisms, and the UN is looking at ways to support this, including through a light coordination mechanism.
• Rotation schemes can have a positive impact on performance because these can generate critical capacities for a longer term that may not be ensured in another way. They can also help to increase contributions to UN operations since rotation schemes can engage nations that would otherwise not have contributed. At the same time, these schemes are challenging to manage and require long term planning. Rotation schemes can also be considered for training and capacity building, for example for mobile training teams.
• The EU initiative led by Ireland, to increase European contributions, in part through rotation schemes for critical enablers, was welcomed and will be further explored in the months to come by the UN, EU and EU Member States.
• The UN is increasing its communication and coordination efforts to better connect demand and supply on capacity and training needs.

Performance & Training
• There was a clear call for more and adequate pre-deployment training for troops and for in-mission training. This applies to all levels, including mission leadership. There is a need for more mission specific scenario-based training, including tabletop exercises, and better pre-vetting.
• The 2018 training plan and the light coordination mechanism are tools, which will contribute to strengthened impact of training, to raise the performance standard across missions.
• Member States are invited to share training plans with the Secretariat to remedy overlaps and shortfalls. Creative partnerships to improve training, capacity building and thus performance are highly needed.
• While the details of pledges in the PCRS must remain confidential, the UN will assist in bringing together training needs with training pledges.
• The UN is advised to consider theatre oriented (rather than mission oriented) needs assessments, and to make more use of the experiences from non-UN training missions.
• In deciding what is needed for better performance, better assessment is needed as well as flexibility to adapt to developments on the ground.

Performance on Sexual Exploitation and Abuse (SEA)

• Zero-tolerance regarding sexual harassment in the missions and the broader UN system is to remain a top priority.
• Since the allegations in the CAR came out, much progress has been made to prevent and address SEA. The UNSG has removed contingents from missions who are not complying with the standards.
• The increased transparency around measures to tackle SEA is a powerful tool, as is more specific training for senior mission leaders.
• There is still a gap between the number of cases that are detected and investigated, and the level of convictions. The system for dealing with allegations against civilians could be made clearer. TCCs could work together to become more victim focused.
• Mission leadership should be aware of risk factors in a mission, and ensure that there is a good and properly resourced conduct and discipline team present.
• Aspects of ethics, mindset and morale must be addressed to successfully implement the zero tolerance policy on SEA. A good geographical spread and gender balance are factors, which can contribute to reduce the number of incidents of SEA. At a policy level, resolutions 2436 and the A4P Action plan help to raise performance standards and expectations.

Mission Leadership

• It is key that civilian and military leadership work hand in glove.
• With new rotations in the mission leadership team, training of the top of the mission should be provided to ensure a strong integrated approach.
• Communication and vision are essential. It is recommended that each mission leadership team develops a vision and mission concept, and that these are reviewed adequately.
• National caveats hinder the Force Commander and should be as limited as possible.

Accountability and Performance

• Mission wide accountability and more data-driven performance monitoring and evaluation are key to better Performance.
• Measuring success and responding to failure is critical to improve UN peacekeeping.
• The Integrated Performance Policy Framework that is being developed aims to draw together a range of performance measurement and accountability tools to comprehensively address performance.
• At the level of the mission, the Comprehensive Performance Assessment System (CPAS) provides a data tool to better assess performance of the components of a peacekeeping mission. The system should enable the UN Secretariat and the Member States to have a clearer picture of planned outcomes and impact of missions, so they can measure results more effectively. Ultimately, this should enable better HQ decision making and
should allow the Security Council to draft more focused mandates and allow MS to redirect resources flexibly to where they are needed most. The UN will share the outcomes of the CPAS pilots that are currently being run in a number of missions with the Member States.

- The Cruz Action Plan is an important initiative to strengthen performance and Member States welcomed the Action plan that the UN has put in place to implement its recommendations.
- The Operational Readiness Assurance policy allows Force Commanders to evaluate and report to UN Headquarters on unit level performance.
- Further efforts are needed on elaborating incentives to strengthen performance including better communication on successes; not only for individual peacekeepers, but also for whole units/contingents and TCCs.

**Protection of Civilians (PoC)**

- PoC needs a *mission wide approach* – military, police as well as civilians have their share in protecting civilians. Therefore, expectations regarding protection tasks must be succinct and clear, connected to political strategies in the field and focused on prevention. The Security Council as well as Member States have a responsibility on this with regard to the drafting of mandates, minimizing national caveats and clear leadership and instruction of their troops respectively.
- PoC policy and guidelines are in place (including military guidelines) as well as mission PoC strategies. This does not always translate into the required action in the field. What is required are context-specific trainings and table-top exercises and clear instructions to contingents by the leadership.
- A proactive posture and willingness to act, and use a range of activities by military, police and civilians to protect are needed, as described in the Kigali principles. Member States are encouraged to subscribe to the Kigali principles.
- PoC advisors should continue to engage in the wider mission; their activities should not be limited to one part of the organisation. More use can be made of non-military tools such as threat analysis, human rights monitoring, DDR, etc.
- Member States should commit to pledge capabilities needed to make PoC possible, like UAVs, armored vehicles, night vision, projection capacities and software (big data analysis), ISR.
- Accountability for PoC or lack thereof must be addressed as an urgent priority, with a reliable accountability system for PoC, for all mission components. The addendum on accountability to the PoC policy is welcomed. Further clarity on responsibilities would be helpful, to ensure that all components play their role.
- The CPAS can be a good tool for this, and all actors should take their responsibility to implement the accountability tools available.
- Missions should use their mandates as an enabling instrument, providing them with possibilities to intervene and for example protect civilians in a pro-active and robust way.
- Transparency is instrumental in achieving effective accountability. All involved actors should be transparent on their efforts regarding PoC in order to come to a common PoC culture in peacekeeping missions.
PoC: cooperation between UN PKO and other actors
- Much as PoC is a whole of mission endeavor, it also relies on effective engagement with many other actors, including host government, armed groups, communities, humanitarian actors and NGO’s. Coordination and transparency are important elements in engaging with these actors.
- Improving engagement with local communities requires continuous effort, as well as resources.
- Human rights standards, good analysis and having Rule of Law institutions in place, are necessary in order to deal with human rights violations and to protect civilians effectively. Financial support for the Rule of Law pillar of the UN is essential to build up state institutions before a mission leaves.
- The normative side has been established well, but the practice is challenging. Policies, guidelines, tools and mechanisms are in place, but effective implementation also requires the application of the norms in the specific contexts. Further context and mission-specific integrated trainings and exercises as well as CPAS can contribute to a more collaborative and cross-mission way of working.

PoC and intelligence
- Intelligence should be seen as a tool for mission leadership in order to take better decisions, and the use of intelligence is necessary in order to pro-actively protect civilians and to enhance the safety of peacekeepers themselves.
- All missions with a PoC mandate should therefore have a robust intelligence structure, which is adapted to the specific circumstances. There is a need to conclude the discussion on the need of peacekeeping intelligence and to move forward.
- In order to enhance PoC performance, more investment in intelligence is needed. Missions require modernization of intelligence software and hardware capacities, and training on utilizing intelligence in peacekeeping at all levels, including mission leadership. Contingents from neighboring countries and regional organisations can add a valuable dimension to intelligence for PoC purposes. Moreover, gathering of intelligence should be coordinated with regional partners and experiences on PoC should be shared intra-mission.
- There is need for more human intelligence on the ground. This needs to be a joint effort in missions, taking a comprehensive approach; military/civilian and civil organisations.

Female peacekeepers
- Deployment of more female peacekeepers is key for effective peace operations, including to better protect civilians, and Member States are encouraged to increase the number of female peacekeepers. The Precon in Addis Ababa on the 28-29th of January will discuss this topic in more detail.