





Foreword to AHG Lessons Learned in Peacekeeping operations

As witnessed by the NATO-led IFOR and SFOR operations in Bosnia, peacekeeping has assumed a prominent place among NATO's new missions after the end of the Cold War. Since 1992, peacekeeping has also been a subject for consultations with Partners in the Ad Hoc Group on Cooperation in Peacekeeping. Indeed, the Ad Hoc Group has become the principal forum for exchanging views and sharing experiences among Allies and Partners in the field of peacekeeping.

In the course of its work, the Group has produced two detailed special reports on cooperation in peacekeeping, which are a unique example of a coherent and successful regional effort to develop common concepts of peacekeeping. The first report from 1993 - known as the «Athens Report - dealt with conceptual approaches to peacekeeping. A second report, the «Follow-On to the Athens Report» of 1995, revisited these issues in the light of experiences gained since 1993.

Drawing on the extensive peacekeeping experience of Group members, including in the former Yugoslavia, the members of the Ad Hoc Group have completed the present compendium of «Lessons Learned in Peacekeeping Operations». The paper reflects national experiences gained by Allied and Partner countries in areas such as the preparation, implementation and operations aspects of such operations. By exchanging national experiences, Euro-Atlantic Partnership Council (EAPC) members aim to develop further common practical approaches to peacekeeping.

The common understanding and valuable lessons contained in the report bears witness to the utility of cooperation activities taking place within the framework of the EAPC. It also offers useful substance to our regular interchanges and cooperation with the UN, OSCE and other relevant organisations in the field of peacekeeping.

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LESSONS LEARNED IN PEACEKEEPING OPERATIONS

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INTRODUCTION

1

The Ad Hoc Group on Cooperation in Peacekeeping was established within the framework of NACC in 1993. The aim of the Group is to develop a common understanding of the political principles of and the tools for peacekeeping, and to share experience and thereby develop common practical approaches and cooperation in support of peacekeeping under the responsibility of the UN or the OSCE. Since its inception, the Group has provided a valuable forum for comparing national experiences and learning lessons arising from our participation in peacekeeping operations. The Group presented Ministers with an initial report at their Athens Meeting on 11th June 1993, and supplemented this with a Follow-On report, reflecting lessons learned in more recent operations, in December 1995.

2

The Athens Report and its Follow-On collectively provide a good basis for a common understanding of the political principles involved in peacekeeping. The Ad Hoc Group on Cooperation in Peacekeeping has now taken its work one step further, with the aim of developing common practical approaches to peacekeeping, which was also identified as an objective in the 1993 Athens Report. This current paper represents a compendium of practical national experiences in recent peacekeeping operations, principally (but not exclusively) in the former Yugoslavia.

3

In carrying out this exercise, the Ad Hoc Group on Cooperation in Peacekeeping noted the importance of continuing close cooperation and regular interchanges with the relevant elements of the UN and the OSCE, to ensure that lessons learned are given the widest possible distribution.

PRACTICAL LESSONS LEARNED

GROUP I ***Preparation***

A. Planning

GENERAL EXPERIENCES

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Unity of effort of all components of an operation, as well as cooperation among all relevant bodies in the field, must be established from the beginning of a mission and must be foreseen in the planning process. The strategic level Headquarters (HQ) should develop the direction and concept of operations, and coordinate the initial generation of forces. In parallel, a coordinated mission plan should be prepared at the operational level. This should ideally be coordinated under a Mission Head drawing together all mission components, including allocation of tasks and priorities and logistic aspects. Time must be allowed for the proper formation of the mission HQ before deployment.

5

Planning a peacekeeping operation should not be conducted in isolation, and planners should in particular be aware of the possible impact of their activity on public opinion. Planning for a «worst-case» scenario has proven to be the best prerequisite for a successful peacekeeping operation. Planners must take into account and coordinate all elements of the mission with a view to achieving its overall objective. All relevant actors, including the Force Commander, must be involved in the joint and combined military and civilian planning process from the earliest stage. Reinforced and improved mechanisms of coordination should be developed between the international organisation implementing the operation and all potential contributors. For example, all potential contributors should be informed of the expected force requirements at an early stage. Moreover, the concept of operations should reflect to the maximum possible extent the views of potential contributors. To this end, early consultations with contributors, and whenever possible, their active participation in developing the concept of the operation, is desirable. Planning should also cover rotation (a maximum of six months has been suggested), reinforcement, redeployment and withdrawal of the forces. A comprehensive exit strategy is an important aspect of this planning.

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It is important to pursue efforts to initiate the planning process in a timely fashion and to develop it on the basis of a step-by-step approach. In this regard, planners always have to keep in mind that the political decision to contribute may come late; therefore, contingency planning must be initiated long before this decision is taken. In view of this, it is also essential to develop a capacity to react quickly. Accordingly, some feel that it may be useful for nations to work on the basis of standby forces, including prepared units formed with pre-selected personnel.

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Some nations feel that UN standby arrangements constitute a key to enhanced efficiency of peacekeeping and a more expedient deployment of multifunctional operations. In this context some nations noted that the Standby Force Planning Initiative is a valuable strategic planning tool, providing the UN with a sound knowledge of military capabilities and as an indicator of the potential availability of forces. Another proposal is to plan and prepare different packages of possible national troop contributions and establish and update a database as a possible support for future missions, by preparing some kind of standard contribution plan. The next step would be to develop an understanding of the political criteria applied by potential contributors before contributing personnel.

8

A frequently neglected aspect of the operational concept relates to humanitarian assistance and its implications. Especially in recent peacekeeping operations of a multifunctional nature, the military component has often been requested to provide additional protection and carry out peace-building activities other than those explicitly designated in the mandate. The more «non-military services» anticipated by the military, the more additional resources are necessary beyond a traditional Table of Organisation and Equipment (TOE). Some feel that UN multifunctional peacekeeping operations are particularly well-suited to ensure a flexible response to the changing situation within a conflict area, to ensure even-handedness in dealing with the parties to the conflict and, above all, to minimise, if not to avert, the threat of civilian casualties, destruction of infrastructure of a corresponding state and emergence of a considerable number of «attendant» problems (including refugees, provision of humanitarian and technical assistance and de-mining).

9

The concept of the lead nation, whereby one nation establishes the organisational core of the operation until other forces become available, has proven to be feasible for contributors of smaller contingents and seems to be a practical arrangement for the future. The case of the «BELUGA» formation within IFOR, is one example of the successful application of the «lead nation» concept. Only through rapid reaction from nations that are willing to provide the necessary resources, can the lead nation concept be efficient. Nations providing forces at the early stages of a mission (so called «vanguard» forces) may wish for early withdrawal of these forces once the main body is in place. One possibility would be to send the preliminary and preformed HQ to the prospective mission area in advance of the actual mandating of the operation, in order to ensure speedy and realistic planning and to facilitate an efficient deployment of the forces in the area of operation. In general, units assigned to the mission should be equipped from the beginning so as to ensure the safety and effectiveness of personnel. When appropriate, personnel and key equipment should be deployed by air, if possible using strategic airlift capabilities. Tactical airlift capability must also be maintained in-theatre.

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If a composite national or multinational unit is to be deployed, the designated commander should take part in the planning for and formation of the unit. It would also be useful to establish a coordinating group, comprising representatives from the nations involved, to develop the organisation and oversee the formation of the unit, coordinate planning and policy and solve any problems that may arise during deployment. Such a coordinating group should meet at regular intervals.

11

It is important that units in the field be at the required level of interoperability; as an important precondition, national Crisis Management Centres, and that of the implementing organisation, should develop a capability of operating together, on the basis of common standards to be developed in the light of experience in a mission. Operation Joint Endeavour offers useful material on which to draw to improve interoperability at this level.

12

Planning has to continue in the mission area. The Force Commander should take account of significant political, humanitarian, military and environmental considerations in selecting locations for units. The results of each phase of an operation should be evaluated in light of the operation's overall political-military plan. Each successive phase should only be started when the successful implementation of the preceding stage is achieved, as this will have an important impact on the continued success of the mission. All planning must be directed towards achieving the final goal of the mission as defined in the Mandate.

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The safety and security of peacekeeping personnel continues to be of serious concern. In recent years the international community has witnessed dangerous acts of violence against peacekeepers being taken hostage and used as a «human shield». The continuing use of firearms, in particular snipers by the parties to a conflict against the personnel of a peacekeeping force remains a matter of serious concern. The widespread use of mines, in particular anti-personnel mines, in areas of peacekeeping operations also poses impediments to the safety of peacekeeping personnel.

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Therefore the security of personnel must be an integral part of the planning of any peacekeeping operation. All appropriate measures, in conformity with the UN Charter and within the agreed mandate, should be taken by the relevant international organisations and their Member States to ensure the security of peacekeepers. Some delegations noted that the early entry into force of the Convention on the Safety of UN Peacekeeping and Associated Personnel adopted by the General Assembly Resolution 49/59 of 9th December 1994 would be a step forward in this direction.

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De-mining operations should be, whenever appropriate, an important element and an integral part of peacekeeping operations.

IFOR-SPECIFIC EXPERIENCES

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IFOR experience has shown that the planners' ability to influence events during early preparation of the mission, through direct contacts with negotiators involved in the Peace Plan process, helped to avoid problems encountered by UNPROFOR (mainly because this was not based on a peace agreement) and to ensure a clear definition of military tasks under a unified chain of command. The integration of 15 PfP and four other non-NATO nations under a unified command and control has been a major success, building on experience from the PfP programme and based on innovative command and control arrangements at all levels. Moreover, most nations believe that IFOR's military success derived to a large extent from preformed, proven command structures and logistic systems and from long-term contingency planning carried out at NATO.

17

In the case of IFOR, military planning had to take place ahead of civilian planning, since the same degree of advance planning and organisation did not exist on the civil side. It was therefore difficult for IFOR to plan in a timely fashion its secondary tasks of supporting civil implementation. There is a need, prior to peacekeeping operations, to ensure a better understanding of the roles, operational concepts and capabilities of the civil organisations likely to be participating. At the same time contacts and exercises involving both the military and civil organisations should be encouraged.

18

The IFOR operation has showed the need to address the issues of improved mechanisms for the early involvement of Troop Contributing Nations (TCNs) in the planning, preparation, command structure, as well as their participation in the political oversight and decision-making procedures in operations to which they contribute. There is room for improving the amount of information provided by the TCNs in certain areas. For instance, it has been pointed out that there could have been a better coordination within IFOR concerning evacuation plans. The same applies with regard to decisions taken by the implementing organisation, which could have an impact on the security of contingents provided by TCNs.

B. Coordination Among Troop-Contributing Nations and With Mandating and Implementing Organisations

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Nations confirm the importance they attach to developing mechanisms for holding consultations and exchanging information with TCNs. The UN Security Council, in particular, has convened meetings of its members, TCNs and the UN Secretariat to facilitate exchange of information and views before deciding to extend, terminate, or substantially modify the mandate of specific peacekeeping operations. Meetings with TCNs are planned and held both on a regular and an ad hoc basis when the Security Council envisages the establishment of a new peacekeeping operation. Several countries argue for more effective arrangements and mechanisms for consultation between the UN Security Council, the Secretariat and TCNs in planning as well as in command and control of peacekeeping operations. They point out that confusion and serious problems could occur when forces act on national command. Nations have highlighted the need for intensive consultations, before the adoption of a mandate, with all countries capable of and willing to contribute to particular operations. As a first step, it would be important to develop a more structured involvement of TCNs in the process of formulation of mandates by the UN Security Council (UNSC). In fact, there is a need to further institutionalise the consultations between the UNSC and TCNs on peacekeeping mandates. In the case of a peacekeeping operation where consent of the host country is required, it may also be beneficial to involve the host country in the preliminary stage of consultations. Within a multinational operation, contributors should have the opportunity to participate in the primary decision-making process, thus contributing to the political guidance for the military command of the operation.

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As a second step, Memoranda of Understanding (MoUs) should ideally be concluded among TCNs in the preparatory phase of the operation. Where appropriate, TCN liaison officers should be sent to the staff planning an operation and, as appropriate, to other troop-contributing nations. It is also necessary to implement a standardised planning process (phased and timed, including fact-finding and advanced party mechanisms) involving national staff officers to be assigned to the future Peacekeeping Headquarters. This preliminary HQ staff can serve as a reference team for troop-contributing nations in the national planning process.

21

TCNs should be consulted prior to changes in the mandate caused by a significant evolution of the situation in the field. They should be offered a choice between reconsidering their participation and role in the updated mission and readjusting the composition, equipment and level of training of their forces, for them to be able to continue to carry out their mission effectively. Some believe that changes to the mandates and to the subsequent role of the deployed troops should not be carried out until the troops are ready to adjust their role on the ground in the mission area. In some cases, as happened with Bosnia-Herzegovina, it may be necessary to modify the nature and the objectives of an operation: if the change is significant enough, a modification of the mandate would not be sufficient, but an entirely new operation should be deployed, on the basis of a completely new mandate.

C. Coordination Among Institutions (Including Humanitarian Aspects and Refugees)

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As an important precondition for effective cooperation, there is, in the first place, a need for a clear and efficient allocation of tasks among the various organisations involved in the implementation of different aspects of a peace plan. Most of today's conflicts are internal, fought not only by regular armies but also by irregular forces. Civilians are the main victims, and humanitarian emergencies are commonplace. State institutions have often collapsed. This means that international involvement must often extend beyond traditional peacekeeping. Therefore, cooperation between the mandating organisation, regional and civilian organisations, troop-contributing nations and non-governmental agencies (NGOs) should be initiated at the earliest possible moment of the mission planning stage and maintained throughout the duration of the mission. This does not mean that a peacekeeping operation can replace state institutions. In complex, multi-dimensional peacekeeping operations, the assistance provided to the population by international and non-governmental humanitarian organisations such as the Red Cross is a key element to the settlement of the conflict. Success of the mission often hinges on the ability to fulfil non-military tasks. International and non-governmental organisations should cooperate within an agreed coordination arrangement. At a minimum, close liaison between the various organisations should be assured with the maintenance of coordination-liaison cells.

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Particularly in the case of peacekeeping operations of a multifunctional nature, it is essential to define from the outset the various agencies and organisations involved in the implementation of elements of the mandate and to establish appropriate working relationships with them. Relations between the peacekeeping force and the UN, in the case of operations carried out under a UNSC Resolution, are of special importance. Relations with the UN and other organisations should ideally cover the following areas: coordination and cooperation, such as support and resource sharing and assistance; procedures for reimbursement and property transfers; information exchange, liaison, mediation and negotiation; and common planning and integrated execution. In the view of some nations, experiences in UNPROFOR and in Somalia suggest that the humanitarian tasks within a multifunctional peacekeeping operation should be primarily carried out by specialised humanitarian organisations (including WHO, UNHCR, UNICEF, WFP, ICRC), operationally autonomous from the military, under general political guidance and, whenever necessary, coordination by the UN. In this context, the development of an international arrangement governing basic principles of cooperation and interaction between the UN and regional organisations involved in peacekeeping has been suggested.

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An important lesson learned from IFOR is that permanent liaison arrangements should be established with other international bodies in theatre, including representatives of the mandating body and other organisations charged with implementing various aspects of the mandate.

D. Role of Neighbouring Countries

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A country neighbouring a crisis area has a vital interest in the earliest possible effective solution of the crisis and in the restoration of peace. Therefore, neighbouring countries should facilitate the successful conduct of peacekeeping operations and refrain from kindling inter-ethnic, inter-confessional and other differences in the crisis area as well as from encouraging separatist and nationalist groups, movements and opposition factions striving to provoke a split in society and the breakdown of the state. A particularly delicate situation arises for a neighbouring country which has a significant national minority in the crisis area itself. Such a situation might serve to limit its freedom of action, in view of the impact that certain decisions might have on the national minority in question.

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Countries neighbouring areas of crisis play an important role in peacekeeping operations, beyond serving as zones of transit for personnel and material. In complex operations such as «Deny Flight», «Sharp Guard» and «Joint Endeavour», and for action involving the use of power, neighbouring countries function as advanced bases of operational and logistic structures. They also provide services, without which the operations would be excessively costly or even impossible to carry out. They can also provide temporary support and accommodation for refugees. One lesson from the former Yugoslavia is that a broader area could be affected by a crisis. In particular, the economies of neighbouring countries can be negatively affected by the implementation of UN-mandated sanctions.

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In the case of the IFOR operation the availability of ports and airports near the crisis area proved to be of crucial importance in maintaining constant, precise control over air and maritime space, whether it be for banning flights or enforcing an arms embargo, or for air operations in support of the units on the ground and ensuring compliance with a heavy weapons-exclusion zone. The use of ports and airports necessitates a series of structures and services which in turn requires the use of local infrastructure. The use of these structures can have a considerable and lasting impact on social and economic conditions, with resulting burdens of various types for the neighbouring country.

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In addition, the neighbouring country's responsibilities sometimes involve the adoption of technical and legal measures related to the transit and stationing on its territory of armed personnel, as well as administrative measures for managing the services required for the presence of foreign forces, the provision of information activity and the availability of liaison personnel. There could also be various burdens deriving from the exposure to possible retaliatory actions by the warring factions.

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In the case of the crisis in the former Yugoslavia, neighbouring countries suffered considerable burdens. During the period of armed conflict, neighbouring countries had to make every effort possible in order to isolate and contain the war, and had to reckon with armed groups and airstrikes spilling over. Thus, they had to put their armed forces on a certain state of alert.

GROUP II

Implementation

E. Civil-Military Relations

GENERAL EXPERIENCES

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Full integration of all those involved in an operation with multifunctional aspects is often difficult to achieve due to the many players in any theatre of operations, although a Mission Head attuned to both civil and military cultures would greatly assist in coordination and integration. In the view of some nations, a Civil-Military Operations Centre is the best way to ensure coordination and integration. Interdisciplinary cooperation and a hierarchical structure are not mutually exclusive. For instance, there should be very close cooperation between the military and civilian police components of a peacekeeping operation. Moreover, the military should not be given police tasks for which they have not been trained.

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Also important is coordination at the level of mission headquarters. This coordination should ideally be regulated in the framework of a «relation management plan», which may be coordinated by the office of the Mission Head or the Force Commander and/or facilitated by an ad-hoc working group comprising the various components in the mission area. It could be advantageous to despatch a national liaison team to the UN Headquarters in the mission area at an early stage in order to prepare the deployment and facilitate the arrival of the troops.

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Non-governmental organisations (NGOs) can offer a positive and important contribution to peacekeeping operations; however, their presence can also make operations more complex. In principle, the consent of the parties to their activities is desirable. Non-governmental organisations vary from the larger international agencies and associations down to small charities, other groups or even individuals who may lack experience, preparation and organisation. Civilians may lack understanding of what the military is doing, and vice-versa. Both military and civilian organisations should consider how best to avoid misunderstandings and how to establish a workable structure capable of coordinating the requirements both of military and NGOs to mutual advantage. A Civil-Military Operations Centre should handle in-theatre coordination and support issues with non-governmental and private voluntary organisations.

IFOR - SPECIFIC EXPERIENCES

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Experiences within UNPROFOR and IFOR have shown that effective cooperation in theatre between the mandating organisation and implementing nations/authorities is crucial, but that it is difficult to make it as permanent and systematic as it should be. In fact, it is not always easy to establish effective mechanisms of cooperation and coordination, partly in view of the different roles and perceptions of the issues and the tasks, partly because of the different procedures adopted.

34

Some aspects of the relationship between the UN and IFOR worked better than others. Relations at the senior level have been described by the

UN as very good and support provided to the UN through civil-military cooperation (CIMIC) has been deemed excellent. An excellent relationship has also developed between IFOR and the OSCE mission, as well as with the International Police Task Force (IPTF). But in the latter case, it has been noted that there is room for improving communications (compatible equipment is lacking) and collaboration, especially in high-risk areas.

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One lesson learned from peacekeeping experience is that civilian police have frequently played an important role. There is, therefore, a need to ensure close coordination between military peacekeeping forces and unarmed civil police advisors. This reflects the fact that some of the most difficult problems faced by IFOR, for example, related not to its primary task of ensuring military compliance, but to dealing with civil disturbances. This was particularly true during elections. The experience of IFOR in dealing with public disturbances is highly relevant and merits further consideration.

F. Public Relations

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In addressing lessons learned from peacekeeping operations, one should not underestimate the importance of relations with local authorities and the local population, as well as with the media, which all require careful yet differentiated handling. Joint commissions, which include parties to the conflict, government officials, representatives from the peacekeeping force and, as required, non-governmental organisations operating in the area of conflict, are useful bodies in this respect.

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Bearing in mind the large interest shown by the media in recent peacekeeping operations, relations with media representatives, as well as a sound, pro-active public information policy, are of crucial importance. Such a policy has two key audiences: the first is either a troop-contributing state or another state close to the mission area or with a specific interest, such as shared ethnic or cultural roots; the second is the country receiving the mission. The message being given to both audiences must be clear and consistent and linked to the mission's objectives. An information policy may be reinforced in-theatre by a «hearts and minds» campaign. In operation Joint Endeavour, the Psychological Operations Task Force was assigned primary responsibility for communicating with the Bosnian people, while the Public Information Team communicated with the mass media - domestic and international. The role of psychological operations in the IFOR and SFOR operations is to develop and maintain the consent of the local population to the presence of the Force, to discourage interference with the peacekeeping operation, and to assess, report and counter propaganda directed towards the force.

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In course of preparations for the operation, it is highly advisable to work out - on the basis of the mandate - a plan of informational coverage, at least in general terms, as well as to formulate methodology for its implementation, including:

- personnel required;
- information materials;
- independent channels for distribution.

The need for flexibility to adjust plans to events should be recognised.

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The information support of PKOs should be based on an information policy of the highest standards of consistency, honesty and transparency. The

special nature of activities conducted when preparing the operation, and the need to prevent the leakage of sensitive information through the mass media, should be taken into account. Even-handed and non-provocative presentation and interpretation of events will be important.

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The lessons learned from IFOR's information policy suggest that early deployment of resources in this respect would be very beneficial. When the personnel in charge of relations with the press actually arrived in-theatre, the ability of Commanders to convey to the press an accurate appreciation of the objectives and tasks of the mission was improved. Media understanding of the challenges of mission implementation rose as well. Furthermore, the use of mass communications media by the peacekeeping force can significantly contribute to countering factional propaganda and providing the population with a source of unbiased news. The use of radio communication can be particularly important in securing the successful outcome of a peacekeeping operation. The advantage of the radio is that it can reach a larger audience than any other media. In addition, it does not depend on electricity supplies, it cannot be censored, and it is immediate and precise.

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Electronic information exchange and handling, both internal and external, directed towards the public and international media must be organised, institutionalised, and prepared. Personnel must be properly trained. Computer equipment, network linkage and handling skills, as well as data management, will be required to meet a growing demand for information.

42

Relations with the local population are particularly important for the success of a peacekeeping mission. These relations should be based on the impartiality of the forces, even-handedness in dealing with the local population, on a good knowledge of the culture, local circumstances and the political and economic situation of the region, as well as on the ability to communicate directly. Beyond the normal stabilising effect of established peacekeeping tasks, are those such as the distribution of humanitarian aid and the contribution to the restoration of the country's infrastructure, which may in themselves be a part of the mission. The use of mission assets (such as construction engineers or medical resources) for appropriate local projects will also contribute to building good relations with the local population and authorities.

G. Command and Control

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An important prerequisite for successful peacekeeping operations, in the view of some nations, lies in the provision of strategic political leadership in, and control over, operations on the part of the Security Council. The Force Commander should be careful to observe the generally accepted principles of peacekeeping, including those relating to command and control.

44

Command and control arrangements should be clearly defined and agreed before the deployment. It is necessary to establish responsibilities at all levels in the command structure; to clarify procedures and working relations within the mission; and to establish communications procedures and other logistic support compatible with the needs of the mission. Command and control arrangements should include the means for communicating with liaison teams the organisation of such teams, and the selection of headquarters elements with which liaison is required.

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During the mission, the Force Commander should make the most effective use of the international units at his disposal, within the limits of the mission's mandate. Both the civil and military elements of the operation must be coordinated throughout the command structure, and command and control must be responsive and flexible, with authority delegated to the most appropriate command level. Provisions should be made to allow non-governmental and private organisations access to communications.

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An important lesson learned from peacekeeping is that, for UN-led operations, the UN chain of command must be respected by TCNs. If national directives make it necessary for a contingent commander to deviate from this principle, his superior in the UN chain of command should be informed immediately. For its part, the UN should keep TCNs thoroughly and promptly informed about the situation in the mission area.

GROUP III Operations

H. Communication and Information Systems

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Communication and Information Systems (CIS) support within the area of operation and from the Mission Headquarters to higher levels of commands needs to be carefully planned prior to deployment of forces. The objective should be to achieve interoperability of CIS used by the organisation leading the operation and between those used by TCNs. There is a requirement for standardisation pertaining to the level of technical interoperability and to the level of commonality of operating and reporting procedures used.

48

Coordination with TCNs, interoperability testing of CIS and training of operating procedures prior to deployment will assist seamless information flow during the operation. Regarding specific lessons, some nations feel that:

- In-theatre CIS should be centrally managed by the Theatre HQ CIS Support Cell;
- Civil and military elements of the Force should not use the Host Nations' telecommunications infrastructure as a primary means of communication;
- The Force must control its own CIS;
- The tactical communications should be based on VHF Combat Net Radios as primary means of the geographic area to be covered if the terrain does not dictate the use of other means such as Tactical SATCOM (TACSAT);
- HF Combat Net Radios may be used as back-up systems. The links to the home countries of TCNs may be based on INMARSAT;
- Encryption equipment would be useful;
- Diplomatic mail should be used to the extent possible;
- The Global Positioning System (GPS) is a very useful tool to establish communications with itinerant elements in areas with insufficient roads and communication facilities.

I. Information and Intelligence

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Historical, political, and ethnographic factors should be taken into account before the deployment of peacekeeping forces from one nation into another. In this context, recent developments within the UN are instructive. A Situation Centre was established under the UN Department of Peacekeeping Operations (DPKO) in 1993. Within the Situation Centre, an information and research unit receives, processes and analyses information gathered from current field operations. In addition, the Unit monitors developments in other areas with a view to possible future deployments. One useful means of obtaining information about a crisis area prior to the agreement on a mandate for a peacekeeping operation is the dispatch of fact-finding missions and commissions to investigate disputes and situations, as well as missions of a special envoy of the UN Secretary General for these purposes. These are sent at the request or by agreement of the parties. The outcome of their activities is to be reported to the UN Security Council and taken into account in the course of preparation and planning of multifunctional peacekeeping operations. Thus, the UN seeks to raise its level of preparedness for future peacekeeping operations.

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In the course of multifunctional peacekeeping operations it becomes very important to obtain timely, reliable and full information on the situation in a conflict region, changes in the positions of the parties and any circumstances that can negatively influence or impede the implementation of the operation. Information or intelligence about local conditions is therefore essential to all peacekeeping. One source of information is the United Nations which gathers and analyses information received from the UN member states, different UN-family agencies, the parties to a conflict themselves as well as from media reports and members of diplomatic corps. Bearing in mind the need to maintain the high standing of the peacekeeping mission, intelligence gathering should be clearly controlled and conducted solely for the purposes of the peacekeeping mission and only at the direction of the Force Commander. Covert intelligence operations unrelated to the safety of peacekeepers and the success of the mission are inappropriate to peacekeeping environments.

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Experience shows that identification of actual factors of a dispute or conflict constitutes an indispensable prerequisite for initiating and conducting a multifunctional peacekeeping operation. Reconnaissance of a prospective mission area is an essential prerequisite for an effective concept of operations, as is the case for any military operation. Reconnaissance parties should include representatives of all elements of the mission. Intelligence is also a vital element in the analysis, planning and conduct of any operation and it is important that in developing an assessment of a situation all available sources are used. This includes academic experts, in-theatre non-governmental organisations (NGOs) and other bodies.

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It would be desirable to adopt uniform military symbols and abbreviations - for instance, using those employed by the implementing organisation - as well as Universal Transverse Mercator Projection (UTM) maps, the development of Identify Friend or Foe (IFF) systems and the adoption of common rescue standards. In the context of the IFOR operation, units from different nations have actively cooperated in the field of topographic preparation, successfully adopting unified map symbols and map formats for use at the various levels of command and by the different national contingents.

J. Logistics

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The logistic aspects of operations, and in particular the financial questions, must be considered early by all mission planners. There is a need to clarify at an early stage the channels through which these questions are to be initially discussed. In fact, logistic and operational planning are inextricably linked. It is essential that both logistics and operations staff have a clear understanding of each others' aims and requirements. It is important to clearly identify what is expected of national contingents, to confirm the feasibility of these expectations or to make and confirm alternative arrangements as required in advance of deployment.

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There is a need for increased attention to logistic requirements in the planning phase, such as the work required for the preparation of deployment camps (such as de-mining, clearing the area, setting up fences, organising guard and defence systems, setting up the camp, installing equipment, creating access roads). Selection of infrastructure in regard to location and capacity must permit additional room for peace-building work such as housing for refugees, storage of food, or contribution to public infrastructure.

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Many UN operations have benefitted from logistic support being provided centrally by the United Nations. However, the IFOR operation demonstrated that an excellent way of proceeding is to task one contributor with the provision of logistic support (e.g., a logistic battalion). In any case, detailed determination of national and non-national responsibilities must be defined in the concept of operations and guidelines for troop-contributing nations. A Table of Organisation and Equipment (TOE) of contributing units should be collected and maintained in accessible databases for modelling the compatibility and interface possibilities. Host nations' support should be politically agreed, clearly stated in a Status of Force Agreement (SOFA) where appropriate, and utilised wherever possible in order to keep logistic costs low.

56

In the first period of a new mission, there is an increased requirement for specialist units and personnel. A similar requirement exists at the end of a mission. During the start-up phase, there is an increased requirement for construction engineers, legal experts and other specialists. Engineers and additional medical resources for helping the local population in the case of emergencies are valuable tools for confidence building at the local level. Specialists are also needed to conduct mine clearance, establish camps, observation posts, shelters, instal utilities, conduct road repairs, and establish communications. Legal, contracting and financial experts are needed to negotiate and draw up lease agreements, hire local employees and so on. During the draw-down phase, there is an increased requirement for supply experts to pack up and register supplies and equipment for shipment and for legal and financial experts to terminate agreements and contracts.

57

Movement by both air and surface can be difficult; careful decision-making in respect of high value transportation assets is required to avoid unnecessary additional expense. Accordingly, it is essential that movement plans are linked to the mission plan and finalised before the submission of costs, keeping in mind that freedom of movement is imperative. The method of transportation must be decided at an early stage to allow for detailed planning. Cargo containers should be standardised and reported to the shipping organisation. Availability of unloading capacities, transport and storage for the port of disembarkation in the mission area is also important.

58

There can be a significant shortfall between the logistic support intended in-theatre and what is actually provided. When first deployed, units should be self-sufficient, with supplies commensurate to the task. Stock management based on consumer statistics must be foreseen, with a minimum stock level of 60 days. Equipment must be adapted to environmental conditions and should enable troops to live comfortably in a potentially difficult environment for prolonged periods. As a principle, equipment should not be deployed unless the necessary maintenance capacity and logistic back-up is at hand in the mission area. Equipment rendered unserviceable due to non-availability of basic maintenance or spare parts will undermine the effectiveness of the mission. Inspection before shipping, and transport supervision by the recipient, should be a norm to ensure that equipment arrives in useable condition.

59

In some missions it may be appropriate for a commercial contractor to provide core logistics. Such contractors should be identified by open competition and meet any required performance criteria in advance, and ideally should have demonstrated a proven performance standard. Contract administration and monitoring should be strengthened to ensure standards are met, and contracts be secured in sufficient time for the contractor to be able to provide effective support to the mission.

60

For naval operations, a forward logistics site should be established near the area of operations, comprising personnel from all participating nations. A sufficient number of helicopters should be available for transport between ships and the logistic site. If free space on board the ships is limited, depots (e.g., for spare parts) can be established at the logistics site. In the area of operation, there should be an area for degaussing ships.

61

The «Compendium of Lessons Observed During Logistic Support of Peacekeeping Operations» produced by the Logistics Directorate of the NATO Infrastructure, Logistics and Civil Emergency Planning Division provides additional material in relation to logistic support of peacekeeping operations.

K. Medical Support

62

Peacekeeping operations are complicated by a number of peculiar characteristics, which impact fundamentally upon the provision of medical support. Medical support plans therefore must be purpose-built for each operation. Plans must be capable of speedy initial reaction and flexible enough to manage rapidly changing demands. Medical support planning and management must be acceptable to NATO/United Nations Headquarters and to participating nations as well.

63

The overall objective of medical support must be physical and mental well-being of the deployed personnel, the conservation of manpower, preservation of life and the limitation of residual physical and mental disabilities. Operational medical support therefore requires clearly defined and distinctive guidance. The task of planning, executing and controlling operational medical support must lie properly with a medically trained planning staff who must have an established organization of sufficient, experienced manpower, communications and information.

64

The medical C3I organization must be capable of planning, executing, controlling, supporting and auditing the full range of medical support functions. It must be capable of providing a seamless system of control of treatment, evacuation and transfer of information from initial point of injury or sickness throughout the evacuation chain to definitive treatment. Each level of operational command therefore has to have a Senior Medical Officer, directly accountable to the operational commander.

- The Force Medical Officer (FMEDO) of a Field Mission plans, directs, advises and supervises all activities related to the medical support plan. He/she is the Senior Medical Adviser to the Force Commander (FC) and to all contingent Senior Medical Officers (SMEDOS) of the mission.
- The Senior Medical Officers (SMedOs) are FMedO's point of contact on contingent (national) level. He/she is the Senior clinician for his/her national unit(s) and the Senior Medical Adviser to the national Contingent Commander.

65

Preventive health measures involve every individual in the operational theatre. The organization to undertake them, its structure and size will be mission-dependant, and must be based on best available medical intelligence evaluation of

the area of operations, but will include at least individual advisers at each level of operational command. It is a national responsibility at national expense to ensure that personnel is prepared and appropriately trained in field preventive medicine measures prior to deployment to a peacekeeping operation. This must include the necessary vaccination and immunization. Education for the prevention of medical diseases must include the prevention against AIDS/HIV. Each participant, military leaders at each level in particular, must have basic training in the prevention of sexually transmitted diseases and HIV/AIDS.

66

All personnel being deployed on peacekeeping operations must be medically and dentally fit for duty and must meet at least UN' medical standards for peace-keeping missions. UN medical standards, however, do not preclude national contingents/military services from establishing higher qualifying medical standards. In no case, however, should an individual, unacceptable for national military duties, be included in the peacekeeping military contingent force.

67

Nations retain ultimate accountability for the health of their forces but, on the assumption of authority, the Peacekeeping Force Commander will share the responsibility for the health of assigned forces. To meet this requirement, the Force Commander needs appropriate medical staff. They shall plan and execute the medical support plan.

68

Medical information, particularly regarding patients, is a vital element of competent medical support planning. The information must be managed efficiently and distributed rapidly without violating medical professional secrecy. The ability to track individual patients through the treatment and evacuation chain is paramount.

69

Policy and planning for the resupply of medical material is a medical matter and is inter-related directly with patient treatment. Medical planning staff must aim to achieve as much standardization as possible and establish effective means of auditing usage and resupply. An efficient, well-regulated and cost-effective medical logistics system is fundamental to mission medical support. Medical logistics must be able to respond rapidly to urgent clinical demands.

70

From the outset of an operation, a theatre evacuation policy must be established by the operational and medical planning staff working in concert with the Force Commander (FC) and FMedO (FMedO). Dedicated and fully equipped MEDEVAC helicopters with appropriate medical staff shall be allocated whenever possible and shall be marked with the distinctive emblems.

71

The rules for entitlement to medical care must be established early in the planning process. Planners must consider, but not be sidetracked by, legal issues of compensation and claims. The degree of support to be given to local or humanitarian aid personnel must be clearly delineated in the operations order. If care is to be given to civilians, consideration must be given to modifying the staffing and equipping of medical units. Very few pediatric or gynaecologic medications are normally stocked in field medical units, and the condition of the local populace may mandate addition of medical specialists who do not normally accompany military peacekeeping forces.

L. Training

72

Military or other specific skills, together with appropriate training, are the fundamental basis for successfully meeting the peacekeeping challenges. Special peacekeeping training is needed particularly in relation to operations of a multifunctional nature, since behaviours and techniques required are not necessarily in line with - and sometimes even contradict - acquired military skills, or may need an adequate complement, for instance in the diplomatic, civil or police fields. A common tactical level doctrine is required for troop contributors to an operation, as well as a common understanding among the military and other elements of a peacekeeping operation - the police, civilians, NGOs, humanitarian organisations.

73

Reliance on the use of highly and professionally trained units, shows of force and determination, and the respect by the local parties which is gained by acting firmly can improve the credibility of the force and in fact reduce the need to use force, thus retaining the main accent on consent and cooperation with the parties.

74

Each nation should be responsible for training its own troops; however, there are benefits in multinational development of minimum training standards. The UN plays a useful supporting role by establishing guidelines, preparing common training modules and publishing a register of member states' training facilities. However, some nations say they have experienced difficulties in ensuring their officers' participation in UN training courses prior to assignments to serve within a peacekeeping operation.

75

Pre-deployment orientation training ensures that troops understand how their role as peacekeepers differs from that as combat forces. During the orientation period, special attention should be drawn to recent political developments and other issues related to the conflict, in order to create the necessary awareness and understanding by the forces involved. Personnel should understand the organisation, structure and objectives of the mission and the nature of the conditions in which they will be working. This includes the nature of the society of the mission area, its national, factional, cultural and religious characteristics, as well as physical security and climatic issues. Common training activities are an important prerequisite for multinational operations. The use of multinational exercises, bringing together diplomatic, military and civilian components, has been suggested in this regard. Common training standards help develop the cohesiveness of multinational formations.

76

Realistic simulation is equally important, and should involve trainers with recent experience. Realistic staff training also requires simulation of the multinational composition of a HQ. Inter-linkages between the various components should be simulated by a mixture of international personnel already in the training phase. Where appropriate, training should continue in the mission area as it will not always be possible to replicate the field conditions in home training areas.

77

PfP provides a useful source of training experiences. A very effective instrument to help preparations of staff and operational forces are NATO/PfP exercises focusing on peacekeeping and/or humanitarian operations. A PfP course for platoon commanders in peacekeeping operations organised in the past by the Czech Republic played a useful role in this context. Courses organised in a number of training centres in various NACC/PfP countries are also considered to be extremely valuable.

78

However, some feel that the experience gathered so far suggests that the number of international training exercises should be increased and the scope of topics covered in PfP training and exercises expanded. The changing nature of peacekeeping operations, especially in the light of lessons learned in Bosnia-Herzegovina, clearly shows the need to carry out training and exercise activities at an operational level. Exercises should broaden the scope of those activities to include standard combat activities or training in the areas of small group independent action and mine counter-measures.

79

There is a need for a common language capability among units deployed on missions. This is essential to both the execution of the mission and the day-to-day administration of deployed forces. Foreign language training for the forces should therefore be intensified. With regard to local language capability, access to competent interpreters and translators is required as an integral part of the mission, since it may not be possible, or desirable, to rely entirely on locally-recruited staff for these roles.

80

The following elements were considered to be of particular importance in training forces for deployment with IFOR: a background of experiences gained in previous missions and specific peacekeeping training for forces to be used in the mission; and planning and arrangement of additional training. Moreover, certain nations have pointed to the usefulness of extended training of personnel expecting to have dual functions (e.g., driver/mechanic) and of direct selection of personnel with special skills, in particular logistics experts or specialists in maintenance.

M. Personnel and Administration

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Some nations feel that training should be complemented by a personnel selection process which should take into account previous experiences acquired in the field and include a psychological scanning. In this light, it may be useful to include as a part of the preparatory activities stress prevention training and a regular debriefing after each mission to diagnose the possible danger of post-traumatic stress disorder.

N. Financial Aspects

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The success of peacekeeping operations is often conditioned by the availability of funds. The conduct of peacekeeping operations under the auspices of the UN, i.e., cost-sharing among UN members, improves the sense of responsibility and the involvement of the world community.

83

The budgetary procedure applying to the mission and the troop contributions should be clearly specified in all basic and framework planning documents: If applicable, rules for cost-sharing should be clearly spelled out and terms of depreciation of equipment should be specified. The financial questions raised by the logistic aspects of operations should be considered early by all mission planners. Finally, there would be a need to identify procedures for reimbursement of any logistic support rendered by TCNs, and for property transfers.

84

There is a common interest that the financial mechanisms for peacekeeping operations work as efficiently as possible. This produces a need to draw up financial rules and regulations to make them compatible with the operational needs of complex and large-scale missions. To ensure sufficient expertise is available to them, troop-contributing nations should consider appointing a budget expert to work in-theatre with Chief Administrative Officers (CAO) and Chief Logistics Officers.

85

One should also consider increasing the delegation of financial authority to and within missions, in the interests of both mission efficiency and responsiveness to the needs of troop contributors and of the Force Commander. In any case, all troop contributors involved in the operation should apply the same rules vis-à-vis the local authorities. In this regard, a single «claims policy» (as practised by IFOR) has proved useful.

86

Chief Administrative Officers should continue to retain authority for expenditure but mission budgets must be drawn up in consultation with civil and military elements and encompass all the declared mission aims, while reflecting budgetary realities. CAO recommendations must go forward accompanied by certification from Force Commanders and Mission Heads that the proposals have been fully discussed down to the lower operational level and endorsed as realistic and achievable. A reserve cadre of administrative officers could ensure the optimal use of resources.

87

A specific aspect of relations among organisations is the reimbursement of costs incurred by contributing nations. In this regard, experience shows that reimbursements from the UN are seldom timely and that force contributors need to be able to bridge the delay in reimbursement through national funding. Only self-sustaining and supportable forces should be committed.