



## G8 Report on Peacekeeping/Peacebuilding

1. As requested by Leaders at the 2008 Hokkaido Toyako Summit, the peacekeeping/ peacebuilding experts of the G8 have sought to take stock of our collective progress in meeting the goals set out and reiterated at successive G8 Summits, and most notably in 2004 at Sea Island. On that occasion, a landmark focus on the training of peacekeeping troops, with particular concern for Africa, produced a set of extensive commitments by Leaders, with a target date of 2010. These commitments have been reaffirmed since then, including at Toyako, where Leaders agreed to fulfill or exceed them. On that occasion, Leaders also highlighted the importance of strengthening assistance for police and civilian response. Now one year before the milestone date of 2010, we have reviewed key efforts—without preparing a catalogue of G8 expenditures and programs, which are extensive and too numerous to name—and highlighted the major needs and lacunae in the international system surrounding peacekeeping and peacebuilding. The fruit of consultation with major actors, scholars and international organizations, this report presents the findings of experts for consideration by Leaders.

2. The G8 has identified peacekeeping/peacebuilding as an area of key concern to the international community, requiring collective, coherent and coordinated action. Overcoming conflict requires a strategic vision and an integrated approach, from peacekeeping to post-conflict stabilization, involving, as necessary, military, police, judicial and other civilian components that are fully interoperable and possess a common mandate and objectives. Upholding the rule of law, international humanitarian law and human rights are essential components of this approach. In recent years, the challenges with regard to conflict prevention, peacekeeping, peacebuilding and post-conflict reconstruction have grown significantly. No one country or organization can meet all of these needs, but the clearer our picture of the



requirements, the better G8 and other countries and actors can target their efforts. We would like, at the outset, to commend the UN for their important efforts to make improvements in the areas of peacekeeping and peacebuilding. The G8 peacekeeping/peacebuilding experts welcome these and the many other ongoing initiatives, and seek to foster political consensus leading to concrete action in these areas.

## Commitments

3. **Peacekeeper Training:** G8 countries have been active in preparing their own and third country troops for service. Regarding the headline goal of training 75,000 peacekeeping troops worldwide by 2010, one year from that milestone, G8 countries are on track to exceed their goal. G8 countries have supported a vast network of peacekeeping training centers throughout the world, contributing with financial support and expertise to these centers. The US via its Global Peace Operations Initiative Program (GPOI) has trained more than 69,000 military personnel from 73 countries since 2005, over 48,000 of whom have deployed to 20 operations around the world. In Africa, G8 countries have provided fundamental support to peacekeeping preparedness, with the UK, for instance, having trained 12,000 peacekeepers since 2004-05 via support for centers in 13 countries, and France having prepared 3000 trainees, mostly at African training centers, and 6800 troops from 27 countries, including 9 peacekeeping battalions in 2008 alone.

4. **Police Training:** Civilian police and police units in all their forms--Multinational Specialized Units, Formed Police Units (FPUs) and Integrated Police Units--have proven an important bridge on the road from conflict to stability, creating an environment of mutual trust between local populations and public authorities and contributing to a safe and secure environment. G8 countries have been involved in police training, equipping and staffing numerous training centers worldwide. In Africa, for instance, Canada provides financial and technical assistance through its Pearson Peacekeeping Center to the police services of 15 countries, while the UK, by funding centers in West and East Africa, has supported the training of numerous police peacekeepers, including pre-deployment training to participate in UNAMID. The Italian Center of Excellence for Stability Police Units (CoESPU), with U.S. support, has trained nearly 2000 trainer graduates from 29 countries, with over 900 graduates from Africa. Germany too is providing training for



deployment in Africa, including via funding and trainers for the Kofi Annan International Peacekeeping Centre in Ghana, and Russia has prepared significant components for deployment in Africa as well. With the aim of enhancing civilian security forces, France actively supports the creation of the *International School of Security Forces* (EIFORCES) in Cameroon. Elsewhere, *Carabinieri/Gendarme*-type police and civilian police from G8 countries are making substantial contributions to training police in Afghanistan, the Middle East and the Balkans, while Japan has provided a significant amount of assistance to Afghan and Iraqi police, including by underwriting the equivalent of a half-year's salary for all (approximately 80,000) Afghan police. The European Commission is actively funding specialized police training in Europe with a view to developing the EU rapid deployment capacity. Meanwhile, recognizing the urgent need for FPU and wider police peacekeeping doctrine, G8 countries are playing leading roles in the UN's doctrine development group.

**5. Developing Civilian Capacity:** G8 countries have been very active in developing civilian capacity to play core roles in peacebuilding, in many cases establishing new domestic mechanisms to supply a whole-of-government response to crises abroad. Canada's Stabilization and Reconstruction Task Force (START) maintains an active program for the deployment of functional experts, diplomats and police. Via the ZIF Center for International Peace Operations, Germany has trained and maintains a roster of 1100 standby civilian experts for service in reconstruction and stabilization missions. The US Office of Reconstruction and Stabilization was created to manage the post conflict period in countries in political crisis; its new Civilian Response Corps (CRC) will include 100 active and 500 standby members by fall 2009. Japan, a leading donor of technical assistance to many conflict-affected countries, launched the Program for Human Resource Development in Asia for Peacebuilding in 2007, sending trained graduates to Sudan, Timor-Leste, Nepal and Kosovo, among others. The UK is enhancing its civilian expert capability to ensure improved deployability. France established an interministerial committee to coordinate its activities with regard to security sector reform (SSR). Meanwhile, Italy has established a training module for diplomats in peace support operations, while its *Guardia di Finanza* provides international assistance in border control, customs and law enforcement in crisis areas worldwide. Russia is developing an interagency program to create a roster of specialized professionals to be engaged in peacebuilding. The EU is committed to an integrated approach to



the rule of law in peacebuilding and is actively involved in SSR. Besides, in the framework of the European Security and Defence Policy, EU civilian crisis management missions have been deployed in the Balkans, the Middle East, Asia (in particular Afghanistan) and Africa. The European Commission, moreover, is funding member States' training aimed at enhancing civilian rapid deployment capacities.

6. **Deployment, Transportation and Logistical Support:** Peace support operations are often hindered by a lack of transportation and logistical support on the part of regional or UN troop contributors. To fill this gap, G8 countries have initiated various efforts, both individually and multilaterally, some mission specific, some structural. These include the Transportation and Logistics Support Arrangement (TLSA), initiated in accordance with the G8 Sea Island Action Plan on Expanding Global Capability for Peace Support Operations and the G8 St. Petersburg Declaration on Cooperation and Future Action in Stabilization and Reconstruction, in which numerous G8 countries currently participate. This and other mechanisms have served as a conduit for support to the AU Missions in Sudan (AMIS) and Somalia (AMISOM), the African Union/United Nations Hybrid operation in Darfur (UNAMID), the UN Interim Force in Lebanon (UNIFIL) and the Multi-National Force-Iraq (MNF-I). In addition, G8 countries and the EU have provided significant direct bilateral support to numerous UN and AU missions, including provision of military and police experts to AMIS, aircraft and armored personnel carriers to AMIS and UNAMID, equipment and strategic airlift to the Central African Multinational Force (FOMUC) and the UN Operation in Cote d'Ivoire (ONUCI), and transportation and other support to the United Nations Mission in Sudan (UNMIS). G8 countries are working with the UN to provide a logistical support package to AMISOM, taking advantage of the existing capacities at the UN Logistics Base in Brindisi.

7. **Coordination:** Throughout the years, the G8 has sought to improve international coordination for peace support operations, both among its members and with major donors, contributors, and international and regional organizations. Primary among its coordination mechanisms, the G8 has developed the G8++ Africa Clearinghouse, as well as the G8++ Global Peace Support Operations Capacity Building (GPSOCB) Clearinghouse, in which 40 nations and international organizations have participated. At this event, broad agreement was reached on the key five Peace Support Operations capacity gaps, identified as: leadership, partnerships, doctrine, resources and sustainability. An outcome of such a recent conference will see the UK



establishing the first GPSO Capacity Building Contact network. G8 Experts also recognize the role of the International Association of Peacekeeping Training Centers (IAPTC) and the related African Peace Support Trainer's Association (APSTA) and the Latin American Association (ALCOPAZ).

8. **Peacebuilding Strategy and Financing:** At the St. Petersburg and Toyako summits G8 leaders committed to support the UN Peacebuilding Commission (PBC), established in 2005 as an important coordination body to assist countries in their transition from conflict to peace. As a result of PBC engagement, each of the Commission's current focus countries has established a strategic framework to prioritize key peacebuilding challenges and track progress. G8 countries have been active in creating the Commission's tools and processes, and in providing substantial financing to the Peacebuilding Fund.

9. **Partnerships with Africa:** There is a need to put African peacekeeping on a firm footing and ensure its long-term sustainability. Working closely with the AU, UN, EU and other donors and partners, G8 countries have maintained a primary focus on Africa by training peacekeepers and police, assisting African peace operations with funding and logistics arrangements, and supporting the African Peace and Security Architecture (APSA), including the African Standby Force (ASF), with technical assistance to develop core military, police and civilian capabilities, strategic planning and management. G8 countries are contributing in major ways to APSA's development both at the continental and subregional levels, including by equipping, training, and providing technical advisors and logistics support. Many G8 partners are working with the AU to enhance early warning systems and to support its Panel of the Wise to address and mediate conflicts. Furthermore, individual countries, together with the EU via its African Peace Facility, are developing the EURO-RECAMP/AMANI activity as a key vehicle for assisting the ASF to achieve operational capacity by 2010.

10. G8 countries have sought to coordinate and maximize their efforts to enhance peace support operations in Africa, both via the Africa Clearinghouse and by working closely with African partners and the UN. Notable in this regard is the EU-Africa Strategic Partnership, which includes important financial support for African training centers. Other G8 countries also provide significant support to these training centers, with some additional contributions to EU operations. With G8 partner financial assistance, the UN has established an important UN-AU Peace Support



Office, whose programs assist in transferring UN peacekeeping experience to the AU.

## Looking Forward

11. It is important that G8 countries continue our dialogue with international and regional organizations, major actors and with each other to identify and address present and emerging gaps in the global peacekeeping/peacebuilding apparatus. In the course of our expert consultations, certain themes recurred. These include the need for improved coordination to avoid duplication and ensure the best application of resources; a need for improvements to the mandate and mission planning process; a need for interoperability and hence for doctrine, particularly for police peacekeepers; a need for greater equipping and logistics support, and a need to balance quality and quantity.

12. **Coordination:** The importance of coordination to maximizing resources and increasing efficiency cannot be overemphasized, particularly in this time of economic difficulty. We recommend that the G8 improve its coordination with the United Nations, and that the United Nations in turn continue to build partnerships with regional organizations, and with troop and police contributing countries. The well-established framework of EU-UN cooperation in crisis management may serve as a useful precedent in this regard. Recognizing that UN peacekeeping is overstretched, we also encourage the UN to take full advantage of its members' resources, including in the greatly augmented area of stabilization and reconstruction, an area in which the UN's Peacebuilding Commission should play a key role. This is in line with the UN's emerging focus on early recovery. We also recommend that the G8 continue to develop its dialogue with major emerging economies, other countries and organizations with regard to capacity building efforts in conflict and fragile environments.

13. **Mission planning, preparation and conduct of operations:** As has been noted by various interlocutors and in several reports, a hindrance to mission success at times occurs at the outset, in the planning and definition of mandates. These need to be informed and realistic. We would encourage a comprehensive approach based on a clear strategic vision, with the incorporation of input from troop and police contributors, military planners as well as relevant civilian players early in the planning process, and with emphasis on security, protection of civilians, including action against sexual



and gender based violence, and good governance. We recommend the development of early warning capacity and policy planning units as a fundamental component of mission planning, both at the regional and sub-regional levels. Within the UN context, it is important for the UN Secretariat to improve planning, monitoring, evaluation and management of administrative, logistical and financial issues related to peacekeeping operations. We note with attention the French-UK joint initiative in the UN Security Council to promote a collaborative approach in this regard and look forward to the first concrete results.

**14. Interoperability and Doctrine:** The ability of components to work together towards a common goal is crucial to success in contemporary peace support operations. As such, we stress the need to advance the development of UN doctrine, particularly in the area of formed and stability police units. We note as well the need to enhance and support regional training centers and centers of excellence, as well as cooperation among such institutions, and for all to operate according to accepted training guidelines to achieve common performance standards. Experts recognize the national responsibility of troop and police contributing countries for the training of their own personnel and consider that regional training centers might also progressively incorporate mission-specific pre-deployment tasks. We note the importance of the development of an integrated approach to post-conflict rule of law issues, including human rights and international humanitarian law, with compatible police and civilian components.

**15. Rapid Deployment:** In order to enhance the rapidity of deployment in multidimensional complex missions, the G8 peacekeeping/peacebuilding experts encourage all parties to collaborate in partnerships at the national, regional and continental levels, and to establish rapid deployment mechanisms for military and civilian capabilities. Recognizing that in some instances troops and police are trained but lack key supplies or enablers, G8 experts encourage countries to enter into partnerships to provide such support. We advocate the further development of complementary niche capabilities, and underline the need for a balance between quality and quantity. Also, given problems with the recruitment and retention of police and peacekeeping forces for UN and other international missions, we urge national governments to create incentives and conditions to encourage this important service. We applaud the UN's Standing Police Capacity, and support its planned expansion, including consideration of a Rule of Law standing capacity.



16. **Focus on Africa:** All of the areas above find particular application in Africa, which will remain a G8 focus, with ongoing special efforts directed towards supporting the development of the African Peace and Security Architecture. The G8 peacekeeping/peacebuilding experts commend the African Union and sub-regional organizations for their efforts to build capacity and for advances in standing up regional missions, according to the principle of local ownership. We recommend expanded partnerships with the AU and with sub-regional organizations to reinforce local capacities in all sectors, whether in HQ planning, training, logistics, or in developing standby forces and civilian capacity for post-conflict reconstruction. We recognize the importance of enhancing not only long-term capacity building, but of finding the appropriate modalities for mission-specific support. The UN Security Council's recent call for the establishment of a Trust Fund for AMISOM is one such example. We note the attention which the report of the African Union-United Nations Panel on modalities for support to AU peacekeeping operations is receiving from the UN Security Council and the AU Peace and Security Council, and anticipate with interest further joint work by these organizations and other partners, including the G8, in developing the AU-UN relationship and in seeking to secure sustainable, flexible and predictable funding for AU-led peace-support operations.

17. **G8 peacekeeping/peacebuilding experts meetings:** To sustain our ongoing efforts, we propose regular G8 peacekeeping/peacebuilding expert meetings, to be used as a mechanism for maximizing efforts and accountability. We believe that giving continuity to our work would contribute to better rationalizing initiatives, particularly in the area of capacity building, and provide momentum for sustained individual activities into 2010 and beyond that milestone date.

18. It is crucial to improve our peacekeeping and peacebuilding preparedness. As experience shows, conflicts tend to recur if insufficiently addressed. As peacekeeping/peacebuilding experts, we stress the need to allocate resources in an effective and forward-looking manner. Experts recommend that G8 partners commit to reaffirming and sharpening their focus on this most crucial area of international concern.