

**COOPERATION BETWEEN THE
UNITED NATIONS AND REGIONAL
ORGANIZATIONS/ARRANGEMENTS
IN A PEACEKEEPING ENVIRONMENT**

Suggested Principles And Mechanisms

March 1999

Lessons Learned Unit
Department of Peacekeeping Operations
United Nations

CONTENTS

- 2** Acronyms
- 3-5** Introduction
- 6-12** Part I
 - United Nations Framework for Cooperation with Regional Organizations/Arrangements: Chapter VIII of UN Charter
- 13-18** Part II
 - Suggested Principles and Mechanisms to Enhance Cooperation between the United Nations and Regional Bodies
- 19-25** Annex
 - Regional, Subregional and Inter-regional Organizations/Arrangements Cooperating with the United Nations in Peacekeeping and Peace-related Activities

ACRONYMS

AALCC :	Asian-African Legal Consultative Committee
ASEAN :	Association of South-East Asian Nations
BSEC :	Black Sea Economic Cooperation
CACEU :	Central African Customs and Economic Union
CIS :	Commonwealth of Independent States
ECHO :	European Community Humanitarian Office
ECOWAS :	Economic Community of West African States
EU :	European Union
IFOR/SFOR :	Implementation Force/Stabilization Force
IGAD :	Intergovernmental Authority on Development
IPTF :	International Police Task Force
LAS :	League of Arab States
MICIVIH :	International Civilian Mission in Haiti
NATO :	North Atlantic Treaty Organization
NMOG :	Neutral Military Observer Group
OAS :	Organization of American States
OAU :	Organization of African Unity
OIC :	Organization of the Islamic Conference
OSCE :	Organization for Security and Cooperation in Europe
SADC :	Southern African Development Community
UNHCR :	United Nations High Commissioner for Refugees
UNMIBH :	United Nations Mission in Bosnia and Herzegovina
UNPROFOR :	United Nations Protection Force
UNTAES :	United Nations Transitional Administration in Eastern Slavonia, Baranja and Western Sirmium
WEU :	Western European Union

INTRODUCTION

1. In 1998, the United Nations (UN) commemorated 50 years of peacekeeping. For most of those years the international political landscape was dominated by cold-war politics which made it difficult for peacekeeping to be used effectively as an instrument to maintain international peace and security. With the end of the cold war, the political landscape had changed and the Secretary-General issued *An Agenda for Peace*, which offered “the United Nations a new vision of its role in international peace and security”.

2. At the end of 1987, there were five UN peacekeeping operations. In 1994, the number had increased to 18 and more than 78,000 personnel were serving in UN peacekeeping and related missions. The UN annual budget for peacekeeping in 1994 rose sharply to US\$3.6 billion and remained at about the same level in 1995. Between 1948 and 1997, 111 countries had provided over 750,000 military and civilian personnel for UN operations. Approximately 1,500 peacekeepers have died over the past half century while serving in these peacekeeping missions.

3. This increased peacekeeping activity has strained the Organization’s resources and capacity because of both quantitative and qualitative changes in the operations themselves. Today’s operations are considerably more complex and demanding. Various factors contributing to the changing nature of peacekeeping operations include the intra-State nature of conflicts; the lack of full consent and cooperation of the parties; the breakdown of law and order and general banditry as a result of the emergence of indisciplined militia and armed civilians; the collapse of State structures; and the targeting of civilians in such conflicts, with consequential humanitarian disasters, including mass movements of people who become refugees and displaced persons.

4. The bitter setbacks to UN operations in Somalia and the former Yugoslavia, the genocide in Rwanda, the demand for resources to sustain peacekeeping operations have all led to the re-examination of the use of peacekeeping as a credible instrument of maintaining international peace and security. After these setbacks, the number of UN peacekeepers fell from a peak of 78,744 men and women in mid-1993 to approximately 14,500 in November 1998.

5. As it celebrated its fiftieth anniversary in 1995, the newly rekindled hope that the UN could be the guarantor of peaceful development, human rights and stability was on the verge of being dashed. The Organization found itself functioning in an environment characterized by conflict and donor fatigue. The Secretary-General warned that “the United Nations faces imminent crisis and along with it the risk of collapse of the entire structure of peace that (we have been building) for half a century.”

6. It must be emphasized that Article 24 of the Charter of the United Nations confers “on the Security Council primary responsibility for the maintenance of international peace and security”.

7. The United Nations faced explosive growth in the peacekeeping responsibilities assigned to it, as mandated by the Security Council, from 1992-1995. However, the resources provided to implement those mandates were not always commensurate, as evidenced in Somalia, Bosnia and Rwanda. The ensuing retrenchment in United Nations peacekeeping operations was

accompanied by a rise in the role of regional and subregional organizations in the peace-making, peacekeeping and enforcement action capacities. Many of the regional and subregional organizations faced the same resource constraints in the conduct of their peacekeeping activities, thus highlighting the importance of matching resources to mandates, irrespective of which organization has been assigned to implement those mandates. The situations in Liberia, Sierra Leone, Haiti, Croatia and its Eastern Slavonia region, Georgia, Tajikistan, Bosnia and Herzegovina, Cambodia and Papua New Guinea have all focused attention upon potential partnerships with regional, subregional organizations and/or arrangements in resolving complex emergencies, as envisaged in Chapter VIII of the UN Charter.

8. The involvement of a well resourced and established organization such as NATO, with its deployment of over 60,000 troops to implement the military aspects of the Dayton Agreement, was a welcome development. However, it must be emphasized that no other regional organization has the same capacity as NATO in this regard, nor is it envisaged that NATO would be likely to respond to peacekeeping or enforcement action needs outside of Europe (nor for that matter, to all the contingencies within Europe). Thus, it is not possible to evaluate, *in total*, the strengths and constraints of regional organizations, vis-à-vis the United Nations, to conduct peacekeeping operations, because each organization is fundamentally different in terms of its membership, charter and resource base.

9. As of March 1999, there are 16 regional, subregional organizations and arrangements which are cooperating or have shown interest in cooperating with the UN in peacekeeping and other peace-related activities (see Annex). Most of them have responded to the Secretary-General's call for partnership. Among them, three are regional, eight are subregional, five are inter-regional, in terms of membership. Nine have observer status with the UN General Assembly. About one-third of them have well-established mechanisms for peace and security, many of which are for preventive diplomacy and peace-making but also for support of peacekeeping operations. Eight of them have developed or are in the process of developing mechanisms for deploying peacekeeping operations either alone or in conjunction with the UN. In the 49 UN peacekeeping operations launched in the last 50 years, there has been cooperation with regional organizations or arrangements in one form or another in 15 of them.

10. The Lessons Learned Unit has conducted an in-depth study of six cases on cooperation between the United Nations and regional, subregional organizations and arrangements, which have involved co-deployment (Liberia, Georgia, Bosnia); joint deployment in peace support (Haiti); operational support (Eastern Slavonia); and diplomatic support (Cambodia). The European Union (EU) is often referred to as providing operational support to all the six operations studied. It should be stressed that these six cases may not be reflective of the many other circumstances in which the United Nations and other regional or subregional organizations might in the future cooperate in a peacekeeping environment. However, through this study, a number of common concerns were identified. In order to facilitate the continuous update of the suggested principles and mechanisms in accordance with new experiences, this document is being produced in a binder form.

11. The Special Committee on Peacekeeping Operations, at its 1998 session, stressed that cooperation between the UN and relevant regional arrangements and agencies in the context of

peacekeeping must abide by the letter and spirit of Chapter VIII of the UN Charter. In addition, such cooperation must take into account the existing instruments and mechanisms operating in each of the regional arrangements and agencies concerned. This should be reflected in the study of the Lessons Learned Unit regarding cooperation with regional arrangements and agencies in the context of peacekeeping, which should be disseminated to relevant regional arrangements and agencies

12. In undertaking this study, the Lessons Learned Unit consulted extensively with a number of regional, subregional organizations and arrangements, in particular the North Atlantic Treaty Organization (NATO), the Organization of African Unity (OAU), the Organization of American States (OAS), the Commonwealth of Independent States (CIS), the Economic Community of West African States (ECOWAS), the European Union (EU) and the Organization for Security and Cooperation in Europe (OSCE). Together with representatives from UN Secretariat departments and offices, all these organizations, except the OSCE which could not send a representative due to its preoccupation with the deployment of the Kosovo mission, attended a workshop in Long Island, New York, at which a first draft of this study was discussed. Following these discussions, a revised version was sent back to all participants and the OSCE for further comments prior to finalization. All the seven regional and subregional arrangements responded. The Western European Union (WEU) and the Association of South-East Asian Nations (ASEAN) made comments on the Annex.

PART I

United Nations Framework for Cooperation with Regional Organizations/Arrangements:

Chapter VIII of UN Charter

13. Although Article 24 in Chapter V of the Charter clearly vests the primary responsibility for the maintenance of international peace and security with the Security Council, the Charter provides a role for regional organizations and arrangements in the maintenance of peace and security in their respective regions. Article 33(1), in Chapter VI, provides that parties to any dispute endangering international peace and security “shall, first of all, seek a solution by negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, or other peaceful means of their own choice.” Under Chapter VIII, Article 52(1) stipulates that nothing in the Charter is to preclude “the existence of regional arrangements or agencies for dealing with such matters relating to the maintenance of international peace and security as are appropriate for regional action.” It goes on to invite Member States entering into such arrangements or disputes through such regional arrangements or constituting such agencies to “make every effort to achieve pacific settlement of local disputes through such regional arrangements or by such regional agencies before referring them to the Security Council.”

14. On the issue of enforcement action by regional arrangements, Article 51, under Chapter VII of the Charter, recognizes the inherent right of individual or collective self-defence. Chapter VIII, Article 53 (1), provides that the Security Council “shall, where appropriate, utilize such regional arrangements and agencies for enforcement action under its authority. But no enforcement action shall be taken under regional arrangements or by regional agencies without the authorization of the Security Council.” Additionally, Article 54 provides that the Security Council shall at all times be kept fully informed of activities undertaken or in contemplation under regional arrangements or by regional agencies for the maintenance of international peace and security.

15. As the cold war ended, it was hoped that the relevant parts of the UN Charter concerning the role of regional organizations and arrangements in the maintenance of international peace and security could be invoked effectively. In *An Agenda for Peace*, issued on 31 January 1992, the Secretary-General recommended a greater role for regional organizations in peace-related activities:

“But in this new era of opportunity, regional arrangements or agencies can render great service if their activities are undertaken in a manner consistent with the purposes and principles of the Charter, and if their relationship with the United Nations, and particularly the Security Council, is governed by Chapter VIII. ... Under the Charter, the Security Council has and will continue to have primary responsibility for maintaining international peace and security, but regional action as a matter of decentralization, delegation and cooperation with the United Nations efforts could not only lighten the burden of the Council but also contribute to a deeper sense of participation, consensus

and democratization in international affairs. ... and should the Security Council choose specifically to authorize a regional arrangement or organization to take the lead in addressing a crisis within its region, it could serve to lend the weight of the United Nations to the validity of the regional effort.” (A/47/277-S/24111, paras 63-65).

16. The *Supplement to An Agenda for Peace*, issued on 3 January 1995, outlined the forms that cooperation between the UN and regional organizations was taking at the time in the context of maintaining peace:

a) **Consultation:** The purpose of this form of cooperation is to exchange views on conflicts that both the UN and the regional organizations may be trying to solve. In some cases, consultation is formal, with periodic reports made to the General Assembly; in other cases, it is less formal, with the Secretary-General calling consultative meetings with the heads of all regional organizations and arrangements cooperating with the UN. On specific conflicts, the UN has maintained close consultations with the relevant regional or subregional organizations.

b) **Diplomatic Support:** Regional organizations have participated in the peace-making activities of the UN that have led to the establishment of peacekeeping operations and supported them by diplomatic initiatives. The OAU, the League of Arab States (LAS) and the Organization of the Islamic Conference (OIC) played this role in supporting the UN efforts in Somalia. The OSCE has been playing this role, for instance, on constitutional issues in Georgia and Tajikistan, and the UN has been supporting the OSCE on the issue of Nagorny Karabakh.

c) **Operational Support:** This cooperation varies according to requirements on the ground. One example was the provision by NATO of air power to support the United Nations Protection Force (UNPROFOR) in the former Yugoslavia. (Although NATO does not consider itself a regional arrangement under Chapter VIII). Another, was the support provided by the NATO-led multinational Implementation Force/Stabilization Force (IFOR/SFOR) to the United Nations Transitional Administration in Eastern Slavonia, Baranja and Western Sirmium (UNTAES) in establishing a safe and secure environment in that region of Croatia and the operational support provided by the CIS forces to the UN observer mission in Tajikistan. The European Union has provided support in Eastern Slavonia, Bosnia and Liberia while the Western of the UN peacekeeping forces in Iraq/Kuwait.

d) **Co-deployment:** UN field missions have been deployed in conjunction with the peacekeeping forces of ECOWAS in Liberia and Sierra Leone, and of the CIS in Georgia and Tajikistan. This model has again been followed in Bosnia and Herzegovina where the UN and regional organizations and arrangements are co-deployed with different mandates, but for the common purpose of bringing peace and stability to the country: The United Nations Mission in Bosnia and Herzegovina (UNMIBH) includes the International Police Task Force (IPTF), which among other things monitors the local police; the NATO-led multinational peacekeeping force (IFOR/SFOR) helps maintain a safe and secure environment; OSCE assists in the organization of elections; the Office of the United Nations High Commissioner for Refugees (UNHCR) provides care for refugees; while the European Union provides development assistance; and the Office of the High Representative is responsible for overall coordination. Each organization is also responsible for monitoring protection of human rights.

e) ***Joint Operations:*** In Haiti, the UN and the OAS jointly launched the International Civilian Mission in Haiti (MICIVIH) for which the staffing, direction and financing were to be shared between the UN and the OAS. This arrangement has worked and it, too, is a possible model for the future that will need careful assessment.

17. On 28 January 1993, the Security Council invited regional organizations, within the framework of Chapter VIII of the UN Charter, to study “ways and means to strengthen their functions to maintain international peace and security within their areas of competence, paying due regard to the characteristics of their respective regions.” The Council also called on regional organizations to consider “ways and means to further improve coordination of their efforts with those of the United Nations” (S/25859). On 3 May 1994, the Security Council further expressed its view that one of the factors that should be taken into account when considering the establishment of new peacekeeping operations was the existence of regional or subregional organizations and whether they were ready and able to assist in resolving the conflicts (S/PRST/1994/22).

18. On 25 September 1997, the Security Council convened at the foreign minister level to consider the need for concerted international action to promote peace and security in Africa. The Council requested the Secretary-General to submit a report regarding the sources of conflict in Africa, ways to prevent and address those conflicts, and how to lay the foundation for durable peace and economic growth in that continent. In response to that request, the Secretary-General issued his report on 13 April 1998, submitting it both to the Security Council and the General Assembly, given the scope of the challenges to be addressed.

19. Although the report dealt with Africa, its recommendations on peacekeeping and support for regional and subregional peace initiatives dealt with UN cooperation with any regional, subregional organization and arrangement. In fact, the report cited the experience of UNTAES as an example of what the UN peacekeeping could accomplish, even in the most challenging environment, when it was deployed with a credible deterrent capacity (in this instance, a regional peacekeeping force), equipped with appropriate resources, and backed by sufficient political will.

20. “Within the context of the United Nations primary responsibility for matters of international peace and security, providing support for regional and subregional initiatives in Africa is both necessary and desirable”, the report stated. “Such support is necessary because the United Nations lacks the capacity, resources and expertise to address all problems that may arise in Africa.” However, the Secretary-General warns that delegation of responsibility for the maintenance of international peace and security to regional or subregional organizations does not represent a panacea for the difficult problems facing peacekeeping. “Regional organizations can face political, structural, financial, or planning limitations. At times the impartiality and neutrality of their Member States may be questioned, for historical reasons or for political or economic reasons. ... Judgement and caution must be exercised in associating the United Nations with regional, subregional or multinational efforts, but the potential for positive cooperation should continue to be explored.”

21. In discussing the Secretary-General's report and acting on its recommendations, the Council decided on 28 May 1998 (resolution 1170), to establish an ad hoc working group to review all the recommendations in the report related to international peace and security and to submit specific proposals for concrete action by the Council. Based on the recommendations of its ad hoc working group, the Council adopted a series of presidential statements and resolutions from September to November 1998, each dealing with specific recommendations of the Secretary-General's report. Again, although focussed on Africa, the statements and resolutions had relevance for all regional, subregional organizations and arrangements involved in the maintenance of international peace and security.

22. In a presidential statement of 16 September 1998 (S/PRST/1998/28), the Council affirmed the role of the United Nations in setting general standards for peacekeeping, and urged compliance with existing United Nations guidelines, including through the use of Ten Rules Code of Personal Conduct for Blue Helmets. Training for and conduct of peacekeeping should give due emphasis to international humanitarian law and human rights, including the rights of the child and gender issues, the Council stated. It stressed the need for it to be fully informed of peacekeeping activities carried out or planned by regional or subregional organizations and encouraged the Secretary-General to establish appropriate UN liaison with regional and subregional organizations. It invited those organizations and Member States to provide the Security Council and the Secretary-General with information on their activities in the field of peacekeeping.

23. On 18 September 1998, the Council adopted resolution 1197 on the need for the UN to provide support for regional and subregional initiatives and the strengthening of coordination between the UN and those organizations and arrangements in conflict prevention and the maintenance of peace. The resolution requested the Secretary-General to assist Member States in the development of commonly accepted peacekeeping doctrine and to share existing peacekeeping doctrine and concepts of operations with the OAU and subregional organizations in Africa. It encouraged the enhancement of consultation and coordination between the UN and the OAU and between the UN and subregional organizations in Africa and recognized that the nomination of joint Special Representatives may be useful to further those aims.

24. In a more recent presidential statement, issued on 30 November 1998 (S/PRST/1998/35), the Security Council underlined the increasingly important role of regional arrangements and agencies, and of coalitions of Member States in the conduct of activities in the peace and security field. It reaffirmed its primary responsibility under the Charter for the maintenance of international peace and security and that peace and security related activities undertaken under regional arrangements or by regional agencies, including enforcement action, should be carried out in accordance with Articles 52, 53 and 54 of the Charter. The Council also recognized that its authorization of action by regional or subregional organizations, or by Member States or coalitions of States, could be one type of effective response to conflict situations. To monitor any activities that it had authorized, the Council expressed its readiness to examine appropriate measures whenever such an authorization was being considered.

25. The Council noted that a wide variety of arrangements and relationships had developed in different instances of cooperation between the UN, Member States and regional and subregional

organizations in the maintenance of peace and security and that monitoring requirements would vary and should be tailored according to the specifics of the operations in question. The Council was of the view that, wherever necessary or desirable, monitoring of such activities could be enhanced by the inclusion of certain civilian elements, for instance, dealing with political and human rights issues, within missions and operations. It also recognized that the attachment of a UN liaison officer or team could improve the flow of information between the Council and those engaged in the conduct of operations authorized by it. It also shared the Secretary-General's view that one possible means of monitoring the activities of forces authorized by it was through the co-deployment of UN observers and other personnel together with an operation carried out by regional or subregional organizations or by a coalition of States.

26. In the same statement, the Council underlined the importance of establishing a clear framework for cooperation and coordination between the UN and regional or subregional organizations or a coalition of States, whenever the UN deploys forces alongside the forces of such organizations or coalitions. "Such a framework should include specifying objectives, the careful delineation of the respective roles and responsibilities of the United Nations and the regional or subregional organization or coalition concerned and of the areas of interaction of forces, and clear provisions regarding the safety and security of personnel."

27. The six case studies conducted by the Lessons Learned Unit have revealed that, despite the difficulties, there are many advantages that emanate from cooperation between the UN and regional, subregional organizations and arrangements in peacekeeping and peace support operations. Through such cooperation, the international community can mount effective strategies for preventing crises, for peacekeeping and peace support, as well as for humanitarian assistance and peace-building. Cooperation between the UN and regional and subregional organizations/arrangements enables the sharing of responsibilities, based on the comparative strengths of each, leading to complementarity and the avoidance of competition. Although there may be cases when a regional or subregional body will choose to become involved not because it enjoys a comparative advantage, but for a political or other imperative.

28. While Security Council action can be inhibited by the use of vetoes by one or more permanent members of the Council, action in regional, subregional organizations and arrangements can be inhibited, as well, by the lack of consensus, which is the basis of decision-making in many of these organizations and arrangements. UN support provides legitimacy to operations established by a regional or subregional organization/arrangement, while support for a UN operation by a regional or subregional body provides a stronger political base for the operation. Cooperation between the UN and regional organizations also enables the UN to be kept informed of activities undertaken or being contemplated by regional and subregional organizations/arrangements.

29. Further, cooperation between the UN and regional and subregional organizations/arrangements may allow the regional organizations/arrangements to assist in the diplomatic efforts that create peace mechanisms and that lead to the establishment of peacekeeping operations. In certain situations, some parties to a conflict may prefer UN involvement, while others prefer that of a regional organization. Thus, cooperation between the

UN and regional organizations/arrangements provides mechanisms for compromise that can break a stalemate and that can also serve as an incentive for the conflicting parties to cooperate.

30. Regional, subregional organizations and arrangements may know more than the UN about the root causes of a conflict in their respective regions and may have a better knowledge of the parties and personalities involved in the conflict. Therefore, these organizations and arrangements can be sources of extremely useful information which would enhance the effectiveness of UN efforts in the management of those conflicts. Some regional organizations may have greater flexibility than the UN in the allocation of resources and, therefore, are able to deploy assets, including troops, faster than the UN within their own regions. Further, resource-rich regional organizations/arrangements are able to provide adequate resources to support their own operations.

31. While UN involvement in a crisis country provides a focal point for international support and resources, regional and subregional organizations/arrangements can be very useful in launching peace-building activities in support of UN peacekeeping operations and cooperation between the UN and such organizations/arrangements can facilitate post-conflict reconstruction. Cooperation between the UN and regional, subregional organizations and arrangements can also provide both entities with an exit strategy allowing either to put in place and manage successor arrangements that can continue the work begun by the peacekeeping operation.

32. In recent years, some regional, subregional organizations and arrangements have taken major steps towards the development of effective mechanisms for peacekeeping operations, either on their own or in joint deployment with the UN, or at the behest of the UN. As of February 1999, the regional, subregional organizations and arrangements developing mechanisms for conflict resolution, which may include deployment of peacekeeping operations, are as follows:

Western European Union	(WEU)
Organization of African Unity	(OAU)
Organization of American States	(OAS)
Organization for Security and Cooperation in Europe	(OSCE)
North Atlantic Treaty Organization	(NATO)
Commonwealth of Independent States	(CIS)
Economic Community of West African States	(ECOWAS)
Southern African Development Community	(SADC)

33. Despite these encouraging developments, such partnerships for peace and security remain largely sporadic and ad hoc. More effort is needed in support of building the institutional capacity of regional and subregional organizations as well as the mechanisms for coordinating their contributions. The continued commitment of the United Nations, in particular, the Security Council, with primary responsibility for the maintenance of international peace and security, remains crucial in attaining further progress in this regard.

34. In his speech on the future of peacekeeping operations delivered at Georgetown University in February 1999, the Secretary-General expressed concern on the increasing reliance

of the Security Council on regional, subregional organizations and arrangements in maintaining international peace and security. He pointed out that apart from NATO “few others have, or claim to have, the same operational expertise.” He stated: “It is therefore unfortunate that in recent years the Security Council has been reluctant to authorize new United Nations peacekeeping operations, and has often left regional or subregional organizations to struggle with local conflicts on their own. --- That puts an unfair burden on the organization in question. It is also a waste of the expertise in peacekeeping which the United Nations has developed over the years.” He stressed that this capacity of the United Nations must not be dismantled.

35. In order to make full use of the benefits of a close relationship between the UN and regional, subregional organizations and arrangements, an awareness of the advantages of such cooperation in peacekeeping operations should be emphasized so that existing arrangements can be strengthened and latent and potential cooperation developed. In Europe regional organizations and arrangements no longer act in isolation but together in a closely coordinated and mutually reinforcing fashion. This is particularly so with NATO, OSCE and the European Union.

PART II

Suggested Principles and Mechanisms to Enhance Cooperation between the UN and Regional Bodies

36. It is neither possible nor appropriate to establish a universal model defining the ideal relationship between the UN and regional, subregional organizations and arrangements in peacekeeping operations for several reasons. For one, different levels of cooperation are required in different types of peacekeeping operations. The characteristics of each regional, subregional organization and arrangement differ considerably, as do their resource availability and institutional capacity. Nevertheless, it is possible to identify certain general principles on which cooperation could be based. It is in this context that the following principles to enhance cooperation between the UN and regional, subregional organizations and arrangements in peacekeeping have been identified.

A. Suggested Principles to Enhance Cooperation

I. The Security Council has the primary responsibility for the maintenance of international peace and security under the Charter, and it is in this context that effective cooperation must take place. The use of regional, subregional organizations and arrangements cannot be seen as diluting this responsibility. Constancy of engagement by the Security Council is crucial to the credibility of the UN.

II. Regional organizations and arrangements have a responsibility under the Charter to address regional conflicts; at the same time, the Security Council must be kept informed regularly of the measures that are being taken or being contemplated by regional, subregional organizations and arrangements. Peacekeeping operations by regional organizations and/or arrangements command greater consensus if authorized by the Security Council before they are established.

III. Cooperation between the UN and regional, subregional organizations and arrangements should be an ongoing and dynamic process so that the benefits of the cooperation can be reaped in preventive diplomacy, conflict prevention, peacekeeping, peace support and later, in post-conflict reconstruction and peace-building.

IV. Cooperation is enhanced if the mandates given to UN operations and those led by regional, subregional organizations and arrangements are concise and clear. The adequacy of the mandates, particularly the humanitarian and human rights aspects, given to UN operations as well as those provided to regional and subregional entities is also critical.

V. Early and comprehensive consultation and effective information sharing between the UN and respective regional, subregional organizations and arrangements is a *sine qua non* for good cooperation and should begin before operations are established and should continue once the mission is deployed.

VI. In planning a mission, the United Nations and the respective regional, subregional organisation and arrangement should, as much as possible, utilize each other's expertise.

VII. A framework for cooperation should be agreed to between the UN and the concerned regional, subregional organization and arrangement before the respective operations are established. This framework should clearly spell out the responsibility of each entity in the mission area.

VIII. Cooperation should be based on comparative advantages the UN and relevant regional, subregional organizations and arrangements possess, leading to complementarity of efforts and elimination of duplication and competition.

IX. The effectiveness of and the political support for a regional or subregional peacekeeping effort can be enhanced if all members of the region or subregion make a direct contribution to the operation. Such commitment tends to strengthen the unity of purpose of the entire membership of the regional, subregional organization and arrangement.

X. Given that the maintenance of international peace and security is primarily the responsibility of the Security Council, assisting in capacity building and funding for peacekeeping efforts of regional, subregional organizations and arrangements that lack resources for peacekeeping should be a concern of the Council. The international donor community should also try to assist.

XI. The UN and regional, subregional organizations and arrangements should have a common understanding of basic doctrine, operational rules of engagement and rules of engagement that could be applied in different types of peacekeeping operations.

XII. It is important that the UN and regional organizations use the same terminology of peacekeeping and have the same understanding of the terminology, that they understand each other and avoid misunderstandings that could undermine the other's efforts.

XIII. Well organized, trained and logistically supported personnel, whether they are from the UN or regional, subregional organizations and arrangements, are a prerequisite for successful peacekeeping efforts. The UN should ensure that its personnel for such operations are well trained and should assist in the training of personnel from regional organizations and arrangements, consistent with UN doctrine and training standards. Regional organizations can assist in mobilizing troops from their particular region to serve in UN peacekeeping operations. The UN could also cooperate with the regional or subregional entities in designing training programmes for local police based on UN standards.

XIV. In their respective and collaborative activities, both the UN and regional, subregional organizations and arrangements should give priority to respect for human rights and the principles of international humanitarian law. Both should also encourage the conflicting parties to respect human rights and address official impunity.

XV. While the objective of peacekeeping operations is to assist the process of peaceful settlement of a conflict, it is essential that both the UN and regional, subregional organizations and arrangements take a long-term view to sustain peace after the peacekeeping operations have withdrawn. Organizations and agencies that would continue the peace consolidation efforts through successor arrangements should be identified early and be introduced gradually to activities in the mission area before the peacekeeping operation withdraws.

XVI. A supportive and involved civil society can contribute greatly to national reconciliation and the effectiveness of successor arrangements and help avoid a recurrence of the conflict. The UN and regional or subregional bodies, with the support of the local authorities, could seek ways to strengthen civil society for the purpose of improving capacity in countries in conflict. A coordinated and comprehensive public information strategy, targeting not only the local population but a regional and international audience as well, would assist in that goal.

XVII. In the implementation of mandates it is important that technical processes be followed, as much as possible, in order for credible results to be attained. This includes realistic timetables for executing programmes, such as holding of elections, and implementing reconstruction or disarmament, demobilization and reintegration programmes. The UN and regional, subregional organizations and arrangements concerned should have a common understanding of and appreciation for realistic timetables for technical processes and, as far as possible, the parties to the conflict should be encouraged to support such realism.

XVIII. Sustained international support for a peacekeeping operation also contributes to increased cooperation between the UN and the relevant regional, subregional organization and arrangement.

B. Suggested Mechanisms to Enhance Cooperation

37. For principles of effective cooperation to be usefully implemented on the ground, peacekeeping operations need to identify mechanisms that would be in accordance with their mandates and in keeping with the nature of cooperation desired between the UN and the relevant regional, subregional organization and arrangement. Again, the cases studied by the Lessons Learned Unit have suggested certain general mechanisms that would be useful to most operations in enhancing cooperation.

I. Cooperation can be enhanced by establishing channels for regular communication between the UN Secretariat and the secretariats of regional, subregional organizations and arrangements. These channels should be reviewed periodically for efficiency and reliability. The international community should also seek ways to strengthen the secretariats of regional, subregional organizations and arrangements, for example by assisting with the training of their personnel in the management of peacekeeping operations.

II. As soon as it seems likely that a peacekeeping operation involving cooperation between the UN and regional, subregional organizations and arrangements is to be established, a planning cell bringing together all the possible actors in the operation could be set up for the purpose of

joint planning and information sharing. A wider planning forum could be established at this early stage to look beyond the peacekeeping phase to the post-conflict peace-building and reconstruction phase and include all actors that would have a significant role to play in each phase. This would include representatives from entities involved with political negotiations, provision of humanitarian aid, monitoring of respect for human rights and institution-building, as well as those who could provide funds for these activities.

III. The UN and regional or subregional organizations and arrangements operating in a common mission area should have a mechanism for cooperation, preferably headed by senior officials at the same rank, to facilitate consultations, communication and coordination. These senior-level meetings should be regular. Quick decision-making will be facilitated if the head of each operation is authorized to take as much of the operational decisions without necessarily referring to his or her respective headquarters. Delegation of authority to the field will enable a quick response to the situation on the ground.

IV. Other mechanisms for cooperation may include the signing of memoranda of understanding and the exchange of liaison officers between the mission headquarters of the UN operation and the regional, subregional organization and arrangement operating in the same mission area. The negotiation of memoranda of understanding itself forces a communication between the involved organizations at all levels, which can have a beneficial effect. The usefulness of liaison officers can be limited if either entity finds their functions to be unduly intrusive or extraneous. Further, there could be some exceptions to the need for maintaining close ties. One such case would be if an entity has a mandate to organize elections and the other to monitor them, then some distance between the two would be prudent, to avoid any perception of undue influence.

V. Once the peacekeeping mission has been deployed, a strategic planning group, consisting of representatives from all the major organizations working in the mission area, could be established to provide strategic thinking, anticipate events and to plan accordingly. For maximum efficiency, the strategic planning group should be provided with support services.

VI. The UN as well as regional, subregional organizations and arrangements, recognizing the critical role that individuals at the field level play in terms of both interpreting and implementing their respective mandates, should continue their efforts to identify the most qualified individuals available to head their respective operations.

VII. For regional and subregional peacekeeping efforts that lack resources, the UN should consider the establishment of a financing mechanism that could be mobilized quickly as the need arises.

VIII. In order for the UN and regional, subregional organizations and arrangements to harmonize training efforts, and develop common terminology and a common understanding of the principles on which rules of engagement are based, joint training should be intensified. This could be done through joint training workshops, training-for-trainers courses conducted by the UN in troop-contributing countries, introduction of UN training standards in all national peacekeeping training courses, among other measures. Regional, subregional organizations and

arrangements could develop frameworks to ensure that their training is consistent with UN doctrine on peacekeeping.

IX. Both the UN and regional organizations should give priority to adequate arrangements for the protection of their personnel and property in the mission area. Mechanisms should be developed to enable the sharing of security information and resources to enable the conduct of important security tasks, such as joint patrolling, security assessments, common systems of signals and communications, cooperation in providing medical assistance, sharing of fuel and air transport and other emergency evacuation vehicles, among others.

X. Given the need in many peacekeeping operations to provide humanitarian aid to the local, civilian population, it is important that a field level mechanism be developed that would bring together the civilian and military actors to coordinate action for humanitarian assistance. This mechanism, whether a civil-military coordination cell or another consultative forum, would aim at sharing information, setting targets, pooling resources, and avoiding duplication and competition. The mechanism should include representation from the local authorities and the donor community. Such a joint consultative mechanism in the mission area that includes donors, brings the views of the donor community directly to the senior field officers of the UN and the relevant regional, subregional organization and arrangement.

XI. At the inter-governmental level, the mechanism of an international conference that would bring together the UN and its agencies, members of relevant regional, subregional organizations and arrangements, the donor community and multilateral financial institutions, and other concerned States is recommended. The conference would allow the international community to mobilize essential resources and build international support for the peace process.

XII. The mechanism of a "Group of Friends"-- particularly either the Secretary-General or the Special Representative of the Secretary-General -- which would include concerned regional and extra-regional Powers that command influence over parties to the conflict, can be another effective tool for mobilizing support for the peace process.

XIII. The UN and regional or subregional entities in the mission area should harmonize their public information strategy to keep the local population, as well as the international community, informed of the respective mandates and the actions being taken, and to strengthen local and international support for the mission. The public information strategy, which should be developed by the most senior UN official in the mission area along with his or her spokesperson in consultation with the relevant regional, subregional organization and arrangement, could include the provision of objective information to the local population on developments related to the peace process. This would be of particular value in countering hostile propaganda and in countries without independent media.

XIV. Consideration should be given to the proposal that the UN and regional, subregional organizations and arrangements working together in a mission area accept a common code of conduct for their personnel and establish transparent mechanisms to address grievances of the local population arising from the actions of their international staff. The code of conduct could be included in a memorandum of understanding. As far as possible, the UN mission and that of a

regional, subregional organization and arrangement working together in a common mission area should try to harmonize personnel rules and regulations to promote a team spirit and avoid unhealthy competition.

ANNEX

Regional, Subregional and Inter-regional Organizations/Arrangements Cooperating with the United Nations in Peacekeeping and Peace-related Activities

Name	Region	Area of activities: actual [potential]	Recent activities
Organization of African Unity (OAU)	Africa	Preventive diplomacy; peace-making; peacekeeping; [humanitarian assistance]	<p>Diplomatic initiatives for the political settlement of conflicts in Angola, Burundi, the Comoros, Congo, The Democratic Republic of the Congo, Eritrea/Ethiopia, Guinea Bissau, Liberia, Rwanda, Sierra Leone, Somalia and Western Sahara</p> <p>Deployment of the Neutral Military Observer Group (NMOG) in Rwanda and a military observer group in Burundi.</p> <p>OAU Military Observer Mission in the Comoros</p> <p>OAU Observer Mission in South Africa in response to Security Council resolution 772 (1992)</p> <p>[OAU will participate in the referendum monitoring in Western Sahara]</p> <p>OAU convened with UNHCR a regional conference on assistance to refugees, returnees and displaced persons in the Great Lakes region in February 1995</p>
Central African Customs and Economic Union (CACEU)	Africa	[Peace-building]	

Name	Region	Area of activities: actual [potential]	Recent activities
Economic Community of West African States (ECOWAS)	Africa	Peace-making; peacekeeping	<p>Contribution to the adoption of various peace agreements in Guinea Bissau, Liberia and Sierra Leone</p> <p>ECOWAS has been playing a central role in the implementation of the Liberian and Sierra Leone peace accords, including the deployment of peacekeeping forces (ECOMOG) in both countries</p>
Inter-governmental Authority on Development (IGAD)	Africa	Peace-support	Diplomatic initiative for peaceful settlement of the conflicts in Sudan and Somalia
Southern African Development Community (SADC)	Africa	Peace-making; peacekeeping	Diplomatic initiative for peaceful settlement of the Congo conflict
Association of South-East Asian Nations (ASEAN)	Asia and the Pacific	Preventive diplomacy; confidence-building (the Zone of Peace, Freedom and Neutrality; the South-East Asian Nuclear-Weapon-Free Zone)	Diplomatic initiative for the political settlement of the Cambodian conflict Observer mission to the Cambodian elections

Name	Region	Area of activities: actual [potential]	Recent activities
Organization for Security and Cooperation in Europe (OSCE)	Europe	Preventive diplomacy; peace-making; humanitarian assistance; electoral supervision; human rights monitoring; [peacekeeping]	<p>Peace-making in South Ossetia (Georgia), Nagorny Karabakh (Azerbaijan) and Republic of Moldova.</p> <p>Cooperation with the UN in the political settlement of conflicts in Abkhazia (Georgia) and Tajikistan</p> <p>Observer missions in the former Yugoslav Republic of Macedonia, Estonia, Latvia and Bosnia and Herzegovina</p> <p>Electoral supervision and human rights monitoring in Bosnia and Herzegovina</p> <p>Lead organization for the implementation of the relevant annexes of the Dayton Agreement on arms control</p> <p>Monitoring of local police in Eastern Slavonia</p> <p>In cooperation with EU, sanctions assistance missions in Albania, Bulgaria, Croatia, Hungary, the former Yugoslav Republic of Macedonia, Romania and Ukraine.</p>
European Union (EU)	Europe (may also carry activities in other regions)	Conflict prevention or preventive diplomacy; post-conflict development assistance	<p>EU Observer Mission in South Africa, in response to Security Council resolution 772 (1992)</p> <p>Peace-making in former Yugoslavia; co-sponsors with the UN of the International Conference on the Former Yugoslavia</p> <p>Sanctions assistance to Albania, Bulgaria, Croatia, Hungary, the former Yugoslav Republic of Macedonia, Romania and Ukraine</p>

Name	Region	Area of activities: actual [potential]	Recent activities
			Humanitarian assistance through European Community Humanitarian Office (ECHO)
Western European Union (WEU)	Europe (may also carry activities in other regions)	Peacekeeping; peace enforcement; [humanitarian relief operations]	<p>Mine-clearing operations in the Gulf during the conflict between Iran and Iraq in 1987-1988, mine-clearing and embargo enforcement operations in the Gulf</p> <p>Monitoring and enforcement of the arms embargo in the Adriatic; monitoring and enforcement of the sanctions against the former Yugoslavia in the Danube operation; support of the establishment of a unified police force in Mostar (1993-1997); contribution to monitoring the situation in Kosovo.</p> <p>Training and assistance to the Albanian police and advice to the authorities to rebuild and modernize Albania's police force (1997-1999)</p>
Commonwealth of Independent States (CIS)	Europe	Peace-making; peacekeeping;; peace accords	Deployment of Peacekeeping Force in Abkhazia (Georgia) and Collective Peacekeeping Forces in Tajikistan
Black Sea Economic Cooperation (BSEC)	Europe	[Peace-building]	

Name	Region	Area of activities: actual [potential]	Recent activities
Organization of American States (OAS)	Americas	Preventive diplomacy; peace-making; human rights monitoring; peace-building	Electoral assistance to a large number of countries Human rights monitoring through the International Civilian Mission in Haiti (MICIVIH) Mine-clearing assistance to Nicaragua
Caribbean Community	Americas	[Preventive diplomacy; fact-finding; confidence-building; good offices]	
Asian-African Legal Consultative Committee (AALCC)	Africa, Asia, Middle East	[Preventive diplomacy; peace-making; peace-building]	Initiative to promote a wider role for the International Court of Justice in the context of the peaceful settlement of disputes Promoting the concept of “safety zones” in the context of refugee problems
Commonwealth Secretariat	Africa, Asia-Pacific, Caribbean, UK, Canada	Preventive diplomacy; peace-making; peace-building	The Commonwealth Observer Mission in South Africa, in response to Security Council resolution 772 (1992)

Name	Region	Area of activities: actual [potential]	Recent activities
League of Arab States (LAS)	Africa, Middle East	Preventive diplomacy; peace-making; [peacekeeping; peace-building]	<p>Mediation efforts between the warring factions in the Somali capital, Mogadishu, 1992; participation in the National Reconciliation Conference</p> <p>Diplomatic initiatives for the peaceful settlement of the conflict in Bosnia and Herzegovina</p>
North Atlantic Treaty Organization (NATO)	Euro-Atlantic	Peacekeeping and peace-support operations	<p>Monitoring and enforcement of the maritime embargoes against the former Yugoslavia</p> <p>Enforcement of a “no-fly” zone over Bosnia and Herzegovina</p> <p>Air protection for UNPROFOR</p> <p>Assisting in establishing a safe and secure environment in Eastern Slavonia</p> <p>Implementing the Military Annex of the Dayton Peace Agreement for Bosnia and Herzegovina through NATO-led multinational peacekeeping force (IFOR/SFOR)</p> <p>Supporting the Civil Implementation of the Dayton Peace Agreement through SFOR</p> <p>Supporting the OSCE Kosovo Ground Verification Mission through NATO Air Verification Mission and a NATO Extraction Force</p>

Name	Region	Area of activities: actual [potential]	Recent activities
Organization of the Islamic Conference (OIC)	Africa, Asia, Europe, Middle East	Preventive diplomacy; peace-making; [peace-building; peacekeeping]	<p>Diplomatic initiatives for the political settlement of the conflict in Somalia; participation in the National Reconciliation Conference</p> <p>Diplomatic initiatives for the peaceful settlement of the conflict in Bosnia and Herzegovina</p> <p>Diplomatic initiatives in Afghanistan</p>

Source: Based on "United Nations Peacekeeping Information Notes, Update May 1994" S/RES/968 (1994), (Updated 1998) and on contributions received from regional, subregional organizations and arrangements.