



# EXPANDING THE CIVILIAN ROLE IN PEACE OPERATIONS: ASSESSING PROGRESS AND ADDRESSING GAPS

CO-ORGANIZED BY SIPRI, IGARAPÉ AND IRI, PUC-RIO

## OPENING REMARKS\*

There is recognition that the civilian involvement in peace operations is no longer marginal in international policy and research and that civilian expertise is essential to the functioning of comprehensive peacebuilding and peace operations. However, South America is still learning how to enhance its civilian engagement in peace operations, particularly its recruitment and deployment of civilian experts in coordination with military elements in the field. Traditionally, the focus of discussion on peace operations has been on mandates, budgets, logistics and exit strategies. More seldom is there a focus on who is in charge of establishing and consolidating the peacekeeping framework and respective activities. Awareness that the recruitment, training, contracting and management of civilians are strategic factors for proper legitimacy and that efficiency in peace operations has grown significantly since the late 1990s (particularly since the publication of the Brahimi Report).

For Brazil, it is important to listen and engage with its peacekeeping counterparts in South America. The Brazilian Government has recently identified civilian deployments as an important component of its own domestic peace and security agenda.

Igarapé Social Cooperation Agency, with support from Canada and the United Kingdom, is currently working with the Brazilian Ministry of External Relations to help enhance Brazil's civilian participation in international peacebuilding operations.<sup>1</sup> The aim is to develop a more predictable, efficient and effective deployment capacity that would allow Brazilian technical experts to be deployed to either bilateral or multilateral peacebuilding missions. There is a need to map civilian capacities in the public and private sectors; to educate and conduct outreach to a comparatively new audience

<sup>1</sup> The workshop was organized with generous in-kind support from International Relations Institute (IRI), Pontifícia Universidade Católica do Rio de Janeiro (PUC-Rio) and with funding from the Canadian Department for Foreign Affairs and International Trade and the British Foreign and Commonwealth Office.

\* This report attempts to summarize the contents of each workshop session, including both presentations and discussion. SIPRI would like to thank Raphael Gonçalves Marreto, rapporteur. The views expressed do not necessarily reflect the views of SIPRI or of the majority of the participants.

## ● WORKSHOP SUMMARY

The seminar 'Expanding the Civilian Role in Peace Operations: Assessing Progress and Addressing Gaps', held on 18–19 April 2011 in Rio de Janeiro, Brazil, was organized by SIPRI, Igarapé Social Cooperation Agency and International Relations Institute (IRI) PUC-Rio. It brought together more than 40 civilian experts and military personnel, mainly from South American countries, for the purpose of understanding the regional process of interventions in peace operations at the international level.

The main objectives of the workshop were to (a) conduct a regional inventory of what policies, mechanisms or structures countries are developing for the civilian dimension of peace operations; (b) observe 'lessons learned' about South American civilian deployment; (c) discuss challenges confronting South American countries; and (d) develop a regional civil-military network to further the discussion.

The workshop is one in a series of four regional workshops—covering Africa, Asia–Pacific, Europe and South America—conducted as part of the SIPRI project 'Civilian Contribution to Peace Operations: Assessing Progress and Addressing Gaps'. The project's objective is to take stock of the international civilian architecture and to map what has been done and by whom.

The project has been generously funded by Foreign Affairs and International Trade Canada (DFAIT) and United States Institute of Peace.

**Opening remarks**

The organizers opened the workshop and introduced the background of the project, the aims and main themes of the workshop.

*Panelists*

Ms Sharon Wiharta, Senior Researcher, SIPRI  
Dr Robert Muggah, Associate, Igarapé  
Dr João Pontes Nogueira, Head, International Relations  
Institute PUC-RIO

**Session 1. Setting the scene**

This session introduced the concept of the civilian contribution to peace operations and offered several perspectives on the issue.

*Chair*

Dr Eduarda Hamann, Associate, Igarapé

*Panelists*

Minister Norberto Moretti, Head, International Peace and Security, Division (DPAZ), Ministry of Foreign Affairs, Brazil  
Ms Camille Ruest, Second Secretary, Canadian Embassy, Brasilia  
Mr Chris Brealey, First Secretary, British Embassy, Brasilia

**Session 2. SIPRI Project Overview**

This session provided an overview of the SIPRI project and introduced its methodology and preliminary findings.

*Presenter*

Dr Stephanie Blair, Associate Senior Research Fellow, SIPRI

**Session 3: Perspectives from the field**

This session reflected on past bilateral and multilateral experiences of the civilian contribution to peace operations and the recurring challenges related to it.

*Chair*

Dr Robert Muggah, Associate, Igarapé

*Panelists*

General Santos Cruz, Force Commander, MINUSTAH  
Professor Julian Guyer, Instituto de Ciencia Política, Universidad de la República, Uruguay  
Mr Conor Foley, independent consultant, UK/Brazil

**Session 4: Civilian roles in international missions**

This session focused on the region's civilian contributions to date and its potential role.

*Chair*

Dr Eduarda Hamann, Associate, Igarapé

within Brazilian society; to develop a roster system to attract, screen, recruit, train and facilitate the deployment of the specialists; and to proceed with post-deployment debriefing.

**SESSION 1. SETTING THE SCENE**

Participants were given an overview of Brazil's expanding role in peacekeeping and peacebuilding and learned about the network system on civilian capacities. Brazil is seeking to expand its presence on the international scene. Two ways it has tried to do this are increasing its civilian capacity and creating, in 2011, the Division of Peace and Security in the Ministry of External Relations. In its approach to international peacebuilding, Brazil sees two principles: (a) peace is a multifaceted concept and thus peacebuilding requires constant evolution and investment; and (b) peacebuilding efforts should pay special attention to, and strengthen, the domestic capacities of countries affected by conflict. Local ownership and sustainability are key themes in peacebuilding. Given its practical relevance to countries emerging from conflict, the knowledge and expertise of countries of the Global South need to be better harnessed. Both governments and international organizations have access to mechanisms and bureaucratic procedures that can improve efforts to integrate civilian capacities into peacebuilding initiatives. Brazil is at the beginning of this integration process and it is thus important to have initiatives from civil society spurring the Brazilian Government into action. It was remarked that this seminar was the first of its kind in South America.

The Canadian perspective on fragile states and the challenges of peace implementation was presented. This perspective is based on a 'whole-of-system' approach under which all relevant Canadian governmental institutions are involved, reflecting the fact that peace implementation requires long-term engagement. Canada has created the Stabilization and Reconstruction Task Force (START) to operationalize this whole-of-government approach, with the intention of deploying more civilians to complement its traditional military contributions to peace operations. START currently has 300 civilians on its roster and there is a plan to establish standard operating procedures (SOPs). The SOPs will build on lessons learned from Canada's past experience in peace operations, including that interventions must be tailored to the specific context, must have programme flexibility, and require



an early and sustained response leading to longer-term development. Some suggestions for enhancing South American civilian contributions include: South American countries collaborating on missions outside the region, collaborating through existing structures such as MERCOSUR, and finding ways to benefit from each other's experiences.

The British experience emphasized the need for non-military as well as integrated civilian-military solutions to crises. The principle of local ownership, along with supporting the establishment of legitimate domestic governments, is important to the stabilization and consolidation of peace. The British Civilian Stabilisation Group (CSG), part of the Stabilisation Unit (SU), consists of a roster of 1000 civilian experts with a broad range of skills and expertise. When identifying possible candidates for the roster, the CSG emphasizes the behavioural competencies required for operating in hardship environments. The SU has a planning and lesson-learning team that works to ensure that learning from these challenging environments is a key component of civilian capacity development. The SU also works closely with its military counterpart, the Military Stabilisation Support Group (MSSG), to operationalize the civil-military relationship.

Discussions following the presentations focused on cooperation and integration across ministries and how to initiate these processes in order to achieve whole-of-government responses. They also posed the question of how governments can go beyond technical responses to practical and pragmatic interventions.

## SESSION 2. SIPRI PROJECT OVERVIEW

The SIPRI project 'Civilian Contribution to Peace Operations: Assessing Progress and Addressing Gaps' aims to provide conceptual clarity of the nature of the civilian contribution to peace operations, to take stock of the current state of the global civilian architecture, and to set a baseline to measure progress in the civilian domain. Some of the key questions that the project will address are (a) What are the specific trends, gaps and issues that affect each region? (b) How far have the United Nations and regional and bilateral actors come with respect to the civilian dimension of peace operations? (c) What is the state of cooperation and coordination between the UN, regional organizations, national governments and other actors in the civilian domain? (d) How well integrated are civilian components and actors during the planning and implementation phases

### *Panelists*

HE Minister Marco Farani, Director, Brazilian Cooperation Agency  
 Dr Rut Diamant, Universidad Torcuato di Tella, Argentina  
 Mr Andrés Gomez de la Torre, National Intelligence School, Peru

### **Session 5.** Training centres in the region

This session gave an overview of the training activities in the region and explored the role of training centres in enhancing the civilian contribution to peace operations.

### *Chair*

Ms Sharon Wiharta, Senior Researcher, SIPRI

### *Panelists*

Col Cláudio Javier Piedra Buena, Head, CAECOPAZ, Argentina  
 Col Pedro de Pessôa, Head, CCOPAB, Brazil  
 Col Valentin Segura, former Director, CECOPAC, Chile  
 Major Álvaro Barrabino, Sub-Director, Escuela Nacional de Operaciones de Paz, Uruguay

### **Session 6.** Multilateral approaches

This session reflected on lessons learned from various multilateral organizations (governmental and non-governmental).

### *Chair*

Dr Robert Muggah, Associate, Igarapé

### *Panelists*

Ms Simone Rocha, Médecins sans Frontiers (Spain)  
 Mr Gabriel Valladares, International Committee of the Red Cross  
 Mr Michael Heller-Chu, DPKO, United Nations

### **Session 7.** Forward thinking and future needs

This session focused on developing potential recommendations on the future of the civilian component of peace operations.

### *Chair*

Dr Stephanie Blair, Associate Senior Research Fellow, SIPRI

### *Panelists*

Mr Michael Snell, PPC  
 Mr Gustavo Barros de Carvalho, ACCORD  
 Mr Antonio Jorge Ramalho, SAE

### **Closing remarks**

### *Panelists*

Dr Eduarda Hamann  
 Dr Stephanie Blair, Associate Senior Research Fellow, SIPRI



of peace operations? (e) What are the existing mechanisms for flexible and rapid recruitment of skilled and appropriate personnel for deployment on missions? and (f) What are the future requirements for civilian contribution to peace operations and how can the international community best prepare to meet them?

The project defines civilians as non-uniformed personnel working for peace operations led by the UN or by a regional organization operating under a UN mandate. The scope of the project excludes civilian police and humanitarian actors.

Initial project findings show that civilian actors have moved from the periphery to the core of peacekeeping and stability operations. The demand for civilian contributions has increased and so has the level of civilian activity in these contexts. A survey of UN Security Council resolutions shows a mushrooming of 'civilian tasks' over time. However, there are several obstacles to delivering civilian capabilities in the field, including a lack of rapidly deployable trained civilians and a lack of significant financing. This is in part due to the highly political nature of the work. Furthermore, while integrated mission mandates list civilian tasks, they are often duplicative and suggest a lack of clear thinking on how civilian elements will fit into the missions. The problem is compounded by the fact that there is no standing institutional capacity at the various intergovernmental organization headquarters, specifically in high-end civilian planning.

Future operations are more likely to see constellations of different actors working together and alongside each other. Hence, the project's mapping exercise is vital. Multidimensional operations are tricky to implement because of the coordination challenges (e.g. the activities of the African Union, the European Union and the UN had to be coordinated in Darfur), even among civilian organizations alone; the division of labour between military and non-military actors is no clearer. A key question will always be 'Who is in charge?' Furthermore, the right timing and sequence are subject to continued debate. For example, while the civilian contribution is often viewed as coming late and slowly, it might actually have been premature in some instances.

Although there are various models of stand-alone governmental structures taking shape in Europe and North America (e.g. the United Kingdom's Stabilisation Unit and Canada's Stabilization and Reconstruction Task Force, START), they are still evolving, and in most cases have not yet been fully operationalized. In contrast, Africa has more of a bottom-up approach, through its training centres. Asian countries are engaging in the debate on the civilian aspects of peace operations, but still have reservations regarding the interventionist model that peacekeeping and peacebuilding implies. A number of initiatives have emerged from Latin America, notably the Argentinean White Helmets Commission, which deploys civil servants and non-government organization (NGO) personnel on a voluntary basis. Thus, progress is slow and uneven in the civilian dimension of peace operations. Much effort and resources have been expended, in particular by national governments, on structures and policies and investors are now looking for results.

Overall, the civilian contribution to peace operations is under-researched. There are lists of tasks but no clear idea of the role that civilians play in



peacekeeping and stability operations. To understand that these operations have a civilian component requires a shift in the mindsets of both military and non-military actors. While considerable learning has taken place on all sides over the past years, the temptation to simply stick—or return—to business as usual is evidently still strong.

### **SESSION 3. PERSPECTIVES FROM THE FIELD**

Reflecting on past bilateral and multilateral experiences, discussants outlined lessons learned regarding the imperative for civilian expertise and the recurring challenges related to it.

Uruguay ranks 10th in contributions of troops to peace operations. Although Uruguay is a long-standing troop contributor, it has little experience of civilian contributions. This is true of most countries across the region. Some of the reasons for this include:

- the critical attitudes towards existing peacekeeping and peacebuilding mandates that prevail in South America;
- the lack of transparency in recruitment processes. For example, 80 per cent of the police personnel with the UN Stabilization Mission in Haiti (MINUSTAH) are either poorly trained or have weak human rights records. This is problematic when they are responsible for law enforcement in Haiti and for training the Haitian police force;
- the fact that staff at UN Headquarters in New York are mainly from the Global North, while field staff are generally personnel from low-income countries;
- a sense that the idea of the ‘civilizing mission’ fails to take into account local realities; and
- a long-standing ‘security first and development will follow’ approach to peacekeeping, which requires more nuance and sophistication. Such an approach was common in Uruguay two years ago. Peace operations were conceived as a military issue. Even financial funds were administered by the armed forces command. Civil society organizations developed an aloof attitude towards peace operations.

Uruguay’s participation in MINUSTAH has led to a shift in mindsets regarding peacekeeping and peacebuilding within the government and society at large. Engagement in Haiti, and in particular Brazil’s leading role in the mission, have also impacted the foreign policies of several South American countries, including Uruguay. In 2010 a new Institute of International Cooperation was created to coordinate Uruguay’s engagement in Haiti. The institution, as an example of public–private partnership, is novel for Uruguay. Paradoxically, the shift in mindsets may affect the nature of Uruguay’s future participation in peace operations, including a possible reduction in troop contributions. This is part of the process of democratic reform and the resizing of the armed forces.

Some of the recurrent peacebuilding challenges and lessons learned regarding the civilian sector are highlighted in the case of MINUSTAH. The





Haitian experience demonstrates that post-conflict peacebuilding should be a national process and can be a source of national pride and a way to rebuild national identity. The international community should channel funds directly to the affected government instead of international civil society organizations. National legislation is of paramount importance in assessing and understanding the implementation of projects and programmes by local governments in countries emerging from armed conflicts. However, the expectations that the international community places on post-conflict countries are too high. For example, the Haitian Government had to sign an agreement with donors to revise approximately 50 laws in a relatively short period of time.

The shortage of civilians deployed to peace operations is not universally true—in Haiti there were arguably too many, although there are certainly not enough in other missions. The civilian footprint in Haiti (including civilian humanitarian organizations outside of MINUSTAH's remit) is large. Thus, the problem is not the quantity of civilians but their quality, together with a lack of coordination and integration for their deployment within peace operations. There is a need for greater professionalization of the civilian sector. Although driven by humanitarian ideals, some of the civilian humanitarian organizations that operate in Haiti are often not aware of the local issues and legislation, and at times lack credibility and accountability. The presence of such entities and individuals can be likened to 'humanitarian tourism'. Although the UN Office for the Coordination of Humanitarian Affairs (OCHA) is in principle mandated to coordinate civilian actors, it has been unable to perform this role in practice. This points to a wider structural problem in the current system.

The Brazilian approach to peacekeeping emphasizes respect for local authorities, communities and their values. The military cannot replace the civilian component, and civilian counterparts in the field should be integrated with their military components in peace operations. Interference in domestic affairs should be kept to a minimum in order to promote sustainability at the national level and to ensure that the country emerging from armed conflict does not become dependant on the peacekeeping mission.

The presentations concluded with an overview of the history and development of modern humanitarianism and the issues associated with the militarization of the humanitarian space, highlighting the advantages of South–South learning.

#### **SESSION 4. CIVILIAN ROLES IN INTERNATIONAL MISSIONS**

Brazil desires to be seen as a major player in a new world order. It is the seventh largest economy in the world. Brazil has peacebuilding experience in Haiti and has contributed with \$350 million to the mission there. Questions remain over whether Brazil would have the ability to gather enough resources to contribute to two Haiti-like operations, and where Brazil will be called on to act next. Developed countries are keen to know what role Brazil will play in future operations and are interested in having another partner to share in peacebuilding efforts, including the costs. Brazil must define how far it will go and how far it wants to take on the role of building



peace around the world. Given its huge assets, Brazil cannot be ignored and needs to define its role in agreement with international policies.

Brazil does not wield 'hard power' like developed countries with good internal development and has its own internal challenges (e.g. social exclusion). However, Brazil has emerging niche capacities. Two of Brazil's assets are its productivity and its South–South cooperation activities. It has more 'soft power' and prestige. It does not classify itself as a donor, preferring instead to refer to itself as a partner. It must take care not to overextend itself while coping with the challenges of cooperation through a technical approach.

The Brazilian Agency for Cooperation is active at the international level in a variety of areas, from education and development to rule of law and human rights. There are implications for Brazil as an emerging power in terms of the costs and benefits of its increasing presence and intervention in the international scene. Brazil needs to define the limits of its international interventions as well as its strategies and interests. For example, the Brazilian Agricultural Research Corporation (Embrapa) is now internationally recognized as a leader in tropical agricultural development. In other sectors, Brazil has signed a number of cooperation agreements with other countries, for example with Guinea-Bissau on civilian police training, vocational training based on the *Servi o Nacional de Aprendizagem Industrial* (National Service for Industrial Training, SENAI) model, as well as cultural programmes and projects developed at the trilateral level in coordination with the United Nations Educational, Scientific and Cultural Organization (UNESCO).

Brazil has considered instituting a junior professional officer (JPO) scheme for Brazilians at the UN and other multilateral organizations. However, before it can be established, the Brazilian National Congress must define its strategic purpose and set Brazil's national budget for interventions and contributions of civilian expertise.

The lack of training for civilian staff prior to deployment remains a major obstacle for increasing Brazil's civilian contribution to peace operations. This contrasts with, for example, Argentina where there has been an emphasis on national public policies focused on the training of civilians to contribute to peace operations

South–South cooperation in peace operations is important but there are some obstacles to it. For example, Brazil's challenge is to embed its technical-cooperation model in peace support operations. Argentina's White Helmets model has failed to spread because it has been perceived as unreliable and having other problems, including a lack of funds.

Within South America the importance of the civilian dimension of peace operations is increasingly recognized, yet public policies and legislation to support civilian contributions are still lacking. For example, Brazil has no mechanisms or policies similar to those of Canada, the UK or the USA. It must think of its role and what instruments it wants to create, while its own internal problems will define its international participation in peace operations.

In discussing the civilian dimension of peace operations it is important to keep the focus on the countries that are emerging from conflict. Every country emerging from armed conflict has national capacity, and inter-



national cooperation mechanisms and efforts must aim to strengthen and re-establish these capacities.

## **SESSION 5. TRAINING CENTRES IN THE REGION**

In this session panelists highlighted the work of training centres in South America that prepare military and increasingly civilians for deployment to peace operations. They also discussed the impartiality of the main actors in the field, the costs and benefits of many actors (like some international NGOs), and the possibilities of paternalism. Next, they discussed the role that public opinion can play regarding the civilian dimension of peace operations. For example, public opinion in Chile spurred increased discussion of the issue in the Chilean Parliament and thus prompted the government to increase civilian participation in peace operations. A wider question was posed concerning whether the civilian staff who are deployed are always those who have received training.

Brazil's peacekeeping-related capabilities and the need for civilians for future deployments were also discussed. In order to achieve 'mission readiness', military and civilian personnel must train together. This requires that the command arrangements between the Ministry of External Relations and Ministry of Defence be clarified. Relevant public policies should be developed.

It is impossible to deal with rule of law without police, and this means that peacekeeping missions must be multidimensional. A common vision for integrated action is needed, and one possible way to operationalize local ownership would be to increase the participation of local actors.

## **SESSION 6. MULTILATERAL APPROACHES**

Brazil, India and South Africa all have significant comparative advantages in the health sector. There is a need for civilian health care experts in the field, working in partnership with other sectors. Designing a multi-sector roster system based on the integration of occupational groups could be considered as a defined strategy.

While the methodologies used by the human resources (HR) section of the UN Department of Peacekeeping Operations (DPKO) have made some advances, challenges remain. The DPKO's HR section makes strategic assessments of a certain area in order to determine the possibility of establishing a peacekeeping mission there. Afterwards, the UN Security Council decides on the creation of a peacekeeping mission and on remaining issues, such as key planning periods; the military, civilian and police components of the mission; and other aspects of field operational planning. The recommendations of the recent report 'Civilian Capacity in the Aftermath of Conflict', produced by the Independent Senior Advisory Group, have been useful and the UN and the broader international community have made significant efforts to address existing needs and gaps.

The experiences of Médecins sans Frontières (MSF) demonstrate that the demand for civilian personnel in post-conflict peacebuilding is great. MSF has experience in managing rosters, and its high turnover rate of 25 per cent has the benefit of bringing in fresh thinking. The organization's main





challenge is motivation and retention. MSF's experience has led it to develop an excellent list of behavioural competencies that it uses in assessing candidates.

The International Committee of the Red Cross (ICRC) recommends placing priority on candidates' overall profiles, rather than just on their capacities. The ICRC plays a normative role in the civilian dimension of peace operations. As a result of the ICRC's unique historical development and mandate, it can contribute significantly to the discussions of civilian experts. A common understanding of terminology is vitally important to facilitate informed political decisions.

Brazil has a lot to offer, as one of its greatest assets is its human resources. The utility of deploying Brazilians is their familiarity with the challenges of development. Brazilian society's desire for their country to play a greater international role is also a factor.

## **SESSION 7. FORWARD THINKING AND FUTURE NEEDS**

The following emerging trends in peacekeeping witnessed in Haiti illustrate changes in peacekeeping operations more generally:

- Ownership of the mission by regional countries substantially changed the mission dynamic.
- The dichotomy between security and development highlighted the need for more police and a greater recognition by the military of the role of non-uniformed actors.
- Women have played important roles in peacekeeping and in the peace process as an entry point for civilian engagement.
- Joint training with civilians helped the military elements to understand the meaning of an integrated peace support operation.

The process of creating the AU Africa Standby Force (ASF) offers valuable lessons. The ASF is intended to deploy both military and civilian personnel. Since 2003, the AU has made efforts to strengthen the civilian dimension of its peace support operations. This development is due to both the evolution of the AU as a catalyst and the number of peace operations that have been deployed in Africa. One remaining challenge to developing the civilian domain is that African peace operations continue to be military-oriented; there is a need to better integrate national military efforts and contingents with the civilian component.

## **CLOSING REMARKS**

At the international level there is a clear quantitative growth in the involvement of civilian in peace support operations. In 2010 there were more than 10 000 international civilian staff serving in 60 operations globally. If local civilian staff and international NGO personnel are added, the number is more than 22 000. There has also been a qualitative transformation: a growing number of civilians are required to work in multidimensional missions. There are also a growing number of civilian rosters with different functions and different forms being developed by countries such as Australia, Canada,



Denmark, Finland, Germany, Norway, Sweden, the UK and the USA, and by organizations such as the AU, the EU, the Organization for Security and Cooperation in Europe (OSCE) and the UN.

There are a growing number of research initiatives under way to document civilian capacity, to identify challenges and gaps, and to make recommendations for more constructive engagement. These include SIPRI's forthcoming inventory of civilian capacities and projects by the Norwegian Institute of International Affairs (NUPI) and the New York University Centre on International Cooperation. This experts workshop provided a useful forum for discussion of developments in civilian dimensions of peace support operations and associated research. At a minimum, it provided an opportunity for the participants to develop their networks and relationships, so that they can continue the discussion. From the Brazilian perspective, it was important to listen and engage with counterparts in South America. The Brazilian Government has recently identified civilian deployments as an important component of its own domestic peace and security agenda.

The workshop showed that there is a clear interest in taking an inventory of the efforts of countries of the region in the sphere of civilian deployments and learning about civilian deployments and the challenges that confront the region's countries in this area. Across South America there is a wide range of peacekeeping experiences. In Uruguay, enhancing contributions to peace operations was a foreign policy objective in 2010. In Brazil, peace operations were part of the national defence statement, and Brazil has decided to construct a civilian roster. Argentina has valuable experience through the White Helmets. Chile has streamlined structures in order to enhance coordination of peace operation contributions. As a region, South America is interested in developing niche capacities to contribute. South America has distinct comparative advantages in peacebuilding due to its social experience and soft skills.

A standing capacity for training military and civilians exists in South America and this should be harnessed and built on. The experience of Haiti represents a kind of fulcrum of regional engagement. The process of promoting the 'civilianization' of peacekeeping has an important knock-on effect on democratization processes more generally. Growing public demand across the region for increased civilian engagement in peacekeeping should spur more international engagement. However, tensions regarding a larger international role may arise; for example, around the perceived risk of an accelerated 'brain drain' of professionals to international jobs who could instead lead the development of their countries.

Identifying regional frameworks for cooperation and getting the multilateral and bilateral balance right remain priority issues for many of the countries in the region so as to ensure they are able to participate in the maximum number of international operations. Accurate and comprehensive assessments in the field of civilian contributions to peace operations would help to build recognition of and demand for the aspects of civilian deployments in which the region has comparative advantages.

Identifying operational gaps in the field within peace operations remains a challenge on the same level as deploying well-trained military and civilian personnel for a proper regional intervention and for insertion at the international level. The establishment of a regional roster of civilian experts



remains an objective. This could be done simultaneously with a broader regional 'intervention' in peace operations. Finally, in seeking to enhance the region's civilian contributions to peacekeeping, there is a need to ensure the right balance between quantity and quality.

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