

SHIRBRIG LESSONS LEARNED REPORT



1 JUNE 2009

”SHIRBRIG ... Has already proven its utility in the deployment of the UN Mission in Ethiopia and Eritrea”.

”There, a force that had trained together and developed a high degree of coherence was able to arrive and establish itself quickly in the theatre of operation, thereby sending a message of competence and commitment.”

Secretary General Kofi Annan (January 2002)

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1 INTRODUCTION

At the 33rd Steering Committee, taking place from 18th to 20th November 2008 in Høvelte, the decision was taken to disband SHIRBRIG. Upon this decision, SHIRBRIG's Planning Element (PLANELM) was tasked to produce a "lessons identified/learned" report to be completed by 30th June 2009. The lessons learned process was divided into three phases. Phase 1 consisted of determining the scope of the learned lesson process and identifying the key areas for evaluation. Due to the overall time constraints and the very extensive task at hand, the tasks and areas were allocated and divided amongst the different staff branches. Thus, each branch officer focussed on the specific lessons learned of their branch and area. Phase 2 included fact-finding and knowledge-gathering. In order to take into account the views and lessons learned from former Commanders, organizational partners (such as the UNDPKO, EASBRIG and ECOBRIG) and SHIRBRIG member-nations, lessons learned questionnaires were devised and sent out to the respective contacts. PLANELM received responses to the lessons learned questionnaires from Denmark and Sweden, UNDPKO, former ACB liaison Officers (Henrik Vedel and Felix Blanco). In addition, in order to compile this report, PLANELM officers relied on key internal documents, lessons learned documents as well as on the experience of former and current PLANELM members. In this phase, an internal workshop was organized in order to draw together the main conclusions of each branch, leading to the first draft of the report. The third phase focused on identifying and filling remaining gaps of information and on incorporating the replies to the questionnaires. The final editing process was concluded at the end of May, including an internal workshop on the overall conclusions of the report.

Although the main lessons learned of SHIRBRIG's activities, successes and failures are intimately connected to more fundamental, underlying political processes, this report mainly focuses on the knowledge transfer and lessons identified/learned from an operational perspective.

This report is the collective work of the PLANELM officers (see page 3). The lessons learned process was directed by the Chief of Staff Colonel Christof Tatschl, was led by the Project's Officer LTC Conny Holmström with the external support of

the Lessons Learned Adviser Joachim Koops. By drawing on 13 of years of SHIRBRIG's experience, it is hoped that the findings of this report contribute to a valuable knowledge transfer to existing and coming international organizations active in the field of peace and security and military capacity-building.

2 SHIRBRIG'S HISTORY AND BACKGROUND¹

The initiative of establishing SHIRBRIG in 1996 needs to be viewed in the longer historical context of all the preceding—and indeed, failed—efforts to provide the United Nations with reliable, readily available and rapidly deployable military means for guaranteeing and swiftly restoring international peace and security. The earliest attempts are indeed as old as the United Nations system itself. Article 43 of the UN Charter states: “All Members of the United Nations, in order to contribute to the maintenance of international peace and security, undertake to make available to the Security Council, on its call and in accordance with a special agreement or agreements, armed forces, assistance, and facilities [...] necessary for the purpose of maintaining international peace and security”.² This was in effect, the first attempt of providing a standby, rapid reaction force pool for the United Nations. Yet, due to the ensuing Cold War tensions, member states—and particularly the two dominant Security Council members USA and the Soviet Union—were unwilling to commit their national troops to a supranational mechanism. Hence, Article 43, which was to be implemented ‘as soon as possible on the initiative of the Security Council’³, remained in effect dysfunctional from the very beginning. However, since then, various proposals ranging from the extreme suggestion of a permanent, *standing* UN Army to

¹ This section draws on earlier research carried out by Joachim Koops and colleagues. See Joachim Koops (2007) UN SHIRBRIG and EU Battlegroups, Oxford: Oxford Council on Good Governance; Joachim Koops and Johannes Varwick (2008) Ten Years of SHIRBRIG, Berlin: Global Public Policy Institute; Joachim Koops and Andre Nilsen (2008) Norge bør støtte unik FN-Brigade, Oxford: Oxford Council on Good Governance.

² See Article 43 (1), Chapter VII of the Charter of the United Nations, available online at <http://www.un.org/aboutun/charter/>.

³ Ibid, Article 43 (3).

a more loosely arranged *standby* system have resurfaced throughout the last 60 years (as outlined by Table 1 below).

These positions correspond, in UN parlance, to earmarked troops being ‘fully reliable’ (standing army) and ‘more reliable’ (pledged troops on standby).⁴ When reviewing the past initiatives for improving the availability and rapidness of military forces for UN operations, it becomes clear that the rather radical proposals for a ‘fully reliable’ UN standing army were consistently rejected by member-states. Although a ‘Standing UN Army’ doubtlessly represents the most effective form, the history of UN rapid response proposals has highlighted that it simply remains an unrealistic and rather blue-eyed, visionary ideal. It will most certainly continue to be strongly opposed by member-states due to the fear of loss of sovereignty and overall control as well as due to a plethora of insurmountable legal, political and operational issues.⁵

Thus, with the ideal of a *permanent* UN-owned army being a non-starter, the only feasible alternative to time-consuming and inefficient ad-hoc mechanisms of assembling peacekeeping forces from scratch from mission to mission, is the option of a pre-pledged and pre-earmarked pool of troops on ‘standby’ and on a level of ‘high readiness’, deployable at a short notice request by the Security Council. This concept first emerged in earnest at the Ottawa Conference on UN Peacekeeping Forces in 1964, at the initiative of the Canadian government. Although a group of 23 like-minded states were in general agreement on the need for more readily available standby forces, no concrete measures were taken. Instead, it took the cumulative impact of the international community’s inability to prevent the mass atrocities in Somalia, Srebrenica and Rwanda in the mid-1990s in order to press ahead with the idea of standby forces — 30 years after having been first proposed.

⁴ For further detail on this distinction, see Patrick A McCarthy (2000) Building a Reliable Rapid-Response Capability for the United Nations, *International Peacekeeping*, Vol 7, No 2, Summer 2000, pp 139-154.

⁵ Resistance to the idea of a Standing Army has constantly come to the fore since the idea was first floated at the Dumbarton Oaks Conference in 1944.

Table 1: Overview of Past Proposals and Initiatives for a UN Rapid Military Capability

1 944	Initial proposals for an <i>International Army</i> at the Dumbarton Oaks Conference.
1 945	Article 43 of the UN Charter calls for the establishment of military forces at the disposal of the Security Council. The Article remained a dead-letter ever since.
1 948	More modest Proposal by UN's 1st Secretary-General Trygve Lie to create a <i>United Nations Guard</i> to protect UN officials when deployed overseas.
1 951-2	More radical Proposals by Lie to create a permanent <i>UN Legion</i> , later in 1952 called a <i>UN Volunteer Reserve</i> .
1 956	In the wake of First United Nations Emergency Force in the Suez (UNEF I), which can be seen as the birth of 'traditional UN peacekeeping', proposals for a <i>permanent peacekeeping force</i> re-emerged, but were once again discarded by the Security Council.
1 964	Canada, under the leadership of Lester B. Pearson (Nobel Peace Prize winner for his role in the 1956 Suez Crisis) , organizes an international Conference in Ottawa to consider the creation of a multinational Standby Force in order to tackle the slow reaction time of UN peacekeeping. 23 states participated (Brazil, Canada, Columbia, Denmark, Finland, Ghana, India, Iran, Ireland, Italy, Liberia, Malaysia, Morocco, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Senegal, Sierra Leone, Sweden, Tunisia and the United Arab Republic). No concrete follow-up results were achieved.
1 964	British Initiative for a Commonwealth Standby Battalion for the UN.
1 970	The UN General Assembly recommends that the Security Council launches Article 43 negotiation process.

974	1	11 States intend to earmark units for UN peace operations (Brazil, Canada, Denmark, Finland, Iran, Ireland, Italy, Netherlands, Norway, Sweden and New Zealand).
992	1	UN Secretary-General Boutros-Boutros Ghali's <i>Agenda for Peace</i> calls for a reconsideration of Article 43 and for the creation of <i>Peace-enforcement units</i> .
993	1	Former UN Undersecretary General Brian Urquhart again floats the idea of a permanent <i>UN Volunteer Force</i> in a series of articles in the New York Review of Books.
994	1	The UN DPKO creates the UN Standby Arrangement System (UNSAS) – a database of member states' earmarked troop and equipment contributions for peacekeeping missions. Following events in Bosnia, Somalia and Rwanda The Netherlands promote the idea of a permanent 'UN Rapid Deployment Brigade' outside the UNSAS system.
995	1	Boutros-Boutros Ghali calls in his <i>Supplement to an Agenda for Peace</i> for a UN rapid reaction force, consisting of national units using the same training standards and procedures. Canada suggests the creation of a 'Rapidly Deployable Mission Headquarters'. The Canadian and Dutch Foreign Ministers establish the 'Friends of Rapid Reaction Deployment (FORD)' of which Germany becomes a member. Denmark announces the plan of a Standby High Readiness Brigade.
996	1	SHIRBRIG's six founding nations sign the Letter of Intent.
997	1	SHIRBRIG's permanent Planning Element was officially opened by Kofi Annan
000	2	SHIRBRIG deploys to its first peacekeeping mission in Eritrea. The <i>Brahimi Report</i> singles out SHIRBRIG as an important role model for the establishment of similar arrangements elsewhere.

<p>001-2008</p>	<p>2 SHIRBRIG launches several operations and initiatives, inter alia, African Capacity-Building Programmes, Planning Assistance or the development of a CIMIC start-up kit</p>
<p>009</p>	<p>2 SHIRBRIG closes.</p>

This overview also serves as a strong reminder of how difficult it has been in the past to agree on the establishment of a standby, high readiness military tool for the United Nations. In this light, SHIRBRIG can be seen as the culmination of a 50-year struggle of providing the UN with a more coherent military capacity.

Following the Dutch 1994 national study on a permanent and fully reliable ‘UN Rapid Deployment Brigade’⁶ and the Canadian proposal of a ‘Rapidly Deployable Mission Headquarter (RDMHQ)’⁷ in 1995, the Danish initiative from 1995 to 1996 can be seen as a synthesis of both positions: the establishment of a 4,000-5,000 troops strong brigade on stand-by and readily available for UN Peace Operations, but nevertheless subject to prior national approval. Thus, the Danish proposal for a pre-established UN Standby Forces High Readiness Brigade represented

⁶ The Dutch report ‘A UN Rapid Deployment Brigade: A Preliminary Study’, issued in April 1995, can be seen as reaching back to the early and more radical *UN Legion* and *Volunteer Reserve* concepts of a Standing Army. The perseverance of Dutch government’s promotions of such an ambitious and binding proposal outside the existing UNSAS system must also be viewed in the context of the Netherland’s disastrous experience in the United Nations Protection Force (UNPROFOR) mission in Bosnia from Spring 1992 to Autumn 1995. The Dutch had to acknowledge that the majority of member-states were unwilling to provide troops, despite their theoretical commitment to the UNSAS system. Moreover, the rather helpless role played by the Dutch battalion during the Srebrenica Massacre in 1995 explains the motivation by the Dutch government to press forward with the proposals of a robust, standing UN Army, with the overall aim of rehabilitating the Netherlands’ reputation in international peace-keeping. For further details on the Dutch Proposal, see H. Peter Langille (2000) *Conflict Prevention: Options for Rapid Deployment and UN Standing Forces*, *International Peacekeeping*, 7:1, pp 222-3.

⁷ The Canadian Study ‘Towards a Rapid Reaction Capability for the United Nations’, issued in September 1995, was less radical and ambitious than the Dutch proposal and recommended building on and augmenting the existing UNSAS arrangements. The key idea was to link earmarked national ‘vanguard’ elements to a permanent, multinational rapid response headquarters. See Langille (2000), pp 223-4 and Ronald M Behringer (2005) *Middle Power Leadership on the Human Security Agenda*, *Cooperation and Conflict*, Vol 40, 3, p 313.

an integrative compromise between the radical ‘visionary’ Dutch proposal of creating a robust and standing UN Army under centralized UN command on the one hand and the more modest Canadian suggestion of strengthening the UNSAS arrangements with standby commitments and a rapidly deployable headquarter. The brigade was to be formed on the basis of the enhanced commitments of a vanguard group of well equipped states with proven experience in peacekeeping missions and was to include a permanent headquarter (which was later to become the Planning Element).

Just in time for the celebrations of the 50th Anniversary of the founding of the United Nations the Danish proposal—actively promoted by the Danish Minister of Defence, Hans Haekkerup—seemed to have advanced a compromise-formula on the establishment of a more reliable rapid military capability for UN operations, which over a dozen attempts throughout the preceding five decades had failed to achieve. Of the thirteen middle-power states with extensive peacekeeping experience, who participated in Denmark’s working group on the establishment of SHIRBRIG in 1995, eleven eventually ended up joining as either full members or observers.⁸

Parallel to the Danish Working Group, in which the DPKO also participated as an observer, the Dutch Foreign Minister Hans Van Mierlo and his Canadian counterpart André Ouellet set up the informal group called the ‘Friends of Rapid Deployment’ (FORD) with the aim of “promoting the idea of a UN rapid deployment brigade, especially among the major powers”.⁹ By autumn 1996, the group consisted of 26 members, with the majority being overwhelmingly medium-sized powers.¹⁰

⁸ The participants of the Working Group formed in 1995 were: Argentina, Austria, Belgium, Canada, the Czech Republic, Denmark, Finland, Ireland, the Netherlands, New Zealand, Norway, Poland, and Sweden. While Belgium and New Zealand decided to abstain from joining SHIRBRIG, Austria, Canada, Denmark, The Netherlands, Norway, Poland and Sweden became the founding members on 15th December, whilst the Czech Republic joined as an Observer and Ireland and Finland decided to join SHIRBRIG without committing Officers to the Planning Element.

⁹ Ronald M. Behringer (2005), p 314.

¹⁰ The FORD members were Argentina, Australia, Bangladesh, Brazil, Canada, Chile, Denmark, Egypt, Finland, Germany, Indonesia, Ireland, Jamaica, Japan, Jordan, Malaysia, the Netherlands, New Zealand, Nicaragua, Norway, Poland, Senegal, South Korea, Sweden, Ukraine and Zambia, see Ronald M. Behringer (2005), note 13.

After initially lobbying for the implementation of the Canadian proposal to set up a RDMHQ within the DPKO, FORD started supporting the Danish SHIRBRIG initiative from 1996 onwards. On 15 December 1996 Canada, Denmark, the Netherlands and SHIRBRIG's other four founding nations Austria Norway, Poland and Sweden signed a Letter of Intent to establish SHIRBRIG. A year later, Kofi Annan, UN Secretary-General at the time, officially opened the permanent Planning Element, noting that "I truly believe that SHIRBRIG is a model arrangement. It will finally provide the instrument for swift and coordinated action that we all recognize is a condition for successful peace-keeping."¹¹

In January 2000, SHIRBRIG was declared operational and after an informal UN inquiry by the UN about the brigade's availability for peacekeeping mission in Ethiopia and Eritrea, SHIRBRIG deployed to its first—and up to today, largest—peacekeeping mission in November 2000. As part of the United Nations Mission in Ethiopia and Eritrea (UNMEE) SHIRBRIG provided the nucleus of the force headquarters with 95 officers and participated with a Canadian-Dutch infantry battalion and a Danish headquarters company. Furthermore, SHIRBRIG's Commander at the time, the Dutch Brigadier-General Patrick Cammaert was appointed by the UN as UNMEE's Force Commander.¹²

Between 2001 and 2009, SHIRBRIG and in particular its Planning Element was heavily involved in several operations in Africa (see Sections 3 and 4 below), provided successful assistance to African Capacity-Building schemes (see Section 5) and developed further peacekeeping instruments and concepts, such as the Civil-Military Cooperation Start-Up Kit (see Section 6) and the Rapid Deployment / Interim Headquarters concept (see section 7). Yet, despite SHIRBRIG's numerous peacekeeping contributions, it became increasingly clear since 2006 that the organisation's cumbersome decision-making process as well as the persistent absence of resources and political will undermined SHIRBRIG's overall effectiveness. Consequently, at the 33rd Steering Committee Meeting in 2008, the decision was taken

¹¹ See UN Press Release SG/SM/6312 PKO/60, available online at <http://www.un.org/News/Press/docs/1997/19970902.SGSM6312.html>.

¹² See <http://www.shirbrig.dk/html/unmee.htm>.

by the member states to close down the organisation on 30th June 2009. The following sections outline the key lessons learned from SHIRBRIG's 13 years of existence and nearly ten years of operation. It is hoped that SHIRBRIG's experiences, successes and failures are studied carefully by governments, NGOs and international organizations involved in peacekeeping, in order to replicate and further develop the organisation's positive achievements whilst avoiding its limitations.

3 DECISION-MAKING PROCESS

3.1 Overview of the Decision-Making Structure

In accordance with the Letter of Intent¹³ concerning co-operation on the SHIRBRIG, it was decided to establish the Steering Committee for the SHIRBRIG (SC) which is the executive body for oversight and policy guidance of the SHIRBRIG and the associated Planning Element. Each nation that signed the undersigned SC MOU¹⁴ could take part SC meetings and discussions. In order to facilitate the daily business a chairmanship was established with a chairman and a small personnel support office, rotating annually between member nations.

Routine decisions were taken by the presidency which informed the nations about its decisions via circular letter, or asked the nations prior to the decision to reach their agreement in writing, dependent on the importance of the matter and the urgency.

Bi-annually, representatives of the member nations met during a one-week steering committee meeting. During these meetings important decisions were taken, like the approval of the annual operating plan and the necessary financial contributions. COMSHIRBRIG and COS/PLANELM had to report about SHIRBRIG's past and planned future activities.

The COMSHIRBRIG and the PLANELM took decisions at the operational level, how to fulfil the given tasks along the given guidelines and resources as

¹³ Letter of Intent concerning Cooperation on the Multinational United Nations Stand-By Forces High Readiness Brigade

¹⁴ Memorandum of Understanding concerning the Steering Committee for the Multinational United Nations Stand-By Forces High Readiness Brigade

efficiently as possible. SHIRBRIG's and the PLANELM'S C2 was typically militarily structured.

Neither the UN DPKO nor the so called SHIRBRIG Contact Group whose only task was to promote SHIRBRIG in the UN environment in New York had any direct decision making power.

To put the decision-making structure simply, SHIRBRIG had only a two-level decision making configuration:

1. Strategic: All member nations represented by the SCM and administratively supported by the yearly rotating chairmanship.
2. Operational – Tactical: SHIRBRIG, represented by the COMSHIRBRIG and the PLANELM.

For better understanding, the following graphic shows how an ideal decision making process for a deployment was envisaged:



3.2 Challenges and Limitations

The members of the SC and representatives of the SC-Meeting (SCM) represented the political decision making body. The main role of the SC was one of

force-generation. Through this body SHIRBRIG had a defined force generation mechanism in place. But the procedure for force generation had not changed from the typical standard procedures via the standard diplomatic channels of the nations in cooperation with the UN. The UN followed a practice of negotiating with nation-states directly as their counterpart for issues relating to troops generation, instead of with organizations or entities like SHIRBIRG as a whole. This resulted in unnecessary delays, overcomplicated communication channels and a protracted decision-making procedure. SHIRBRIG did not establish a lead-nation-concept *de jure*, although *de facto* we could observe nations working in a lead-nation role during the first troop deployment in the early years of SHIRBRIG. Unfortunately, SHIRBRIG nations never managed to establish a MOU with the UNDPKO in order to resolve this problem.

On several occasions, member nations displayed a tendency to organise their force generation and troop contributions outside the SHIRBRIG frame-work, thereby contributing internally to the undermining of SHIRBRIG's original goal. The fact that SHIRBRIG and the UNDPKO did not manage to establish a direct communication channel proved to be one of the most serious short-comings.

Internally, a tendency to staff the Steering Committee with desk officers instead of high-ranking decision-makers was increasingly observable. This did not only indicate a declining political interest, but also significantly changed the nature of the Steering Committee, rendering effective decision-making more difficult to achieve. For the participating desk-officers SHIRBRIG was very often their second or third focus and the knowledge of the ongoing operation, the content of planning documents and the value of the organization were low. The political impact of the results of the SCMs back in their respective nations was also low, according to the general influence and status of the participating desk officer in their home structure.

The chairmanship was headed by a low to high-ranking active or retired general, who had limited access to the political decision makers. This person was not able to directly address the minister of defence level on a frequent basis. Sometimes the chairmanship was even organized in the lower end of the ministry of defence. These circumstances made it very hard for the chairman to promote the interests of SHIRBRIG at the appropriate decision making level. Due to the fact that resources are always short and in today's fast moving time attracting the attention of political

decision makers becomes more and more difficult, the direct access for a representative of a multinational project of this importance is crucial for success.

The chairmanship rotated annually, which did not allow pursuing mid- to long-time planning issues. Although there had been hand-over procedures, the chairmanship had needed some months to be fully into the picture. Not all information was handed over completely and the active chairmanship had to waste time to collect and process information before they could fully take over responsibility.

If we put it in another way the SC was not able to directly perform its most important task to generate the necessary forces and performed the role of a supervising body of the Brigade Commander and the PLANELM. Comparing the minutes of the SC-Meetings (SCM) the devolvement from a force generating body to an administrative supervising body could be detected. Especially in recent years they more and more mutated into a superior HQ focusing on operational issues, rather than performing their political role. Finally this role was accepted and comfortable and chairmanships became less eager to touch upon and address the real challenges of the organisation, like force generation, UN-missions, concept change, and transformation.

The lack of communication to the UNHQ in New York aggravated the situation even to a point when PLANELM was asked by representatives of the UNDPKO if SHIRBRIG still existed or not. The necessity of a permanent liaison from SHIRBRIG to the UNDPKO was identified very early in the history of the organization.¹⁵ This issue came up as a discussion in the SHIRBRIG community frequently and as well was proposed by representatives of UNDPKO during different meetings. However, and for unknown reasons this permanent liaison was never established, although draft MOU and plans had been prepared.

3.3 Lessons Learned

The Command and Control (C2) structure of SHIRBRIG was small and clear. From the organizational perspective the C2 structure was well organized and kept

¹⁵ See, „Suggestion for the Establishment of a Liaison Officer to UN/DPKO in New York, Austrian Ministry of Defence“, 5th October 1999.

simple. These facts should have guaranteed a fast and effective decision making process.

Several shortcomings in this structure made it not as effective as it looks like at the first glance:

- The relationship with the UNDPKO was not routed through one decisive channel. Contacts concerning SHIRBRIG were held through the single nations, through the SHIRBRIG contact group, through the chairmanship, and through the PLANELM. It was likely that contradictory information was conveyed through the different channels. The mandate of who established and maintained contact with whom and which level was not always clear.

Recommendation: An organization with a single client should establish close liaison with its client. All information should be routed through this channel only. The establishment of a liaison officer at the client's location is highly recommendable. It is necessary to speak with one voice. A lead nation concept might have solved the problem as well.

- From a theoretical perspective the SC concept works well. But especially during the latest years they could not live up to their main task any more. If the political interest fades away and the necessary political support to an organization is not granted any more, the decision making body will fail. This has also been underlined by the Lessons Learned questionnaire response provided by the UN Undersecretary for Peacekeeping. However, political interest can only be drawn to a project and kept in a project if the project management reaches the attention of the political decision makers.

Recommendation: Whoever is on top of the management structure of a strategic project, like the SHIRBRIG chairmanship, must have access to, and an effective relationship with, the political leadership. A disconnect had fatal results for the project. For example the EASBRICOM model fulfils these criteria much better. They have implemented a so called Coordination Mechanism which is headed by a political appointee, with a 4 year term of office, who is supported by a political-military staff. The director, who is the head of the Coordination Mechanism has direct access to the ministers of defence and if necessary also to the prime minister level of all member nations. This kind of establishment with guaranteed communication

channels assures the momentum of a project and avoids to be deliberately or unintentionally slowed down by some unaware and unconcerned military structures. Such a structure is the only possibility to keep the positive political attention on such a project. The longer rotations allow a more thorough build up of organizational knowledge and avoid the loss of crucial information.

4 MISSIONS¹⁶

4.1 UNMEE

4.1.1 Background and Mandate

In June 2000, after two years of fighting in a border dispute, Ethiopia and Eritrea signed a cessation of hostilities agreement following proximity talks led by Algeria and the Organization of African Unity. In July, the Security Council set up UNMEE to maintain liaison with the parties and establish a mechanism for verifying the ceasefire under Chapter VI of the UN Charter. In September 2000, the Council authorized UNMEE to monitor the cessation of hostilities and to help ensure the observance of security commitments.

In June 2000, the DPKO first indicated its interest in utilizing SHIRBRIG for the mission, and in July, members of SHIRBRIG's Planning Element conducted a fact-finding mission to assess the need for deployment. The SHIRBRIG component of UNMEE deployed for six months and withdrew in May 2001, thus adhering closely to the original stipulation requiring withdrawal from theatre after six months

After agreeing to the formal request by the DPKO, and after the Security Council mandated the UNMEE deployment on 15 September 2000, members from SHIRBRIG deployed a Canadian-Dutch infantry battalion and a Danish headquarters company. This force composition highlighted the strong interest on behalf of the Canadians, Dutch, and Danish in making UNMEE SHIRBRIG's first successful operational test-case. The permanent and non-permanent members were merged into

¹⁶ This section draws in parts on Joachim Koops and Johannes Varwick (2008) Ten Years of SHIRBRIG, Berlin: Global Public Policy Institute, especially pages 17-23.

the UN/HQ structure and the UN appointed SHIRBRIG's Commander as the UNMEE's Force Commander

4.1.2 Lessons Learned

SHIRBRIG's first mission was generally considered a success, at least for breathing life into the hitherto untested SHIRBRIG concept. Several SHIRBRIG internal lessons learned studies highlight various shortcomings, however. Although SHIRBRIG deployed 'comparatively' swiftly—almost within two months after the Security Council mandate—it still took double the time envisaged by the SHIRBRIG concept (within 30 days of national approvals). One important problem was the delay of national approval mechanisms. The deployment and general performance of SHIRBRIG's Planning Element officers in conjunction with the non-permanent staff proved to be successful, but lack of close cooperation between SHIRBRIG, the DPKO and national troop contributors also undermined the effectiveness of the planning and preparation stages. A key demand that emerged in the aftermath was that SHIRBRIG's Planning Element should be allowed to get involved with the DPKO's planning as early as possible. Misunderstandings about SHIRBRIG's characteristic mission conditions (strictly for six months, withdrawal of SHIRBRIG owned equipment) led to an unnecessary shortfall once SHIRBRIG withdrew from the mission. Furthermore, although pre-deployment training according to SHIRBRIG's common standards ensured a high level of cohesion and interoperability amongst the SHIRBRIG elements within the mission, it did not alleviate the severe gap between the SHIRBRIG units and those from other, non-SHIRBRIG troop providers. Most importantly, however, the UNMEE mission highlighted that SHIRBRIG was unable to mobilize enough troop support from its member nations for the full brigade capacity. Apart from Canada's, Denmark's and the Netherlands' contributions, SHIRBRIG faced the reluctance of its participating member-states to provide the earmarked troops they had originally agreed to pledge for SHIRBRIG's brigade force pool.

Hence, a key lesson of SHIRBRIG's first mission at the time was to view the future possibility of a full brigade deployment as unrealistic and to refocus full attention instead on the potential of the Planning Element. This explains the changing nature and more technical, limited scope of the missions that followed.

4.2 UNMIS

4.2.1 Background and Mandate

The Security Council, by its resolution 1590 of 24 March 2005, decided to establish the United Nations Mission in the Sudan (UNMIS) to support implementation of the Comprehensive Peace Agreement signed by the Government of Sudan and the Sudan People's Liberation Movement/Army on 9 January 2005; and to perform certain functions relating to humanitarian assistance, and protection and promotion of human rights.

SHIRBRIG was formally requested by the DPKO to assist in the planning for a deployment of a UN mission in Sudan from July 2004 onwards. Following the Security Council authorization of the deployment of the UN Mission in Sudan (UNMIS) in March 2005, SHIRBRIG deployed from April to December 2005. It was asked once again to provide the nucleus of the Force Headquarters, as well as the Joint Military Coordination Office and the Integrated Support Services. SHIRBRIG's Commander, Brigadier-General Mitchell, served as UNMIS' Deputy Force Commander, while SHIRBRIG's Chief of Staff Colonel Lund was appointed as UNMIS Chief of Staff.

4.2.2 Lessons Learned

The mission was one of the more complex and demanding assignments for SHIRBRIG. Inevitably, many issues and problems arose. The most important one was that SHIRBRIG's Planning Element was not used as a coherent nucleus Force Headquarters, as initially assumed and briefed, but was rather split up and distributed to fill vacant spots. This limited SHIRBRIG's effectiveness. Furthermore, SHIRBRIG noted that it was not included in the DPKO's early planning process, adding to the steady build-up of frictions and misunderstandings between SHIRBRIG and DPKO staff. A key lesson to be learned for SHIRBRIG was that it had to emphasize more clearly the purpose and advantages of its nucleus headquarters concept. However, SHIRBRIG's extensive contribution was duly recognized by the Security Council in the text of Resolution 1590. SHIRBRIG's missions allowed the permanent staff to enhance their abilities and capacities for the planning of complex missions and the rapid provision of nucleus interim force headquarters.

5 PLANNING SUPPORT

5.1 UNOCI

5.1.1 Background and Mandate

Having determined that the situation in Côte d'Ivoire continued to pose a threat to international peace and security in the region and acting under Chapter VII of the UN Charter, the Security Council, by its resolution 1528 of 27 February 2004, decided to establish the United Nations Operation in Côte d'Ivoire (UNOCI) as from 4 April 2004. UNOCI replaced the United Nations Mission in Côte d'Ivoire (MINUOCI), a political mission set up by the Council in May 2003 with a mandate to facilitate the implementation by the Ivorian parties of the peace agreement signed by them in January 2003.

This mission consisted of SHIRBRIG's provision of key planning assistance to the Economic Community of West African States (ECOWAS) for its Mission in Cote d'Ivoire and was embarked upon in response to a direct, formal request made by the DPKO in February 2003.

This small Planning Assistance Mission provided the officers of SHIRBRIG's Planning Element with the first experience of the requirements and needs for mission planning. It also served as an important precedent and first point of contact with ECOWAS, thus yielding an important foundation for the UNMIL mission, six months after SHIRBRIG's completion of its assistance to UNOCI.

5.1.2 Lessons Learned

It is crucial to keep in mind that the former SHIRBRIG Commander Patrick Cammaert had been appointed as Military Adviser in the DPKO in October 2002. Thus, from 2002 until his departure from the DPKO in 2005, Cammaert's influence and pro-SHIRBRIG attitude ensured that SHIRBRIG was regularly kept in the loop and readily used for mission planning activities, such as those required for UNOCI.

Yet, although this link guaranteed a more effective and more direct channel of communication and potential coordination than SHIRBRIG's Contact Group (with important lessons to be learned about the need for a permanent SHIRBRIG liaison

officer at the DPKO), Cammaert's influence could not fundamentally alleviate some of the tensions in the DPKO-SHIRBRIG relationship. This, incidentally, also highlighted the limitations of the Military Adviser's influence over the DPKO's staff, despite being one of the most senior positions within the UN peacekeeping bureaucracy. However, it was on Cammaert's initiative that SHIRBRIG was considered for UNOCI. Within less than three weeks of the formal DPKO request, a SHIRBRIG planning team arrived at Abuja and liaised with the ECOWAS Headquarters. Within ten days of contact in the field, SHIRBRIG officers finalized the planning documents and handed them over to ECOWAS. Thus, almost within a month in total, SHIRBRIG provided the planning required by ECOWAS.

5.2 UNMIL

5.2.1 Background and Mandate

The United Nations Mission in Liberia (UNMIL) was established by Security Council resolution 1509 (2003) of 19 September 2003 to support the implementation of the ceasefire agreement and the peace process; protect United Nations staff, facilities and civilians; support humanitarian and human rights activities; as well as assist in national security reform, including national police training and formation of a new, restructured military.

In September 2003, the DPKO requested SHIRBRIG assistance to form the core of an interim headquarters for the United Nations Mission in Liberia (UNMIL).

5.2.2 Lessons Learned

Within three weeks of the request, SHIRBRIG deployed 17 officers and seven support personnel to assist ECOWAS' non-standing military force, ECOWAS Monitoring Group (ECOMOG), in setting up the headquarters. SHIRBRIG's deployment lasted six weeks and ended with the successful establishment of an interim headquarters. This mission expanded SHIRBRIG's abilities and tool box with a new capacity: the rapid set-up of a 'nucleus' Interim Force Headquarters, which could then be readily used by new, incoming peacekeeping troops as the initial headquarters base for the mission.

This mission also served as a significant first point of contact and collaboration with ECOWAS troops in the field. This formed the basis for more structured and long-term cooperation between SHIRBRIG and what was later to become ECOBRIG, within the frame-work of SHIRBRIG's capacity-building efforts.

Important lessons for SHIRBRIG included:

- the need to deploy with military assets (C 130) and not with civilian airlines and civilian contractors in order to avoid complex problems in the arrival of urgent materials and useless expenses for extra luggage even if this is more expensive;
- the need of a minimum degree of logistic independence in order to avoid problems connected to lack of support from UN, especially at the beginning of the mission
- the need for longer overlap in the transition phase between the outgoing and incoming force headquarter troops as well as the need for better knowledge of the terrain and country prior to deployment
- Several misunderstandings between the DPKO and SHIRBRIG with regard to logistics were also noted.

Overall, however, the mission was seen as a success. This view has also been confirmed by the UN DPKO's contribution to SHIRBRIG's lessons learned process: "SHIRBRIG's experience in UNMIL has been a successful accomplishment, particularly since it established the Force Headquarters (FHQ). It further developed an initial CONOPS and provided logistic support for the FHQ, and also coordinated TCCs initial reconnaissance for troops deployment. Furthermore, the establishment of the initial relations with the Interim Government of Liberia and NGOs created an opportunity for UNMIL's operational pioneers. In all, there has not been any negative report on SHIRBRIG's interaction with UNMIL".¹⁷

¹⁷ DPKO's Answers to SHIRBRIG's Questionnaire on SHIRBRIG, 23rd March 2009, page 5

5.3 UNAMIS

5.3.1 Background and Mandate

To intensify the peace efforts and build on the momentum of the progress made—including the signing of the Agreement on Wealth Sharing on 7 January 2004 and the Protocol on Power Sharing on 26 May 2004 at the IGAD-led talks—the Security Council, on the recommendation of the Secretary-General, established by resolution 1547 of 11 June 2004 a special political mission, the United Nations Advance Mission in the Sudan (UNAMIS). UNAMIS was mandated to facilitate contacts with the parties concerned and to prepare for the introduction of an envisaged peace support operation. UNAMIS administration and support elements focused on developing and refining operational plans on the ground, as well as preparing for the deployment of military and civilian personnel and providing effective forward support to the mission.

SHIRBRIG deployed 17 members to Sudan from July 2004 to February 2005 as part of a “special political mission”, the UN Advance Mission in Sudan (UNAMIS). As part of ‘a multidisciplinary team’ of 27 members, the SHIRBRIG delegation developed and refined operational plans on the ground, “as well as prepared for the deployment of military and civilian personnel and provided effective forward support” to the envisaged UNMIS mission. Thus, the mission should be seen in the context of UNMIS (see Section 3.2 above)

5.3.2 Lessons Learned

Overall the deployment was considered a positive mission but still logistic problems occurred between UN and SHIRBRIG concerning equipment (bedding, office furniture and IT equipment)and as a lesson learned it should be consider, again, deploying with some logistic independence.

The legal status of the military personnel participating to the mission was not clarified and creating subsequent problems connected to leave, payments, immunities, etc.

Finally and again the force generation process to generate HQ coy personnel was a problem for SHIRBRIG nations.

5.3.3 Overall Conclusions

The activities outlined in this section have become important options in SHIRBRIG's rapid reaction peacekeeping toolbox. SHIRBRIG's focus on this type of mission can be explained due to a realization that the original SHIRBRIG concept of full brigade deployment would become increasingly unrealistic, due to shortfalls in member state commitments. Indeed, the missions have highlighted that SHIRBRIG's full brigade has so far not been deployed even once. Even for SHIRBRIG's largest participation in a mission to date (UN Mission in Ethiopia and Eritrea from November 2000 to June 2001), only a Dutch-Canadian battalion and one Danish company were deployed (1,200 – 1,500 troops). In addition, however, SHIRBRIG initially staffed the Force Headquarters (95 officers) and SHIRBRIG's Commander served as the Force Commander of the overall UN mission. Despite being only partially deployed, SHIRBRIG's contribution was judged to be relatively rapid and effective. Yet, it was a disappointment in terms of force generation. The four remaining missions were more modest in size and consisted of planning assistance in the field (such as advising and planning for ECOWAS for the UN's Mission in Côte d'Ivoire in February 2003) or the rapid provision of a nucleus Force Headquarters for the start-up of a mission (as was the case in Liberia in 2003 and in Sudan in 2004 and 2005). Indeed, SHIRBRIG's concept of acting as a 'rapid interim force headquarters' to start up a UN mission until a regular UN force could take over has proved to be extremely useful and marked SHIRBRIG's real success in the field. One testimony to this is indeed the DPKO's recent decision to replicate this concept, as indicated in the UN Secretary General's report on the restructuring of the DPKO's Office of Military Affairs. The pragmatic adjustment of SHIRBRIG's scope and mandate also highlights SHIRBRIG's flexibility and adaptability when faced with the reluctance of member states to provide a full brigade force. While the Liberia mission was judged a success and elicited the potential of close SHIRBRIG-ECOWAS cooperation, the missions in Sudan underlined growing tension, misunderstandings and coordination problems between SHIRBRIG and the DPKO. This tendency might also be one of the major reasons why the Planning Team has also increasingly put a focus on capacity-building in Africa as an alternative to UN Peacekeeping missions and planning.

Overall, however, despite the small number of deployments in the field, SHIRBRIG earned a reputation for a cohesive force with the highest level of peacekeeping expertise and training standards. Indeed, as the UNDPKO's contribution to SHIRBRIG's lessons learned process stressed: "What SHIRBRIG did it did well", particularly "UNMEE and UNMIL were very efficient".¹⁸ Yet, the low number of SHIRBRIG deployments serves a strong reminder that the organization remained well below its actual peacekeeping potential. A key problem was not only the cumbersome decision-making and force generation process, but above all, a lack of political will. In this sense, since 2005 SHIRBRIG was effectively stopped from unfolding and tapping its full potential and was instead caught up in half-hearted reform attempts. It is also in this context that the African Capacity-Building scheme provided an important new focus for the permanent Planning Element (see below).

6 AFRICAN CAPACITY-BUILDING (ACB)

6.1 History and Background

The African Union (AU) was born in July 2000. Realizing that Africa should develop military mechanisms to deal with "common security threats, which undermine the maintenance and promotion of peace, security, and stability on the continent," the AU adopted the "Protocol Relating to the Establishment of the Peace and Security Council" in July 2002 to establish a military staff committee to advise and assist the Peace and Security Council on all questions relating to military and security requirements. The Protocol provided for an African Standby Force (ASF) to enable the Peace and Security Council to deploy peacekeeping missions and intervene pursuant to the provisions of the AU Constitutive Act. In May 2003, the AU also adopted the "Policy Framework for the Establishment of the African Standby Force and the Military Staff Committee." Knowing about the existence of SHIRBRIG and being in need of learning about the existing Standby forces, AU contacted SHIRBRIG to explore the possibilities of cooperation in the process of building of the ASF.

¹⁸ See DPKO's Answers to SHIRBRIG's Questionnaire on SHIRBRIG, 23rd March 2009, page 5

During the 19th SCM, 23 -24 June 2003, the SHIRBRIGs Presidency summarized the AU plan to develop an African Standby Force and how SHIRBRIG might assist in the endeavour. The Presidency contacted the AU after the July summit and maintained a line of communication with G8 and UN officials to try to develop a concrete implementation plan to be approved by the SC. Representatives of AU and ECOWAS were invited to (and participated in) the 20th SCM, 21-23 October 2003.

The 20th SCM approved a surplus to the Budget of 1.380.000 DKK on ACB for the following support options:

1. Assistance and advice in process of the establishment of the EASBRIG;
2. Secondments to the PLANELM;
3. Participation in some SHIRBRIG training activities;
4. Planning assistance and in general terms the willingness of SHIRBRIG to help as much as possible.

After the 20th SCM the presidency visited the AU and informed about the results of its visit and the potential assistance requested by the AU during the 21st SCM, 24-25 February 2004. The Presidency also presented the ACB Secondment Plan on support to ACB that was approved. In February 2004 SHIRBRIG was invited to send an expert to the “meetings of the Chiefs of Defence staff and experts on the Eastern Africa Standby Brigade” held in Jinja, Uganda. This was the first time SHIRBRIG PLANELM members participated in an ACB activity. From 13-17 April 2004 the project was further expanded with SHIRBRIG’s expert contribution to drafting a roadmap for the African Standby Forces. The original idea was to establish 5 SHIRBRIG type brigades in Africa.

The ACB project suffered an impasse because SHIRBRIG involvement with the United Nations Advance Mission in the Sudan (UNAMIS). Once returned from the mission, at SHIRBRIG invitation and expense, observers from the AU, ECOWAS, and Ghana attended a further SCM, and African officers attended some SHIRBRIG training activities. Canada and SHIRBRIG also sponsored two African Officers to undergo training with the PLANELM, each for consecutive three-month periods. PLANELM also provided occasional planning assistance, input, and advice to AU, ECOWAS, EASBRIG, and to South Africa’s Defence Institute for Strategic Studies.

DPKO was supportive of this role, and encouraged SHIRBRIG to apply its experience and expertise towards assisting the AU.

The Austrian Presidency as well as COMSHIRBRIG visited the AU in an effort to build close linkages and to begin co-development of a plan for future cooperation. At the request of the Austrian Presidency, the Austrian Ambassador to Ethiopia graciously agreed to maintain SHIRBRIG's connectivity to the AU HQ in Addis Ababa.

Based on a Presidency presentation at the 23rd SCM, it was decided to establish a "Standing Working Group" of the Steering Committee to address the issue of ACB. The aim of the Standing Working Group was to provide a comprehensive, tailor-made SHIRBRIG approach consistent over the longer term, effective in meeting the needs of the African peacekeeping community, and achievable within SHIRBRIG's unique capabilities and available resources. Its membership should consist of representatives of interested SHIRBRIG nations and it would convene its first organizational meeting prior to the 24th SCM. No nation was prepared to Chair the initial meeting of the Standing Working Group, so COMSHIRBRIG did so. The initial meeting of the SWG-ACB took place at the Marriott Hotel in Copenhagen, 22 February 2005.

In March 2005 a Danish team visited Addis Ababa and later shared its findings with SHIRBRIG regarding African Standby Forces initiatives. In July 2005 Denmark offered to join efforts with SHIRBRIG and fund some activities linked to Africa Capacity Building. LtCol Flemming Johansen (Danish Armed Forces) was designated as project officer from Denmark and LtCol Felix Blanco as SHIRBRIG expert. All the related activities to this cooperation were funded by the Danish Ministry of Foreign Affairs through their Embassy in Addis Ababa. The activities included support to the establishment of ECOBRIG and EASBRIG and the participation in all the workshops to develop the required documentation for the African Standby Forces (Doctrine, Logistics, SOPs....) Africa Capacity Building activities to be funded by SHIRBRIG and or voluntary contributions were later included in the SHIRBRIG budget and annual training program.

SHIRBRIG and other partners' support had until 2007 been focused on developing the basic documentation on AU-level. The next step in the "road map" to 2010 was focused on developing and transforming the basic documentation into

regional documentation and collective training leading up to various regional CPX and FTX with the purpose to show regional capacity before the scheduled continental CPX in 2008 and FTX in 2009.

SHIRBRIG focused on collective training on FORCE HQ level and brigade level including expertise support related to this. PLANELMS and Brigades of ESBRICOM and ECOWAS were the primary target audience of the SHIRBRIG activities. East and West Africa were selected due to the previous and the traditional cooperation over the last years, with priority one for EASBRIG and two for ECOBRIG/ECOWAS.

The decision to disband SHIRBRIG forced an end and limit to the support to the SHIRBRIG ASF partners.

6.2 The decision to focus on EASBRIG and ECOBRIG

EASBRIG and ECOBRIG were selected in terms of viability and feasibility. Out of the five Brigades, the North Brigade was almost non-existent with an Egypt-Libya cooperation to establish the nucleus. The Central Brigade was French speaking supported by France and based on a previous arrangement sponsored by France. The South Brigade (SADC) was not willing to have SHIRBRIG involvement. In summary EASBRIG and ECOBRIG were the only feasible options at that time and a pragmatic decision were taken to focus SHIRBRIG's support efforts on these two brigades.

6.3 SHIRBRIG's Main Activities and Impact

The activities of SHIRBRIG in relation to ACB can be categorized into three distinct phases: the documentation phase (2003-05), the development phase (2006-7) and the conclusion phase (2008-9).

Documentation Phase (2003-05): The activities developed at this phase were mainly designed to facilitate the establishment of the Brigades:

1. Developing Frameworks and roadmaps in cooperation with Institute for Security Studies in Pretoria (ISS) and later with the AU Peace Support Operations Directorate in Addis.

2. PLANELM Initial establishment (Assistance visits to ECOWAS and ECOBRIG)
Developing the conceptual framework (participation in seminars on doctrine, training, logistics and SOPs).
3. Providing SHIRBRIG materials as a base for developing specific ASF tailor-made documentation.

Development Phase (2006-07): Inspired by the first phase, a second one was developed with ECOBRIG and EASBRIG, establishing a close working relationship between SHIRBRIG and the two brigades.

1. “Inaugural” EASBRIG joint planning exercise in Nairobi, May 2006
2. Further EASBRIG joint planning exercises in Denmark, Feb 2007 and in Nairobi Mar 2007.
3. ECOWAS/ECOBRIG cooperation commenced with a visit from LtCol Henrik Vedel in November 2006 to Abuja with a follow-up visit by COS/TFHQ/ECOBRIG (+) in Feb 2007.

Conclusion Phase (2008-09): In 2008 and 2009, SHIRBRIG’s contribution to supporting the EASBRIG and ECOBRIG CPX pre-validation exercises and FTX validation exercises became particularly relevant:

1. SHIRBRIG was formally invited by a letter from EASBRICOM (EASBRIG) on 15 Oct 2007 to significantly support the preparations and execution of the EASBRIG CPX in Nov 2008. Further to the planning conferences SHIRBRIG participated in several working groups aimed at the preparation of the exercise. During the CPX SHIRBRIG would provide 8 officers.
2. SHIRBRIG was asked as well to take part in the preparation and execution of the ESF (ECOWAS) certification of its TFHQ. 5 officers took part in the CPX in June working inside the evaluation and animation cells.
3. A specific CIMIC project was developed by SHIRBRIG in cooperation with EASBRIG to build a CIMIC Start-up Kit to facilitate a more professional body of work and a better continuity of the CIMIC organization both in a UN and AU mission deployment (see Section 6 below)
4. Given the very relevant support that EASBRIG received from SHIRBRIG during the CPX 08 EASBRICOM Director asked COMSHRIBRIG during a Policy Meeting in Kenya (December 2008) to continue supporting activities designed to

reach the accomplishment of an FTX in November 2009 with similar support as that provided during the CPX 08. The exact SHIRBRIG contribution would be established during the planning process.

5. As a result of its support to the ECOWAS CPX in 08, SHIRBRIG was asked again to contribute to the planned FTX in Ouagadougou, Burkina Faso in June 2009. In this occasion the external support to the exercise was significantly reduced compared to previous CPX in Bamako, Mali. SHIRBRIG was requested to participate with 4 officers, two in the logistic evaluation cell and two in the animation cell.

6.3.1 Conceptual Frame-work: Utilizing the ‘SHIRBRIG Model’ for the African Standby Brigades

The main contribution of SHIRBRIG to the process of building the ASF was that the SHIRBRIG organisation was used as the main model for ASF development. At the moment of its creation, the ASF was looking for suitable model and SHIRBRIG appeared to them as the most relevant organisation that could provide that example. This circumstance influenced the fact that they decided to use -BRIG (EASBRIG, ECOBRIG) at the end of the name following SHIRBRIG precedent. SHIRBRIG experience in several deployments gave an added value to the purely organisational matters. The presence of African officers for a period of three months contributed to both an example of staff work and organisation and of improving mutual understanding. SHIRBRIG had a great influence as well by participating in the drafting of the roadmap for the African Standby Forces.

6.3.2 Training, Staff Procedures (SOPs) and Operational Planning

ASF had to start from zero. Having a library set of prepared documents that could be used to create their own documentation was very helpful. Nevertheless it has to be stressed that SHIRBRIG is a brigade at the operational/tactical level and the ASF structure is at the strategic/operational level. There were some problems in adopting SHIRBRIG as the model because there was an abuse as well of direct copying with very limited elaboration of the new documents. In some copies four years later you could still read SHIRBRIG where ASF should have been written.

6.3.3 Funding

1. Initially the ACB activities were funded with a very limited SHIRBRIG budget and mainly through voluntary contributions, (Denmark, Canada.)
2. In 2007 ACB activities were “unilaterally” funded by Denmark through the Danish “Africa for Peace Program”. There were a few activities, primarily related to participation in AU conferences funded by SHIRBRIG itself.
3. The SHIRBRIG ACB budget program for 2008 and 2009 was covered initially by Denmark alone and after mid 2008 by national contributions from Denmark, Ireland, Austria, Spain and Norway.

The main difficulties of the ACB program resulted from the lack of budget commitment by the majority of the SHIRBRIG nations. The main reasons of the final declining of support of Denmark and those nations that still believed in ACB should be seen in the light of the lack of commitment from other member nations and in particular to adjust and develop the current concept, status and tasks (which also includes the lack of commitment in the ACB-project).

Denmark has for a very long time tried to find solutions to this stalemate situation, which SHIRBRIG’s ACB initiative had been facing from the end of 2005 onwards. At the same time, the UN started to lose interest in SHIRBRIG as a relevant tool. Although several attempts were made to adapt the SHIRBRIG concept and place a special emphasis on African Capacity-Building, the response from most member nations as well as from the UNDPKO was rather sobering. In the end, Denmark, which had traditionally been SHIRBRIG’s staunchest supporter and the main driving force behind the ACB programme also began to lose interest and began to re-orient its priorities.

As a result of this lack of effort sharing, in the beginning of 2008, Denmark started to become more reluctant to fund SHIRBRIG activities. In reality, in the month of Feb 2008, SHIRBRIG had de facto promised comprehensive support to a lot of activities in 2008– with no firm funding commitment from SHIRBRIG member states and with no allowed option to spend SHIRBRIG funding on these activities – putting the whole program in jeopardy.

From the Danish perspective as expressed by LtCol Vedel:

1. There were definitely a clear political and more specifically in the “military policy framework ” – will to use SHIRBRIG as an “ACB-option”, but the reluctance by other member states lead to “fatigue” in pursuing that option, relatively fast changed the attitude to seek other options for the Danish ACB (which within the last years has been an increased focus area of the Danish “security policy” (in general))
2. The evolving “Nordic initiative” seems to be able to fill the gap and even expanding the current SHIRBRIG support. Some small temporarily gaps might be foreseen in the early autumn until the “new Nordic team” is up and running.
3. SHIRBRIG overall added value to ACB (and in particular to EASBRIG/ECOBRIg) has been the introduction to the “western” PSO-mentality and Military management, primarily related through the OPP-training and exercise preparations.¹⁹

6.4 Lessons Learned: Added Value and Limitations

There was and is a strong will among the international community to promote deeper African involvement on Peacekeeping Operations. The ASF project is just a part of the overall project of the “Peace and Security Architecture for Africa”. The model they pursue is wider and more encompassing than a SHIRBRIG model. There was no common approach for the five brigades. The cooperation among the Brigades, Economic regions and the AU was very limited and finally different national views aimed to different goals.

SHIRBRIG has played a role in the process of building ASF, achieving important results, even with very limited resources. Most importantly, SHIRBRIG served initially as a key role model for the ASF process and later established itself as an important point of contact and cooperation partner

¹⁹ See Response letter to SHIRBRIG Learned Lesson Questionnaire, 24th February 2009.

The positive experience is based on the following factors:

Documentation Phase:

1. Uniqueness: Initially SHIRBRIG was the only Standby, Rapid Reaction unit serving the UN, this made SHIRBRIG automatically an organisational model to be considered by the AU.
2. Mission experience: SHIRBRIG could draw at the time on valuable deployment experience which was an essential added value to the unit when it had to advise on a matter as complex as Standby Rapid Reaction forces.
3. Professional quality: LtCol Felix Blanco, the project officer initially appointed by SHIRBRIG for ACB activities was a very capable and professional officer that had the skills and the ability to win the confidence of the African partners, to provide them with valuable advice and to produce sound documents. He could count as well on a team of experienced officers both in staff work and in operations in the African continent, initially led by a very ambitious Commander, Brigadier-General Mitchell. Thus, the individual level played a crucial role.

Development Phase:

1. Prestige and Imagination: when SHIRBRIG as an organisation was in crisis, the main reason for SHIRBRIG support to the ASF was losing profile and many other organisations were present with bigger means and political support at home, the new ACB project officer, LtCol Henrik Vedel was capable of benefiting from SHIRBRIG prestige to discover a new approach to SHIRBRIG ACB based on supporting them in specific and practical projects, mainly the CPXs and FTXs and CIMIC Start-up Kit.
2. Full staff knowledge availability: Being a staff with all the sections, the ASF could always find the appropriate professional they needed as support, and that officer arrived to ACB activities with a deep knowledge on the specific field, in contrast to most African advisers and experts that are mainly very good generalists, but often lack the specific knowledge when it comes to the detail.
3. Absence of other agendas and pressure from outside: African nations are very sensitive and reluctant to western influence from outside due to their colonial experience. Their way of working and organising themselves created significant tensions with sponsor nations because of the misuse of funding and the little

results that come out of important efforts. The fact that SHIRBRIG has no other intention than supporting them without asking anything in return, and that it is an organisation that is perceived by the Africans as having no further interest than that of improving African Security, permits a very fluid and comfortable working relations between the ASF and SHIRBRIG.

Conclusion Phase:

1. Deep understanding of the other partner: The long experience of working together and the frequent activities where SHIRBRIG, ECOWAS and EASBRIG have cooperated built a network of relationships and even friendship that has been key to obtain positive results out of the ACB activities. Mutual respect and personal knowledge of the African officers SHIRBRIG had to work with has been an added value of the SHIRBRIG ACB partnership.
2. Need based support: SHIRBRIG has always supported ASF partners in the field and in the activities it was requested to provide advice. For both EASBRIG and ECOWAS, SHIRBRIG was a reliable partner.

The negative experience has to be stressed as well saying that the Steering Committee direction of ACB activities was slow in reaction, very distinct in compromise from different nations and dubitative. If ACB activities were possible it was due to the effort of a very limited group of SHIRBRIG Nations, most notably Denmark, the initiative demonstrated by SHIRBRIG PLANELM and the impact on the African reality on those PLANELM officers that had the privilege to get in contact with it.

SHIRBRIG was in the right place at the right time when ACB activities were required because a new ASF concept had to be developed. In a sense, SHIRBRIG is now in the wrong place at the wrong time when SHIRBRIG is still needed as a reliable, respected and technically qualified partner for ASF development.

6.5 Future Challenges for African-Capacity-Building

The future of ACB initiatives, for whatever organisation will continue with it, faces significant challenges:

1. It takes a long time to build a synergic relationship, such as the developed by SHIRBRIG.

2. Because the window of opportunity appears in a specific moment and it is difficult to produce a new one.
3. Because the prestige acquired by SHIRBRIG is a value that cannot be transferred and has to be built through hard work and sound decisions.
4. Because the large number of supporting organisations creates overlap and confusion, leading to inefficient uses of resources if left uncoordinated.
5. Because for those that arrive as experts to support the ASF in its process of development it is always easier to stay at a higher level, as generalist, providing advice, training and money, but it is more difficult to come down and work shoulder to shoulder with the African staff officers. In this kind of cooperation SHIRBRIG has been unique and the need of such a partner will remain.

7 CIVIL-MILITARY COOPERATION (CIMIC) START-UP KIT

7.1 Background and Purpose

The CIMIC Start-Up Kit is a relatively small not restricted electronic tool to be provided to a CIMIC officer ready to deploy in a new mission. This kit includes a database to record all CIMIC activities, events, liaisons etc., a full up to date library with all CIMIC documents, mission related documents, maps, etc. The database, called CIMIS, when installed will enable the CIMIC officers to be connected together via e-mail (if available), share information and to send reports.

The CIMIC Start-up Kit project was born progressively out of the SHIRBRIG relation with EASBRIG and the annual UN Coordination Meetings with UNDPKO. Initially it was an initiative of cooperation between SHIRBRIG and EASBRIG on CIMIC concept and SOP development. In January 2007 SHIRBRIG LO (LtCol Vedel) asked during a staff meeting to think about and propose ACB cooperation projects. The result was the idea of building a CIMIC deployment tool with a database and CIMIC documentation developed in cooperation with EASBRIG for both UN and AU missions. Later G6 (Maj Kenneth Mikalsen) proposed that the SHIRBRIG G5 expand the idea of the database to an integrated database and reporting system. This project was discussed with EASBRIG COS (Colonel Musungu) in Nairobi in September 2007 and it was decided by both organizations to develop it as a SHIRBRIG-EASBRIG cooperation project. The main idea of this project and its development agenda was

presented to UNDPKO during the UN Coordination Meeting in October 2007, receiving a very positive response.

When Maj Mikalsen left SHIRBRIG without replacement, SHIRBRIG was forced to look for an officer that could develop the technical part of the project, and the Austrian Army was asked to provide the support of Maj Heinrich. The fact that the EASBRIG CIMIC officer would be changed in January 2008 forced SHIRBRIG to delay the start of the project development until the arrival of the new EASBRIG CIMIC officer because it was considered essential that it was done in cooperation of both organizations. From his arrival in SHIRBRIG as new COS in the summer 2007, Colonel Tatschl gave full support to the SHIRBRIG EASBRIG CIMIC project.

The key idea behind the building of a CIMIC Start-up Kit was that in both UN and AU missions it has been identified that there was the need to improve the effectiveness of their CIMIC functional organizations.

Although the UN Department of Peacekeeping Operations (DPKO) has had a civil-military coordination policy in place since September 2002, and since then has developed several drafts on UN civil-military relations, there were no specific DPKO guidelines on what the CIMIC organizational structure must look like in a UN peace operation and how the practical procedures should be done. Most UN/AU peace operations have slightly different organizational structures, and it is thus not surprising that they have different CIMIC structures as well. In fact, most UN peace operations that have established civil-military coordination units to date have not only had different organizational structures, but they have even used different concepts and doctrinal approaches.

There are very few countries, outside Europe, North America and Australia that have CIMIC doctrines that provide for specific CIMIC organizational structures. Most UN peacekeepers come from the South. Approximately 50% of the UN peace operations troops come from only 10 countries: Bangladesh, Ghana, India, Kenya, Nigeria, Pakistan, South Africa, Ethiopia and Ukraine. None of these countries have a specific CIMIC doctrine or CIMIC organisational structures at battalion, brigade or higher HQ levels – and none of them train CIMIC specialists in a regular way. As a general rule, the only trained CIMIC specialists who are likely to be found in a UN or AU mission are officers that have attended CIMIC or CIMIC-related courses in Europe or the United States, and

these courses would have been based on NATO or US doctrine. The only other training that has been conducted over the past few years is the humanitarian civil-military coordination courses run by OCHA. It is thus likely that most CIMIC Officers in a UN peace operation have not had any previous exposure to CIMIC in their national doctrine, and they are unlikely to have been on a CIMIC course.

CIMIC personnel as well as other members of the UN missions rotate very often, staying in the mission 6 to 12 months. As a consequence the personnel have to go back to their countries just when they are starting to gain a decent professional knowledge of how to proceed with CIMIC activities. Their civilian counterparts get tired of having to work with partners that are rotating too often and that need too much time to be operational.

The overall situation in the field of AU CIMIC organisations is even worse.

Because of these circumstances the need was recognised by SHIRBRIG and EASBRIG:

1. To improve the coordination of the coordinators (CIMIC functional organization);
2. To standardise the CIMIC procedures;
3. To have the CIMIC information better organized;
4. To facilitate the continuity of the CIMIC staff in missions.

This could be achieved or at least the situation improved:

1. By producing a set of documents and tools that permits a CIMIC functional organization to work from the start of a UN /AU mission in an organized way following the UN or AU doctrine and procedures using the experience of current and past mission and improving where needed and possible.
2. Creating an integrated database and reporting system as the technical tool and nucleus of the project.

The integrated database and reporting system is called CIMIS (CIMIC Information System), it permits the CIMIC information to be better organised and to provide quick access to the CIMIC information as required.

An agreement was established between SHIRBRIG and EASBRIG to join efforts to develop together a CIMIC deployment package. This set of documents and tools are called the UN/AU CIMIC Start-up Kit. SHIRBRIG integrated the development of the SHIRBRIG-EASBRIG Start-up Kit as an ACB project.

The CIMIC Start-up Kit's highest benefit will be achieved when used from the beginning of a mission deployment, solidifying the advantage of having this tool organized in advance of a deployment, integrating into it the experience and lessons learned from previous missions.

The SHIRBRIG-EASBRIG CIMIC Start-up Kit is built in a way that it integrates and reflects UN doctrine and procedures in the field of CIMIC. If something is not in consistency with UN doctrine and procedures it has to be changed immediately.

The need of a start up kit not just for CIMIC but for all the functions and sections of the military component of a UN mission had already been recognised by Brigadier-General Mitchell, former SHIRBRIG commander, in his after action report of UNMIS where he was Deputy Commander in the start-up period of the mission.

The SHIRBRIG-EASBRIG CIMIC Start-up Kit is a CIMIC tool to be used by all the cells of the CIMIC functional organisation in a UN Peace Support Operation at all the levels of command (Force component, sector, battalion...). It is built up of the normal documentation and procedures that a CIMIC organisation uses, or should use, in a UN Peace Support Operation. By its nature and structure the UN CIMIC Start-up Kit is a life tool that needs to be adapted and updated. Moreover, it requires being adapted to the specifics of each mission.

The authority to approve and adapt the generic UN CIMIC Start-up Kit remains with UNDPKO.

In every specific UN/AU mission, only Chief CIMIC at Force Component level, as advised and directed by the Force Commander, can adapt and make changes in the building and organisation of the UN CIMIC Start-up Kit. All official UN documents or orders on CIMIC, both generic and mission specific, should be integrated automatically into the UN CIMIC Start-up Kit documentation.

To avoid that the information of the UN CIMIC Start-up Kit is misused, only the CIMIC personnel and those personnel of the Mission components and UN agencies specifically indicated by the SRSB can have direct access to CIMIS. A procedure has to be established to guarantee the security of the CIMIS information.

SHIRBRIG-EASBRIG CIMIC Start-up Kit is organised and structured in the following way:

1. **Basic Documentation.**
2. **CIMIC Resource Library.**
3. **CIMIS (CIMIC information System).**

The full UN CIMIC Start-up Kit documentation, both Basic Documentation and CIMIC Resource Library, is organised, filed and accessible in CIMIS.

1. **The Basic Documentation** files and puts together all the documents that every CIMIC officer should know and use in a regular way. The Basic Documentation folder should not exceed a reasonable volume to avoid going through it too deeply since it will take more time and effort than available to the CIMIC officer deployed in the mission. Further, important documents have to be filed in the CIMIC Resource Library so that they are available when needed. By the arrival to the Mission, when familiarising with the UN CIMIC Start-up Kit, Basic Documentation documents should be read in the order they are filed. The Basic documentation is composed of:

1. UN CIMIC Start-up Kit Explanation;
2. UN CIMIC guidelines and directives;
3. Mission-Specific CIMIC guidelines and directives;
4. CIMIC SOP;
5. CIMIC Manual;
6. CIMIC Briefings; and
7. CIMIC Training.

1.1. UN CIMIC Start-up Kit Explanation is the first document that should be read before using the UN CIMIC Start-up Kit, it explains how it is built, objectives and how to use it.

1.2. UN CIMIC guidelines and directives is a folder that compiles all guidelines, directives or similar documents on CIMIC, approved or provided by UNDPKO to be used in UN Peace Operations. On arrival in the mission all members of the CIMIC

organisation have to read the documents in this folder. UN CIMIC guidelines and directives folder is composed of:

- Guidelines of the UN Secretary-General on IHL and Peacekeeping Operations;
- Secretary-General Note of Guidance on UN Integrated Missions (7 Feb 07);
- UNDKPO Policy on Civil-Military-Coordination in Peacekeeping Integrated Missions (UN-CIMIC);
- UNDKPO Policy Directive on QIPs (12 Feb 07);
- Civil-Military Guidelines and References for Complex Emergencies (IASC authoritative document)
- Other CIMIC related UNDPKO guidelines (once approved).

1.3. Mission specific CIMIC guidelines and directives is a folder that is low in the generic UN CIMIC Start-up Kit and compiles all guidelines, directives, orders or similar documents on CIMIC that are produced and approved in the specific UN mission. Whenever a guideline, directive, order or similar document on CIMIC is produced and approved in the mission or deployment it has to be immediately integrated into this folder. On arrival at the mission all members of the CIMIC organisation have to read carefully the documents in this folder. At least this folder has to contain the following documents:

- Security Council Resolution establishing the Mission;
- Mission-Specific Civil-Military Directive and Guidelines.

The Mission-Specific guidelines and procedures for QIPs have to be integrated as well into the CIMIC general SOP in the paragraph 903.5, (3), b.

1.4. CIMIC SOPs is the essential document that explains in a detailed way how the CIMIC structures have to be organised and how the CIMIC work has to be executed. The CIMIC SOPs have to be adapted to the specific mission at the start-up of the mission and be updated when the mission evolves and the CIMIC work and activities change.

1.5. CIMIC Manual. Until the UN has its own CIMIC Manual, another CIMIC manual should be used. The manual is an important tool to deepen the knowledge of

CIMIC in operations. It is advised to read it slowly and to get back to it when different aspects of the CIMIC work need to be clarified. For those CIMIC officers without CIMIC experience it is an essential work tool.

Proposed CIMIC Manual for African missions:

- ACCORD Manual on Civil-Military Coordination in UN & Africa Peace Operations

1.6. CIMIC Briefings is the folder where the briefings that are given in a regular way, and only those, are filed. These briefings include:

- CIMIC briefing to the Commander,
- Standard CIMIC briefing for visitors,
- CIMIC briefing for newcomers and similar.

This folder excludes the CIMIC briefings given to the CIMIC personnel as part of its training and familiarisation to the mission. Chief CIMIC of the specific level and unit has to approve all the briefings in this folder.

1.7. CIMIC Training is the folder where the training material used in the standard training activities and familiarisation to the mission for the CIMIC personnel of the mission are filed. The CIMIC Training folder is composed of:

- UN Standard Generic Module 10 on Civil-Military Coordination,
- UN Standard Generic Module 2-6 on Civil-Military Liaison and Coordination,
- IMPACT Self-Learning Tool on CMCoord,
- Mission-Specific CIMIC training,
- CIMIS training.

1.8. The CIMIC Resource Library files and puts together the main documents that could be of interest to the CIMIC officer to extend his knowledge, understand the reference documents and go deeper into a specific field related to his responsibilities. It is composed of:

1.9 CIMIC key briefings

- Briefing guidelines to military commander on CIMIC (DPKO generic briefing guide for Force Commander)
- Briefing guidelines to civilian partner on CIMIC
- Frequently Asked Questions
- Examples of Mission specific CIMIC briefings

2.0 CIMIC training

- UNITAR POCI Course on UN CIMIC
- ACCORD CIMIC Course
- Mission-Specific UN CIMIC training

2.1 Country-Specific Civil-Military Guidelines

- Afghanistan
- DRC
- Haiti
- Iraq
- Liberia
- Other Missions

2.2 Humanitarian-Military reference

- Red Cross and NGOs Code of Conduct
- UN CMCoord Officer Field Handbook
- Oslo Guidelines
- Guidelines for Relations Between U.S. Armed Forces and Non-Governmental Humanitarian Organizations in Hostile or Potentially Hostile Environments

2.3 Information on civilian partners

- Joint Warfare Publication 3-50 (JWP 3-50) 2nd Edition dated June 2004, Annex B

- Guidance note on using the cluster approach to strengthen humanitarian response (24 November 2006)
- Sphere project (2004)

National Addresses:

- Australia (AUSAID): <http://www.aid.gov.au>
- Canada (CIDA/ACDI): <http://www.acdi-cida.gc.ca/index.htm>
- Caribbean (CDERA): <http://www.cdera.org>
- Denmark (DANIDA): <http://www.um.dk/danida>
- Finland (Finnida): <http://global.finland.fi>
- Switzerland (CDC): <http://www.deza.ch>
- France (Afd): <http://www.afd.fr>
- Germany (GTZ): <http://www.gtz.de>
- Japan (JICA): <http://www.jica.go.jp>
- Netherlands (DGIS): <http://www.minbuza.nl>
- Norway (NORAD): <http://www.norad.no>
- Sweden (Sida): <http://www.sida.org>
- UK (DFID): <http://www.dfid.gov.uk>

2.4 International Humanitarian Law

- GENEVA Conventions
- Additional Protocol
- ROME Statute
- Article 3 GENEVA Convention
- ICRC frequently asked questions

2.5 Human Rights

- Universal Declaration of Human Rights
- African Charter on Human and Peoples Rights
- Convention of the Rights of Child

- UN body of principles for the protection of all person under any form of detention and punishment

2.6 Gender

- Windhoek declaration
- Convention on Elimination of all forms of Discrimination Against Women
- Declaration on Elimination of Violence Against Women (Dec 1993)
- Gender Equality UNDPKO Policy Directive (Nov 2006)
- UN Guidelines on Mainstreaming gender in Peace keeping missions (march 2005)
- UN SC Resolutions 1325 and 1820

2.7 Refugees and IDPs

- Handbook on Protection of IDPs, Global Protection Cluster Working Group (Dec 2007)
- Working with Military, UNHCR (2006)
- Guiding Principles on International Displacements

2.8 DDR and SSR

- Integrated DDR Standard
- *The appropriate document on SSR still to be decided*

2.9 Others

- UN charter
- UN Peacekeeper code of conduct
- Brahimi report 2000
- Negotiation with armed groups
- The responsibility to protect
- UNHCR glossary

3. CIMIS (CIMIC Information System) is an integrated database and reporting system that permits the CIMIC information to be better organised. When sending the regular reports, the information goes automatically into the database, permitting all the information to remain available to be searched and obtained by users as required. All CIMIC cells in the mission (battalions, sectors and Force Component) have to send the reports using CIMIS.

The full documentation of the UN CIMIC Start-up Kit is filed in CIMIS, though permitting all the CIMIC cells at all levels of the mission to have access to the updated version of the UN CIMIC Start-up Kit documentation.

Depending on the technical capacities of the mission communication systems, the information is automatically synchronised throughout the CIMIS network, or it is needed to do it in a regular way by transferring the updates of information with a CD, or similar from the lower level (battalion) to the higher levels (sector and Force component). The explanation how to manage CIMIS is available in the CIMIS Manual.

UN CIMIC Start-up Kit updating and training. Before deploying to a mission the UN CIMIC Start-up Kit is prepared in a generic version. As soon as there is information on a new mission the UN CIMIC Start-up Kit needs to be adapted to the conditions of the AOR and the mission itself. It is the responsibility of the Force Component Chief CIMIC to adapt the UN CIMIC Start-up Kit to the specifics of the mission and to distribute it as soon as possible to the CIMIC organisation in the mission.

It is the responsibility as well of the CIMIC cell at Force component level to train all the members of the CIMIC organisation in the mission on arrival in the AOR, so that from the beginning of the mission they can use it properly. Special attention needs to be paid to the training on CIMIS.

Whenever there is a significant change in the CIMIC activities, the UN CIMIC Start-up Kit needs to be updated to reflect the new CIMIC reality. The approval of this change has to be done as advised by the Force Commander. When a new document or order on CIMIC is approved by superior levels, it has to be incorporated immediately into the UN CIMIC Start-up Kit.

The UN CIMIC Start-up Kit includes a CIMIC training plan. It is the CIMIC cell at Force component level responsibility to further develop it, adapt it to the mission and execute it from the start of the mission.

7.2 SHIRBRIG's Activities

SHIRBRIG EASBRIG activities were executed following a plan established by phases.

Phase 1: Preparation of documentation and design of the project.

G5 SHIRBRIG visited the Spanish CIMIC unit in Valencia in October 2007 to get knowledge of the CIMIC database and documentation used in UNIFIL, Lebanon. CIMIC Information from UN missions received from UNDPKO was gathered. EASBRIG CIMIC officer started to look for potential documentation to be included in the Start-up Kit.

Phase 2: Design.

Participants:

COS SHIRBRIG, Col Christof Tatschl

G5 SHIRBRIG, LtCol José Pardo de Santayana

Dep G6 SHIRBRIG, Maj Per Christofersen

Austrian Army, Maj Heinrich

G5 EASBRIG PLANELM, LtCol Chaharane Mogne

Communications expert EASBRIG, Vincent Kamau

EASBRIG PLANELM

ECOWAS, AU, ICRC and ACCORD representatives.

A Workshop was organized in Nairobi (June 2008) with the participation of EASBRIG, SHIRBRIG, UN, AU representatives and technical experts.

The decision was taken how to structure the CIMIC Start-up Kit and the database and reporting system was build. It was decided as well to call it CIMIS CIMIC Information System.

Phase 3: Adjustment.

Participants:

COS SHIRBRIG, Col Christof Tatschl

G5 SHIRBRIG, LtCol José Pardo de Santayana

Dep G6 SHIRBRIG, Maj Per Christofersen

Austrian Army, Maj Heinrich

COS EASBRIG, Col Musungu Munyaneza

Civilian EASBRIG, Amanda Magambo

G5 EASBRIG PLANELM, LtCol Chaharane Mogne

SHIRBRIG PLANELM

ECOWAS, AU, OCHA and UN representatives.

The annual SHIRBRIG CIMIC Conference was organized with the aim of presenting the project to the SHIRBRIG nations, made the needed adjustments of the Star-up Kit and get inputs from UN and AU. Both EASBRIG and ECOWAS participated in the Conference.

Phase 4: Presentation of the project to DPKO in New York.

Participants:

COS SHIRBRIG, Col Christof Tatschl

G3 SHIRBRIG, LtCol Sergio Tamai

G5 SHIRBRIG, LtCol José Pardo de Santayana

G6 SHIRBRIG, LtCol Jacek Dolgan

G1 Dep SHIRBRIG, Maj Dick Dane

Austrian Army, Maj Heinrich

Political Affaires EASBRICOM, Peter Marwa

G5 EASBRIG PLANELM, LtCol Chaharane Mogne

The project was presented to UNDKO. It was recognized by the MILDA office that the project was relevant and needed in UN missions. Three EASBRIG members participated as well in the visit.

Some of the objectives of the visit (detailed revision of the documentation -more specifically the SOP- agreement on the way the Start-up Kit should be updated and questions related with ownership).could not be achieved due to some resistance by members of the Austrian permanent mission to the UN.

It was agreed that UNDPKO would sent a representative to the CIMIC exercise in IPSTC Kenya to evaluate the Start-up Kit before taking the decision to adopt it in UN missions.

Phase 5: Technical preparation.

G6 SHIRBRIG, Communications expert EASBRIG and Austrian Army, Maj Heinrich joined for a week in Innsbruck, Austria to finalize some technicalities related with CIMIS.

G5 SHIRBRIG was invited to a April 2009 UN Civil Military doctrine development Conference in Singapore where the latest CIMIC developments were discussed and were new the most updated documentation was received. The participation of representatives from UNDPKO permitted as well to coordinate issues related with the CIMIC exercise.

Phase 6: training and testing.

Participants:

COS SHIRBRIG, Col Christof Tatschl

G2 SHIRBRIG, LtCol Conny Holstrom

G3 SHIRBRIG, LtCol Sergio Tamai

G5 SHIRBRIG, LtCol José Pardo de Santayana

G6 SHIRBRIG, LtCol Jacek Dolgan

G1 NCO, SFC Benjamin Klint

G6 NCO, SFC Jakob Svaneberg

Austrian Army, Maj Heinrich

G5 EASBRIG PLANELM, LtCol Chaharane Mogne

Communications expert EASBRIG, Vincent Kamau

SHIRBRIG in cooperation with EASBRIG organised a CIMIC exercise during the annual CIMIC Course organised by the International Peace Support Training Centre (IPSTC) Kenya. SHIRBRIG G5 was as well the coordinator of the course program and of the facilitator's team, so that the theoretical lessons during the first week of the course and the practice during the exercise were consistent.

The aim of the exercise was to test the CIMIC Star-up Kit and to train personnel on it. The exercise permitted the opportunity as well to make adjustments and to receive the input from the CIMIC offices from the UN missions that were sent by UNDPKO.

After the CIMIC exercise in IPSTC the CIMIC Start-up Kit was ready to be used in UN operations. EASBRIG still needed to do its part and present it to the AU.

7.3 Lessons Learned, Limitation and Future Challenges

1. The most important lesson learned in the development of this project is that when working with our African partners it is very important to collectively achieve tangible results. Cooperation should be outcome-oriented and focus on the long-term transfer of knowledge.
2. There are more possibilities of such a tactical tool to be properly used by the ASF if they have been part of its development.
3. The fact that it is trained in IPSTC and used in missions makes a proper cycle of training and employment and establishes a constructive pattern.
4. The CIMIC Start-up Kit opens the door for other similar projects that would help the ASF to be more professionally ready for a potential deployment.

The main challenge of this project is that a reinforced effort needs to be done in order for EASBRIG and the AU to effectively maintain, update and use the CIMIC Start-up Kit. It is required that a follow on organisation continues with the work done by SHIRBRIG for at least three or four years until EASBRIG is ready both to maintain

the CIMIC Start-up Kit and the support IPSTC in the organisation of the CIMIC exercise.

8 RAPID DEPLOYMENT CONCEPT / INTERIM HEADQUARTERS

8.1 Background

The Rapid Deployment (RAPDEP) and the Interim Headquarters (HQ) are actually parts of a general concept, initiated by the United Nations (UN) decades ago, trying to shorten the period of time between a decision by the Security Council (SC) to establish an operation and the arrival of troops and equipment in the mission area. They both are referred to in the Annual Report of the Secretary-General (SG) to the SC in 1996 – “An important effort by the UN to facilitate rapid deployment is the development of a rapidly deployable mission headquarters (RDMHQ). In the past, military contingents and other components arrived in the mission area and operated for extended periods without a proper mission headquarters. (...) In brief, this RDMHQ would enable the UN to deploy quickly a cohesive team of essential civilian and military personnel to the mission area. This would ensure that the deployment and initial phases of a peacekeeping operation receive the necessary management and guidance. (...) The RDMHQ could remain in the mission area for the first three to six months, during which time it would be replaced, in a gradual fashion, by a mission HQ staffed by personnel recruited for that purpose.”²⁰ The creation of the United Nations Standby Arrangements System (UNSAS)²¹ was a serious step toward the creation of a UN rapid deployable force, in theory at least. Complementary to this, the establishment of the Strategic Deployment Stock (SDS) by the United Nations Logistic Base (UNLB)²² in Brindisi, Italy, following the UN General Assembly (GA)

²⁰ Annual Report of the Secretary-General to the Security Council, United Nations Headquarters, New York (1996, December 24), chapter IV, para 13, Retrieved March 31, 2009 from World Wide Web: <http://www.un.org/chinese/work/peace/rapid/anr.htm>

²¹ The United Nations Standby Arrangements System, Retrieved March 31, 2009 from World Wide Web: <http://www.un.org/Depts/dpko/rapid/sba.html> and UNSAS Military Handbook, United Nations Headquarters, New York (2003), Retrieved March 31, 2009 from World Wide Web: <http://www.un.org/Depts/dpko/rapid/UNSASHandbook2003.pdf>

²² UN Logistic Base homepage: <http://www.unlb.org/sds.asp>.

resolution 56/292²³, created the premises for an efficient support for RAPDEP and the initial operational capability of a complex peacekeeping mission. It is also important to mention the reimbursement system for the equipment and services provided by the Troup Contributing Countries (TCC) during UN missions, established in 1996, generically known as the “COE manual”²⁴, which simplified and standardised significantly the process.

In this big picture, the creation of SHIRBRIG in 1996 was a logical step which tried to fit in the new UN requirements for units that could deploy as a self-sufficient force at short notice in UN missions.

8.2 Rapid Deployment Concept

In the UN concept, RAPDEP would be a deployment executed in 30 to 90 days following the Security Council resolution (SCR). Furthermore, the UNSAS manual mentions up to 30 days for a traditional peacekeeping mission (approximately 5000 troops, 100 substantive staff, 200 military observers (MILOBs) and civilian police (CIVPOL), 200 administrative staff) and up to 90 days for a *complex mission* (10000 troops, 300 substantive staff, 1000 MILOBS and CIVPOL, 1000 administrative staff).

The SHIRBRIG Memorandum of Understanding (MOU) tries to synchronize the SHIRBRIG deployment timeline with those mentioned above: “ The SHIRBRIG sub-units should be ready for deployment from point of embarkation within 21-30 days, with advance parties within 14 days, after the decision of the Participating Nations to make them available for deployment upon request by the United Nations. “²⁵ The MOU, also mentions in para 4.1 that “The SHIRBRIG will be composed of

²³UN GA resolution no. 562-292, United Nations HQ, New York (18 July 2002), Retrieved March 31, 2009 from World Wide Web:

<http://www.unlb.org/doc/A%20RES%2056%20292.pdf>

²⁴ UN GA resolution no. 50/222, Manual on Policies and Procedures concerning the Reimbursement and Control of Contingent - Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions, United Nations HQ, New York (11 April 1996), Retrieved March 31, 2009 from World Wide Web: http://www.un.org/Depts/dpko/COE/COE_Manual221205.pdf

²⁵ Memorandum of Understanding Concerning Operation, Funding, Administration and Status of the Multinational United Nations Stand-by Forces High Readiness Brigade, Copenhagen (1997), para 3.3, Retrieved March 31, 2009 from World Wide Web: <http://www.shirbrig.dk/documents/MOU%20SB.pdf>

national contributions to the United Nations Stand-by Arrangements System.” What happened in reality regarding the SHIRBRIG deployments can be seen in the following table.

SHIRBRIG missions	UN SCR	Date of UN SCR	SHIRBRIG deployment date	Time needed for starting the deployment	Strength
UNMEE	1320	15.09.2000	16.11.2000 – 23.12.2000	61 - 99	1500+
UNOCI	Request from DPKO	19.02.2003	08.03.2003	18	10?
UNMIL	1509	19.09.2003	24.09.2003	5	24
UNAMIS	1574	11.06.2004	31.07.2004	50	17
UNMIS	1590	24.03.2005	17.04.2005	25	308

All the SHIRBRIG deployments had been carried out approximately within the RAPDEP timeframe, but just the first one was a brigade size deployment, the subsequent ones being more interim HQ or planning assistance types of deployments of staff officers and non-commissioned officers (NCOs). These last deployments cannot give an exact picture of the ability of SHIRBRIG to deploy according to the original brigade concept. Compared to other UN missions, however, the SHIRBRIG deployments could be considered remarkable performances.

When it comes to the relationship between SHIRBRIG and the Department of Peacekeeping Operations (DPKO), it is worth mentioning that SHIRBRIG had no capacity to negotiate directly with DPKO for a mission, all the negotiation being made through the national channels, negatively affecting the capacity of SHIRBRIG for RAPDEP (see also Section 2 above)

Logistic challenges also hampered the ability to deploy rapidly and sustain the force. The SHIRBRIG “first in – first out” deployment concept meant that the in-theatre infrastructure, resources and UN logistic footprint were reduced and self sustainment had to be seriously considered. The TCCs which deployed with solid national support elements (NSEs) could sustain themselves, but those which relied on the UN supply system had serious difficulties²⁶.

²⁶ [Implementation of UNMEE Lessons Learned](#), SHIRBRIG archive, Hovelte (8 November 2001), p.5, para 1 -2.

Last but not least, the role of enabling units must be taken in consideration for units which consider a RAPDEP options. These are essential, especially during the incipient phase of the mission but scarce, and the TCCs are reluctant to commit them. SHIRBRIG faced this problem, the HQ Coy being the only subunit with enabling capabilities during the SHIRBRIG deployments.

8.3 The Interim Headquarters Concept

This concept, mentioned in the UN literature as RDMHQ (see para 7.1) is one of the main goals of the RAPDEP. In a conflict area, the first weeks after the UNSCR are critical in order to consolidate the comprehensive peace agreements (CPA). That's why the UN should show the flag as soon as possible. But the mission start-up is a challenging task and deploying civilian, military or police representatives from different countries to work around the clock in a sometime hostile environment could be pretty chaotic and confusing. A solution would be a cohesive and prepared structure which is able to deploy rapidly, adapt quickly to the environment and set up the Mission HQ in a timely fashion. The Brahimi Report²⁷ considers this as one of the main recommendations: "A further step towards improving the current situation would be to give the Secretary-General a capability for assembling, on short notice, military planners, staff officers and other military technical experts, preferably with prior United Nations mission experience, to liaise with mission planners at Headquarters and to then deploy to the field with a core element from DPKO to help establish a mission's military headquarters, as authorized by the Security Council. (...)Once deployed, an advance team would remain operational until replaced by deploying contingents (usually about 2 to 3 months, but longer if necessary, up to a six-month term)." And what else than a stand-by brigade would be better suited for the task? SHIRBRIG, as a well organized and equipped unit could easily fulfil this task, even faster than it would have happened through the normal UN force generation process, and actually did it, being involved in UNMIL (2003), which was strictly a Interim HQ mission, in UNAMIS (2005) and UNMIS (2005). This last mission was highly appreciated by the UN as stated in the SCR 1590/2005: "(...) *expressing appreciation*

²⁷ Report of the panel on United Nations peace operations A/55/305 - S/2000/809, United Nations HQ, New York (21 August 2000), para 110, 112, Retrieved April 2, 2009 from World Wide Web: http://www.un.org/peace/reports/peace_operations/

for the important contributions of the Standby High Readiness Brigade (SHIRBRIG) towards the planning, preparation, and initial deployment of a peacekeeping operation, as well as the preparatory work by the United Nations Advance Mission in Sudan (...)”²⁸.

What’s important to bear in mind is that the SHIRBRIG concept referred to a brigade concept and not specifically to the Interim HQ concept. It is mentioned in the SHIRBRIG MOU that “The SHIRBRIG will in general operate as a multinational Brigade with a multinational staff and sub-units consisting of national and/or multinational personnel.”²⁹ And this is what DPKO expects from this kind of brigade, not just RAPDEP staff, but also RAPDEP units. After 2006, the SHIRBRIG TCCs became reluctant to commit units, both maneuver and especially logistic/enabling, considering more a reduced deployment limited to the Brigade HQ, HQ Coy and Defense and Security Coy (D&S Coy) moment in which actually DPKO lost interest in SHIRBRIG and SHIRBRIG started to decline.

8.4 Lessons Learned

1. Early contacts with DPKO, way in advance of the SCR, allowed the nations to go through the national approval process to deploy troops and personnel with SHIRBRIG, in a timely manner. Even so, some SHIRBRIG contributors could not deploy troops, permanent members or non-permanent members due to the long national approval process. This aspect should be clearly identified and regulated, the whole mission planning process being affected by the national approval time. This actually gives a good indicator of the necessary deployment time.
2. The decision making process regarding the deployments was national business more than SHIRBRIG business. This led to individual contacts between the SHIRBRIG TCCs and DPKO, a fact which often lengthened the RAPDEP process and confused DPKO, because SHIRBRIG was not perceived as an organization but a group of countries negotiating individually. The idea of a lead nation, on a rotation principle (maybe the one having the Steering Committee Presidency), at least for the relationship with DPKO could have been the solution to have “one voice” for negotiations and to appear as a cohesive group.

²⁸ UN SCR resolution no. 1590, United Nations HQ, New York (24 March 2003), p. 3, Retrieved April 2, 2009 from World Wide Web: <http://daccessdds.un.org/doc/UNDOC/GEN/N05/284/08/PDF/N0528408.pdf?OpenElement>

²⁹ Memorandum of Understanding Concerning Operation, Funding, Administration and Status of the Multinational United Nations Stand-by Forces High Readiness Brigade, Copenhagen (1997), para 6.1, Retrieved April 3, 2009 from World Wide Web: <http://www.shirbrig.dk/documents/MOU%20SB.pdf>.

3. The deployment of NSEs by each TCC provides flexibility and confidence for the contingents. In the same time this creates a competition between the TCCs for scarce in-theatre resources and use of the infrastructure, especially airports and seaports. A solid logistic concept, based on Lead Nation (LN)/Role Specialist Nation (RSN) would be highly beneficial, reducing the logistic footprint, eliminating the competition between TCCs and being cost effective (purchase of larger quantities leads to reduced delivery price). Another option would be the use of a contractor to provide full or partial logistic support which is not provided by the UN logistic system and for the initial self – sustainment period. An enabling contract could be established and activated just before a deployment.
4. The TCCs should commit enabling units sufficient to overcome all the deployment challenges, everything from port operations to horizontal or vertical constructions. This would ensure a rapid and smooth deployment, especially in a “green field” scenario and allow to the deploying force to quickly reach full operational capability.
5. The capacity to provide an Interim HQ is important, but the real strength of SHIRBRIG was, according to the initial concept, that together it could have had “boots on the ground” in the early stages of the mission to reinforce the CPA and the UN SCR. Actually this made SHIRBRIG attractive in the eyes of DPKO.
6. Close cooperation with UNLB should be considered for the use of the SDS, which includes pretty much everything needed for a mission start-up. A MOU between the brigade and UNLB could sort out all the technicalities related to the use of the SDS, deployment, reimbursement etc.
7. A very specific logistic issue was the use of the SHIRBRIG IT equipment during missions. It meant a lot for the Interim HQ to have this equipment in place and ready to be used but, unfortunately, when SHIRBRIG redeployed, it pulled out with their equipment leaving the established HQ without essential means of functioning. To overcome this caveat, there are solutions, mentioning here two of them. Firstly, the use of the UNLB Fly Away Kit (FAK), which is part of the SDS and includes all the needed IT equipment, from the very beginning of the mission (matter of MOU, see para f). Secondly, all the equipment purchase by the brigade should be done based on the UNLB acquisition list, ensuring full compatibility, so

after the mission, similar equipment could be gotten from UNLB or to get reimbursement for it.

9 THE PERMANENT PLANNING ELEMENT (PLANELM)

9.1 *Personnel and Manning Procedures*

9.1.1 Manning Conference

Manning conferences were normally held once a year with the purpose to figure out future manning and to agree upon the yearly rotation of personnel.

In general the conferences had limited results because most of the desk officers participating brought little direction from their political level and with no authority to make decisions.

The last conference took place in April 2007. A key problem was also the lack of national preparations in the run-up to the manning conferences.

9.1.2 Staff Helpers /Non-Commissioned Officers (NCOs)

This category of personnel has been provided by the Host Nation in accordance with the manning plan. From time to time it has been considered to propose a shared manning between the nations but never executed, mainly due to the reason that a number of member countries did not have this category of personnel within their military systems. As provided by Denmark there has all the time been functional solutions. However a sole national structure makes it more complicated to keep a multinational spirit within the total structure.

Thus, the model has been effective for SHIRBRIG, if national structures allow it, a shared manning structure should be recommended.

9.1.3 SHIRBRIG Personnel and Status of Forces Agreement (SOFA)

The MOU and SOFA was signed with the establishment of SHIRBRIG, regulating most of the crucial issues.

The original thought regarding personnel behind the MOU and SOFA was that COMSHIRBRIG should be placed permanently in New York with the Contact Group. This would have given him the opportunity to work closely together with DPKO to

find missions suitable for SHIRBRIG. The Steering Committee then should deal with the troop contribution part of the process thus removing the detailed negotiations from UN to the SHIRBRIG members. However, regarding Force Generation and recruitment, the following have to be mentioned: COMSHIRBRIG never took up position in New York with the Contact Group. The member countries never negotiated a common MOU with DPKO regarding troop contribution. Any request of SHIRBRIG for missions or support to missions then had to be negotiated directly between UN DPKO and the individual country. UN DPKO stated on several meetings with SHIRBRIG PLANELM that it most of the times were easier and much faster to negotiate directly with potential contributing countries, offering complete packages of manning, rather than a relatively small SHIRBRIG contribution. This was clearly stated by UN DPKO in briefs and meetings with SHIRBRIG PLANELM in the autumn 2006 and 2007.

The UN request for the planned troop contribution for DARFUR in 2007 was done directly from UN DPKO to the nations apart from the fact that the same nations also were SHIRBRIG members. Only the DARFUR Planning Team in 2006 and the AMISOM Planning assistance were done through SHIRBRIG.

Conclusion:

Not organizing the procedure according to the original model with COMSHIRBRIG in New York, lack of common MOU between SHIRBRIG and DPKO as well as lack of willingness of the contributing nations to use the organization made it difficult for SHIRBRIG to be part of the recruiting / generating process.

A common MOU and only one negotiator to UN DPKO is a critical factor to success.

9.2 Host Nation Support

9.2.1 Host nation support to SHIRBRIG PLANELM, buildings and material

In accordance with the MOU, the Host Nation has been responsible for the provision of support to the SHIRBRIG PLANELM and its personnel. All permanent structure was the property of the Host Nation and with this also all kind of maintenance.

9.2.2 Host nation support to SHIRBRIG members and families

In general this type of support has been regarded as an individual national responsibility.³⁰

9.2.3 Medical support

The Host Nation has been responsible for providing medical support to personnel employed at the SHIRBRIG PLANELM. This also includes family members within the capabilities of the Danish military health service.³¹

9.2.4 Family Support during Deployment

The family support during deployment has all the time been taken care of by the two positions in the PLANELM who were not supposed to deploy. Those positions have been the Finance Controller and the Secretary.

The basic concept was to use the Secretary as the family's main point of contact to SHIRBRIG. The Secretary would also, in coordination with the Finance Controller, be responsible for sending out regular and relevant information.

SHIRBRIG's deployment to UNMIS might be an example how the family support worked:

- regular information was sent out
- Meetings with the purpose to update the families were held in Høvelte on two occasions
- Letters containing news and facts were sent out to families of permanent and non permanent SHIRBRIG members
- Family days were held regularly

Conclusion: In general the PLANELM considered that family days contain an event aspect, as very important, also in times of no deployments. The idea was to familiarise all people related to SHIRBRIG PLANELM in order to establish a strong and mutual environment to the benefit of the families.

³⁰ See MOU, annex F.

³¹ See MOU, annex G.

9.2.5 Lessons Learned

In a multinational staff the personnel business always demand a close dialogue between contributing countries. To deal with manning within a rotation system complicates the system, therefore a manning plan of at least three years timeline is recommended. To make this system work and to maintain it, regular meetings with the nations is compulsory.

Clear directives as basement for all personnel matters must exist from the start up.

9.3 Mission-Oriented Training

9.3.1 Training Concept

At the beginning of SHIRBRIG, units were pledged from the member Nations in order to form the Brigade pool.

As the "training program of year 2002" stated:

"SHIRBRIG is a multinational High Readiness Brigade for UN peacekeeping operations aimed at rapid deployment. One of the most important aspects of rapid deployment capability is training of the personnel and the units in the pre-established brigade. Training for PKOs is a national responsibility, but the personnel and units each country contributes to SHIRBRIG should be able to operate in a multinational environment and to co-operate with contingents from other countries. The aim of our training is focused on these by conducting an annual training cycle.

This training cycle covers all requirements for a rapid and efficient deployment and provides guidelines for actual or prospective troop contributing countries for preparation and training of their personnel. In addition PLANELM developed training standards for troop contributing countries to be able to meet all requirements.

The annual training cycle covers two Commanders conferences, one staff training, one command post exercise and additional branch conferences (including a "signal exercise" to coordinate signal capabilities)."

This was the initial "Training Concept" for SHIRBRIG when the main focus was the training of pledged units and preparation of SHIRBRIG as a brigade HQ, then

there was the evolution due to the analysis of the deployments and the "real" availability of troops.

This led, after several discussions and workshops, to the development in 2006 of a different training concept, more focused on the preparation of the SHIRBRIG HQ as nucleus of a UN Mission HQ than SHIRBRIG as a brigade for UN operations.

This concept included the following objectives (extract from the training concept year 2006):

- *To enable the PLANELM to plan and execute a UN Mission including the reconnaissance, mounting, reception and employment of the nucleus of a Force Headquarters in a theatre of operations, including forces from outside the SHIRBRIG structure;*
- *To enable the PLANELM to act as a UNSAS Group One Planning Team and SHIRBRIG Headquarters as a Group 2 form the nucleus of a Force Headquarters, and to be prepared to organize planning and fact-finding teams to assist the UN;*
- *To enable the Force Headquarters and PLANELM to meet the established deployment timelines for a UN deployment;*
- *To enable SHIRBRIG Headquarters and PLANELM to plan and coordinate operations with UN Mission components other than military one, including development programs, humanitarian, human rights and other elements involved in today's peace operations; and*
- *To enable the staff to perform an operational planning process at the operational level.*

This training included a CPX, mission oriented training for SHIRBRIG HQ Staff (Group 1 for the PLANELM members only and Group 2 for both the PLANELM and Non Permanent SHIRBRIG Staff) including the UN Induction Training, Rapid Deployment Exercise, specific Branch Conferences.

This training concept was further developed and at the end it was divided into 3 different parts:

- Staff Training Exercise: this included the development of an internal (PLANELM) planning of a real situation and/or given scenario, a Staff Training Group 1 to

develop the Concept of Operation followed by a Staff Training Group 2 (PLANELM + Non Permanent) to develop the OPORDER, and finally the CPX where PLANELM, Non Permanent and representatives of the HQ and Defence and Security Companies together exercised SOPs and procedures;

- Specific mission related training: this included the Operational Mission Study, a visit to an established UN Mission in order to gain information and update knowledge from a real mission, UN HQ equipment exercise, at the UN Logistic Base in Brindisi (Italy) in order to practice the use of UN equipment available, RAPDEP exercise in order to develop the Concept of Operation on the basis of a real scenario given from UN DPKO;
- Supporting activities: all the other training activities conducted during the year in support of a rapid deployment such as Branch conferences, basic military training, etc.. This also included a contract with the United Nations Institute for Training and Research (UNITAR) Programme of Correspondence Instruction (POCI) for a serial of 20 United Nations related courses available for SHIRBRIG PLANELM and Non Permanent Staff.

This last development of the training concept was conducted according to the SHIRBRIG” Level of Ambition” (LoA) established in 2006 at the 26th Steering Committee Meeting.

At the same time, contacts were initiated with UN Integrated Training Service (ITS) in order to have their support in developing SHIRBRIG training, especially for the Non Permanent members of SHIRBRIG Staff.

Those contacts led to the participation of an ITS instructor to the Staff Training Group 2 in 2006 in order to have UN Induction Training and the development in 2007/2008 of a SHIRBRIG Staff and Induction Training Course in order to be able to provide it to the Non Permanent members of the SHIRBRIG Staff and to other participants in a UN Mission a valid UN induction training. This process was on its way to be presented to the UN when UN training standards and training recognition policy would have been ready at the beginning of 2009, but the eventual decision of closing down SHIRBRIG closed down the project.

9.3.2 SHIRBRIG Exercises

SHIRBRIG training activities and exercises were focused on preparations to ensure the readiness of SHIRBRIG for deployment in possible UN Missions.

As already mentioned, at the beginning the exercises were tailored for a standard brigade for Peace Keeping Operations and later in 2006, due to the lack of troop availability and changes in the “Level of Ambition, for a HQ for UN Missions.

The primary objective was to create a professional, cohesive command and staff team, well versed in SHIRBRIG and UN concepts, processes and procedures able to operate in an UN Mission.

There were 2 different types of SHIRBRIG exercises:

- Operational Planning Procedures exercise (OPP): an internal exercise where PLANLEM staff developed the Concept of Operation (CONOPS) for a given scenario. This exercise was normally for 5 days and the full planning procedure described in SHIRBRIG SOPs was applied. This was also applicable to the RAPDEP exercises based upon a real scenario given by UN DPKO;
- Command Post Exercise (CPX): an exercise including PLANELM, Non Permanent Staff and representatives of the pledged units, where the CONOPS developed during the OPP was applied and developed into an Operation Order (OPORDER) and the situation was played during a 5 day exercise. After this CPX, SHIRBRIG was to be considered ready and available for UN Missions.

The objectives of OPP and CPX were as follows:

- to confirm the SHIRBRIG reception and mounting plan,
- to practice SHIRBRIG HQ internal procedures,
- to challenge individual staff skills,
- to test the procedures to act as a nucleus of Force/Division level HQ for a UN Mission,
- to integrate other Mission components (CIVPOL, HUM etc.) activities into all planning procedures including the liaison plan with those,
- to certify SHIRBRIG Staff for participating in UN Mission.

SHIRBRIG exercises reflected the evolution of training from a pure OPP/CPX for a Brigade HQ to the last CPX where SHIRBRIG trained the scenario of forming a Force HQ of an UN mission.

Those exercises were conducted every year in different countries (Canada, Austria, Sweden, Spain and Norway) where facilities and Directing Staff for the exercises were available and the concept behind was the following:

- SHIRBRIG has a task to execute and analyze the mission and develop the Concept of Operation (Staff Training Group 1);
- According to plan SHIRBRIG informs the SHIRBRIG nations and calls for Non Permanent Staff to come, train together and develop the Order of Operation (Staff Training Group 2);
- SHIRBRIG Staff moves to the "mission area" where the mission is executed (Command Post Exercise).

In every exercise it was demonstrated, and this is coming from independent sources such the Directing Staff of the last CPX in Norway, that *"SHIRBRIG made it possible to concentrate personnel from different countries and made them work together as a cohesive Staff ready to operate in less than 24 hours"*.

This was possible thanks to SHIRBRIG contributing countries that selected professional personnel to be part of the Non Permanent Staff and the training concept behind this.

9.3.3 Lessons Learned

Training Concept: The training program was constantly updated according to the evolution of SHIRBRIG concept and in order to solve the issue *"what can be done in advance in order to save time prior to the deployment"*.

The training for an UN mission is a national responsibility and the pledged units to SHIRBRIG were prepared and trained according to national training programmes.

In principle single Staff Officers pledged to SHIRBRIG HQ were participating in the training activities but it was observed that when it came to real missions this was

not happening and personnel were sent to a UN Mission without having been part of SHIRBRIG before. This led to unnecessary time lost in giving specific training.

Exercises: Those exercises demonstrated the real strength of SHIRBRIG, its Non Permanent Staff, committed and professional selected Officers and NCOs that participated in the different phases of the SHIRBRIG training (UNITAR POCI courses and Staff Training Group 2) were able to integrate and work together as a cohesive Staff.

SHIRBRIG exercises were conducted in a multinational environment using national assets (the host nation) to evaluate SHIRBRIG performance.

Considering that the only client for SHIRBRIG was UN DPKO, it should have been envisaged a major involvement of UN in the evaluation of SHIRBRIG performance in order to have a better cost/effect training cycle.

Training recognition from UN: The concept of having SHIRBRIG Staff and Induction Training Course recognized from the UN and valid for immediate deployment in a UN Mission was a good concept not finalized due to the closing down of SHIRBRIG.

Nevertheless this was a good idea that should be followed if nations are willing to establish a similar organization in the future.

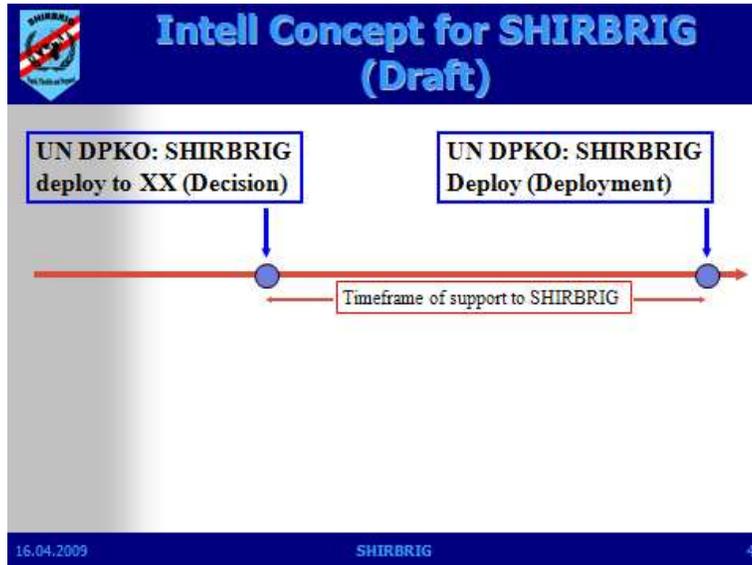
9.4 Intelligence Concept

SHIRBRIG PLANELM has never taken the initiative to develop a concept on how to provide SHIRBRIG with classified information for deployment. Such a concept should have been issued to the Steering Committee (SC) and adopted in a SC meeting. The next step would be for the member nations to negotiate a memorandum of understanding (MOU) between the member nations on how to provide SHIRBRIG with classified information for a deployment. The lack of a concept has had the following consequences:

- No budget has been established for procurement of hardware and software for storing and processing of classified information.
- No technical standards have been established among the member countries on how to provide SHIRBRIG with classified information.

- The lack of standards has made SHIRBRIG unable to procure and/or develop a concept for secure means of communication with member nations.

9.4.1 The need for information in phases

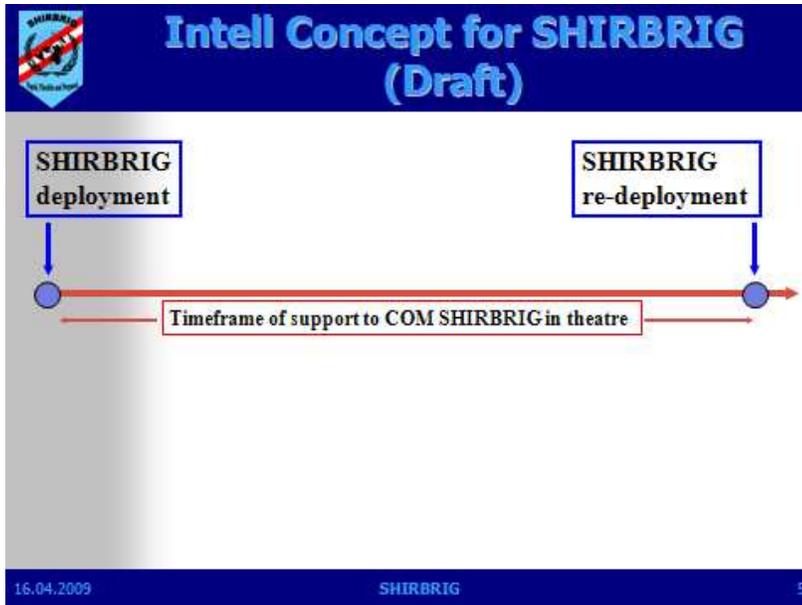


Phase 1: No decision is taken for a SHIRBRIG deployment.

The need for information in this phase is standard open sources where SHIRBRIG monitors conflicts that could be that could be of interest for a SHIRBRIG deployment.

Phase 2: UN has in a Security Committee resolution appointed SHIRBRIG for a deployment.

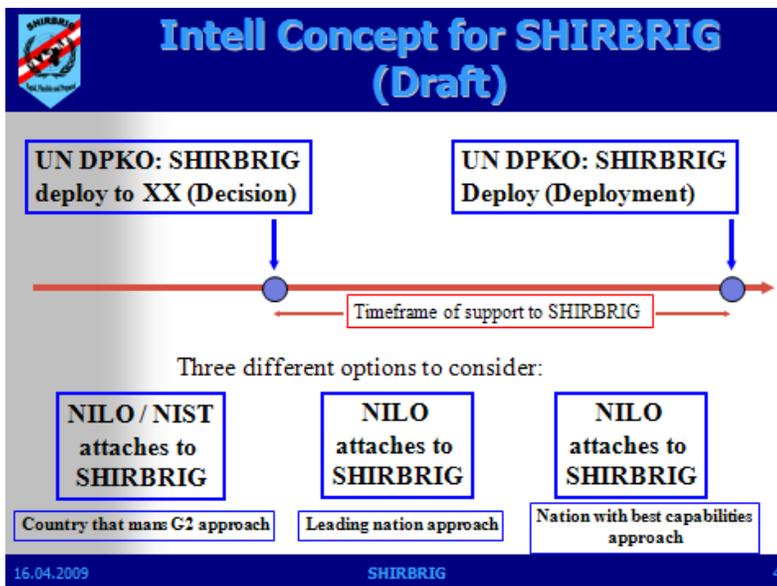
In this phase the need for accurate and timely classified information is crucial. The aim is to build up a database with different kind of information to establish a recognized picture of our future area of responsibility (AOR).



Phase 3: Employment

In this phase COM SHIRBRIG, in addition to own intelligence, need the support from the troop contribution nations (TCC) to maintain the recognized picture and establish a safe and secure environment.

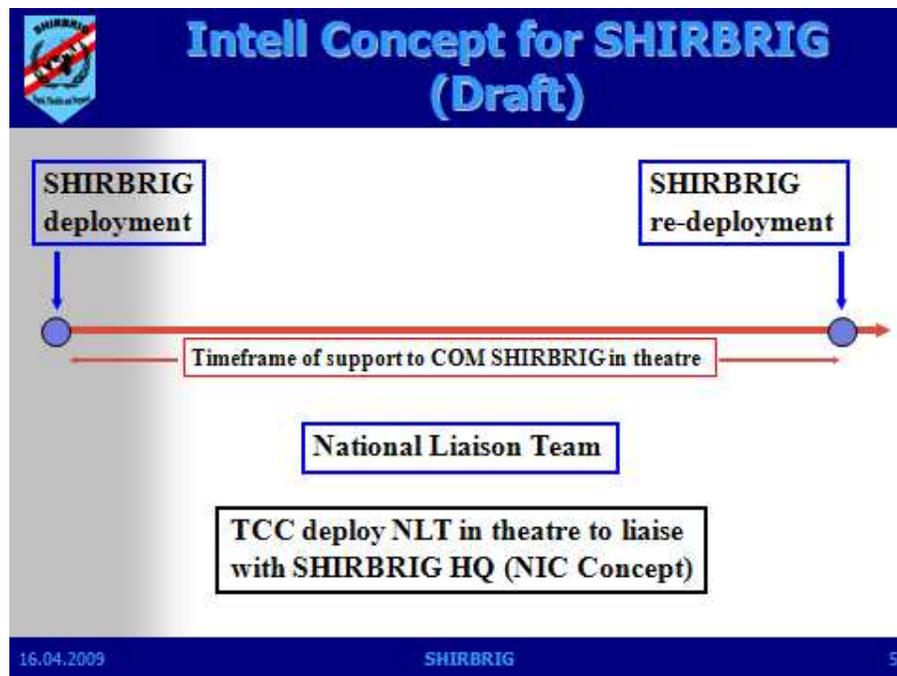
9.4.2 Different concepts



In phase 2 (see above) three different approaches to provide SHIRBRIG with intelligence could have been considered.

1. The country that mans the Chief G2 position is responsible for sending a national intelligence liaison officer (NILO) to SHIRBRIG.
2. There is a leading nation appointed to send a national intelligence liaison officer (NILO) to SHIRBRIG on a rotating system basis.
3. On a case by case basis the nation with best capabilities to provide intelligence (area knowledge, sensors) sends a national intelligence liaison officer (NILO) to SHIRBRIG.

Common for all three approaches is that the NILO brings in secure means of communications making communication and information sharing with the sending nation less complicated. Approach 3 is less desirable since time is a critical factor in phase 2 and to start negotiating which country will send a NILO to SHIRBRIG might be time consuming. Approach 1 and 2 was preferable.



In phase three the concept to support COM SHIRBRIG could be that the TCCs deploy national liaison teams in theatre. They have secure means of communication with their nation and can use their national intelligence organization as a reach back hub for accurate intelligence. The NLT cooperates with COM SHIRBRIG in the same way as the NATO National intelligence cell (NIC) concept.

9.4.3 Recommendations:

- In an organization like SHIRBRIG it is crucial, at an early stage, to adopt an intelligence concept and to negotiate a MOU for sharing of classified intelligence.
- According to the concept produced an equipment acquisition plan that fills the standards (f.ex NATO STANAG) for safety and security for storing and processing of information.
- On a yearly basis conduct an exercise where you train the NILO (approach 1, 2 or 3) concept.

9.5 **SHIRBRIG HQ Information Management**

9.5.1 Technical Platform

Background (Development through time)

In late 1997 PLANELM SHIRBRIG was established with a Local Area Network (LAN) based on an Open System Environment. The Hardware and Software was based on the Commercial of The Shelf (COTS) principle. The Hardware was based on Intel standards (IBM standards) and Software was based in most cases on the Microsoft standards.

The set-up of the SHIRBRIG LAN and the overall hardware configuration, was designed to be used in a mission area, although the hardware was not configured in the military version.

In 2001 an overall Electronic Data Processing (EDP) concept was developed with a general, hardware and software concept. This concept has been followed since, with few changes up to late 2008.

G6 Communication EDP Concept:

General Principals for EDP System:

- Common use Operation System (OS)
- Updated to current developments.
- Capable of integrating SHIRBRIG COMMS equipment.
- Highly mobile.
- Backup capacity.
- Reserve stocks.

Hardware concept:

- All users will have a PC.
 - Staff officers at the PLANELM will have PC Laptop.
 - HQ Staff helpers will have a PC Desktop.
- PC, Servers and Printers life cycle will be according to the guarantee period of 3 years, and evaluation by the LAN-ADM to determinate future replacement.
- Landline will be partially fixed to the PLANELM HQ and mobile to be able to deploy.
- Printers will be a share item by using network copy machines.
- Reserve stocks, will be held to ensure the latest version of hardware to be provided to the non-permanent members of the Staff, when deployed.

Software Concept:

- Common use Operation System and applications.
- Upgrading will be done within the current configuration.
- Changes on major applications, if needed, will require the LAN-ADM proposal and COS approval.

Major changes and developments.

In late 2002 an agreement with the HN was made to download and use Microsoft products, as used in the Danish Armed Forces, for free. Other products were to be purchased as normal routine. This new situation benefitted the Concept for Software when it came to upgrading OS or Office products or install and use new applications.

- In 2003 a new Document Management System was implemented.
- In 2005 the server park was upgraded with new Hardware and newest software.
- In 2007 the Document Management System was mostly replaced by two “home made” databases, PROMATO and DMS.
- In 2007-2008 Voice over IP was implemented.
- In 2008 a Storage Area Network (SAN) was implemented due to lack of storage capacity.

Present Technical Platform

With the purpose to support the internal information flow:

Servers:

- Two Hp D1 380 2 Units Rackservers.
- One IBM 1 Units Rackserver.
- One IBM 2 Units Rackserver.

Servers in a static rack with MS Server 2003, backup, anti-virus, anti-spam, VPN, exchange 2003

- One Stand Alone Xerox DocuShare Server (not working since DEC 2008 due to crash of two Hard disks in a RAID-setup)

Laptop: IBM T-60 and T-41 for users, with MS XP PRO, Office 2007, VPN and burn program for CD-R and DVD.

Peripherals:

Multifunctional printer, fax, scanner and copy:

Two Gestetner DSC 232

One Xerox DC-545 (part of the Document Management System)

Document management System:

In 2003 a Document Management System was implemented. This system was a Xerox system with a Server for the DocuShare management, a Xerox Document Centre 545, v1 Multifunction System (DC-545).

The DocuShare system enables users to capture, manage, share, and protect a wide range of paper and digital content in a secure, central, and highly scalable repository.

Additionally, a FlowPort server was part of the system. FlowPort provides an innovative paper user interface called PaperWare. Using PaperWare forms with a XeroxDocument Centre or an Internet fax device, the user instruct the FlowPort server to distribute, store, and retrieve papers and electronic documents.

In Nov 2007, during exercise WHITE DOVE in Norway, the new Document Management System, called DMS was introduced. This MS Access Database should replace the Xerox DocuShare management system.

Discussion

With the G6 Communication EDP Concept and the approval of the annual investment plans over time, SHIRBRIG was sure to have an up-to date technical system for daily work, and certainly extend that capability during a mission.

The development on the server side turned more and more into a stationary set-up, whereas the user side was following the concept. From 2005 when the new servers were implemented, the mission deployment was not possible any more. A new server had to be implemented to fulfil the concept. Although this could have been implemented easily, it was not implemented as a part of the daily set-up.

The change from Xerox DocuShare management to DMS and PROMATO was a step back, due to the fact that the system had web interface for the user and manager. Further it would be accessible through internet connections.

With the two systems, Gestetner and FlowPort, it was possible to establish an alternate document handling system. Both have a server part and web user interface. Both systems were able to manage and share electronic documents from data based repository, to share and to email internally and externally.

9.5.2 Internal Information Flow

Two separate electronic systems have been in use within SHIRBRIG PLANELM. The Xerox Docu Share system, established 2003 was in use up to Nov 2007. The next one, introduced already June 2007, called DMS / PROMATO system has been in use up to the SHIRBRIG closing date. The DMS and PROMATO system are not convertible to any other document system but worked properly within the PLANELM.

9.5.3 Lessons Learned

The internal flow system has changed from ordinary paper archiving, via the Xerox Docu Share system to the DMS / PROMATO system. Both the electronically systems worked properly; however, the main challenge all the time has been technical understanding and capacity to use them. Due to rather low information flow, practising has been limited for most of the staff officers.

Hence, overall, the introduction of electronic systems must be followed up with additional education, training and practising.

Finally, the overall document management (in terms of both the electronic as well as the paper archive) suffered from a lack of coherent organization. A key problem was the failure to have a proper archive in place from the very beginning. A further problem was also the fact that the electronic archive system was changed at

least three times. This incoherence also significantly hampered the overall lessons learned process, as documents were hard to locate and to evaluate. Due to a lack of efficient search tools and the absence of a comprehensive search index, access to documents proved very time-consuming and inefficient. Thus, a major lesson learned for any follow-on organization is to have a coherent and well-structured document management system in place from the very start. This will also aid the consistent and cumulative build-up of knowledge and “organizational memory” for a continuing and ongoing lessons learned process.

9.6 Interoperability with UN Logistics and Communication

9.6.1 Cooperation with UN Logistic Base (Brindisi)

Chronology of events:

The United Nations Logistics Base (UNLB), located in Brindisi, Italy, has been in operation since late 1994 undertaking tasks related to asset management, including refurbishment, maintenance and storage of serviceable assets from liquidating missions and providing global communications support for United Nations operations through a global satellite network. Over time the core functions of the Logistics Base grew to include maintaining a strategic reserve of equipment, a training centre and expanded information and communications technology services to peacekeeping missions, offices away from Headquarters, agencies, funds and programmes (United Nations A/60/715 dated 10 March 2006). Strategic Deployment Stocks (SDS) is the United Nations' Peacekeeping material reserve which supports rapid deployment and the initial operational capability of a complex peacekeeping mission. The General Assembly, in its resolution 56/292 of 27 June 2002, endorsed the concept and implementation of the strategic deployment stocks for one complex mission and approved \$141.5 million for this purpose. Since the establishment of SDS, \$165 million worth of equipment has been issued to various missions; most recently supporting the deployment of missions in Liberia, Cote d'Ivoire, Burundi, Haiti, Iraq, Sudan and the expansion of the Democratic Republic of the Congo (United Nations Logistics Base Web-site).

Although no post-visit report exists which would provide the aim and objectives of visiting the UNLB in 1996, it is known that COMSHIRBRIG and G4

Branch members visited the UNLB in the fourth quarter of that year (Minutes of the Third meeting of the Steering Committee Concerning the Multinational UN Stand-By Forces High Readiness Brigade held in Copenhagen 3 December 1997 dated 12 January 1997). Thus this initial fact finding visit blossomed into a cooperative relationship based on an exchange of information of mutual interest and training endorsed by UN DPKO and afterwards UNHQ NY transformation, the DFS. The history of the UNLB/PLANELM relationship is similar in nature to manning and policy/SOP development of the PLANELM itself; growing in numbers and capability over time.

No documentation exists from the early PLANELM years which support any cooperative contact between the UNLB and the PLANELM. As SHIRBRIG and the PLANELM matured Steering Committee documentation identifies the requirement to develop a logistics concept in tune with UN policy and procedures. As a result the internal PLANELM staff review process a broad based review was initiated, including contact with interested institutional participants, notably UN DPKO, to which the UNLB was assigned. A Report from Brigadier-General Sten Edholm Commander of the Multinational Standby High Readiness Brigade for UN Peacekeeping Operations (SHIRBRIG) in October 2002 , titled ENHANCING SHIRBRIG'S CONTRIBUTION TOWARDS THE UNITED NATIONS'S RAPID DEPLOYMENT CAPABILITY advances the internal recognition of further developing logistic functional capabilities and introducing the topic of enabling capabilities. In terms of providing rapid Command and Control capability to the UN, the report in one passage concluded that:

1. Further study and collaboration with the UN Logistic Base in Brindisi is required to identify certain key communication equipment, such as satellite system and additional computer workstations. For example, these could be acquired ahead of time and some possibly stored at SHIRBRIG (or the UNHCR depot in Copenhagen), so that they could be pre-configured and are readily available for rapid deployment,
2. Additional equipment for command and control, to boost up SHIRBRIG capabilities, could be sourced from within the stocks held in the UN Logistic Base in Brindisi or established within the SHIRBRIG force pool, such as a signals company,

3. It should be arranged ahead of time with DPKO, which SHIRBRIG owned equipment would be left with the UN in the mission area. The handover of equipment should be flexible.

The minutes of the Twentieth Steering Committee Meeting held in Copenhagen on 21 and 22 October 2003 refer to a framework agreement between SHIRBRIG and UN DPKO in the area of force generation being developed. The inclusion would appear to be a formal discussion of aspects contained in the COMSHIRBRIG written October 2002 report to the Steering Committee. The issues for framework agreement consideration listed in the minutes contain specific items that would require interface with UNLB, specifically: HQ training agreements, reception and mounting of the HQ, equipment used, funding and reimbursement. It was recognized by the Steering Committee that a framework agreement with UN DPKO prior to a deployment to Sudan would be preferred. A SHIRBRIG/UN DPKO framework agreement was not in place prior to the subsequent SHIRBRIG deployment in 2004/2005. The Steering Committee was clear; any framework agreement would not be finalized without Steering Committee approval. It was left to the PLANELM to draft and forward a framework concept for Steering Committee approval.

COMSHIRBRIG reported to members of the Steering Committee in June 2004 that a Logistics and Communications Conference had been conducted in Brindisi from 15-19 March of that year. There are no conference reports, though it is very likely that G4 and G6 staff visited the UNLB with the expressed aim and objective to open a cooperative dialogue on UN DPKO framework issues in order to contribute to the PLANELM policy. PLANELM framework agreement staff planning took root in 2005 after participating in the United Nations Mission in Sudan. It is at this time that more formal discussions with elements of UN DPKO on enabler functions, capabilities and requirements commenced.

The benefits of conducting staff training at UNLB were self evident. The UNLB, comprised of staff with recent United Nations mission experience were a logical source for logistics policy and operational information. The UN concept of Fly Away Kit (FAK) and SDS, continuing to mature during this timeframe became topical for PLANELM staff as framework development carried on in terms of a renewed SHIRBRIG employment Level of Ambition. Germaine to PLANELM interests at this

time was confirming the potential to utilize FAK/SDS on any future SHIRBRIG UN mission involvement and the resulting impact on HQ Coy equipment and stores requirements to support a deployed HQ. The result of PLANELM staff work was a May 2006 G4 draft on the SHIRBRIG – UN DPKO Memorandum of Understanding on Future Cooperation with the UNLB. The comprehensive document experienced internal review for the remainder of 2006 until such time it was determined by the Steering Committee that the MOU would not be pursued with UN DPKO. The cooperative relationship momentum with UNLB continued despite there being no further requirement to pursue MOU discussions. The sole focus became UNLB on-site training and UNLB participation in SHIRBRIG annual confirmatory training exercises. Discussions on other areas of cooperation were commonplace during training events and SHIRBRIG senior staff level visits. Topics or opportunities to enhance the SHIRBRIG/UNLB working relationships included: SHIRBRIG on-job-training at UNLB during loading operations and SHIRBRIG representation with UNLB personnel assigned/deployed for mission start-up activities. For various reasons the opportunities were not pursued with the Steering Committee or UN DPKO.

As the framework development carried forward so too did the efforts to join forces in SHIRBRIG/ UNLB collective training. Collective training was realized in November 2006 when a representative from the UNLB participated in the SHIRBRIG annual confirmatory exercise (EX WHITE DOVE) which was conducted in Valencia Spain. The UNLB member adopted the role of Chief Integrated Support Services (CISS) within an integrated civilian/military mission headquarters structure, lending his expertise in UN logistics to the military permanent and non-permanent members. The merits of UNLB involvement/mentoring were confirmed when positive UNLB feedback was received. The 2007 annual SHIRBRIG exercise (EX WHITE DOVE) was conducted in Norway, using an integrated mission headquarters scenario. Once again, UNLB contributed a senior staff member to act in the role of CISS, bringing an added element of realism and expertise to the exercise in general and specifically to the military staff assigned to the CISS section and to the Force G4 staff. It must be noted that the prospect of UNLB participation, discussed directly with UNLB staff, required approval from UN DPKO level. Therefore any SHIRBRIG request for UNLB participation was directed to both UN DPKO and UNLB. When UN DPKO

authorization had been granted for UNLB to participate, coordination was conducted directly between SHIRBRIG and UNLB.

The focus of SHIRBRIG/UNLB training from 8-11 March 2007 was the UN Technical Survey where the aim and objectives were how to conduct of a UN Technical Survey. In order to add realism to the practical aspect of the Technical Survey UNLB staff coordinated the use of their aircraft ramp area and access to the local port facility. The realistic UNLB setting ensured that SHIRBRIG members received the necessary combination of classroom instruction and guided practical exercise aspect on how to conduct and complete a Technical Survey. In March 2008 UNLB based training focused on SHIRBRIG Headquarters Company exposure to SDS equipment (HQ Equipment Training Module) and mission start-up support requirements and procedures. Critical to the success of the training was the early involvement of the designated Headquarters Company from Denmark in the planning phase and later active participation in training itself. The training, monitored by COMSHIRBRIG, was considered a success, again in a very large part to the efforts of the UNLB staff.

The SHIRBRIG/UNLB relationship included the staff at the UN Training Centre as well as the Logistics and Communication staff. The UN Training Centre was instrumental in providing the infrastructure necessary to conduct classroom training throughout the years as well as provide a trusted and mature training scenario for the actual conduct of the UN Technical Survey. UN Training Centre staff assisted the SHIRBRIG G3 staff in preparing a briefing note on the aspect of transferring pre-deployment individual training certification to SHIRBRIG. More information on this aspect may be found under the Training Lessons Learned banner.

The relationship with the UNLB in Brindisi can only be regarded as one that aided SHIRBRIG to develop their logistics concepts and policies and individual professional competencies. Conversely, the interface with military personnel trained and educated in UN policy and procedures further exposed UNLB staff to the military approach to logistics and communication planning, coordination and support. Understood by both groups, was the common goal to provide support; it did not matter whether you were in uniform or not.

Lessons Learned

1. Maintaining an open dialogue with the UN DPKO/DFS staff responsible for UNLB in order to provide them with a comprehensive next year training briefing to allow consideration of training requests.
2. Maintain an open dialogue with UNLB staff on proposed next year collective training events so the requirements can be assessed prior to UN DPKO/DFS notification. Recognize that training events must have a deliverable for the UNLB.
3. Realization that other planned UNLB activities may influence the total number of participants since the UNLB does not have unlimited resources. Ensure that UNLB staff is included in training event development.

9.6.2 Interoperability with UN Communication Systems

Background

The use of communications assets within SHIRBRIG and in a UN mission, are based on the Concept of Operations for SHIRBRIG. This has been developed during time, but has never been used in full scale in a mission. (ref. Concept of Operations – Final draft as of 26-11-98, presented at the 6th SCM 21-22 OCT 1998)

The Concept of Operations is based on 5 phases:

Phase I : Pre deployment

Phase II : Deployment (advance parties, Main Body, Transfer of Authority)

Phase III : Execution and Employment

Phase IV : Re-deployment

Phase V : Reconstitution

About Communication:

“In general, SHIRBRIG in a Mission area covers a geographical larger area than usual for a brigade-size unit. It is therefore a need for excess communication. UN is responsible for the establishment of communication between UN HQ New York, Force Commander and SHIRBRIG in the Mission area.

SHIRBRIG is responsible for communication within the Mission area in co-operation with the sub-units.

Sub-unit is responsible for communication within their unit.

Communication between Troop Contribution Nations and their National Support Element in Mission area is national responsibility.

SHIRBRIG HQ should be able to communicate with aircraft.”

At the 5th Steering Committee Meeting (SCM), as a result of a question raised about the communications by one nation, it was stated that ”PLANELM was tasked to work out a paper describing the different possibilities including, if possible, the UN’s experience”

The conclusion of the Working Group Communication was “that all communication equipment available in the HQ COY, provides by DA + NL and available within Nations should be compatible”.

Another recommendation was to use Secure Voice and Data on all or part of the communication structure. “COMSHIRBRIG recommendation was that all Nations to equip units with compatible HF and SATCOM and buy similar encryption (Voice, FAX/DATA) on HF and SATCOM” Furthermore it was recommended to establish a Signal Company in numbers of two to support SHIRBRIG.

At the following 6th and 7th SCM, the result of this working group was discussed and further study on the Signal Company minimum requirement was tasked PLANELM. As part of the tasks, COMSHIRBRIG returned a full report concerning Communication and Crypto devices as an alternative solution to the Signal Company (SIG COY). Reference: COMSHIRBRIG report to SC, Response to Communications tasks as of 30 March 1999, Para 3. Interoperability UN/SHIRBRIG-equipment: “Investigation by the Danish UN-Delegation concerning crypto-devices in UN shows, that UN has no devices for encryption on HF and mobile SATCOM (B and M). UN has “only” a link encryption on SATCOM links from UN HQ N.Y. to HQ Missions. UN has equipment for secure telephone and fax transmissions on land lines (HC 3300 and HC 4220) – and has no possibilities for providing any crypto devices for

SHIRBRIG. The HC 3300 and HC 4220 are not usable for HF and SATCOM. The need for common encryption-system used within SHIRBRIG and UN-authorities is limited and the lack of encryption on HF and mobile SATCOM within the UN-system is not expected to be solved in the near future – if ever. The outcome of the investigation concluded that procurement for SHIRBRIG equipment convertible to the present UN-equipment would be less flexible and more expensive due to the fact that two different devices are needed.”

Upon this information a proposal for decision, to purchase Secure Voice and Data Unit for HF assets was set for a decision at the 8th SCM.

Communication Exercise (COMM EX):

Was performed in 2000, 2003 and 2004 (information/documentation for only for these)

2000: Two test exercises with the aim to prove interoperability between the different HF SSB radio sets within the present SHIRBRIG nations. The aim was proved by the tests.

2003: To confirm the interoperability of HF radios sets within SHIRBRIG, the ability to pass data and to test the Harris 5811 Secure Voice & Data Unit. Only the first part was achieved.

2004: To integrate Communication software with the Harris RF-5811 secure voice and data unit (SVDU) and to produce written documentation of working software and hardware configurations. The objective was partially achieved, denoting that additional tests were required.

Discussion

With references to the minutes from the SCM's and the question about interoperability with UN communication, there are very few notes on this item. The question about interoperability was turned into the need for interoperable communication equipment within the SHIRBRIG organization. The above Concept of Operations with its 5 phases can be read as the ability to operate without delay in time from the very start of and during the mission. To be able to perform C2, the COMMS assets should be internally interoperable as HF and SATCOM concern. The UN assets

were to be provided as independent COMMS, basically as top-down communication to the level of SRSG and/or FC.

When the civilian part of the UN mission arrived, the remaining UN COMMS would either be in place or arrive in time. The UN owned COMMS would then be manned and maintained by UN personnel. The COMMS equipment belonging to SHIRBRIG and SHIRBRIG units could still be used, but mainly for internal military purposes. The main difference in this regard is the Secure Voice and Data capability of the SHIRBRIG and SHIRBRIG unit owned COMMS. The need for Secure Voice and Data was one of the top items from the very beginning of forming the SHIRBRIG. With this in mind a lot of effort was used to procure the devices and ensure proper performance standards. The need for the Signal Company was never turned down, but was never fulfilled by the nations.

Later in 2004, a visit to DPKO in UN NY showed a development in the acceptance of communication equipment the UN would accept to provide for a SHIRBRIG mission. It was a complete replacement of all HQ SHIRBRIG and unit communication assets, yet with the recommendation for SHIRBRIG as stated “G6 still recommends that SHIRBRIG bring along own organic capabilities – better safe than sorry”.

A presentation from 2006 shows the final Communications Concept for use by SHIRBRIG.

Through the deployment concept, it shows the communication build-up and interface between SHIRBRIG and UN systems. The aim of the concept was to increase/ensure C2 capabilities during:

Strategic Reconnaissance, Rapid Deployment and Command and Control (Planning, Communications, Security, Documentation). It was based on three scenarios: The deployment of the SHIRBRIG HQ: Fully capable of providing a baseline of data and telephone services to key personnel.

When/if other SHIRBRIG units deploy: Need the HQ Coy or UN assets for external C2 capabilities.

Deployment as advance or UN Force HQ: Heavy UN communication support needed to provide external C2 capabilities.

HQ Deployment concept

Preparations and initial planning (DK): No special requirements for COMMS beyond present office facilities

RECCE team: Stand-alone Inmarsat for Voice/Data, Iridium/GSM for voice

HQ Advance party: Inmarsat for external Voice/Data, Wireless telephone system internally, Parts of WLAN if required, GSM and land-lines if available

HQ Main Body/HQ Coy: SHIRBRIG HQ at full strength. WLAN, DECT-phone w/Inmarsat connectivity, Switchboard/PABX from HQ Coy if co-located, hopefully thin-line satcom from UN.

UN systems arrive in AOR: Services taken over by the UN.

UN replace SHIRBRIG systems: De-commissioning of SHIRBRIG systems, Transfer of data to UN systems, Updating address lists

External SHIRBRIG systems, when SHIRBRIG units deploy as a part of SHIRBRIG:

Command Net 1:

Secure HF Voice and Data

Harris RF-5811 Secure Voice and Data Unit. Each Country has one, HQ SHIRBRIG has 6

Each Unit to provide HF Detachment

HQ Coy to provide HF Detachment for HQ

Command Net 2

Non-Secure VHF Voice

For Units within vicinity & local control

Each Unit to provide VHF Detachment

HQ Coy to provide VHF Detachment for HQ

Command Net 3

Non-Secure Satellite/Cellular Voice & Data

INMARSAT, IRIDIUM, Sat/Cell

Each Unit to provide capability if possible

HQ Coy to provide HF Detachment for HQ

Logistics Net 1

Secure HF Voice and Data

Harris RF-5811 Secure Voice and Data Unit. Provided by HQ SHIRBRIG from pool of 17.

Each Unit to provide HF Detachment

HQ Coy to provide HF Detachment for HQ

Future improvements

Short term:

Inmarsat voice and data connectivity to all SHIRBRIG units

At least one data terminal in every subordinate HQ/CP

Long term:

Dedicated strategic COMMS from one Troop Contributing Countries (TCC)

Independent contract for on-demand establishment of narrowband SATCOM (Voice and Data) to all SHIRBRIG HQ/CP

Communications test.

During the tests from 2000 to 2004, it was realized that the Harris Secure Voice and Data Unit was difficult to use for SHIRBRIG units with non Harris Radio equipment. The recommendation from the Communication Work Group was to continue the training and test and further to support SHIRBRIG with a Signal

Company or Unit. This was raised early in the first work group report and periodically discussed since 1998. The use of the Harris SVDU was an interim solution.

9.6.3 Lessons Learned

The question about interoperability with the UN Communication System was turned down in 1999, through the COMSHIRBRIG full report to SC. The need for common encryption-system within SHIRBRIG had far higher priority. At the same time it was a recognised need to prove interoperability between HF and SATCOM systems within SHIRBRIG and SHIRBRIG-units. In fact SHIRBRIG was not able to be fully operational before this part of the communication question was solved. Through workshops, test and exercises it was proved that all HF assets within SHIRBRIG and SHIRBRIG-unit was interoperable in non-secure voice mode, but the Secure Voice and Data Unit was difficult to implement. Still, by 2004 it had not been completed. The years after, there was no documentation on the same activity to implement this crypto device, although it was purchased in a number of 30.

Looking at the concept of operations and the use of communication assets, it was fully in line with the normal military line of establishing a backbone to support command and control. There was focus on communication assets to all the different phases. The only minus was the lack of a dedicated Signal Company. No nation could or would contribute during the time, and SHIRBRIG had to use interim solutions to fill the gap. The concept of being self sustained with communications assets was underlined in the lesson learned from UNMEE, where the support from UN was limited and not timely, although the new UN rapid deployable communication terminal was used.

9.7 Financial Management

9.7.1 Audit

An audit took place once every year in accordance with the founding documents³². It was part of the year-end report that should be sent to the SC before 31 March³³. Two auditors were chosen from the member nations in accordance with a list approved by the Steering Committee³⁴. An audit would be carried out in accordance with the Financial Policy³⁵, individual yearly guideline on focus areas from the Presidency and the INTOSAI guideline for international audit. Finally auditors should produce an audit report that should be included in the year-end report. The Steering Committee or the Commander could order extraordinary audits to be conducted.

Discussion:

The Financial Policy (FP) dated 2003 was established to enhance the audit procedure that was lacking some efficiency, presumably caused by the absence of procedures in the SOP. However, the FP was clearly produced without the basic knowledge of financial procedures in general and in particular for PLANELM. Some of the topics that should be checked by the audit team were assumed to have been created on paper. In reality they were created in a COTS computer program in the Microsoft-series thus making a mathematical check a waste of time. A list of auditors was never made and approved by a SCM. In real life this meant that the SCM would ask for auditors and only member nations willing to take on this extra commitment would then volunteer an auditor. At the same time it lead to a variable quality of auditors, which put an extra workload on the finance controller and at the same time could produce less trustworthy audit reports.

The possibility to arrange extraordinary audits was to the best of my knowledge never used.

³² MOU PLANELM, section 7.

³³ MOU PLANELM, section 3.

³⁴ MOU PLANELM, Annex B, section 7.

³⁵ Steering Committee Financial Policy dated 22nd October 2003, section "Audit"

Recommendations

Clear, well described procedures should be worked into the SOP Finance as a supplement to the guideline from the MOUs. These procedures should not be too detailed since this would create a need to adjust the procedures too often, but should be detailed enough to form a stabile platform for the yearly audit procedures.

If the MOUs state that an auditor list should be produced by the SCM, it most certainly is a wise decision to do so in order to secure stability in audit. At the same time the Presidency and/or Commander should use the extra audits for development and control of finance procedures.

9.7.2 Funding

The start-up funding of PLANELM was pre-financed by the Host Nation and later reimbursed by the PLANELM during a 10-years period³⁶. The Host Nation took on a number of expenses such as rent for buildings, free transportation, free of charge staff helpers etc. on a regular basis, while heating, water, electricity etc. was reimbursed on a yearly basis by PLANELM³⁷. Living costs etc. for staff officers serving in PLANELM was the sole responsibility of the individual member nation³⁸. Funding of SHIRBRIG activities was divided in three parts: During missions, during the preparatory phase before a mission and between missions. Funding during missions was a matter between United Nations and the individual member nation³⁹ and will not be discussed any further.

Expenses caused by SHIRBRIG preparation for a mission was divided between SHIRBRIG (expenses related to PLANELM personnel) and United Nations.

³⁶ MOU PLANELM, Para 8.2. and Annex F.

³⁷ MOU PLANELM, Annex F.

³⁸ MOU PLANELM, Para 8.3.

³⁹ MOU SHIRBRIG, Section 8.

SHIRBRIG reimbursement claims against United Nations were dealt with by the Host Nation⁴⁰.

Funding between missions was based on the annual operating plan (AOP), where activities were described. The budget was calculated and enclosed in the AOP as an annex. It was accepted that surplus could be transferred to the following year and used for lowering member payment⁴¹. The remaining part of the yearly funding was considered shared funding and costs and divided equally between the member nations⁴². Calls for payment were sent out by SHIRBRIG⁴³. Should the need for supplementary funding arise an extra call for payment could be sent to the member nations after approval by the Steering Committee⁴⁴.

In 2003 it was decided that two separate funds should be extracted from the Reserves and Capital. One of the funds should be used for purchase of new electronic equipment in accordance to an Equipment Acquisitions Plan (EAP); the other fund was a Contingency Fund for rapid deployment⁴⁵.

Discussion

Although the start-up funding by HN in order to get the Headquarters working as soon as possible was a good idea, the 10-years reimbursement cycle proved too long. It created a situation where furniture and equipment were worn out and scrapped before it was paid in full.

The fact that the Host Nation was paying 10 times as much as any other member nation could be considered a problem since the system of shared funding was already defined and used.

⁴⁰ MOU PLANELM, Para 8.6. and Defence Command Denmark letter dated 23 March 2003.

⁴¹ MOU PLANELM, Annex B, para 5.

⁴² MOU PLANELM, Para 7.2, 8.6 and 8.7.

⁴³ MOU PLANELM, Annex B, para 4.a.

⁴⁴ MOU PLANELM, Annex B, para 4.e.

⁴⁵ SCM Financial Policy, Page 1, Section "Financial Accounts", para b. and c.

The fact that the United Nations only deals with countries and not with organizations proved to be a problem since it made the reimbursement procedure a lot more difficult. The system with the Host Nation acting on behalf of SHIRBRIG was very slow and meant that SHIRBRIG had to prepare all documents in the national Danish way instead of a more pragmatic way according to an agreement. At the same time it could create a cash-flow problem in the relatively long period ahead of the United Nations payment.

The fact that the budget for the AOP was normally approved on the last yearly Steering Committee Meeting only two month before the end of the fiscal year made it impossible for SHIRBRIG to send out calls for funds in sufficient time for the next fiscal year. This could cause a cash-flow problem in the first 1 – 3 month of the year.

The system where only the yearly surplus and interest could be transferred to the following year and only could be used to lower member nation payment proved to be too tight for a proper financial planning. The reason for this system was that several member nations could not operate with accumulated funds, only with funds available to a specific fiscal year.

Recommendations

Depreciation periods for equipment and furniture should follow the UN guidelines and not exceed 4 to 5 years. This period will allow a more flexible financing and also allow a quicker change of focus if needed in connection with staff reorganization etc.

All expenses related to the running of the headquarters between missions should be covered by shared funding. This would increase the individual member nation payment but in return would secure a genuine perception of burdens shared. At the same time it would encourage all member nations to send staff helpers to the headquarters thus increasing the international environment.

Reimbursement claims should be handled directly from SHIRBRIG to the United Nations. This subject should have been emphasized and dealt with by the contact group in New York in order to make it possible for SHIRBRIG to send reimbursement claims directly to United Nations Finance Department.

The budget for the AOP should be approved well ahead of the end of the fiscal year. This would give PLANELM the time to send out calls in due time and give the member nations the possibility to pay on time. It should be realized that not all member nations had the same fiscal year period and that not all member nations had the same financial procedure for payments to international organizations.

It should be stated in the founding documents that accumulation of funds is possible, but only to finance well defined and approved projects. This system was partly introduced with the EAP and the Contingency Fund, but could also have enhanced the Operational Mission Studies with better funding to visit more mission areas for longer periods and also on-the-job training for staff officers in the Department of Peacekeeping Operations or in missions.

9.7.3 Internal Procedures

From the start it seemed there were no clearly described financial procedures, the HQ simply used the same procedures as the Danish Defence. This was due to the fact that the Comptroller was from a Danish unit at the time. Eventually the internal procedures were changed into a mix of Danish, UN and local procedures approved by the Chief of Staff. In 2005 PLANELM internal financial procedures was re-established in the SOP-800, the general guidelines for all financial work in the HQ from this time. These procedures were in accordance with the NATO agreements that establish some procedures and state that other procedures should be in accordance with the host nation legislation and regulations.

Discussion

The absence of clearly described guidelines for the internal procedures and the failure to produce such complete guidelines until 2005 meant that the procedures were not always within the financial frame that should be considered as normal. As an example the per diem situation was – at least for Danish personnel serving in the HQ – illegal or borderline illegal until 2005. Before that the situation was that everybody got the same per diem rate on duty travels, rate was in the beginning of 2005 DKK 525. Per Diem was paid out by the HQ. This could be in contradiction with Danish law that states that all income should be declared to the tax authorities. It was directly illegal for Danish personnel to receive the full SHIRBRIG per diem rate since there was (and

still is) a Danish regulation – The Government Travel Agreement – that clearly states which per diem rate was valid for Danish personnel, and at the same time instructed them to pay back to the Danish government any amount of money received above the approved Danish rate, in 2005 app. DKK 400.

The problem described in the previous section was enlarged when Danish and non-Danish personnel attended the same conference, exercise etc. Since the Danish personnel had less money than the non-Danish personnel they often declined to attend social events or joint meals. To counter this problem a “conference fee” was introduced. The fee could include all extra expenses such as meet-and-greet, coffee, snacks, fruit, water, social tours and closing dinner. By isolating all these expenses in a separate fee it was possible for all personnel to get this type of extra expenses covered, either by SHIRBRIG or by their nation.

Recommendations

When setting up financial procedures for an HQ it is vital that they are established immediately after the arrival of the personnel in order to have clear lines from the start. Procedures must honour the NATO/PFP regulations and the necessary Host Nation regulations.

If problems like the above described per diem problem are discovered they must be handled and should not be ignored. One solution could be the “conference fee” or a similar construction; another solution could be to follow national regulations of the Host Nation. A proposed solution where the individual staff member follows his/her national regulations should be avoided since this will create an unacceptable workload on the Finance Office and at the same time form the basis of endless discussions and complaints among the personnel.

9.7.4 Regulations

The Finance regulations are described in the various MOUs and especially in the Steering Committee guidelines⁴⁶.

⁴⁶ SHIRBRIG Steering Committee Financial Policy, 22nd October 2003

The guidelines describe in broad terms the fiscal year and the financial running business, but contain no real detailed regulations.

As a consequence local regulations were established and developed by the current Comptroller and approved by COS in order to be able to conduct the daily business in the Finance Office.

Discussion

It creates a problem if you start a business with income and expenses without clear regulations to guide not only the Finance Office but the entire staff. Without clear and comprehensive regulations the budget process – like the rest of the financial processes – becomes very difficult. Local subcultures developed in the various branches, especially G3 Operations since it is responsible for the training program, which forced the Comptroller to interfere with the branch work, thereby taking the vital element of sharing a project out of the process. The ultimate risk is that the Comptroller ends up producing the budget almost without any input from the branches, then creating a subculture of his own. This would definitely not be beneficiary to the overall work of the HQ.

Recommendations

Clear regulations concerning the financial business of the HQ should be established as soon as possible, preferably before the personnel arrive. Regulations should be based on regulations from other similar HQs, in SHIRBRIG case HQ BALTAP, the NATO-staff in Denmark at the time. Regulations should then be augmented with the necessary parts in accordance with other relevant international regulations such as the INTOSAI regulations combined with the necessary Host Nation legislation and administrative rules.

9.7.5 Statements

The Steering Committee policy¹⁵ contains a lot of compulsory statements to be produced by SHIRBRIG, including ad hoc statements for special purposes. From 2006 a live financial spreadsheet with the financial status on a day-to-day basis was made available to all staff members by being published on the SHIRBRIG intranet.

Discussion

Statements are often used as routine reports of the financial situation or to give a status on certain parts of the finance area. Such statements are vital as management tools. However, the electronic world with computer based financial tools and programs have changed this situation a lot. COTS program like Microsoft C5, used by SHIRBRIG, secures the accuracy of calculations and secure balances etc. The ability to export electronic data from C5 to a spreadsheet like Microsoft Excel, used by SHIRBRIG, enables the establishment of live statement spreadsheets that provides decision-makers with updated financial statements on a day-to-day basis. Such live statement spreadsheets can substitute a broad variety of old-fashioned paper-based statements. These statements could even form the basis of a more comprehensive use of live spreadsheets by the use of Drop-downs, Dash-boards and in-depth analysis.

Recommendations

An HQ like SHIRBRIG where the Finance Office was operating almost independently, only supervised by COS, and where the contact to the appropriation body was limited to one maybe two meetings every year, statements are very important and the report level almost cannot be high enough. The only way ahead with development of the statement system is by using electronic medias more, like living documents on the intra- and internet. If reports or statements are of more confidential kind information still can be shared electronically by using secure communication means. In order to save a lot of double or triple work for the Finance Office in is recommended to set up a communication system that can take care of the finance information flow that earlier was done by producing written statements and send them by ordinary mail or fax.

9.8 Press and Information Strategy

9.8.1 Communication Strategy

The permanent PIO position has been filled twice; from March 01 to August 04 and from July 2007 to summer 2008. The communication strategy is described in the SOP 700, in many AOP's and Public Relations Plans. The general aim of the Public Relations Plan was to inform, as wide an audience as possible, about SHIRBRIG with

a view to raise and maintain its profile as an effective and valuable resource dedicated to enhancing the UN's rapid reaction capability.

In SOP 700 it is stated that the PIO branch should be staffed by 2 officers. This was also reflected in the manning list. There were never 2 PIO officers and although the branch was not filled, extra tasks, related to protocol matters, were given to the PIO branch. The AOP related communication plans never were executed.

During the years, many times it was thought useful to put effort into a Communication Strategy. The aim was to achieve this through a dynamic and informative SHIRBRIG Web Site, through a SHIRBRIG info DVD and presentations to as many and as wide an audience as possible by all elements of SHIRBRIG. These plans were discussed, but never executed. Showing the flag by participating in selected peacekeeping and related seminars, conferences, courses and similar venues was also considered useful, but executed rarely. Also visits by the Presidency and the Commander to member states were only conducted on an incidental basis and never in a structured communication plan.

Conclusion

A communication strategy (and execution) for a multinational unit is one of its most important lifelines and should be reflected in the generic organization strategy. A key problem of SHIRBRIG was the lack of knowledge by the general public, the media and actual policy-makers about SHIRBRIG and its activities. This did not only contribute to many misunderstandings or lack of clarity about the organization (especially in the UNDPKO-SHIRBRIG relationship), but also to an absence of political and public debate about SHIRBRIG in national capitals and among other international organizations. As the examples of NATO , the EU and UN highlight, an effective communication and public diplomacy strategy is essential for conveying an organisation's achievements and for generating further interest in the organization's deployment.

9.8.2 Public Visibility

SHIRBRIG was not very well known in their respective MOD's, or in UNHQ. In fact, after the decision was taken to close SHIRBRIG, many people said it was a pity that even the people who took that decision knew so little about SHIRBRIG.

In SOP700 it was emphasized to release information in relation to current employment. Therefore the basic idea to create public visibility corresponded to creating a positive public opinion, for a special mission, not in general.

There have been many plans to improve visibility, but none of them was ever executed. The discussion led many times to the conclusion that there should be a permanent SHIRBRIG representative in UNHQ, which was also never implemented. In SOP 700 it is stated that COMSHIRBRIG is responsible for any release of information; in practice the chairmanship communicated outside the SHIRBRIG environment. In other words: the chairmanship has drawn the responsibility to communicate about SHIRBRIG onto itself. In SOP should be instructions for employment - as well as non employment times. Public visibility contributes to an organization's credibility and external knowledge. .

9.8.3 Internet Webpage

The SHIRBRIG webpage was created in 2003. Very few people read the Webpage. Through the publication and distribution of articles, documents, brochures and fact sheets the site was supposed to provide general information about SHIRBRIG. There have also been articles on current activities, policy decisions, developments, links to and from national defence websites etc. During meetings with non-permanent members they were asked how often they look into the site; most of them never did. That also was the case with the permanent members.

Conclusion

A multinational organization needs modern communications. The website is a good way to achieve this, but then also ways to make this known should be explored.

9.8.4 File Transfer Protocol (FTP)

FTP was created in 2007 and provided access to documents to non-permanent members through the internet. The system in itself was good. Not many people used the FTP, or were able to access it. From the time it was created, the need for it had already disappeared. Because it was not used very much, people forgot how to log in or were not given the information when they were taking over a position in SHIRBRIG.

In a more modern and safer internet environment, it is a good instrument to keep non-permanent members informed.

9.8.5 Protocol

Visits to SHIRBRIG were of high (ambassador/minister) level and created a lot of work. A lot of easy avoidable mistakes were made. The SHIRBRIG SOP contains nothing about protocol matters. The manning list included a non permanent “G1 Staff Officer Welfare and Protocol”. In “barracks-time” there was no dedicated Protocol Officer. During an extended period all protocol matters were executed by a different “Officer In Charge”, for every separate occasion. Only after tasks were given to a single position, were the visits planned and executed in the same format for every visit. Visitors of a high political- or military level, were handled in a professional manner at all times. Protocol matters should be included in SOPs, both for “barracks-time” and in “mission-time”. Protocol should be the responsibility of one permanent - officer.

10 OVERALL CONCLUSIONS

SHIRBRIG remains a historically unique effort in the history of peacekeeping to provide a multinational standby, rapid reaction capability solely dedicated to UN operations.

In terms of SHIRBRIG’s deployments and missions, the major lessons learned highlight SHIRBRIG’s added value in the field (be it as part of a peacekeeping mission, planning team or as a highly skilled capacity-builder in Africa), but also focus on the continuing problems of force generation. After UNMEE, due to shortfalls in member state commitments, SHIRBRIG started to focus on other types of activities because the realization of the original SHIRBRIG concept - deploying a full brigade size unit - have become increasingly unrealistic,. All in all SHIRBRIG’s full brigade has not been deployed once. Even SHIRBRIG’s largest participation in a mission to date (UN Mission in Ethiopia and Eritrea from November 2000 to June 2001), only 1,200 – 1,500 troops were deployed. In addition, however, SHIRBRIG initially staffed the Force Headquarters (95 officers) and SHIRBRIG’s Commander served as the

Force Commander of the overall UN mission. Despite being only partially deployed, SHIRBRIG's contribution was judged to be relatively rapid and effective. Bottom line is that the force generation did not work properly. The four remaining missions were more modest in size and consisted of planning assistance in the field (such as advising and planning for ECOWAS for the UN's Mission in Côte d'Ivoire in February 2003) or the rapid provision of a nucleus Force Headquarters for the start-up of a mission (as was the case in Liberia in 2003 and in Sudan in 2004 and 2005).

SHIRBRIG's concept of acting as a 'rapid interim force headquarters' to start up a UN mission until a regular UN force could take over has proved to be extremely useful and marked SHIRBRIG's real success in the field. One testimony to this is the DPKO's recent decision to replicate this concept, as indicated in the UN Secretary General's report on the restructuring of the DPKO's Office of Military Affairs. The pragmatic adjustment of SHIRBRIG's scope and mandate also highlights SHIRBRIG's flexibility and adaptability when confronted with the reluctance of member states to provide a full brigade force. While the Liberia mission was judged a success and elicited the potential of close SHIRBRIG-ECOWAS cooperation, the missions in Sudan underlined growing tension, misunderstandings and coordination problems between SHIRBRIG and the DPKO. This tendency might also be one of the major reasons why the Planning Team has also increasingly put the focus on capacity-building in Africa as an alternative to UN Peacekeeping missions and planning, with the long-range objective of a common deployment.

Since there is a strong will among the international community to promote deeper African involvement on Peacekeeping Operations, the African Standby Force (ASF) project is one of the most important aspects of the overall project of the "Peace and Security Architecture for Africa". SHIRBRIG has played a central role in the process of building ASF, achieving important results, even with very limited resources. Most importantly, SHIRBRIG served initially as a key role model for the ASF process and later established itself as an important point of contact and cooperation partner. A key lesson learned is that the transfer of knowledge and expertise in a spirit of mutual respect and cooperation can be a very effective and desperately needed way of supporting the development of the ASF, even with a very limited budget.

SHIRBRIG has developed the CIMIC Startup-Kit which has the potential to serve as model for future cooperation and knowledge development in different fields. Although major progress in the creation and knowledge transfer of the CIMIC Startup-Kit has been accomplished, further work with our partners in EASBRIG and the African Union needs to be done. SHIRBRIG has been instrumental in developing the CIMIC Start-up Kit concept and in passing on its expertise to its African partner organisations. Yet, the lessons identified highlight that a follow-on organisation needs to continue with SHIRBRIG's support activities in the near future in order to ensure that the CIMIC project and its achievements will not be lost.

As part of SHIRBRIG's pragmatic operational adaptation and experience in the field, the idea of considering the use of parts of SHIRBRIG as a "rapidly deployable interim headquarters" was developed by PLANELM officers and finally implemented in the context of the UNMIS mission. First suggested by the former UN Undersecretary for Peacekeeping, Jean Marie Guehenno, in a letter to SHIRBRIG, a draft MOU between SHIRBRIG and the UNDPKO regarding the use of SHIRBRIG as a rapidly deployable interim headquarters was concluded in 2006. Considering SHIRBRIG's lessons learned from the UNMIS operation, the concept has promising potentials for the coherent and effective start-up of a mission. It would enable the UNDPKO, that the provided troops are deployed as a coherent, pre-trained headquarters, instead of randomly dripping into vacant positions in the mission.

Throughout the years, the permanent Planning Element of SHIRBRIG has turned out to be one of the most important elements of the organisation's added value. Common training standards, procedures and exercises ensured a high level of cohesion and peacekeeping expertise. In terms of UN peacekeeping, the fact that the PLANELM was explicitly geared towards UN peacekeeping procedures and solely focused on UN activities made SHIRBRIG a unique peacekeeping tool. In terms of training, the training program was constantly updated according to the evolution of SHIRBRIG concept and stayed focused on the issue: "*What can be done in advance in order to save time prior to the deployment?*"

The training for an UN mission is a national responsibility and the pledged units to SHIRBRIG were prepared and trained according to national training programmes. In principle single Staff Officers pledged to SHIRBRIG HQ were

participating in the training activities. When it came to real missions some contributors could not stick to the concept and sent personnel without having been part of SHIRBRIG before to a UN Mission. This led to unnecessary time loss because of the need to provide additional specific training.

However the Non Permanent Staff concept paid off. During common exercises, deployments and the ACB, they demonstrated the real strength of SHIRBRIG. These committed, professional, and mission experienced officers and NCOs added an invaluable capacity to SHIRBRIG. They participated in the different phases of the SHIRBRIG training (UNITAR POCI courses and Staff Training Group 2) were able to integrate and work together as a cohesive Staff.

SHIRBRIG exercises were conducted in a multinational environment using national assets of an inviting host nation to evaluate SHIRBRIG performance. Considering that the only client for SHIRBRIG was UN DPKO, it should have been envisaged a major involvement of UN in the evaluation of SHIRBRIG performance in order to have a better cost/effect training cycle.

SHIRBRIG PLANELM has never taken the initiative to develop a concept on how to provide SHIRBRIG with classified information for deployment. Such a concept should have been issued to the Steering Committee (SC) and adopted in a SC meeting. This could have become a major shortfall for a rapid deployment. Some ventilations and discussions also during the annual SHIRBRIG Intelligence Conferences have been done and a first and important conclusion might be that such a multinational organizations might have to point out an “intelligence lead-nation” to be successful, additionally to the anyway established national links.

SHIRBRIG’s document management (in terms of both the electronic as well as the paper archive) suffered from a lack of coherent organization. A key problem was the failure to have a proper archive in place from the very beginning. A further problem was also the fact that the electronic archive system was changed at least three times. This incoherence also significantly hampered the overall lessons learned process, as documents were hard to locate and to evaluate. Due to a lack of efficient search tools and the absence of a comprehensive search index, access to documents proved very time-consuming and inefficient. Thus, a major lesson learned for any follow-on organization is to have a coherent and well-structured document

management system in place from the very start. This will also aid the consistent and cumulative build-up of knowledge and “organizational memory” for a continuing and ongoing lessons learned process.

Particularly, close cooperation between SHIRBRIG and the UN Logistic Base (UNLB) in Brindisi, Italy, was identified as crucial for a more coherent approach for mounting peacekeeping operations. The participation of UNLB officers in SHIRBRIG’s White Dove exercises in 2006 and 2007 yielded highly valuable results. Similarly, the participation of SHIRBRIG officers in UNLB training on site in Brindisi also contributed to SHIRBRIG’s effective planning and mission preparation. However, a major draw-back was that the planned and urgently required MOU and cooperation frame-work between SHIRBRIG and the UNLB (via the UNDPKO) was never signed or implemented. This would have significantly enhanced logistic interoperability and predictability. The relationship with the UNLB in Brindisi aided SHIRBRIG to develop its logistics concepts and policies and individual professional competencies. Conversely, the interface with military personnel trained and educated in UN policy and procedures further exposed UNLB staff to the military approach to logistics and communication planning, coordination and support. In terms of communication, after initial deliberations were made about SHIRBRIG-UN communication interoperability, from 1999 onwards it was decided that other communication issues within SHIRBRIG had to receive a higher priority (secure means of communication in the field). Although negotiations were ongoing to develop a mechanism for SHIRBRIG-UN communications interoperability and use, it became clear that SHIRBRIG had to rely on its own communications assets during missions. Looking at the concept of operations and the use of communication assets, it was fully in line with the normal military line of establishing a backbone to support command and control. There was focus on communication assets to all the different phases. The only minus was the lack of a dedicated Signal Company. No nation could or would contribute during the time, and SHIRBRIG had to use interim solutions to fill the gap. The concept of being self sustained with communications assets was underlined in the lesson learned from UNMEE, where the support from UN was limited and not timely, although the new UN rapid deployable communication terminal was used.

In SHIRBRIG the Finance Office operates almost independently only supervised by the COS and the contact to the appropriation body was limited to one maybe two meetings every year. In such an organization statements are very important and the report level has to be high. It was concluded that the only way ahead with development of the statement system is by using electronic media more intensively, like living documents on the intra- and internet. If reports or statements are of more confidential kind information still can be shared electronically by using secure communication means. In order to avoid unnecessary work for the Finance Office it is recommended to set up a communication system that can take care of the finance information flow on a daily basis.

There have been many attempts and draft concepts for a SHIRBRIG communication strategy, neither the PLANELM nor the Steering Committee managed to implement a coherent strategy. As a result, a key problem of SHIRBRIG was the lack of knowledge by the general public, the media and actual policy-makers about SHIRBRIG and its activities. This contributed to many misunderstandings or lack of clarity about the organization (especially in the UNDPKO-SHIRBRIG relationship), and lead to an absence of political and public debate about SHIRBRIG in national capitals and among other international organizations. Examples like NATO , the EU and UN proof, that an effective communication and public information strategy is essential for conveying an organisation's achievements and for generating further public and political interest in the organization.

Overall also recognizing the problems in the force generation and decision-making process as well as various internal and external challenges, SHIRBRIG earned a reputation for a cohesive force with the highest level of peacekeeping expertise and training standards. Indeed, as the UNDPKO's contribution to SHIRBRIG's lessons learned process stressed: "What SHIRBRIG did it did well", particularly "UNMEE and UNMIL were very efficient".⁴⁷ Yet, the low number of SHIRBRIG deployments serves a strong reminder that the organization remained well below its actual peacekeeping potential. In the final analysis, a key problem was not only the cumbersome decision-making and force generation process, but above all, a lack of

⁴⁷ See DPKO's Answers to SHIRBRIG's Questionnaire on SHIRBRIG, 23rd March 2009, page 5

political will. In this sense, since 2005 SHIRBRIG was effectively stopped from unfolding and tapping its full potential and was instead caught up in half-hearted reform attempts. Although recent initiatives, such as the ACB or the CIMIC Start-up kit activities underlined SHIRBRIG's continuing importance and added value, it has become clear that its original aim of providing a rapid reaction capability at brigade-level was impossible to put into practice.

From the operational point of view SHIRBRIG was a success. In its 8 years of existence SHIRBRIG was successfully fulfilling missions. PLANELM offered and deployed high level permanent planning capacity. SHIRBRIG comprised mission experienced multinational staff, UN-system experienced and highly professional personnel. SHIRBRIG offered high quality command and control capabilities, ready to deploy and fully equipped till the last day before termination. A significant number of professional Non-Permanent staff members on call added knowledge, experience, and capabilities in all operational fields.

The PLANELM successfully supported African capacity building on operational level which was highly appreciated and recognized by SHIRBRIG's African partners. SHIRBRIG's neutral attitude and approach, not following single national or regional objectives was perfect for working in Africa. SHIRBRIG is a known brand name in Africa which stands for quality, dedication and mutual trust.

Finally the experience of SHIRBRIG serves as an important reminder that a multinational peacekeeping organization and bold and valuable endeavour like SHIRBRIG can only remain as strong as the support received from its own member-nations.