

Lesson 1.2



Peace and Security Activities

Aim, Relevance and Learning Outcomes

Aim

To introduce the range of peace and security activities undertaken by the UN and describe where peacekeeping links with other UN work.

Relevance

Peacekeeping personnel need to understand their own work in the wider frame of the UN's work in order to do it well. UN peacekeeping plays a unique and important role in creating a lasting peace. It is one activity among many through which the UN addresses violent conflict.

UN peacekeeping operations may exist before, alongside and after other peace and security activities. The mandated work of peacekeeping missions is linked to these other activities. Peacekeeping also connects to the UN's other security, development, humanitarian and human rights work.

Lesson 1.2 explains how UN peace and security activities link to the work of peacekeepers. As a peacekeeper, you need to know what is meant by the term UN peacekeeping and its role in broader strategies to resolve violent conflict.

Slide 1



1.2 Peace and Security Activities 

Aim

- To introduce the range of peace and security activities undertaken by the UN and describe where peacekeeping links with other UN work

Relevance

- Peacekeeping personnel need to understand their own work in the wider frame of the UN's work in order to do it well
- Peacekeeping also connects to the UN's other security, development, humanitarian and human rights work
- You need to know what is meant by UN peacekeeping and its role in broader strategies to resolve violent conflict

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Learning Outcomes

Learners will be able to:

1. Describe the role and importance of the Security Council in mandating all UN peace and security activities.
2. Describe the five different types of peace and security activities: conflict prevention, peacemaking, peace enforcement, peacekeeping and peacebuilding.
3. Explain the differences between traditional peacekeeping, multidimensional peacekeeping and transitional authority.
4. Explain the purpose and role of special political missions.

Slide 2



1.2 Peace and Security Activities 

Learning Outcomes

1. Describe the role and importance of the Security Council in mandating all UN peace and security activities.
2. Described the five different types of peace and security activities: conflict prevention, peacemaking, peace enforcement, peacekeeping and peacebuilding.
3. Explain the differences between traditional peacekeeping, multidimensional peacekeeping and transitional authority.
4. Explain the purpose and role of special political missions.

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Lesson at a Glance



Minimum lesson duration: 45 minutes (including learning activity 1.2.1).

The Lesson	Pages	Slides
Required Learning Activity 1.2.1: Experiences with Conflict	4	3–6
The Spectrum of Peace and Security Activities	5–16	7–12
Peace and Security Activities: Linkages and Overlaps	16–17	13
Different Types of UN Peacekeeping Operations	17–23	14
Transitional Authority Peacekeeping Operations	24–27	16
Lesson Closing	27	17
Handout - Summary of Key Messages	28–29	-

Optional Learning Activities	
Optional Learning Activity 1.2.2: UN Responses to Conflict	See <i>1.2 Learning Support</i>
Optional Learning Activity 1.2.3: Traditional versus Multidimensional Peacekeeping	
Optional Learning Activity 1.2.4: Peace and security activities and types of missions	



Trainer Tips: See *1.2 Learning Support* for tips on starting the lesson, learning activity instructions, optional learning activities, learning evaluation and references.

The Lesson

Required Learning Activity 1.2.1

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1.2 Peace and Security Activities 

Required Learning Activity 1.2.1: Experiences with Conflict

Purpose: To consider how conflict can be prevented, managed and resolved

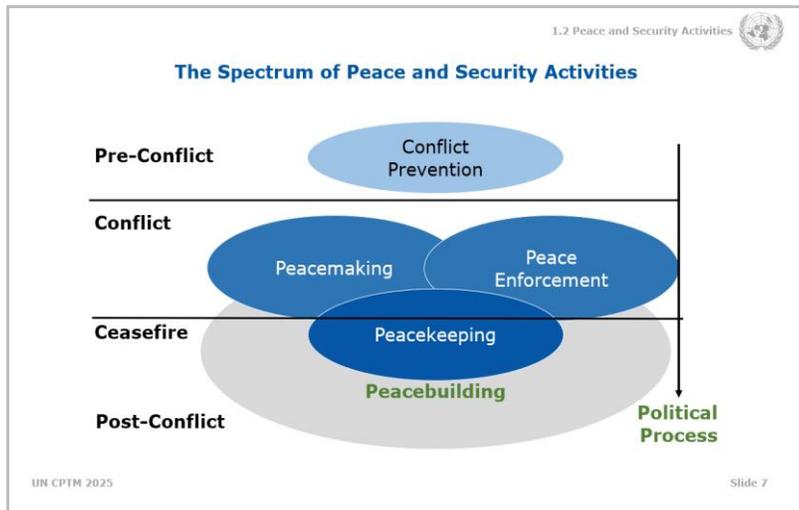
Time: 10 minutes

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Experiences with Conflict	
Method:	Visuals (slides 4–6), brainstorming, discussion
Purpose:	To consider how conflict can be prevented, managed and resolved, bridging into the lesson by engaging learners to reflect on what they already know.
Time:	10 minutes
See <i>1.2 Learning Support</i> file for instructions	

The Spectrum of Peace and Security Activities

Slide 7



Key Message 1: The UN responds before, during and after conflict. The full range of peace and security activities include conflict prevention, peacemaking, peace enforcement, peacekeeping and peacebuilding.

The UN takes appropriate peace and security actions to achieve four main goals:

- Prevent disputes from escalating into violent conflict
- Help restore peace when conflict does break out
- Prevent a relapse into conflict
- Build a lasting or sustainable peace in societies emerging from conflict.

The UN Charter of the United Nations outlines measures that the Security Council can authorize in response to threats to peace, breaches of peace and acts of aggression. Peacekeeping is one such measure, although the Charter does not directly use the word peacekeeping.

Peace and security activities are used by the Security Council before, during and after violent conflict. These peace and security activities involve both peaceful and coercive measures.

Coercive measures refer to a use of authority or force to make an individual or group do something or stop doing something.



Examples

- Sanctions
- Blockades
- Use of armed force as a last resort.

Of the five types of peace and security activities, only two can involve use of force – peacekeeping and peace enforcement. Coercive measures are authorized by the Security Council when other peaceful measures have failed.

The Security Council uses resolutions to authorize peace and security activities, including peacekeeping. Security Council resolutions authorizing the deployment of a UN peacekeeping operation contain its mandate, which forms the legal basis for all activities undertaken by the peacekeeping operation, including its use of force.

The Department of Political and Peacebuilding Affairs (DPPA) contributes to peace and security activities and plays a particularly important role in conflict prevention, mediation and support to good offices. The policy brief *A New Agenda for Peace* (2023) emphasizes the importance of conflict prevention, strengthening national infrastructures for peace and measures to sustain peace.



Reference

- United Nations, *A New Agenda for Peace, Our Common Agenda Policy Brief 9* (2023).



Trainer Tips: *UN documents refer to a spectrum of peace and security activities, which is shown in the diagram on Slide 7. This suggests an orderly sequenced relationship; however, the activities seldom happen in an orderly sequence, and not all apply in every circumstance. Each situation is different. Invite learners to share their thoughts on how different peace and security activities relate to one another.*

- *Do they have experience with the different types?*
- *Do they know what is unique about each?*

Consider preparing a flipchart page listing the five types of peace and security activities. Prompt learners about each type. The lesson will provide additional answers. Drawing on learner experience and knowledge now and reinforcing it with lesson content can reinforce learning.

Conflict Prevention

Slide 8



1.2 Peace and Security Activities 

Conflict Prevention

- Happens before a conflict starts
- May include negotiation, mediation and political dialogue
- These measures prevent disagreements and tensions within and between States from turning into violent conflict
- Conflict prevention measures are peaceful and adapt to specific disputes or tension



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Key Message 2: Conflict prevention happens before a conflict starts, or when there is a risk of relapse into conflict. It involves diplomatic measures such as negotiation, mediation and political dialogue to prevent disagreements and tensions within and between States from turning into violent conflict.

Conflict prevention measures are peaceful and adapt to each specific dispute or tension. Conflict prevention may include negotiation, dialogue, mediation, enquiries into sources of disagreement and confidence-building.

One common conflict prevention measure is preventive diplomacy. This diplomatic action is taken at the earliest possible stage to prevent disputes from arising between parties, to prevent existing disputes from escalating into conflicts and to limit the spread of conflicts when they occur.

The use of the Secretary-General's "good offices" to engage in dialogue with the different parties is an example of preventive diplomacy. According to the Charter, the term good offices refers to all diplomatic and humanitarian efforts by a neutral third party to resolve a conflict or bring conflicted parties to a negotiation table. The aim of using good offices may be to decrease tension, mediate a disagreement or help resolve a dispute.

Different parts of the UN and the international community may take different conflict prevention measures in a dispute. The role of regional intergovernmental organizations, such as the African Union (AU) and the European Union (EU), has been rising in importance.

Peacemaking

Slide 9



1.2 Peace and Security Activities 

Peacemaking

- Deals with existing conflicts
- Diplomatic action bringing hostile parties to an agreement



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Key Message 3: Peacemaking refers to measures that deal with existing conflicts. It usually involves diplomatic action aimed at bringing hostile parties to a negotiated peace agreement.

The UN may assist in negotiating a peace agreement. It may also help regional negotiators, provide neutral facilities or chair negotiations.

The Security Council may ask the Secretary-General or regional organizations to take action. The Secretary-General and regional organizations also have the power to initiate peacemaking. An example is through the use of the Secretary-General's good offices to assist in resolving a disagreement.



Trainer Tips: After several references to regional organizations, learners may benefit from discussing some examples. Ask learners what regional organizations they think would be active in these types of peace and security activities – and be ready to prompt with examples such as the African Union (AU) or the European Union (EU).

Peacemakers can also include envoys, governments and groups of States. Unofficial or non-governmental groups may undertake peacemaking efforts, as may prominent people who are working independently.



Example – Peacemaking: UN Mediators

In 1948, the UN appointed the Swedish diplomat Folke Bernadotte as the UN Mediator in Palestine to use “his good offices to promote a peaceful adjustment of the future situation in Palestine” (General Assembly resolution 186 of 14 May 1948).

In 2013, the Secretary-General appointed Mary Robinson, former President of Ireland, as his Special Envoy for the Great Lakes Region in East Africa. Since then, a number of special envoys have succeeded Robinson and the Office of the special envoy continues to this day as a special political mission (SPM).

In addition, a Standby Team of Senior Mediation Advisers (SBT) is available as a service of DPPA. The Standby Team is composed of world-leading mediation experts who can be rapidly and temporarily deployed to provide technical advice to UN envoys, peace operations and country teams, as well as regional organizations, Member States and civil society partners.



Reference

- General Assembly, Resolution 186, Appointment and terms of reference of a United Nations Mediator in Palestine, May 14 1948.

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1.2 Peace and Security Activities 

Peace Enforcement

- Involves measures to deal with existing conflicts
- Coercive measures, such as sanctions or blockades
- Use of force only with the Security Council authorization
- The Security Council may authorize it without the consent of the conflict parties
- Example: The UN's support for the AU Mission in Somalia (AMISOM)



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Key Message 4: Peace enforcement involves measures to deal with existing conflicts. Peace enforcement may include coercive measures, such as sanctions or blockades. The Security Council may authorize use of armed force as a last resort.

The use of force or coercive measures requires the authorization of the Security Council, expressed in a resolution. This authorization is usually only given when other measures have failed.

The Security Council may authorize peace enforcement action without the consent of the parties to the conflict. It may consider taking this step for humanitarian purposes, to protect civilians or if the conflict represents a threat to international peace and security.

Peace enforcement differs from peacekeeping because it does not require a peace process to be in place. It also does not need consent from the parties to a conflict. Chapter VII of the UN Charter provides the legal basis for the Security Council to take enforcement action to maintain or restore international peace and security. Lesson 1.4 provides detail on the legal basis for different types of peace and security activities.

The UN does not usually engage in peace enforcement itself. The Security Council may rely on regional organizations for peace enforcement action, under Chapter VIII of the UN Charter. Regional organizations only undertake peace enforcement when authorized by the Security Council.

Regional organizations or coalitions have carried out several peace enforcement operations.



Examples

- The North Atlantic Treaty Organization (NATO)
- The European Union (EU)
- African Union (AU).

Such partnerships enable the international community to respond more quickly and efficiently to violent conflict. The Security Council can also authorize peace enforcement by a regional organization prior to or with the deployment of a UN peacekeeping operation.



Trainer Tips: *Time permitting, select one or two peace enforcement operations examples from below to discuss with your group.*



Examples – Peace Enforcement Operations

Kosovo: The Security Council passed resolution 1244 in 1999, which authorized the NATO-led Kosovo Force (KFOR) to establish security in Kosovo. The Council also set up a UN peacekeeping operation. The job of the UN Interim Administration Mission in Kosovo (UNMIK) had three parts: administer the territory, ensure law and order and create democratic institutions of self-government.

Afghanistan: The Security Council authorized an international coalition in Afghanistan in 2001. The International Security Assistance Force (ISAF) maintained a military presence while the UN Assistance Mission in Afghanistan (UNAMA) supported the transitional Government.

Central African Republic and Chad: In 2007, the Security Council authorized the EU to deploy a military force with the United Nations Mission in the Central African Republic and Chad (MINURCAT) for one year. The EU military force transitioned to a UN military force under MINURCAT's authority in 2009.

Somalia: The African Union Mission to Somalia (AMISOM) was deployed from 2007 to 2022 as a peace enforcement mission under the authorization of the AU and the UN. It was replaced by The African Union Transition Mission in Somalia (ATMIS) in 2022. AMISOM was deployed with the UN Assistance Mission in Somalia (UNSOM), an SPM which was led by the then Department of Political Affairs (DPA) and closed in 2024. It was also deployed with the UN field support operation, the UN Support Office for AMISOM (UNSOA), which was led by the then Department of Field Support (DFS). UNSOA was renamed the UN Support Office in Somalia (UNSOS) in 2015.

Libya: Security Council resolution 1973 in 2011 established a no-fly zone in the airspace of Libya. It authorized Member States to take all necessary measures to protect civilians under threat of attack.

Central African Republic: In the Central African Republic, the Economic Community of Central African States (ECCAS) and France deployed the Mission for the Consolidation of Peace in the Central African Republic (MICOPAX) before the authorization of a UN peacekeeping mission. The AU's African-led International Support Mission in the Central African Republic (MISCA) took over from the ECCAS forces. In September 2014, MISCA was rehatted as the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA).



References

- Security Council, Resolution 1244 [on the situation in Kosovo], 10 June 1999.
- Security Council, Resolution 1973 [on the situation in Libya], 17 March 2011.



Trainer Tips: Draw learners' attention to examples that involve the UN and other organizations. Remind learners that because violent conflict is complex, the arrangements to manage the work for peace have the same complexity. Encourage them not to get discouraged by the number of actors, names and abbreviations. Each case is different. They will be briefed on the specific partners and details of their mission when they are deployed.

Peacekeeping

Slide 11



1.2 Peace and Security Activities 

Peacekeeping

- Preserves peace when conflict ends
- Helps implement peace agreements
- Authorized by the Security Council
- Authorized with consent of main parties to a conflict



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Key Message 5: Peacekeeping usually takes place when conflict has ended. Peacekeeping is an approach designed to preserve the peace and help implement peace agreements. To deploy peacekeeping operations, main parties to a conflict must have committed to a ceasefire agreement or peace process and agree or consent to work with the UN to lay foundations for sustainable peace.

Peacekeeping has evolved over its 75 years. The trend has been from a traditional to a multidimensional model.

The traditional model is mainly military. It involves observing ceasefires and the separation of armed forces after wars between countries (inter-State conflict).

The multidimensional model has a mix of military, policing and civilian capabilities. It supports the implementation of a comprehensive peace agreement after conflict has taken place within a single country (intra-State conflict).



Trainer Tips: *Remind learners about the UN system, as discussed in Lesson 1.1. DPPA has a key role in different peace and security activities. After a conflict, and as part of building back better, the UN specialized agencies, funds and programmes are also active partners with DPPA. The members of the UN Country Team (UNCT) make particularly important contributions.*

Existing peacekeeping operations include both traditional observer missions and multidimensional missions. Differences are covered later in this lesson. Chapters VI and VII of the UN Charter provide the legal basis for all peacekeeping operations. More detail is covered later this lesson and in Lesson 1.4 *Legal Framework for UN Peacekeeping*.

The use of force may be necessary to deter spoilers (those who believe that a peaceful settlement of disputes would threaten their interests, power or reputation), protect civilians and ensure proper implementation of the peace agreement. The Security Council has authorized mandates:

- To deter forceful attempts to disrupt the political process
- To protect civilians under immediate threat of physical attack
- To assist national authorities in maintaining law and order with full respect for human rights.

By proactively using force in defence of their mandates, UN peacekeeping operations have improved security and created positive conditions for longer-term peacebuilding.



Examples – Using Force in Peacekeeping Operations

MONUSCO and the Force Intervention Brigade (FIB): The Security Council approved the creation of a FIB (S/RES/2098) in March 2013 to carry out targeted offensive operations to neutralize and disarm the notorious 23 March Movement (M23), as well as other Congolese rebels and foreign armed groups active in the region. The Council tasked the new brigade with carrying out offensive operations, unilaterally or jointly with the Congolese Armed Forces.

MINUSMA: The Security Council adopted S/RES/2640 in June 2022 which approved robust rules of engagement with a mandate to use all necessary means to address threats to the implementation of MINUSMA's mandate in Mali. That mandate included the protection of civilians under imminent threat of physical violence and the protection of UN personnel from residual threats, within MINUSMA's capabilities and areas of deployment in cooperation with Malian defence and security forces.

While the lines between **peace enforcement and peacekeeping** may be blurred, important differences exist.

- **Peace enforcement** involves the use of force at the international level. Such force is applied internationally by different countries, regional organizations or the international community both inside and outside of the host country. It is also applied **without the consent of the parties to a conflict**.
 - Force may include sanctions, blockades or, as a last resort, armed force.

The Security Council defines whether each peacekeeping mission may use force and under which conditions.



Trainer Tips: Inform learners that use of force is dealt with in more detail in subsequent lessons, particularly in Lesson 1.4 Legal Framework for UN Peacekeeping.

Peacebuilding

Slide 12



1.2 Peace and Security Activities 

Peacebuilding

- Occurs in the aftermath of a conflict
- Long-term process, creates the necessary conditions for lasting peace by working together on the root causes of violent conflict
- Example of successful peacebuilding effort: UNMIL Liberia



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Key Message 6: Peacebuilding occurs in the aftermath of a conflict. Peacebuilding is a complex, long-term process of creating the necessary conditions for lasting peace by working on the root causes of violent conflict.

Peacebuilding involves measures that reduce the risk of lapsing or relapsing into conflict once peace has been re-established. Peacebuilding addresses core issues that affect how a society and State function. It aims to improve the State's ability to govern effectively by strengthening at all levels the national capacity to manage conflict and build a foundation for sustainable peace and development.



Examples – Peacebuilding Activities

- Supporting security sector reform and governance (SSR&G)
- Assisting in rebuilding justice and corrections systems
- Supporting national human rights institutions.

Peacebuilding draws on the expertise of different UN bodies. It requires active partnership with numerous UN agencies, funds and programmes and takes a longer-term development view. SPMs, led by DPPA, carry out comprehensive peacebuilding strategies. These help to unite the entire UN presence in a country into a coherent effort to institutionalize peace.

The UN Country Team (UNCT) actively leads, representing all the UN agencies, funds and programmes present in a country.

The UN Peacebuilding Commission (PBC) helps bring together resources and:

- Advises on integrated strategies for peacebuilding and recovery in a particular country
- Convenes relevant actors in support of these strategies, including:
 - National and international actors
 - International financial institutions
 - Donors
 - UN agencies
 - Civil society organizations.

The Peacebuilding Support Office (PBSO), which is part of DPPA, also has a key role:

- Assisting and supporting the PBC with strategic advice and policy guidance
- Managing the Peacebuilding Fund (PBF)
- Coordinating UN agencies in their peacebuilding efforts.

The creation of UN peacebuilding architecture reflects a growing recognition within the international community of the linkages between UN peacemaking, peacekeeping and peacebuilding.

National actors are at the heart of peacebuilding. Different parts of the UN support national actors; they do not lead peacebuilding efforts.



Example – Peacebuilding Offices and Special Political Missions

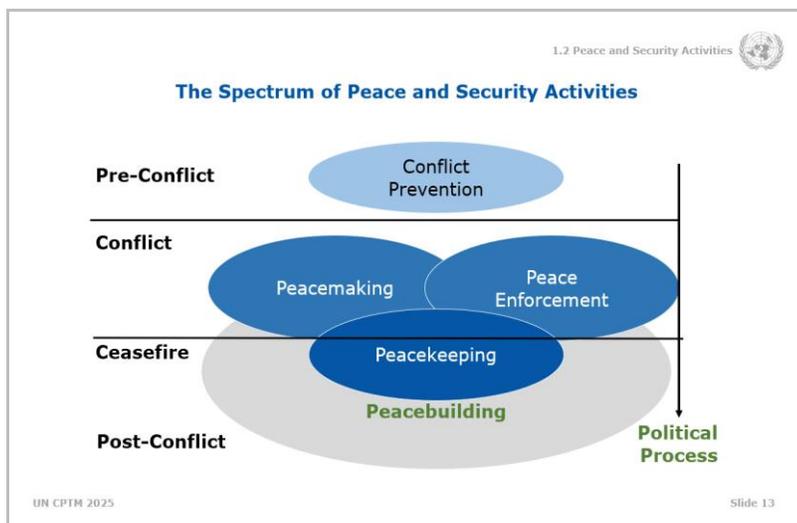
- UN Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS from 2008–2020)
- UN Regional Office for Central Africa (UNOCA) from 2009–2024
- UN Assistance Mission in Somalia (UNSOM) 2012–2024
- UN Transition Assistance Mission in Sudan (UNITAMS) from 2020–2024.

Peace and Security Activities: Linkages and Overlaps



Trainer Tips: Remind learners that the different peace and security activities provide options for the UN to respond appropriately before, during and after conflict.

Slide 13



Key Message 7: No clear sequence or order exists for peace and security activities. The Security Council often uses different tools at the same time, where peacekeeping is one tool linked to the others.

Conflict prevention, peacemaking, peace enforcement and peacebuilding connect to peacekeeping. All are part of the Security Council's broader strategy to resolve conflict. Conflict prevention, peacemaking and peace enforcement, if used, usually come before peacekeeping – when there is **no peace to keep**.

UN peacekeeping operations are deployed to support the implementation of a ceasefire or peace agreement. Peacekeeping operations may also play an active role in peacemaking efforts and early peacebuilding.

Peacekeeping operations can also play a key role in conflict prevention by:

- Advancing the political objectives of a peace process
- Promoting and protecting human rights to foster trust and sustainable peace
- Laying the foundation for longer-term institution-building
- Preventing relapse into conflict.



Example – Peacekeeping work in longer-term institution-building and conflict prevention

- Electoral assistance
- Support to security sector governance and justice reform
- Disarmament, demobilization and reintegration (DDR)
- Trust and confidence-building with communities and civil society.

Peacekeeping operations can also play a role in peace enforcement. They have been mandated to cooperate with some expert panels, which monitor Security Council sanctions, and tasked with monitoring sanctions measures, such as arms embargoes.

Different Types of UN Peacekeeping Operations



Trainer Tips: Consider projecting the peacekeeping operations map while introducing this section. It can be found on the UN peacekeeping website under 'where we operate'.



Key Message 8: Peacekeeping must be flexible to address shifting patterns of conflict and emerging threats to international peace and security. The Security Council has responded to the changing nature of conflict and threats by expanding peacekeeping's scope.

Early peacekeeping addressed conflicts between States, or inter-States conflict, typically involving border disputes or territorial disagreements.

Since the end of the cold war in the early 1990s, the Security Council has increasingly considered internal (intra-State) conflicts, such as civil wars, threats to international peace and security.



Examples:

- When civilians are under threat of physical violence
- When massive human suffering or displacement occurs
- When conflicts spill over to neighbouring States.



Trainer Tips: *The previous section makes the first of many references to the cold war in the Core Pre-deployment Training Materials (CPTM). Depending on the age and experience of learners, they may benefit from a quick reminder about what this term means.*

When explaining multidimensional peacekeeping operations, noting that they have become more common since the early 1990s, ask learners if they know what the cold war was and how long it lasted. The cold war developed after World War II. It was an ongoing political rivalry between the Soviet Union and the United States of America and their respective allies. The term cold war is used as there was no direct fighting between the two superpowers. With the fall of the Soviet Union in 1991, the cold war came to an end and the strategic context for UN peacekeeping changed dramatically.

Research some additional background on the cold war to be ready to quickly clarify and move on. Although the cold war now lies in the past, divided geopolitical tensions are contemporary and real. The cold war is an example of polarized global geopolitical dynamics. Similar polarization has been on the rise globally, as exemplified by situations in Afghanistan, Ukraine and the Middle East. One consequence has been a more divided Security Council, which has a direct effect on decisions about global peace and security and UN peacekeeping.

The nature of conflict has changed. Today's violent conflicts typically involve:

- An internal struggle (intra-State conflict) between different armed actors and a wide range of weapons and technology.
- Increasing numbers of conflicting parties – rival warlords, factional leaders, paramilitary forces and organized criminal groups.

- The application of asymmetrical warfare – guerrilla tactics and terrorist activities. Asymmetrical warfare or engagement is when the armed groups engaged in a violent conflict have significantly different strategies, tactics or power.
- Increasing numbers of civilians as deliberate targets of violence.
- The collapse or decline of State structures, leading to the inability of the government to protect its citizens or to provide for their basic needs.
- Humanitarian crises, including large-scale human migration and human rights violations.
- External stresses such as cross-border conflict, transnational crime and terrorism.

Slide 14



1.2 Peace and Security Activities 

Different Types of Peacekeeping Operations

- **Traditional peacekeeping** (e.g. UNMOGIP)
- **Multidimensional peacekeeping** (e.g. MINUSCA)
- **Transitional authority** (e.g. UNTAC Cambodia)



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Key Message 9: Three main types of peacekeeping operations respond to different types of conflicts and changing political environments:

- Traditional peacekeeping
- Multidimensional peacekeeping
- Transitional authority.

Each type of peacekeeping operation has different tasks outlined in Security Council mandates. One type of field mission, SPMs, may be active in conflict prevention, peacemaking or peacebuilding.



Trainer Tips: Lesson 1.1 introduced SPMs. Remind learners about SPMs and DPPA's lead role in them. The Department of Peace Operations (DPO) usually leads peacekeeping operations and the Department of Operational Support (DOS) provides operational support.

Slide 15



1.2 Peace and Security Activities 

Traditional and Multidimensional Peacekeeping

Traditional Peacekeeping

- Military tasks
- Military personnel
- No direct roles in political efforts

Multidimensional Peacekeeping

- Diverse tasks
- Military, police, and civilian personnel
- Direct role in political efforts



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Key Message 10: Traditional and multidimensional peacekeeping operations have different mandated tasks, variety of personnel and roles in political efforts for lasting peace.

Traditional Peacekeeping Operations

Traditional peacekeeping is a temporary measure to help manage a conflict. It creates safer conditions for others to work on peacemaking.

Traditional peacekeeping is the original form of UN peacekeeping. The traditional model is mainly a military one, observing ceasefires and separating forces.

It was first deployed during the cold war, while the first observer mission was deployed to the borders of Israel in 1948.

Traditional UN peacekeeping operations are military in character.

Their tasks may include:

- Observation, monitoring and reporting, using static posts, patrols, over-flight or other technical means (with the agreement of the parties)
- Supervision of a ceasefire
- Interposition or placement of peacekeeping forces as a buffer
- Confidence-building measures.

Traditional peacekeeping operations do not typically play a direct role in political efforts to resolve a conflict. They are deployed as an interim measure to:

- Help manage a conflict
- Create conditions for negotiation of a lasting settlement.

Others work on longer-term political solutions by drawing on the services of diplomats, regional organizations or special UN envoys. Their success allows the peacekeeping operation to withdraw.

Building lasting political solutions may take decades. This can require traditional peacekeeping operations to remain in place for the same length of time.



Examples – Traditional Peacekeeping Operations, Middle East

- United Nations Truce Supervision Organization (UNTSO)
- United Nations Peacekeeping Force in Cyprus (UNFICYP).

Traditional peacekeeping operations do not carry out States' functions nor engage in governance or capacity-building activities. Traditional peacekeeping has the following characteristics:

- Originally designed for inter-State conflicts
- Involves a lightly armed international presence
- Creates a buffer between parties
- Performs mainly military tasks.

Traditional peacekeeping missions are often led by military personnel because most peacekeepers are military.



Examples – Traditional Peacekeeping Operations

- UN Military Observer Group in India and Pakistan (UNMOGIP)
- UN Peacekeeping Force in Cyprus (UNFICYP)
- UN Mission for the Referendum in Western Sahara (MINURSO)
- UN Disengagement Observer Force (UNDOF) in the Golan Heights
- UN Truce Supervision Organization (UNTSO)
- UN Supervision Mission in Syria (UNSMIS).

Multidimensional Peacekeeping Operations

Multidimensional peacekeeping operations are typically deployed in the dangerous, unstable aftermath of internal violence or intra-State conflict. Initially, a peace agreement needed to be in place, however fragile. More recently, peacekeeping missions have been deployed in conflicts where a peace agreement is not in place.

A multidimensional peacekeeping operation addresses two main priorities simultaneously:

1. Creating a secure and stable environment.
2. Helping national authorities and parties implement a peace agreement.

Since the end of the cold war in the early 1990s, multidimensional peacekeeping operations have become more common. These operations support countries emerging from conflict to build a sustainable, durable peace in the longer term. Civilian and police functions help a country build capacity to provide security to citizens under the rule of law, to govern effectively and to build a cohesive, peaceful society. Tasks may include:

- Implementation of comprehensive peace agreements
- DDR
- Electoral assistance
- Rule of law
- Human rights monitoring
- Protection of civilians
- Child protection
- SSR&G.

Multidimensional UN peacekeeping operations usually play a direct role in political efforts to resolve conflicts, while traditional peacekeeping operations do not. They are often more involved in peacemaking than traditional peacekeeping.

The Security Council often mandates multidimensional operations to provide good offices or promote national political dialogue and reconciliation.

Multidimensional peacekeeping operations play an important role in early peacebuilding efforts. They draw on a mix of military, police and civilian personnel (components). All contribute to a peace process by supporting the development of legitimate and effective States institutions for governance and rule of law, with full respect for human rights.

Such operations provide a framework for coordination for the UN and other international actors' work in support of the national priorities of the host country. Specifics are covered in Module 2.



Trainer Tips: *Inform learners that coordination is often difficult in practice because there are so many UN and other international actors. This is one main reason that peacekeepers need to know who the other actors on the ground are, what they do and how they cooperate with the UN peacekeeping operation.*

Multidimensional peacekeeping has the following characteristics:

- Diverse mandated tasks
- Mix of military, police and civilian components
- High level of complexity
- Headed by civilian personnel.



Examples – Multidimensional Peacekeeping Operations

- UN Stabilization Mission in Haiti (MINUSTAH)
- Hybrid UN-African Union Peacekeeping Mission in Darfur (UNAMID)
- UN Operation in Côte d'Ivoire (UNOCI)
- UN Mission in Liberia (UNMIL)
- UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)
- UN Mission in the Republic of South Sudan (UNMISS)
- UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)
- UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA)
- UN Mission in Sierra Leone (UNAMSIL).

Transitional Authority Peacekeeping Operations

Slide 16



1.2 Peace and Security Activities 

Transitional Authority Peacekeeping Operations

- A rare type of multidimensional peacekeeping
- Temporarily conducts State functions
- Requires UN Security Council authorization



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Key Message 11: A **transitional authority** is a rare type of multidimensional peacekeeping operation that temporarily conducts State functions.

In very rare circumstances, the Security Council has authorized multidimensional UN peacekeeping operations to temporarily take responsibility for a State's legislative and administrative functions. When required, this measure is taken to resolve questions of sovereignty or State authority. It may include:

- Support to the transfer of authority from one sovereign entity to another.
- Establishment of a transitional administration until sovereignty questions are fully resolved. A transitional authority may also be put in place to help the State establish administrative structures that did not previously exist.

The first transitional authority peacekeeping operation was the United Nations Transition Assistance Group (UNTAG) in Namibia, established in accordance with resolution 632 (1989) on 16 February 1989. The operation had a strong civilian mandate and the tasks of each component – military, police and civilian – were bonded together in the field under a special representative, with a view to achieving structural change in society by means of a democratic process.

UNTAG worked to ensure the early independence of Namibia through free and fair elections under the UN's supervision and control. An independent Namibia joined the UN in April 1990.



Reference

- Security Council, Resolution 632 [on Namibia], 16 February 1989.



Examples – Transitional Authority Peacekeeping Operations

- UN Transition Assistance Group in Namibia (UNTAG) from 1989 to 1990
- UN Transitional Authority in Cambodia (UNTAC) from March 1992 to September 1993
- UN Interim Administration mission in Kosovo (UNMIK) established in June 1999
- UN Transitional Authority in East Timor (UNTAET) from October 1999 to May 2002.

Special Political Missions



Trainer Tips: Consider projecting the UN special political mission's website when you cover special political missions. Search for 'DPPA Around the World' to find the un.org website.



Key Message 12: The UN may also deploy a special political mission (SPM), led by the Department of Political and Peacebuilding Affairs (DPPA). SPMs are not peacekeeping operations. They are active in conflict prevention, peacemaking, peacebuilding and even peace enforcement.

There are three main types of SPMs:

- Political field missions
- Special envoys
- Expert panels to monitor Security Council sanctions.

SPM field missions include few or no uniformed personnel and differ in variety, mandate and duration.

Since SPMs can be active in conflict prevention, peacemaking, peacebuilding and peace enforcement, they may be deployed before, at the same time as or after peacekeeping operations.



Examples – SPM Field Missions

SPM Field Missions

- UNSOM, United Nations Assistance Mission in Somalia
- UNOWA, United Nations Office for West Africa
- UNSMIL, United Nations Support Mission in Libya
- UNVMC, United Nations Verification Mission in Colombia.

Special Envoys

- Special Envoy of the Secretary-General for Syria
- Special Envoy of the Secretary-General for Yemen
- Special Envoy of the Secretary-General for the Horn of Africa.

Expert Panels

- Expert panels monitor existing Security Council sanctions through periodic reports. They may recommend a new sanction, such as a travel ban or asset freeze. The experts also report on violations of existing sanctions.
 - Panel of Experts on DPRK [the Democratic People’s Republic of Korea], established pursuant to resolution 1874 (2009)
 - Panel of Experts on Sudan, established by the Security Council Committee pursuant to resolution 2725 (2024).



References

- Security Council, Resolution 1874 [on non-proliferation and the Democratic People’s Republic of Korea], 12 June 2009.
- Security Council, Resolution 2725, [Reports of the Secretary-General on the Sudan and South Sudan (Panel of Experts)], 8 March 2024.



Examples – SPMs Deployed Together with Peace Operations

- The Special Envoy of the Secretary-General on the future of Kosovo was deployed to the country at the same time as the peacekeeping operation (transitional authority).
- In Burundi and Sierra Leone, SPM field missions involved in peacebuilding took over from UN peacekeeping operations.
- In the Central African Republic, the SPM field mission and the UN Integrated Peacebuilding Office in the Central African Republic (BINUCA) became part of MINUSCA, which was established due to developments on the ground.



- The United Nations Assistance Mission in Somalia (UNSOM), the United Nations Assistance Mission in Iraq (UNAMI) and the United Nations Assistance Mission in Afghanistan (UNAMA) are three examples of SPM field missions where the military and police functions are carried out by regional alliances, authorized by the Security Council under Chapter VIII.



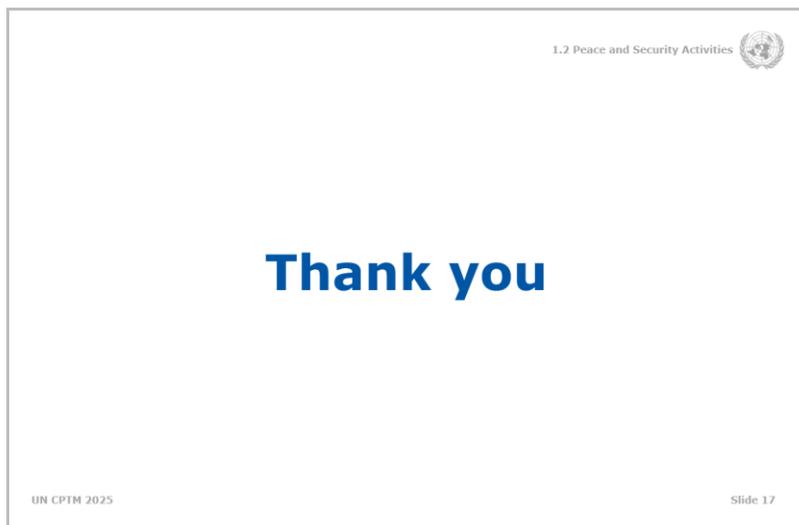
Reference

- Charter of the United Nations, Regional Arrangements, Chapter VIII.

Peacekeeping operations and field-based SPMs have often been mandated to cooperate with expert panels. Peacekeeping missions such as UNMIL, UNOCI and MONUSCO have also been tasked with monitoring sanctions measures, such as arms embargoes.

Lesson Closing

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Trainer Tips: *If you have time, summarize the lesson, recalling the aim and learning objectives. Mention that the key messages support the learning objectives. Ask participants if they have questions. Ensure you distribute the Handout – Summary of Key Messages to all participants.*

Handout – Summary of Key Messages

Key Message 1: The UN responds before, during and after conflict. The full range of peace and security activities include conflict prevention, peacemaking, peace enforcement, peacekeeping and peacebuilding.

Key Message 2: Conflict prevention happens before a conflict starts, or when there is a risk of relapse into conflict. It involves diplomatic measures such as negotiation, mediation and political dialogue to prevent disagreements and tensions within and between States from turning into violent conflict.

Key Message 3: Peacemaking refers to measures that deal with existing conflicts. It usually involves diplomatic action aimed at bringing hostile parties to a negotiated peace agreement.

Key Message 4: Peace enforcement involves measures to deal with existing conflicts. Peace enforcement may include coercive measures, such as sanctions or blockades. The Security Council may authorize use of armed force as a last resort.

Key Message 5: Peacekeeping usually takes place when conflict has ended. Peacekeeping is an approach designed to preserve the peace and help implement peace agreements. To deploy peacekeeping operations, main parties to a conflict must have committed to a ceasefire agreement or peace process and agree or consent to work with the UN to lay foundations for sustainable peace.

Key Message 6: Peacebuilding occurs in the aftermath of a conflict. Peacebuilding is a complex, long-term process of creating the necessary conditions for lasting peace by working on the root causes of violent conflict.

Key Message 7: No clear sequence or order exists for peace and security activities. The Security Council often uses different tools at the same time, where peacekeeping is one tool linked to the others.

Key Message 8: Peacekeeping must be flexible to address shifting patterns of conflict and emerging threats to international peace and security. The Security Council has responded to the changing nature of conflict and threats by expanding peacekeeping's scope.

Key Message 9: Three main types of peacekeeping operations respond to different types of conflicts and changing political environments:

- Traditional peacekeeping
- Multidimensional peacekeeping
- Transitional authority.

Key Message 10: Traditional and multidimensional peacekeeping operations have different mandated tasks, variety of personnel and roles in political efforts for lasting peace.

Key Message 11: A transitional authority is a rare type of multidimensional peacekeeping operation that temporarily conducts State functions.

Key Message 12: The UN may also deploy a special political mission (SPM), led by DPPA. SPMs are not peacekeeping operations. They are active in conflict prevention, peacemaking, peacebuilding and even peace enforcement.