



Development of UN doctrine on peace operations has been awkward and complex, complicated by the lack of any formal development process, the absence of any sophisticated "lessons learned" analysis, the shifting political and strategic goals of the Organization in the area of international security, and a lack of adequate resources in the Secretariat. The Special Committee on Peacekeeping Operations has achieved a degree of consensus in defining some elements of peacekeeping policy, but often policy is overtaken by events, especially given the demands of current peace operations. The Security Council has created a certain momentum towards building UN peace operations doctrine. In 1994, for example, the President of the Security Council set out various factors that the Council takes into consideration when considering the establishment of a peace support operation.²⁰ In his 1995 *Supplement to An Agenda for Peace*, the Secretary-General built on this statement, outlining the principles of peacekeeping — consent of the parties, impartiality and the non-use of force except in self-defence —²¹ first laid down by the late Dag Hammarskjöld in 1958 in his report on lessons learned in the deployment of UNEF I. Just as rapid reaction poses special problems operationally, logistically and financially, the development of effective doctrine for rapid deployment will require a particularly well-focussed effort on the part of the UN and Member States.

The Special Requirements of Rapid Reaction

If the UN suffers from certain deficiencies in the way it plans and implements "steady-state" peace operations, these are bound to be accentuated by the requirements of a rapid-reaction capability. The "time factor" is obviously critical in the case of rapid reaction, and drives both the UN and Member States towards concurrent and simultaneous activities, such as making contingency plans while the decision process unfolds. The availability of trained, equipped personnel, the existence of pre-arranged transportation arrangements, and a well-planned logistics network are all fundamental to making a rapid-reaction capability work. In all of this, the availability of funds and the existence of sound financial systems and procedures is the indispensable foundation. If the UN is to achieve a rapid-reaction capability, many of its systems and procedures at all levels will need review and reform.

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