

## **URUGUAY**

### **Contributions to the Review of All Forms of Peace Operations**

#### **1.- Challenges Faced by Peace Operations**

Peace Operations face multifaceted challenges in the context of increasingly complex conflicts, characterized by the presence of non-state actors, criminal networks, and terrorist groups. They are carried out in asymmetric and high-risk operational environments where the distinction between combatants and civilians is blurred. In addition, misinformation through digital media undermines trust in the Missions, while the proliferation of weapons, humanitarian crises, and climate change add significant layers of difficulty to operations.

In the future, these challenges are expected to intensify and new ones to arise. Geopolitical tensions could hinder consensus for the establishment of Missions and the assessment of their mandates. Furthermore, emerging technology, including artificial intelligence, could pose greater cybersecurity risks, and the urbanization of conflicts may demand even more sophisticated approaches. To respond to these current and future difficulties, Peacekeeping Operations must be more flexible and agile.

Added to this are challenges related to the financing of Peacekeeping Operations, especially in light of the liquidity crisis currently facing the United Nations.

#### **2.- Adaptation and Future Mandates**

To address these challenges, peacekeeping operations must be more flexible and agile. It is essential that missions have clear, focused, and adaptable mandates, prioritizing the protection of civilians, respect for human rights, and the strengthening of governance. Missions must foster dialogue between the parties in conflict from a position of neutrality and impartiality, aiming to resolve conflicts rather than merely manage them. It is considered key for them to be proactive in conflict prevention and to focus on long-term peacebuilding.

In addition, it is essential to integrate the gender perspective at all levels of operations to ensure their effectiveness and sustainability, promoting greater participation of women at all levels. Uruguay has demonstrated its commitment to this objective through its National Action Plan—which incorporates the gender perspective in all peace and security activities—and its participation in projects

under the Elsie Initiative, aimed at reducing barriers to women's participation in Peace Missions and mediation processes.

For greater success and effective response to threats, better integration and consultation are needed in planning between the Security Council, the UN Secretariat, and troop- and police-contributing countries. This will allow valuable field experience to be directly incorporated into operational doctrines and mission exit strategies.

Likewise, partnerships with regional organizations that voluntarily choose to take part (such as the African Union and the European Union), international financial institutions, civil society, and the private sector can also be beneficial for mobilizing resources, leveraging local expertise, and strengthening the legitimacy of missions.

### **3.- Capacities and Operational Modernization**

Peace operations require urgent modernization, which entails sustained investment in technology and equipment. This includes the use of drones for surveillance and reconnaissance, secure and satellite communication systems, and real-time data analysis capabilities to improve situational awareness (MDA) and safety. In terms of mobility, more armored and protected vehicles are needed, as well as tactical airlift capacity.

Moreover, as discussed at the Preparatory Conference on Peace Missions in Montevideo, capacity development through continuous, high-quality training is essential to improve mission effectiveness, as it allows for the incorporation of lessons learned. Uruguay believes that specialized and multifunctional capacities should be strengthened, including combat engineering and demining, advanced medical capabilities, Rapid Reaction Forces, as well as expertise in gender perspectives, civilian protection, and human rights. The incorporation of digital technologies can positively contribute to training and learning efforts.

### **4.- Future Capacity and Support Requirements**

For peace missions to be sustainable, it is key to ensure a stable flow of funds. This requires ongoing investment in equipment and fair UN reimbursement policies that cover actual costs according to established demands.

Furthermore, it is imperative to ensure the well-being of peacekeepers, with special attention to mental health. Specific training for each mandate, cultural and linguistic sensitivity, and robust psychological support programs before, during, and after

deployment are necessary. In addition, a legal framework to protect personnel and stronger family support programs are needed.

## **5.- Challenges and Reforms in the Protection of Civilians**

Despite being a central mandate, the protection of civilians has not been successful in some cases due to weak and ambiguous mandates, or at times due to a lack of political will and sufficient resources, as well as operational challenges, including the lack of intelligence and early warning systems.

In this regard, contingency planning by the UN Secretariat could be encouraged for situations in which the civilian population is at risk, in order to facilitate preparedness for response, improving coordination with the Security Council. Civilian protection analysis must be integrated into mission design: it should be addressed from the earliest stages and maintained throughout mission planning, implementation, transition, and closure. Risk analysis, threat mapping, and conflict sensitivity should underpin strategic and operational decision-making.