



Current and Emerging Uniformed Capability Requirements for United Nations Peacekeeping

UN Department of Peace Operations

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EXECUTIVE SUMMARY

Building on the Secretary-General's Action for Peacekeeping (A4P) initiative, the recent UN Peacekeeping Ministerial and the Chief of Defense Staff Conference aimed to strengthen peacekeeping through generating capabilities to meet high-performance requirements. While new units are currently being generated to fill emerging capability gaps in our missions, **specialized and high-performing capabilities for peacekeeping are still in short supply, particularly critical enablers, rapidly deployable capabilities, French-speaking units and women peacekeepers.** Outstanding mission-specific gaps (see page 4) as well as capabilities that will continue to be critical for the operational effectiveness of our uniformed personnel are also reflected in this paper. A special section (see page 7) has been included in this version to highlight the UN's Environmental Management Strategy and how this strategy relates to troop- and police-contributing countries (T/PCCs).

Generating and sustaining the required capabilities can be a challenge for some T/PCCs, which is why partnerships for training and capacity-building is important. The Light Coordination Mechanism (LCM) will continue to strengthen the Secretariat's efforts to identify training requirements and support the coordination of capacity-building providers and T/PCCs that can benefit from such support. To this end, all capacity-building providers and T/PCCs will be invited to a meeting of the LCM in Entebbe in November 2019.

This LCM is limited to matching T/PCCs registered in the PCRS with training providers, as the PCRS is the single point of entry for T/PCCs to register peacekeeping pledges. **On 1 July 2019, a new PCRS fiscal year started, and T/PCCs are required to confirm or re-confirm their commitments in the system.** The Secretariat will continue to work in collaboration with T/PCCs to continuously enhance the system. A summary of units registered in the PCRS and deployed units is available in Annex A (see page 9).

A survey to gain Member States' views on both the PCRS and the Uniformed Capability Requirements Paper was launched recently. The full participation of Member States in this survey will allow the Secretariat to improve both the PCRS and this document so it most usefully guides Member States' preparation and future pledges.

¹ This paper has been updated since the last version was issued in May 2019. It is revised on a quarterly basis to reflect changes in requirements and new commitments made by Member States. Information is subject to change.

I. THE EVOLVING PEACEKEEPING ENVIRONMENT

The overall context in which UN peacekeepers are deployed remains complex and dynamic but has not experienced significant change since the previous Uniformed Capability Requirements Paper issued in May 2019. Nevertheless, as missions advance through their life-cycle, requirements change. The Secretariat and Member States must continue to work closely together to address current needs and anticipate future ones.

Complex mandates and fewer resources are a reality for today's missions, which are expected to perform multiple, simultaneous, interdependent tasks in harsh and remote operating environments. This requires a constant focus on enhancing force protection, both for mobile and stationary forces; improving the entire integrated trauma care chain, and with the understanding that in the deep field, soldiers are often the first and most critical line of support in saving other soldiers; and moving towards a culture of conducting operations and activities with direct support from peacekeeping-intelligence, in particular at the operational and tactical levels.

These requirements have led the Secretariat to focus on the strategic generation of critical capabilities; capacity-building through training and mentoring, including for mission leadership; introduction of new technologies to improve efficiency and protect personnel and facilities; and to expand engagement with T/PCCs to address capability shortfalls, develop interoperability, encourage a proactive mind set, and remove or pre-disclose all operational caveats.

II. TRAINING AND CAPACITY BUILDING

A key focus of DPO-DOS in 2019 and for the foreseeable future is the implementation of the Action Plan to Improve the Security of United Nations Peacekeepers. The plan focuses on the need for enhanced performance in all areas of uniformed personnel preparation to improve the safety and security of peacekeepers and reduce fatalities. Nearly all contingent rotations are self-certified as operationally ready, based on the requirements of the policy on “Operational Readiness Assurance and Performance Improvement” (December 2015). However, feedback from Force Commanders, the Office for the Peacekeeping Strategic Partnership (OPSP), special investigations and conduct and discipline incidents continues to show that not all contingents were actually operationally ready, nor trained to United Nations standards. **Deployment of units that do not meet the operational standards of the United Nations is a collective concern warranting collective action for improvement.** Neither the UN, nor Member States can afford to deploy contingents that are not ready for operations.

Training is a central requirement (but not the only requirement) for the preparation and deployment of operationally ready units. The most important pre-deployment training requirement is the need for T/PCCs to fully train their contingents in accordance with the guidance issued by the UN Secretariat, including the Statement of Unit Requirements (SUR) and the mission CONOPs, and to certify that they have done so as part of the force and police generation process. With regard to individually deployed uniformed personnel, the most important pre-deployment training requirement is to

ensure that staff officers have the requisite military and language skills to function as staff officers at the Force (division) and Sector (brigade) level. The Police Division, together with ITS, is revising training curricula to be in full compliance with the Strategic Guidance Framework for International Policing (SGF) called the United Nations Police Training Architecture Programme. Additionally, the Police Division and ITS will be convening the third United Nations Police Commanders Course (UNPCC) in Berlin, Germany, in October/November, to ensure coherence in effort among United Nations police leaders.

The Secretariat will continue to be proactive in identifying needs and, through the LCM, to bring together Member States that provide significant capacity-building and training support to assist in the deconfliction of activities. This process has already seen targeted bilateral support delivered to several T/PCCs and the coordination of UN and Member State training activities. Member States that are engaged in bilateral capacity building are encouraged to share details of their programmes with the LCM, which is jointly managed by the Integrated Training Service and the Strategic Force Generation Cell.

On 20 December 2018, the updated guidelines on Operational Readiness Preparation were released. These guidelines have been updated to reflect needs identified by Force Commanders and the Report on Improving Security of United Nations Peacekeepers. Member States that are engaged in bilateral support for TCC contingent preparation are urged to use these guidelines as they develop their training plans. In May 2019, the SOP on the Assessment and Evaluation of FPU Performance was finalized. The SOP sets out the required methodology and format for the assessment and evaluation of the operational performance of FPUs.

Looking to the remainder of 2019, the following support is needed to strengthen performance:

- Specific and targeted pledges of training support, delivered in T/PCC home locations, focused on training of trainers in critical unit skills such as operating in an IED environment, or counter-ambush drills. Individual skills also need enhancement – particularly with regard to first aid training (in accordance with UN standards), as well as staff officer duties in both core military areas and areas specific to peacekeeping. The aim of externally delivered training programmes should be to build national capacity, rather than to train contingents or individuals who will deploy. Recipients of these programmes should ensure that they use the support to build their own self-sustaining training capacity. ITS is the point of the contact for this issue, as well as the Division of Healthcare Management and Occupational Safety and Health (DHMOSH) for first aid trainings.
- Translation of various training materials into the six official languages. It is preferred that Member States assume this responsibility themselves using national resources. ITS is the point of contact for this issue. Upcoming priorities will be the new material for military observers and peacekeeping military intelligence.
- Offers to host 50/50 male/female courses with all female participants being fully funded. A two-week course (UNMO or staff officer) should be preceded by a one-week female-only session which focuses on military skills and driving. Attendance

should be linked to a commitment by participating TCCs to deploy the trained female personnel.

- Funding and dedicated slots for T/PCC officers to participate in UN-recognized national training courses.
- Offers to host UN courses. A priority is the continued delivery of the Military Staff Officers course and the Comprehensive Protection of Civilians Course for both military and police participants. Offers of support could range from the provision of training facilities through to full funding of all costs, including those of participants. By the end of 2019, new course material will be available for military observers and for peacekeeping military intelligence. Early indications of Member State willingness to host these courses would help with planning for 2020.
- Funding for the fourth UN Police Commissioners Conference (UNPCC). The aim of the UNPCC is to ensure that all appointed or potential UN police commanders have the core competencies and skills necessary to fulfil their duties as leaders of UN police components in line with the SGF and other UN standards.

In addition to the provision of professional training for both military and police personnel, there are mission specific pre-deployment training requirements that need special attention, including by Member States which are providing pre-deployment training to T/PCCs under bilateral arrangements:

- MINUSMA: C-IED; mine awareness; UXO awareness; first aid; French language; working with an interpreter; request for close air support from attack helicopters (forward air controllers); request for CASEVAC using utility helicopters in accordance with UN SOPs.
- MINUSCA: urban operations; joint military-police operations; French language; working with an interpreter; firefighting within a camp environment; protection of civilians.
- MONUSCO: jungle operations, including navigation; French language; working with an interpreter.
- UNAMID: firefighting within a camp environment; working with an interpreter.
- UNMISS: working with riverine units; protection of civilians.

Member States willing to provide support to these areas are encouraged to engage directly with ITS, as well as to register their pledges through the PCRS website <<https://pcrs.un.org>>.

III. MISSION-SPECIFIC UNIT GAPS

While all missions have capabilities that can and should be strengthened, **only MINUSMA faces continuing gaps of military units**. Some of the gaps listed below are part of the current force requirements and are actively being generated, others stem from future projections. **The below list of mission-specific critical gaps remains dynamic and will change**. Member States are recommended to contact DPO's Force Generation Service and/or Police Division for real-time updates or for more details.

Mission	Aviation	Manoeuvre
MINUSMA	1 x Medium Helicopter Unit (Gao) (in October 2020)	1 x ISR unit (Timbuktu) (in December 2019)
	1 x Medium Armed Utility Helicopter Unit (Mopti)	
	1 x Medium Armed Utility Helicopter Unit (Kidal)	

IV. GENERAL CAPABILITY GAPS

Despite the existing pledges in the PCRS and the engagement of Member States, **some critical capability areas will require the sustained support and contributions of Member States:**

- **Units which are agile and offer greater flexibility** to the missions (Rapid Deployable Units, Force Reserve Companies, Special Forces, Formed Police Units, Quick Reaction Forces and Attack Helicopters) are required for larger area domination, as authorized troop ceilings decrease. These are necessary for contributing to the provision of a secure environment for the protection of civilians, to facilitate humanitarian access and to protect themselves and mission personnel. Missions such as MONUSCO and MINUSCA have already deployed such units.
- **Peacekeeping Intelligence.** Intelligence-led operations have become more critical as UN missions expand into complex environments facing multiple threats. Military and police activity must be shaped by focused, coordinated and accurate intelligence to ensure effective operations. In the context of peacekeeping intelligence, it is critical to use human intelligence better which will require adequate recruitment and training. This will also require technologies and language capabilities that facilitate the acquisition, management, analysis and dissemination of peacekeeping intelligence to support timely decision-making within a coordinated mission-wide intelligence architecture. The following capabilities allow missions to provide this function, as well as Situational Awareness:
 - Intelligence surveillance and reconnaissance units, along with specialized personnel, equipment and tools;
 - Trained and experienced military intelligence officers to be deployed in U2s to staff the JMACs.
- The importance of **effective enabling units** (e.g. multi-role engineers, transport, signals, aviation and medical) to a mission cannot be overstated. This has been a critical point for missions in regions with limited transportation infrastructure and scarce local resources. Improved medical care, especially night-flight-capable aviation assets for CASEVAC/MEDEVAC and AMET and forward surgical modules, is an obligation when peacekeepers are asked to operate 24 hours per day in very dispersed and high-risk environments. Capable and effective engineering, ground and air transport have always been the backbone of a well-functioning mission and will continue to be so. Transportation units with integrated force protection elements, remote self-loading and unloading capabilities and rapidly deployable engineering construction units with airfield rehabilitation expertise are some of the most recent demands. Complex environments also require modern and capable signals elements that facilitate secure, interoperable communications throughout the mission area. Enabling units must be capable of protecting themselves autonomously. With the increasing number of

demanding tasks, missions are not always able to spare infantry units or FPU's to protect military enabling units.

- **Force Protection** remains a top priority in the face of a continued trend in malicious attacks against UN personnel resulting in fatalities. The implementation of the Action Plan on Improving Security of the UN Peacekeepers requires consistent efforts by the T/PCC and Secretariat to endure in its objectives. The following gaps have been identified with regard to Force Protection, including base defence:
 - a. A standardized command, control and coordination structure inclusive of military, police and support components.
 - b. An independent communication backbone to support a multi-component Base Defence Plan.
 - c. Night vision surveillance equipment and tactical drones to maintain detection capability, area transparency and situational awareness.
 - d. Generation and deployment of Combat Convoy battalions.
 - e. Advanced IED detection systems, including ground penetrating radar and hand-held explosive meters, electronic countermeasures and other alert systems linked to area or mission-wide peacekeeping intelligence resources.
 - f. Mine-resistant vehicles. After the revision of the Statement of Unit Requirements (MINUSMA shows a shortfall of approximately 200 mine-resistant vehicles).
 - g. Explosive Ordnance Disposal (EOD)/IED disposal/Weapons Intelligence Teams and combat engineering.
 - h. Indirect fire detection and warning systems integrated with bases' C3-systems (operations centers) and increased accommodation protection measures (MONUSCO and MINUSMA could benefit from more of these assets).
- **Technology.** To ensure that peacekeeping operations are able to work safely and effectively in their evolving operating environments, the UN and Member States are seeking to modernize UN and contingent-owned force protection, survivability and duty of care systems, equipment and supporting structures. Modernization in communications, CASEVAC/ MEDEVAC, and force protection measures are some of the notable areas where the use of technology is essential. Technology such as UAVs (MALE and UN Level 2 UAS), sense and warn systems such as counter-mortar radar alert systems, satellite imagery,² visual surveillance equipment and remote sensors have become necessities for uniformed personnel to perform their tasks effectively in peacekeeping missions.
 - Secure and interoperable information management and communications systems, including microwave, fibre-link and beyond line-of-sight communications;
 - Aerial data and geospatial information including the near real-time sourcing and dissemination of satellite imagery. Aerial visualization, including monitoring platforms with mounted radar surveillance technology with day and night-time capability (ISR Short Take-off and Landing (STOL) fixed wing aircraft);

² The UN's Office of Information and Communication Technology (OICT) would like to enter into agreements with Member States to access satellite imagery during times of crisis as well as explore options for standby arrangements to access experts and information from Member States' geospatial information centers.

- Command, Control and Communications structure (C3) capable of independent mandate implementation and force protection operations at unit, sector and mission levels.
- **French-speaking troops and police**, as most peacekeepers are deployed in Francophone environments. In these missions, the United Nations lacks the capability to deploy sufficient uniformed contingents that can effectively interact with the local population, a critical element of the protection of civilians and early peacebuilding. MINUSCA, in particular, requires more individual francophone military and police officers.
- **Gender**. Achieving the current goal of 16% women staff officers and military observers in the field by 2020 requires nominations from Member States of suitably qualified and trained personnel. The rate has increased steadily from 6.3% in July 2017 to the current rate of 14.2%. According to the Secretary-General's Gender Parity Strategy, the UN must ultimately reach 25% by 2028. Missions with the lowest rates of individual female military personnel – and therefore the greatest need – are MONUSCO (11.8%), MINUSCA (11.2%), MINUSMA (8.4%) and UNIFIL (8.3%).

The Police Division has set the targets of filling 10% of personnel in FPU with women by December 2020. As of July 2019, the target was met, with 10.1% women deployed across FPUs. Disaggregating the gender target in FPUs by mission, UNMISS with 19.7% women deployed, and MONUSCO with 11.8% women in FPUs already exceeded the target, while MINUSMA with 9.2%, MINUSCA with 8.5%, UNAMID with 6.4% and MINUJUSTH with 5.7% are below target.

- **Leadership**. The men and women nominated by Member States to serve in senior military and police positions face momentous challenges in implementing ambitious mandates. As such, they must be of the highest quality in terms of relevant operational experience, training, and ethics. In addition, such leaders must have the proper mind set to successfully navigate the challenging operational and political terrain of a multidimensional peacekeeping operation. This becomes increasingly important when parties to a conflict or the host government itself do not provide full consent to the mission's presence or freedom of action. Such qualities are no less important in the men and women chosen by Member States to serve as contingent commanders of their deployed units.
- **Staff Officers**. The ongoing selection of high caliber individual officers with the appropriate skill sets is a persistent challenge for UN peacekeeping. The UN currently deploys approximately 3,500 individual military officers in peace operations as staff officers and military experts on mission (UNMEMs). **There is a continuous requirement in peacekeeping for experienced and qualified officers in the fields of, *inter alia*, military planning, UAS, C-IED, logistics, GIS and Image Analysts, defence sector reform and civil-military liaison.** MINUSMA, for instance, has a significant need for intelligence staff officers, but not enough officers with the training and experience required for the operational environment have been put forward by Member States.

V. ENVIRONMENTAL MANAGEMENT STRATEGY

The Environment Strategy for Field Missions (2017 – 2023) is based on a vision of deploying “responsible missions that achieve maximum efficiency in their use of

natural resources and operate at minimum risk to people, societies and ecosystems; contributing to a positive impact on these wherever possible”

The Strategy comprises five pillars: (i) energy, (ii) water and wastewater, (iii) solid waste, (iv) wider impact, and (v) environmental management system. The engagement of uniformed components is critical in order to achieve the objectives set out for each pillar. As part of establishing an environmental performance and risk management framework, each mission has developed a mission-wide environmental action plan, with formal reporting on progress against a scorecard to Member States commencing in 2018. This is based on inter alia regular environmental inspections of all mission sites including uniformed camps.

Environmental management is a joint responsibility. T/PCCs are also subject to General Assembly and Security Council mandates requesting missions to reduce and manage their environmental footprint, as well as the UN policy framework including the Environmental Policy for Field Missions (2009) and the Waste Management Policy for Field Missions (2018). T/PCCs are also subject to global and mission-specific Environmental Standard Operating Procedures. Mainstreaming environmental management into capacity building and training activities that are conducted pre- and post-deployment for T/PCCs is key to improving the mission’s environmental footprint and reducing risk. The Environmental Policy also requests the Force Commander to appoint environmental focal points. Based on the template SOPs (shared by OMA with all missions in March 2018), environmental focal points are required at Force HQ, Sector/Regional and Camp levels. Their terms of reference include reporting breaches of mission environmental standards, keeping an inventory of hazardous substances, coordinating and following up on environmental corrective actions, and liaise with and update counterparts on environmental issues.

The UN Military Manual, currently under development, recalls the obligation of T/PCCs to respect the environment of the host government and comply with United Nations environmental and waste management policies and procedures. The proposed responsibilities include facilitating the access of environmental inspectors to T/PCC camps, implementation of inspectors’ recommendations, reporting of environmental incidents as they occur, ensuring camps are kept clean and supporting data collection. The Manual also lists some good practices for solid waste management such as: the proper storage of collected fuel/ oil, segregation of waste (including hazardous waste), maintenance of an inventory of hazardous substances, installation of containment basins or platforms under all fuel tanks and drums, ensuring that workshops and car washing areas are paved and water is collected towards an oil-water separator before discharge to the environment. Other responsibilities under consideration include systematically treating all wastewater prior to it being discharged, undertaking energy conservation measures and avoiding charcoal and firewood for cooking purposes.

For further information on the responsibilities under review or to collaborate with the Environment Section on this topic, including in sharing good practices from your relevant national operations, contact <dos-ousg-envs@un.org>. The Environment Strategy Executive Summary and related operational guidance documents can also be found on the [PCRS website](#).

ANNEX A

CURRENTLY PLEDGED CAPABILITIES

The PCRS is the sole entry point for Members States to commit uniformed capabilities to UN peacekeeping and the system that informs the Secretariat's decisions on selection for deployments. The status of pledges in the PCRS (Level 1, Level 2, Level 3 and RDL) is shown in the table below.³ Level 1 indicates an acceptable pledge for a formed unit in the system. Level 2 indicates a successful AAV and that the unit assessed is deemed available for a potential deployment. Level 3 indicates that the pledged capability has the contingent-owned equipment and personnel in alignment with a specific or generic UN military/police statement of requirement (SUR) and this equipment is accurately reflected in a load list. In addition, the Member State has agreed on a specific timeframe for readiness and identified the port of embarkation. A unit at the RDL is ready for deployment to any UN field mission within 60 days of a formal invitation from the Secretariat. A registered pledge is one that doesn't need to progress through the different PCRS Levels (e.g. Military Staff Officers, IPOs and training pledges).

Type of units	# of units in PCRS Level 1	# of units in PCRS Level 2	# of units in PCRS Level 3	# of units in PCRS RDL	Deployed/ Deploying units
Infantry Battalions	19	6	2	3	9
Infantry Company/Platoon	9	1	-	-	2
Recce Company	1	-	-	-	-
Special Force Units/ groups	5	2	-	1	3
Force Protection Company	5	2	1	1	1
Quick Reaction Force (Coy)	5	1		2	
Engineer Companies/ Platoons	8	4	4	-	6
Demining/EOD Units	4	1	-	-	-
Hospitals/ Medical Teams	10	5	3	1	5
Utility Helicopter Units	3	6	-	1	2
Attack Aircraft/Helicopter Units	2	1	-	-	2
Transport Aircrafts	6	2	-	-	9
Unmanned Aerial Systems	2	3	-	-	1
MP Companies/ teams	9	1	1	1	-
Signal Companies/platoons	3	3	1	1	-
Log/Transport Companies/Units	3	1	3	-	2
Formed Police Units	17	9	-	1	4
Police Guard Units	2	-	-	-	-
Naval Units	8	-	-	-	-
Riverine Units	2	2	-	-	-
Air Lift	5 registered pledges				
Training Pledges	13 registered pledges				
Total	123	50	15	12	46

³ The figures represent all pledges that were confirmed by T/PCCs in the PCRS website on 30 June 2019. All pledges must be confirmed for the next UN Peacekeeping Fiscal Year (2019-20) in the PCRS website.

The 2019 Assessment and Advisory Visits program was driven by ongoing and clearly identified future capability requirements, Member States interest and the Secretariat's available resources. Priority for the conduct of AAVs has been given to Member States who registered the following critical capabilities in the PCRS:

- Medium utility (armed and unarmed) helicopters, attack helicopters units and UAS;
- Intelligence surveillance and reconnaissance (ISR) units;
- Francophone units (both military and police);
- Units that have significant participation of women;
- Mobile and expeditionary infantry units; and
- Engineering Companies with specialized capabilities (C-IED / EOD/ Airfield rehabilitation).

A large and diverse number of credible pledges will improve the uniformed capabilities of UN peacekeeping operations, as well as increase the speed of future deployments. There are, however, challenges in operationalizing the pledges and reaping the benefits of an adequately prepared, equipped and committed reserve force. There is a need for Member States to register their pledges with sufficient details. Outdated and non-compliant commitments made by Member States hinder strategic planning and force generation. In addition, while all pledges are welcome, pledges with caveats limiting the possible deployment location and units not currently in demand will have lower priority for an Assessment and Advisory Visit. Finally, over 135 units have been assessed through AAVs since March 2016, SFGC continues providing Member States with guidance and support in deployment preparations as well as advising on addressing shortfalls and deployment strategies as assessed during these AAVs. The SFGC stands ready to assist Member States in addressing issues raised during the AAVs and requests Member States to update their units' readiness status as it develops.

*****NOTE:*** For pledge registration please visit the PCRS website: <https://pcrs.un.org>.
PCRS registration issues may be directed via email to pcrs.manager@un.org ********