



Current and Emerging Uniformed Capability Requirements for United Nations Peacekeeping

UN Department of Peacekeeping Operations

January 2018¹

EXECUTIVE SUMMARY

The aim of this paper is to communicate a clear understanding of the UN's uniformed capability requirements on a quarterly basis as they relate to the current and evolving peacekeeping environment. Despite troop reductions in some missions and the closure of others, as well as the pledges made before and during the Vancouver Defence Ministerial, certain specialised and high-performing capabilities for UN peacekeeping are still in short supply, particularly enablers, rapidly deployable capabilities and women peacekeepers needed to enhance situational awareness. Likewise, well-targeted and sustained training and capacity-building programs that meet UN standards are as important as ever. The first section describes the evolving peacekeeping environment. The second section summarizes the pledges made by Member States at the UN Peacekeeping Defense Ministerial that was held in Vancouver on 14-15 November 2017. Member States should register these pledges in the upgraded Peacekeeping Capability Readiness System (PCRS).

The next section outlines the gaps that remain, both in terms of current and mission-specific-gaps in MINUSMA (see page 3), as well the type of capabilities that have become, and will continue to be, critical for the operational effectiveness of our uniformed personnel. These areas include: experienced leadership; agile and flexible units; situational awareness capabilities for information-led operations; enabling units; force protection capabilities; logistics; modern technology; language facility in English and French as appropriate; women staff officers, military observers and troops (see pages 3-5).

The final section outlines the ongoing UN training and capacity building needs. Member States that made such pledges in Vancouver are requested to provide further details on the modalities of these pledge to the UN DPKO/DFS Integrated Training Service. It also focuses on the specific training and capacity building needs for MINUSMA (see page 7).

A summary of the units that are registered in the Peacekeeping Capability Readiness System (PCRS) at the various levels and those pledges that were registered in the system but have now been deployed are at Annex A. At present 168 units are at Level 1, 63 units are at Level 2, and 15 units are expected to shortly move to the Rapid Deployment Level. These numbers do not include the 30 units that have been deployed or are currently in the process of deploying to a mission (see pages 8-9).

I. THE EVOLVING PEACEKEEPING ENVIRONMENT

The global operating environment for UN peacekeeping is evolving. Alongside long-running traditional peacekeeping operations, other missions have been deployed in contexts where there is little or no peace to keep, and in which peacekeepers are targeted and confronted with ongoing violence, significant

¹ This paper has been updated since the last version was issued in September 2017. It will be revised and issued on a quarterly basis to reflect changes in current and emerging requirements and new commitments made by Member States.

threats to civilian populations, and a variety of armed groups. In some missions, the host government has imposed severe restrictions on the freedom of movement and action of the mission, greatly diminishing its ability to operate effectively and testing the resourcefulness of mission leadership. The nature of conflict itself is also evolving. Security threats are increasingly transnational and criminalized in nature, and the lines between different kinds of violence and armed actors are increasingly blurred. In some cases, in particular in Mali, armed actors employ asymmetric tactics against both military and civilian targets, including the UN mission. The possibility of terrorist and extremist activity adds new threat types to the peacekeeping environment, creating challenges for detection, warning, and reaction.

UN peacekeeping operations must increasingly be dynamic. They are expected to perform multiple, interdependent and, sometimes, new tasks in harsh and remote operating environments that require good mobility, strong and secure supply chains, durable equipment and greater self-sustainability. More complex and sometimes more dangerous operations require strengthened communications, situational awareness, greater interoperability between units, and better force protection. The gap between expectations and delivery is likely to increase as the operating environment becomes more complex. Missions need to communicate effectively to host populations to explain their mandates and activities, and to manage expectations of what the mission can and cannot deliver. Such communication requires troops and police that are more proficient in the local language.

Against this context, current and future UN peace operations must be resourced with the right capabilities, delivered at the right time to meet the challenges they confront today and those that lie ahead. As such, the generation of capabilities for UN peacekeeping cannot focus solely on the type of equipment or number of personnel being sought. Rather it will increasingly focus on all the aspects that make a capability effective, including logistics, training, equipment, technology, doctrine, leadership, discipline, interoperability, and mind set, as well as the absence of operational caveats. What is needed are the right capabilities, not only the available ones. Finally, to adapt to the evolving operational realities and address the versatility of threats, missions require different capabilities at different periods in their lifecycle. Mission concepts of operations will be continually reassessed and force compositions and operational plans will need to be adjusted. In this context, TCC/PCCs must remain flexible and adaptive in the capabilities they provide.

II. 2017 UN PEACEKEEPING DEFENSE MINISTERIAL

The 2017 UN Peacekeeping Defense Ministerial took place in Vancouver on 14-15 November. It was the third high-level meeting focused on generating capabilities for UN peacekeeping since the Leaders' Summit in 2015. The Leaders' Summit process was initiated and designed with the recognition that today's UN peacekeeping operations required improved and new capabilities, as well as with the acknowledgement of the persistence of some current capability gaps. Prior to the Summit process, there was no annual opportunity to communicate and discuss the uniformed capability needs of UN peacekeeping operations among key decision-makers in Member State governments.

Eighty member States were represented at the Vancouver Ministerial, and 67 Member States endorsed a communique with commitments to encourage efforts to evaluate and improve contingent performance; ensure operational readiness and certification frameworks driven by long-term force and police performance assessments; and to meet gender targets. Pledges of new capabilities were announced by 48 participants, including specialized capabilities such as fixed and rotary wing aviation assets, quick reaction forces, rapidly deployable units, medical capabilities, specialized police teams, medical capabilities, French-speaking units and more women peacekeepers. Member States that announced new contributions at the Ministerial are kindly requested to ensure that their pledges are registered in the

Peacekeeping Capability Readiness System, via the updated web portal. PCRS registration issues may be directed Lt Col Ahsan Habib via email at ahsan.habib@un.org.

III. MISSION SPECIFIC GAPS

While all missions have capabilities that can and should be strengthened, MINUSMA continues to face gaps of specific units. Some of the gaps listed below are part of the current force requirements and are actively being generated, others are potentially anticipated for the future. The below list of mission-specific critical gaps remains dynamic and will change. Member States are recommended to contact DPKO's Force Generation Service for real-time updates or for more details.

Mission	Enablers	Aviation
MINUSMA	1 x EOD Company (Timbuktu) 1 x AMET (Tessalit)	1 x Medium Armed Utility Helicopter Unit (Kidal) 1 x Medium Utility Helicopter Unit (Timbuktu) 1 x Medium Utility Helicopter Unit (Gao)

IV. GENERAL CAPABILITY GAPS

Despite the new pledges at recent high-level meetings 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 Mission (Force Reserve Companies, Special Forces, Formed Police Units, Quick Reaction Forces and Attack Helicopters) are required for larger area domination and 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. Troops need to be organised and equipped as self-reliant and agile troops capable of conducting a broad spectrum of operations as enumerated in the various military unit manuals, such as the UN Infantry Battalion Manual and the UN Special Forces Military Unit Manual.
- **Situational Awareness.** Information-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 and accurate intelligence to ensure effective operations. In the context of peacekeeping, such intelligence should be first built on human intelligence, which will require improved capabilities in this area. This will also require technologies and language capabilities that facilitate the acquisition, management, analysis and dissemination of intelligence to support timely decision-making within a mission-wide intelligence architecture. The following capabilities allow missions to provide this function:
 - Surveillance and reconnaissance units, along with specialized personnel, equipment and tools;
 - Command and Control structure (C3) capable of independent mandate implementation and force protection operations at unit, sector and mission levels
 - Secure and interoperable information management and communications systems, including microwave, fibre-link and beyond line-of-sight communications;
 - Unarmed, unmanned aerial systems, including smaller, tactical UAVs; and
 - 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.

- The importance of **effective enabling units** (e.g., multi-role engineers, transport, signals, aviation and medical) to the mission cannot be overstated. The areas of operation are frequently underdeveloped with limited transportation infrastructure and scarce local resources. Improved medical care, especially night-flight capable aviation assets for CASEVAC/MEDEVAC, is an obligation when peacekeepers are asked to operate in high risk environments. Capable and effective engineering, transport and aviation have always been the backbone of a functioning mission, and will continue to be so in the future. Complex environments require modern and capable signals elements that facilitate secure, interoperable communications throughout the mission area. In addition, enabling units must increasingly be capable of protecting themselves autonomously. With the increasing number of demanding tasks, missions cannot anymore spare infantry or FPU's just to protect military enabling units.
- **Force protection** has emerged as a key element which needs to be addressed from multiple angles. Along with defensive measures and assets to safeguard camps, measures to counter improvised explosive devices and indirect fire attacks are increasingly important. In Mali we have seen violent extremist and terrorist groups adjust and enhance their use of Improvised Explosive Devices (IEDs) against peacekeepers (including suicide and vehicle-borne), requiring the mission to introduce more sophisticated methods and technologies to keep its personnel safe. The following gaps must be filled to counter the increased threats in Mali and in future missions:
 - EOD/IEDD/Weapons Intelligence Teams, combat engineering and combat convoy companies (force protection / escort) with relevant observation and identification capabilities (mobile, fixed, tethered, aircraft and UAVs) for route surveillance;
 - 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 intelligence resources;
 - Mine-resistant vehicles;
 - Indirect fire detection and warning systems integrated with bases' C3-systems (operations centers) and increased accommodation protection measures;
 - Accurate and effective information, analysis and communication of situations to ensure that appropriate actions are taken. This requires intelligence from the whole range of available sources (see Situational Awareness section).
- **Rapidly deployable capabilities.** The ability to deploy rapidly, during the most critical window of opportunity, has traditionally been one of the most vexing operational challenges for United Nations peacekeeping. Capabilities deployable in under 60 days are required.
- **French-speaking troops and police**, as most peacekeepers are deployed in Francophone environments. In these, the United Nations lacks the capability to deploy sufficient uniformed contingents that can adequately interact with the local population, a critical element of the protection of civilians and early peacebuilding.
- In 2016, we established the goal of deploying **women** in 15 per cent of our staff officer and military observer's positions. We also established the goal to double the total number of police and military female peacekeepers by 2020. With the strong and sustained support of Member States, we hope to be able to reach these figures, particularly through the contribution of female engagement teams and enhanced training programs targeting women officers.

- **Leadership.** The men and women nominated by Member States to serve as Force Commander, Deputy Force Commander and Police Commissioner 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 in situations in which 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. Success or failure can often depend on the experience, commitment, attitude and
- **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. Modernisation in communications, CASEVAC/ MEDEVAC, and force protection measures are some of the notable areas where use of technology is essential. Technology such as UAVs, counter-mortar radars-alert systems, satellite imagery, visual surveillance equipment and remote sensors have become necessities for uniformed personnel to perform their tasks effectively in peacekeeping missions.
- **Staff Officers.** The ongoing selection of high calibre individual officers with the appropriate skill sets is a persistent challenge for UN peacekeeping. The UN currently deploys approximately 5,000 individual military officers in various DPKO and DPA missions 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, CIED, logistics, defence sector reform and civil-military liaison. Work is ongoing to better test and train the staff officers before they are deployed.

V. TRAINING AND CAPACITY BUILDING

Deploying forces that meet our performance and conduct standards is a critical component of filling capability gaps. This begins with proper training, which then needs to be refreshed regularly. Equipment, as well, cannot be sustained without appropriate systems for maintenance, repair and the acquisition of spare parts. However, training and capacity-building activities are often viewed as one-off activities, rather than as sustainable and specialised tools to enhance operational effectiveness throughout the mission life cycle. Consequently, training peacekeepers just before deployment and providing equipment for their tour will not deliver self-sufficient training capacities.

For the Vancouver Ministerial, Member States were asked to pledge new projects that would adopt a more sustained relationship with one or a few TCC/PCCs, either bilaterally or through a triangular partnership with the Secretariat. As a result, over twenty new pledges to support training and capacity-building efforts were announced. Further details on the modalities of each pledge should be provided to the Integrated Training Service of DPKO-DFS, ideally in the form of clearly defined training and capacity building offers (for example, 'country "X" offers to conduct two courses on a specific subject in French for a Member State contributing troops to a specific mission'). Clarification of the pledges made in Vancouver will speed the process of matching training to needs. Member States are also requested to prioritize the participation of women on courses to enable better access to training and to increase the number of women trainers.

The Secretariat will work to play a constructive role in identifying needs and matching them with the pledging countries. More training and capacity-building offers that respond to identified needs are always required, including in the following areas:

- Specific and targeted pledges of training support, focused on training of trainers, in critical areas such as Counter IED (in TCC/PCC home locations), mission specific military skills such as dismounted/foot patrolling, and UN specific skills, in particular Staff Officer training courses.
- Translation of various training materials into the six official languages. Member States could either assume this responsibility themselves, or fund translation. The highest priorities for translation are the Comprehensive Protection of Civilians training materials.
- Resources in the area of medical care, including for buddy first aid, combat medic training, standards of health care quality and patient safety;
- Seconded personnel or a financial contribution to a dedicated UN Medical Centre of Expertise where all medical personnel (military and civilian) are trained before deployment, including on Advanced Trauma Life Support, Prehospital Trauma Life Support.
- Funding and dedicated slots for TCC/PCC officers to participate in UN recognized national training courses, including the funding of Member State instructors to attend ITS-led training of trainer courses either in Entebbe, or elsewhere.
- Offers to host regional roll-out of ITS new Core Pre-Deployment Training Materials which were released in May 2017. Offers of support could range from the provision of training facilities through to full funding of all costs, including those of participants. Other priorities for roll-out include the FPU training materials and the recently released Conflict Related Sexual Violence materials.
- Further contributions to the pilot Training of Trainers' (TOT) centre in Entebbe. To continue programme delivery with full funding for all participants (travel and per diem), \$95,000 is required for a one week course and \$140,000 is required for a two week course. Specifically, funding is sought to enable the continued roll-out of the UN Military Unit Manual STMs (\$95,000 per course) and the conduct of UN Staff Officer courses (\$140,000 per course). These costs are calculated on the basis of full funding for all participants - travel plus per diem. Interested donors may choose to either support an English or a French language course.

Highlight on: United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)

MINUSMA illustrates the importance of complementing high-level meetings with mission-specific force generation events for missions with persistent capability gaps.

The MINUSMA Force Generation conference in May 2017 aimed for a more interactive and longer-term approach to force generation to fill persistent capability gaps in that mission. Member States were invited to plan out future contributions to Mali, discuss joint partnerships, as well as other key related issues, such as the provision of qualified staff officers, training gaps, and equipment needs.

As listed above, the mission is still in need of two helicopter units. A medium armed utility helicopter unit is required in Kidal, Sector North. A medium utility helicopter unit to be based in Timbuktu, Sector West, is also required. An Explosive Ordnance Disposal Company is required for Timbuktu and two Air Medical Evacuation Teams of six medical personnel each are needed for Mopti and Tessalit.

At the MINUSMA side event held in the margins of the Vancouver Defense Ministerial, the MINUSMA Force Commander outlined the following urgent training and capacity building needs:

- Tactical Combat Casualty Care, including 9-line MEDEVAC request
- Weapons training (individual and collective)
- Force Protection training (section, platoon and company level)
- Counter-IED and base defense training
- Offensive and defensive operations at section, platoon and company (day and night)
- Mounted and dismounted patrols (day and night)
- Firepower and 3-D training: fire control orders, engaging targets, calling in attack helicopters
- Information gathering and reporting
- French and English language training
- Staff Officer Training (tactical and operational level)

Member States are requested to be in touch with the FGS desk officers for MINUSMA to discuss any possible offers of training and capacity building that meet the above requirements.

CURRENTLY PLEDGED CAPABILITIES

ANNEX 1

The current status of pledges in the PCRS (Level 1 and Level 2) is shown in the table below.² Level 1 indicates that a Member State has transmitted all necessary information (list of major equipment, table of organization, etc.) about a pledged unit into the PCRS. Level 2 indicates that a unit has received an AAV and the unit was assessed to be on track to meet UN requirements and can begin discussions on a draft MOU/LOA. Level 3 indicates that a draft MOU/LOA has been discussed and a cargo load list has been provided. Discussions on draft MOUs will begin shortly with a few of the first Member States who have already reached Level 2 of the PCRS.

Type of units	# of units in PCRS Level 1	# of units in PCRS Level 2	Deployed/ Deploying units
Infantry Battalions	28	8	2
Infantry Company	5	1	4
Special Force Units/ groups	7	2	2
Force Protection Company	7	3	-
Engineer Companies/ Platoons	15	9	2
EOD Companies/ Teams	4	2	-
Hospitals/ Medical Teams	15	9	4
Utility Helicopter Units	7	5	1
Attack Helicopter Units	1	-	-
Transport Aircrafts	11	3	4
Unmanned Aerial Systems	2	1	2
MP Companies/ teams	4	-	-
Signal Companies	2	3	-
Log/ Transport Companies/ Units	7	3	1
Formed Police Units	16	10	7
Police Guard Units	3	-	1
SWAT	3	-	-
Miscellaneous Capabilities	22	3	-
Naval Units	7	-	-
Strategic Air Lift	2	1	-
Total	168	63	30

The 2018 Assessment and Advisory Visit schedule will be driven by ongoing capability requirements and available resources. Priority for the conduct of AAVs will be given to Member States who have registered the following critical capabilities in the PCRS:

- Medium utility helicopters and attack helicopters
- Quick reaction force companies
- Intelligence surveillance and reconnaissance (ISR) units
- Francophone units (both military and police)

² The figures represented are based on the PCRS prior to the December 2017 upgrade. Following the upgrade at the start of 2018, all existing PCRS pledges require re-registration.

- Units that have significant participation of women

The large 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. First, there is a need for more Member States to register their pledges with sufficient details in the PCRS as well as to receive AAVs by teams from UN Headquarters.

Forty-five Member States have not fully register all their pledges, leaving the pool of fully registered troops and police at approximately 41,000. Some pledges come with caveats limiting the possible location, or effectiveness of any deployment, and some niche units that have been pledged are not the types of capabilities in demand in current missions. A number of pledged units are still in the process of being created and will not be deployable until 2019 or later. Finally, of the 107 units that have been assessed through AAVs since March 2016, shortfalls and gaps have been observed in different categories of equipment and training in 36 pledged units. It therefore would be reasonable to estimate that approximately 13,000 troops and police can currently be considered as pledges that can be deployed in the immediate term.

*****NOTE:*** *The PCRS web portal was upgraded at the end of December 2017. All existing PCRS pledges will require re-registration in the new website: <https://pcrs.un.org>. PCRS registration issues may be directed Lt Col Ahsan Habib via email at ahsan.habib@un.org.* ********