



Current and Emerging Uniformed Capability Requirements for United Nations Peacekeeping

UN Department of Peace Operations

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EXECUTIVE SUMMARY

During the COVID-19 crisis, the Secretariat, with support of T/PCCs, has developed new, interim measures to mitigate the restrictions imposed on the Force and Police generation process, namely the inability to conduct in-person inspections and assessments. In this spirit, remote concepts for Assessment and Advisory Visits (AAVs) and Pre-Deployment Visits (PDVs) have been put in place to allow the continued generation efforts of these capabilities in support of Peace Operations. It is important to highlight that these measures are not ideal and require compromise from the Secretariat and from T/PCCs, but they guarantee that our work move forward in these difficult days.

MINUSMA's Adaptation Plan and the changes in the MONUSCO Force Intervention Brigade concept and structure continue to progress. In addition to the pledges received during the MINUSMA Force Generation Conference held in May, further support from Member States is still required, especially with helicopter and medical capabilities needed as part of the MINUSMA's Mobile Task Force Concept.

The 2020 Contingent-Owned Equipment Manual will soon reflect the decisions adopted by the General Assembly. Some key changes to the COE system are: inclusion of life-saving medical support measures; agreed definitions for armoured personnel carriers and military vehicles; enhanced environmental practices; ammunition management and safety measures; the introduction of helicopter landing site kits; establishment of reimbursement rates for unmanned aircraft systems and explosive ordinance disposal systems; expansion of hostile action reimbursement eligibilities; expansion of rotation at UN expense categories; and introduction of a temporary-operating base premium.

The Peacekeeping Capability Readiness System (PCRS) and its Rapid Deployment Level (RDL) have entered a new cycle that will run from 01 July 2020 to 30 June 2021. T/PCCs that have not yet confirmed their pledges in the PCRS website are reminded to do so as soon as possible. New pledges of critical capabilities as laid out in this document are welcomed at any stage.

This version of the Uniformed Capability Requirements Paper includes a special section on newly agreed UN peacekeeping medical requirements for uniformed personnel. It is an opportunity for Member States to get more familiar with the objectives and standards of these new needs. A summary of units registered in and deployed from the PCRS is available in Annex A (page 11).

¹ This paper has been updated since the last version was issued in April 2020. 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

Most of our field missions have adapted their operations considerably since the onset of the pandemic to be able to continue fulfilling their mandates, while minimizing health risks to all UN staff and local communities. Within the pandemic scenario, our missions continue to be guided by four objectives: (i) to support national authorities in their response to COVID-19; (ii) to protect our personnel and their capacity to continue critical operations; (iii) to ensure that our own personnel are not a contagion vector; and (iv) to help protect vulnerable communities and continue to implement mission mandates. As this crisis evolves, it is clear that ongoing improvements to the medical infrastructure in field missions are important, particularly to the full integrated trauma-care chain.

To address the military and police strategic requirements in this operational environment, we focus our efforts in the generation of critical capabilities; the conduct of capacity-building through training and mentoring, including for mission leadership; the introduction of new technologies to improve efficiency and protect personnel and facilities; and the expansion of engagement with T/PCCs to address capability shortfalls, develop interoperability, encourage a proactive mindset, and remove or pre-disclose all operational caveats.

II. TRAINING AND CAPACITY BUILDING

A continuing focus of DPO-DOS in 2020 is the implementation of Action for Peacekeeping (A4P) and the Action Plan to Improve the Security of United Nations Peacekeepers which focuses on enhancing performance to improve the safety and security of peacekeepers and reduce fatalities.

The most important T/PCC pre-deployment training requirement is to fully train contingents in accordance with the guidance issued by the UN Secretariat and to certify that they have done so as part of the force and police generation process. For individually deployed uniformed personnel, T/PCCs must ensure that they have the requisite professional and language skills to function within their roles in a peacekeeping operation. Since the start of 2020, the Integrated Training Service (ITS), in collaboration with the Office of Military Affairs, the Police division and the UN Mine Action Service, has issued new training material for military observers, explosive ordnance disposal, peacekeeping military intelligence and comprehensive protection of civilians for police. These materials are all available for Member State use on the Peacekeeping Resource Hub. In addition, by the end of 2020, new police training materials will be available under the Police Division/ITS police training architecture project.

The Triangular Partnership Project (TPP) has commenced designing online or remote engineering training to be conducted in late 2020/early 2021.

The Light Coordination Mechanism (LCM) continues to facilitate partnerships between T/PCCs and Member States to provide support to address short- and medium-term needs and to help build sustainable national systems. The LCM also works to

deconflict training and capacity-building activities. To support the LCM in its mission, we invite Member States to share, on a voluntary basis, information regarding their bilateral capacity-building and training activities in support of T/PCCs deploying to peacekeeping operations. The LCM can also share the latest mission-specific training needs with Member States providing pre-deployment training to T/PCCs under bilateral arrangements. For LCM information, please contact loreth@un.org.

Looking to the remainder of 2020, 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. Individual skills also need enhancement – particularly with regard to basic 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 this training should be to build national capacity, rather than to train contingents or individuals who will deploy. ITS is the point of the contact for this issue.
- Medical training is a priority. In addition to the Basic First Aid Course (BFAC), together with the TPP, the Division of Healthcare Management and Occupational Safety and Health (DHMOSH) has developed the United Nations Field Medic Assistant Course (UNFMAC). The course teaches how to deliver life-saving advanced first aid to sustain life for up to an hour, until medical help arrives. A first pilot course was conducted in October 2019 with Member State support. This course is a critical step to build an integrated trauma care chain. Both of these trainings are on hold due to COVID-19 and travel restrictions. However, efforts are underway to build online training for parts of the courses.
- 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.
- Offers to host 50/50 male/female courses with all female participants being fully funded. Attendance should be linked to a commitment by participating TCCs to deploy the trained female personnel.
- Member States with resources and/or expertise related to engineering, medical and signals are encouraged to join the Triangular Partnership Project and the Signals Academy as Supporting Member States and contribute funding, qualified trainers (including those fluent in English and French) and associated equipment.

III. MISSION-SPECIFIC UNIT GAPS

Field Missions continually revise their capability requirements, either to adjust to new challenges, strengthen existing capabilities or adapt to available resources. Despite all efforts during the MINUSMA Force Generation Conference, the Mission faces several

critical gaps of military units to implement its Adaptation Plan, and other missions are carrying out the recommendations of assessments and reviews. 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, and then engage the PCRS manager to register the pledge. **Gaps are only removed from this list when existing pledges are officially accepted by DPO.**

Mission	Capability
MINUSMA	Kidal – 1 x Medium Utility Helicopter Unit with integrated AMET; 1 x Armed Helicopter Unit; 1 x UAS Unit
	Timbuktu - 1 x UAS Unit
	Gao - 1 x Medium Utility Helicopter Unit with integrated AMET; 1x Attack Helicopter Unit; 1 x Forward Surgical Team
	Mopti - 1 x Medium Utility Helicopter Unit with integrated AMET; 1 x Armed Helicopter Unit; 1 x Special Forces Unit; 1 x Forward Surgical Team; 1 x Level 2 Hospital
MONUSCO	3 x Quick Reaction Forces Company (FIB)
MINUSCA	1 x Attack Helicopter Unit (or 1 x Medium Armed Utility Helicopter); 3 x UAS Unit (Class II)
UNIFIL	1 x Corvette with Utility Helicopter (in December 2020)

IV. GENERAL CAPABILITY GAPS

This section highlights trends and capability requirements for the preparation and generation of units and individuals to be deployed to new or existing missions. These critical capability areas will require the sustained engagement and contributions of Member States, and should guide their future work:

- **Units that are agile and offer flexibility** to missions (Rapid Deployable Units, Force Reserve Companies, Special Forces, Quick Reaction Forces and Formed Police Units) 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 MINUSMA, MONUSCO and MINUSCA are examples where larger units have been reorganized into smaller units such as QRF Coy. Some missions have also noticed that standard armoured personnel infantry carriers are not entirely suitable for urban areas, narrow streets and mountainous terrain. Smaller vehicles such as high-mobility light tactical vehicles (HMLTV) and reconnaissance vehicles, are more suitable and, in some opportunities, already part of units' SURs.
- **Peacekeeping-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 information acquired from human sources more effectively, which will require adequate nomination and training. A special section of this document will focus on Intelligence, Surveillance and Reconnaissance (ISR) units, and we maintain the need for trained and experienced intelligence officers to be deployed in U2s and 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 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 required. 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.
- **Aviation** is one of the most critical specialized and high-performing capabilities deployed to peacekeeping. Its multiple functions contribute to mandate delivery through operational and logistics tasks, including support to the safety and security of peacekeepers. The categories of the aviation assets deployed are: class I and II UAV; attack, armed, medium utility, and embarked helicopters; and, tactical airlift aircrafts. Despite the already deployed assets, well-equipped aviation assets are in high demand and short supply. Member States have not offered or kept at a high level of readiness in the PCRS.
- **Force Protection** remains a top priority in the face of malicious attacks and civilian unrest against UN personnel. The recent MONUSCO report recommendations are a clear example. The following gaps have been identified with regard to Force Protection in several missions, including base defence:
 - Standards of location, layout and size for bases including for temporary deployments as well as additional resources for temporary deployments exceeding timelines catered for as per SUR/MOU.
 - A standardized command, control and coordination structure inclusive of military, police, and co-located civilian components.
 - Day and Night vision surveillance equipment and tactical drones with real time inter-link to maintain detection capability, area transparency and situational awareness.
 - Generation and deployment of the full complement of Combat Convoy companies / battalions in IED risk areas.
 - 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.

- Mine-resistant vehicles are still in demand in MINUSMA as part of the SURs.
- Explosive Ordnance Disposal (EOD)/IED disposal/Weapons Intelligence Teams and combat engineering.
- Indirect fire detection and warning systems integrated with bases' C3-systems (UN 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 Unmanned Aircraft Systems (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 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;
 - Command, Control and Communications structure (C3) capable of independent mandate implementation and force protection operations at unit, sector and mission levels.

Considering the acceleration of transformational technologies changes due to COVID19 pandemic, identifying innovative solutions on how to utilize information and communication technologies as means of facilitating minimized physical contact on engagement and enhancing participation of host-state communities and other stakeholders, especially on security and public safety, is key, while managing possible risks related to ensuring inclusiveness, respect for human rights, transparency, collaboration and accessibility.

- **Environmental** and related responsibilities for uniformed components continue to be mainstreamed, aimed at facilitating the deployment of better prepared units and individuals. The most recent examples worth mentioning are:
 - All unit commanders must understand their role to reduce their mission's environmental footprint throughout the mission lifecycle. To support this task, DPO/OMA is leading the development of a Handbook on Environmental Management planned for release in a couple of months; it is now being consulted with mission military environmental advisers for their inputs. If interested in providing inputs to the current draft, please reach out to DPO/OMA to samatha.gomani@un.org and minami@un.org .

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.

- The DPKO/DFS Environmental Policy for Field Missions (2009.06) is under revision in order to fully align with the Environmental Policy for the United Nations Secretariat (ST/STB/2019/7) and with latest progress in the area of environmental management in peace operations. The revised policy will continue to be applicable to all personnel, civilian and uniformed, and include guidance on compliance standards and performance expectations across areas such as energy, water and wastewater, solid and hazardous waste, and environmental management.
 - DOS/OUSG/Environment Section, with the contribution of DPO/UNPOL and DPO/OMA, have finalized a pocket guide on the environmental duties of peacekeepers; each mission will receive it in August and will be able to share it with incoming units, but also before deployment upon request. This pocket guide will also be posted on the PCRS website.
 - To help prepare troops for deployment and operations that are environmentally responsible, reducing its impact on the host country environment, the use of awareness/call to action posters on water, energy and waste management in UN Field Missions is recommended; they are available on the PCRS website under resources/environment/2.Environment strategy for Field Missions (available in English, Arabic, French and Spanish).
 - The SOP on MOU will strengthen language on environment and engagement with environment colleagues. This SOP will include a reminder to stakeholders to align power generation capabilities in a units MOU with the mission's Energy Infrastructure Management Plan (EIMP).
- **French-speaking troops and police**, as a large number of 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 officers.
 - **Gender.** Gender. The goal of 17% women staff officers and military observers in the field by December 2020 was achieved in Jan 2020, but it is crucial for OMA to continue seeking nominations from Member States of qualified and trained personnel. The rate has increased steadily from 6.4% in July 2017 to the current rate of 18.3%. According to the Secretary-General's Gender Parity Strategy, the UN must reach 25% by 2028. Missions with the lowest rates of individual female military personnel – and therefore the greatest need – are UNIFIL (13.5%), UNTSO (11.5%), and MINUSMA (10.5%). The majority of military units deployed by the UN are infantry, which is traditionally an area with fewer women. The 2020 target of 6.5% women in military units is ambitious; however, there has already been an increase from 3.7% in July 2017 to 4.8% in June 2020. The requirement for Engagement Platoons in all infantry units, which should have a minimum 50% composition of women troops, will help reach this goal.

The Police Division has set the targets of filling 10% of personnel in FPU with women by December 2020, with a target of 15% expected in 2025, and reaching 20% in 2028. As of July 2020, the 10% target for 2020 is met, with 11% women deployed across FPUs. Disaggregating the gender target in FPUs by mission, UNMISS with 19% women deployed, MONUSCO with

13% women deployed, and MINUSMA with 11% women in FPUs already exceeded the target, while MINUSCA with 9%, and UNAMID with 7% are below the target.

- **Leadership.** The Secretariat has undertaken a number of initiatives to select and prepare prospective candidates to serve in military and police senior leadership positions. The UN Secretariat faces the challenge of finding and rapidly deploying leaders who possess the requisite mix of skills, knowledge of the operating environment, political judgment, and physical and mental stamina. Senior mission leaders therefore require knowledge of constantly evolving UN peacekeeping doctrine, policy, and practice in areas such as authority, command and control, the use of force, the roles of police and military components, crisis management, and the protection of civilians. 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 mindset to successfully navigate the challenging operational and political terrain of a multidimensional peacekeeping operation. 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.** There is a continuous requirement in peacekeeping for experienced and qualified officers in the fields of, inter alia, military planning, intelligence, UAS (including operations, data exploitation and analysis), C-IED, aviation officers, 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.

The UN follows well-defined procedures for vacancy announcements, receiving nominations, selection and deployment of all individually recruited military personnel. These procedures have been established to ensure that all individually recruited military personnel are of the highest quality and deployed in time to avoid operational gaps in the missions. Further, these procedures involve various administrative aspects prior to deployment and need sufficient time for those administrative procedures to take place. Hence, submitting complete nomination packages on time is critical to properly assessing professional standards, competencies and experience for the posts. TCCs need to ensure that nominated officers have met the stipulated professional standards as per the job description and have undergone pre-deployment training/MILOB and Staff Officer courses. Further, certain important posts require a more detailed validation process, including interviews, for the candidate at mid-level to senior MSO/UNMEM.

- **United Nations Formed Police Units' mid-term requirements.** Current types of FPU pledges in the PCRS do not necessarily respond to envisaged future challenges. At present, most of the available FPUs are Anglophone and with a limited SWAT capacity. Member States are requested to explore their resources and work with the Strategic Force Generation Cell and the Selection and Recruitment Section/PD to pledge in the PCRS one Francophone and one Anglophone FPU at RDLs, Police Guard Units, Protection Support Units, Police Canine Units, Police Riverine Units, and more SWAT capacities. These are the projected critical assets that PD would like to avail on stand-by for possible future deployment/reinforcements.
- **Specialized Police Teams.** Requests for SPTs are based on a missions' capacity gap analyses and advertised by the Police Division. It is anticipated that missions' future requests for SPTs will include the fields of intelligence-led policing, public order management, forensics, SGBV,

training and curriculum development, climate security and environmental crimes, community policing, and serious organized crime.

V. NEW MEDICAL REQUIREMENTS FOR UNIFORMED PERSONNEL

Work is underway to address all stages of the continuum of medical care in UN peace operations that commences at the point of injury and extends into the emergency and surgical departments of TCC hospitals. DHMOSH has developed and begun implementation of a training which includes improved first aid training for individual peacekeepers (individual and buddy aid), advance first aid training for selected non-medical peacekeepers (Field Medical Assistants) and a ‘train-the-trainer’ course delivered in Entebbe to enable TCCs to deliver the other courses. At the 2020 COE Working Group, the necessary changes to first aid equipment requirements to support this first aid training were agreed.

The COE working group also agreed to improvements to TCC medical facilities, most notably, the inclusion of a Light Mobile Surgical Module. This delivers an agile, highly mobile surgical care facility able to be rapidly relocated using medium lift rotary wing assets. MINUSMA is now scoping the requirement for two of these modules to support its maneuver operations.

DHMOSH clinical staff have been working on several issues to improve clinical standards and health planning at Level 2 and above. These include the development of specific clinical standards that can act as an empirical metric against which patient outcomes can be measured as part of establishing a Trauma Registry which assists in learning lessons from every injury and death. Initial scoping work has commenced on developing health planning and health system management training for both military and civilian clinicians employed in key roles. Current UN policy is to employ only medical doctors in these positions rather than professional operational health planners/managers who may or may not also be clinicians.

In order to give substance to many of these improvements, assistance will be needed from Member States in several areas. Assistance will be needed in delivering the train-the-trainer programmes. This will include financial assistance in procuring training equipment and the provision of personnel to deliver the training itself.

The Light Mobile Surgical Module is a departure from the way support has been offered in the past. Few member states will have a surgical resuscitative capability able to conduct rapid movement rotary wing air with equipment ruggedized and optimized for movement without outside assistance or the use of manual handling equipment. Fielding this type of capability, is likely to require either commitments by member states who already have the capability or the development of this capability by members states who have traditionally been large troop contributors. While the deployment of Light Mobile Surgical Modules can reduce the time from injury into surgery, the concept relies on rapid onward evacuation to higher levels of care following initial damage control surgery. Consequently, there remains a pressing need for additional air and ground evacuation platforms suitable for the movement and en route care of the critically ill.

ANNEX A

CURRENTLY PLEDGED CAPABILITIES

The PCRS is the sole entry point to commit uniformed capabilities to UN peacekeeping and it supports 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, but not final commitment to deploy. A unit at the RDL has been pledged and verified as 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. 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	16	6	3	2	9
Infantry Company/Platoon	6	1	-	-	4
Recce Company	-	1	-	-	-
Special Force Units/ groups	5	1	-	1	3
Force Protection Company	9	1	2	1	1
Quick Reaction Force (Coy)	12	2	1	-	1
ISR units	3	-	-	-	-
Engineer Companies/ Platoons	12	5	3	1	6
Demining/EOD Units	4	1	-	-	-
Hospitals/ Medical Teams	9	5	4	1	5
Utility Helicopter Units	2	2	-	-	4
Attack Aircraft/Helicopter Units	4	1	-	-	2
Transport Aircrafts	4	1	-	-	9
Unmanned Aerial Systems	1	1	1	-	1
MP Companies/ teams	8	2	3	-	-
Signal Companies/platoons	1	3	1	-	-
Log/Transport Companies/Units	3	1	1	-	2
Formed Police Units	13	13	2	1	4
Police Guard Units	2	-	-	-	-
Naval Units	4	1	-	-	-
Air Lift	7				
Training Pledges	21				
Total	118	48	21	7	51

³ The figures represent all pledges that were confirmed by T/PCCs in the PCRS website on 20 July 2020.

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