



Current and Emerging Uniformed Capability Requirements for United Nations Peacekeeping

UN Department of Peacekeeping Operations
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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 peacekeeping environment. In March 2018, the Secretary-General launched the Action for Peacekeeping initiative. Following intensive consultations, the Secretary-General put forward the Declaration of Shared Commitments to all Member States for their endorsement. The Declaration includes concrete action points to enhance peacekeeping, including the Secretary-General committing to work with Member States to generate specialised capabilities.

UN peacekeeping operations must indeed be resourced with the right capabilities, delivered at the right time, to meet the challenges they confront on the ground. Certain specialised are still in short supply, particularly enablers and women peacekeepers. Outstanding mission-specific gaps (see page 4), as well as the type of capabilities that will continue to be critical for the operational effectiveness of our uniformed personnel are reflected in the paper. 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 5-7).

Today, two-thirds of UN peacekeepers are deployed to high-risk environments, with peacekeeping fatalities caused by acts of violence on the rise in recent years. The "Improving Security of UN Peacekeepers" report commissioned by the Secretary-General made recommendations, including calling for concrete advancements in training, equipment and performance, with a focus on mobile forces. In response, the UN developed an exhaustive Action Plan (the Action Plan) outlining key follow-up measures by Headquarters and missions. The Secretariat further updated the peacekeeping training plan and seeks support from Member States to advance its implementation. The second section of this paper updates on training and capacity building gaps across peacekeeping (see pages 3-4).

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 and have now been deployed are at Annex A. At present, 173 units are at Level 1 and 75 units at Level 2 with seven units registered at the RDL. A total of 52 units from the PCRS have been deployed or are in the process of deploying to a mission (see pages 7).

¹ This paper has been updated since the last version was issued in June? 2018. 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.

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 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, particularly in Mali, armed actors employ asymmetric tactics against both military and civilian targets, including the UN mission. The possibility of violent extremist activity adds new threat types to the peacekeeping environment, creating challenges for prevention, detection, warning, and reaction.

UN peacekeeping operations must increasingly be dynamic. They are expected to perform multiple, simultaneous, 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 command and control, 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 outreach requires troops and police that are more proficient in the local language.

Therefore, the generation of capabilities for UN peacekeeping cannot focus solely on the type of equipment or number of personnel being sought. Rather it is increasingly focusing on all the aspects that make a capability effective, including logistics, training, equipment, technology, doctrine, leadership, discipline, interoperability, and adaptive 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 requirements and operational plans will need to be adjusted.

II. TRAINING AND CAPACITY BUILDING²

Ensuring that all units 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. Training peacekeepers just before deployment and providing equipment for their tour will not deliver self-sufficient training capacities and sustainability. Training and capacity-building activities should not be viewed as one-off activities but rather as sustainable and specialized tools

² For updated policies and training materials, T/PCCs are requested to follow the UN Resource Hub: <http://research.un.org/en/peacekeeping-community/training>.

to enhance operational effectiveness throughout the mission life cycle. Equally, T/PCCs should establish processes to capture operational lessons from deployed contingents in order to inform future pre-deployment preparations.

TCCs are required to meet the standards laid down by the DPKO-DFS Policy on “Operational Readiness Assurance and Performance Improvement” (December 2015). This policy requires all TCCs to provide a certificate (Annex E to the policy) certifying that they have completed all the required preparations for deployment in accordance with United Nations standards. Details of the documents that support pre-deployment preparations, including mission specific requirements, are detailed in paragraph 12 of the policy and can be obtained through DPKO-DFS. The requirements for pre-deployment training are amplified in the DPKO-DFS guidelines for “Operational Readiness Preparation for Troop Contributing Countries in Peacekeeping Missions” published in December 2016.

In 2017, 92% of all contingent rotations provided an Operational Readiness Certificate. In the follow-up to the Action Plan, Force Commanders were asked to identify the most significant training deficiencies of contingents. Too often, they reported basic professional training issues that should have been covered in pre-deployment training. It is essential that TCCs fully train their contingents in accordance with the guidance issued by DPKO-DFS, including the statement of unit requirements and the mission CONOPS, and certify that they have done so as part of the force generation process.

The Secretariat will continue to be proactive in identifying needs and matching them with the pledging countries, including through the Secretary-General’s establishment of a light internal coordination mechanism in December 2017 to bring together Secretariat entities involved in training, capacity-building, and force generation with potential T/PCCs who would benefit from training and capacity-building support. Training and capacity-building offers that respond to identified needs are needed in the following areas:

- Specific and targeted pledges of training support, focused on training of trainers, in critical areas such as counter-improvised explosive device (C-IED) (in T/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 priority for translation is the United Nations Staff Officer Material.
- Resources in the area of medical care, including for Field medical assistant training, Level 1 clinical staff training, Aeromedical Crew training, standards of health care quality and patient safety, blood and blood products policy and clinical guidance.
- 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 T/PCC officers to participate in UN recognized national training courses, including the funding of Member State instructors to attend ITS-led Training of Trainers (TOT) courses either in Entebbe, or elsewhere.
- Support for regional roll-outs of the Conflict Related Sexual Violence materials in Africa, Europe and the Americas (offers to host and financial contributions).

- Further contributions to the pilot 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 Specialized Training Material (\$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. In addition, funding is sought to support one National Investigation Officers' course, to be delivered by OIOS and DPKO-DFS: \$140,000 is requested.
- Provision of training courses to enhance the preparedness of Formed Police Units, including the conduct of train the trainers' courses for PCCs, pre-deployment training assistance and FPU Commanders' courses.

In addition to the provision of professional training for both military and police personnel, there are mission specific pre-deployment training requirements.

- MINUSMA: C-IED; mine awareness; UXO awareness; General and Combat First Aid; French language; working with an interpreter; working with attack and utility helicopters.
- MINUSCA: urban operations; joint military-police operations; French language; working with an interpreter; firefighting; protection of civilians.
- MONUSCO: knowledge of in-country military forces within the mission area; jungle operations; French language; working with an interpreter.
- UNAMID: knowledge of in-country military forces within the mission area; firefighting; working with an interpreter.
- UNMISS: knowledge of in-country military forces within the mission area; working with riverine units; protection of civilians.

Member States willing to provide support to these areas are encouraged to register their pledges through the new UN Peacekeeping Capability Readiness System Website <<https://pcrs.un.org>>, which includes an enhanced pledging capability for training and capacity building contributions.

III. MISSION SPECIFIC GAPS

While all missions have capabilities that can and should be strengthened, MINUSMA faces continuing gaps. 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, including as MINUSMA's Military Capability Study will be conducted this fall. Member States are recommended to contact DPKO's Force Generation Service for real-time updates or for more details.

Mission	Enablers	Aviation	Manoeuvre	Police
MINUSMA	1 x EOD Company (Timbuktu) 1 x AMET (Ménaka)	1 x Medium Armed Utility Helicopter Unit (Kidal) 1 x Medium Utility Helicopter Unit (Timbuktu)	1 x ISR or LRR Unit (Timbuktu; from Nov 2019) or a partner for the deployed TCC	1 x Francophone FPU (Bamako)

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.
- **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 better use human intelligence 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;

- Command, Control and Communications 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;
- Intelligence officers (to be deployed in U2s and JMACs);
- 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 where we operate are frequently underdeveloped with limited transportation infrastructure and scarce local resources. Improved medical care, especially night-flight capable aviation assets for CASEVAC/MEDEVAC and mobile surgical units, is an obligation when peacekeepers are asked to operate 24 hours 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. Complex environments 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 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 IEDs and indirect fire attacks are increasingly important. In Mali, we have seen violent extremist and terrorist groups adjust and enhance their use of 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 need filling to counter the increased threats in Mali and in future missions:
 - Explosive Ordnance Disposal (EOD)/IED disposal/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 Peacekeeping 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 Peacekeeping intelligence from the whole range of available sources (see Peacekeeping Intelligence section).
- **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 radar alert systems, satellite imagery, visual surveillance equipment and remote sensors have become necessities for uniformed personnel to perform their tasks effectively in peacekeeping missions.

- **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 set ourselves two objectives: i) filling 15 per cent of our staff officer and military observer positions with **women**; ii) doubling the total number of police and military female peacekeepers by 2020. DPKO's Office of Military Affairs exceeded the 15 per cent target this August with 18 per cent of military staff at Headquarters being women. We are striving to reach our 15 per cent goal for Staff Officers and Military Observers in the field by the end of this year. With a current rate of 11 per cent, this means deploying another 147 women officers by 31 December and we are working very closely with TCCs to encourage them to nominate female candidates.
- **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.
- **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 3,500 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, C-IED, logistics, defence sector reform and civil-military liaison. Work is ongoing to enhance the selection and pre-deployment training of staff officers.

CURRENTLY PLEDGED CAPABILITIES

ANNEX A

The Secretary-General has called for all peacekeeping stakeholders to renew their commitment to ensuring that missions possess the human and material resources needed to carry out their mandates. The PCRS is one of the most important avenues through which the Secretariat and Member States can work together to deliver the well-prepared personnel and key capabilities needed to implement mandates in complex environments.

The current status of pledges in the PCRS (Level 1, Level 2 and RDL) is shown in the table below.³ Level 1 indicates that a Member State has submitted 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 was assessed to be on track to meet UN requirements for a potential deployment. Level 3 indicates that in addition to Level 2 requirements a draft agreement, inclusive of a tentative cargo load list, has been provided. Discussions started in August with a first group of Member States with units already at Level 2 and interested in elevating them to Level 3.

Type of units	# of units in PCRS Level 1	# of units in PCRS Level 2	# of units in PCRS RDL	Deployed/ Deploying units
Infantry Battalions	30	7	1	9
Infantry Company	6	2		5
Special Force Units/ groups	8	3		3
Force Protection Company/QRF	7	2	3	1
Engineer Companies/ Platoons	14	9		5
EOD Companies/ Teams	5	1		-
Hospitals/ Medical Teams	12	8		4
Utility Helicopter Units	8	4	1	2
Attack Aircraft/Helicopter Units	1	2		2
Transport Aircrafts	10	6		6
Unmanned Aerial Systems	2	2		1
MP Companies/ teams	3	-	1	-
Signal Companies/platoons	4	2	1	1
Log/ Transport Companies/ Units	7	2		2
Formed Police Units	25	15		5
Police Guard Units	5	-		-
SWAT	3	-		-
Naval Units	7	-		-
Strategic Air Lift	2	1		-
Miscellaneous Capabilities	14	9		6
Total	173	75	7	52

³ 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.

The 2018 Assessment and Advisory Visit schedule continues to 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;
- Intelligence surveillance and reconnaissance (ISR) units;
- Francophone units (both military and police);
- 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. There is a need for Member States to register their pledges with sufficient details. Forty-two Member States have not fully registered their pledges, leaving the pool of fully registered troops and police at approximately 41,000. In addition, some pledges come with caveats limiting the possible location, or effectiveness of any deployment, while 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 112 units that have been assessed through AAVs since March 2016, shortfalls and gaps have been observed in different categories of equipment and training in 47 pledged units. It is therefore estimated 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>](mailto:ahsan.habib@un.org). ***