



Current and Emerging Uniformed Capability Requirements for United Nations Peacekeeping

UN Department of Peacekeeping Operations / Department of Field Support
May 2017¹

Executive Summary

The aim of the uniformed capability requirements paper is to communicate a clear understanding of UN's requirements as they relate to the current and evolving peacekeeping environment. This special edition of the paper lists the capability pledges that are sought for announcement at or ahead of the Vancouver Defence Ministerial on UN Peacekeeping to be held 14-15 November 2017.

While the global peacekeeping context has shifted, evidenced by a renewed focus on reducing cost and troop numbers, the operating environment of our missions remains the same. Despite troop reductions in some missions and the closure of others, specialised and high-performing capabilities for UN peacekeeping are still in short supply, particularly such things as enablers, rapidly deployable capabilities and women peacekeepers needed to enhance situational awareness. Likewise, training and capacity-building programs that meet UN standards are as important as ever. In addition, UN peacekeeping must be better prepared to respond to possible new crises than it has been historically.

Section I of this paper describes the background and outcomes of the Leaders' Summit process, as well as the plans for the next event in the high-level series, the Vancouver Defence Ministerial. Section II outlines the specific pledges being sought before or at the Ministerial in the areas of: military and police capabilities; rapid deployment capabilities; gender-specific capabilities; and training and capacity-building pledges.

Section III outlines current mission-specific gaps. The list of current, critical gaps is limited mostly to two missions – MINUSMA and UNMISS – and is related in part to recent changes in the mandates. MINUSMA is lacking an attack helicopter unit, a riverine police unit, and an ISR unit. Further to this, there are still equipment shortfalls for some TCCs, mainly of APCs and other protected vehicles that are required for protection from IEDs and mines. In UNMISS, the full deployment of the Regional Protection Force to Juba still requires a transport company, a special forces company, and an armed reconnaissance company.

Annex 1 highlights the persistent and critical gaps in military aviation assets and some of the adjustments that the UN Secretariat has undertaken to address the challenges identified by TCCs in utilization and reimbursement of such capabilities. A summary of the pledges registered in the Peacekeeping Capability Readiness System (PCRS) and those pledges that have been deployed from the PCRS are outlined in Annex 2. At present 135 units are at Level 1, 39 units are at Level 2, and 10 units have moved from Level 3 to the Rapid Deployment Level. These numbers do not include the 29 units that have been deployed or are currently in the process of deploying to a mission.

¹ This paper has been revised since the last version was issued in December 2016. It will be updated and issued on a quarterly basis to reflect changes in current and emerging requirements and new commitments made by Member States.

I. LEADERS' SUMMIT PROCESS and 2017 VANCOUVER DEFENCE MINISTERIAL

The Leaders' Summit 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. Since the process has started, the UN has been able to create and populate the Peacekeeping Capability Readiness System with dozens of concrete offers of uniformed capabilities, some pledged for now and some for the future. Assessment and Advisory Visits to progress pledges through the PCRS have provided an earlier opportunity to ensure that Member States pledges adequately meet operational gaps and evolving needs in UN Peacekeeping, as well as meet UN capability and readiness standards.

Hosted by the UK in September 2016, the follow-up Defence Ministerial focused particularly on highlighting the need to fill two key capability gaps – rapid deployment units and women troops/police, as well as ensuring follow-up from the 2015 Leaders' Summit pledges. At this event, the UN was able to secure a first set of rapid deployment pledges for the Vanguard Brigade. A communiqué adopted by 63 Member States endorsed new gender targets and laid the ground for T/PCCs to make concrete commitments in this area in 2017.

The 2017 Ministerial will be hosted by Canada at the Vancouver Convention Centre from 14-15 November 2017. The Ministerial will cover four themes: 1) “smart” pledges – focusing on pledges of key enabling capacities, including how to establish rotations of enablers; 2) innovative training and capacity-building; 3) protecting those at risk; and 4) early warning & rapid deployment. The issue of improving the gender balance of peacekeeping operations will be highlighted throughout the event. The 2017 Ministerial will be an important opportunity to focus on current and upcoming capability gaps that need to be filled, such as rapid deployment, helicopters and francophone units, and in meeting the targets for female peacekeepers. The participants of the 2017 Ministerial will be Defence Ministers from all Member States that have pledged and progressed capabilities through the PCRS, or that are ready to make a new pledge.

II. PLEDGES SOUGHT FOR THE 2017 VANCOUVER DEFENCE MINISTERIAL

a. Military Capabilities

Based on current needs, expected future requirements and the availability of units registered at Level 2 of the PCRS, the following units are in particular demand and should be considered for pledges:

- **Medium Utility Helicopter Units**
- **Attack Helicopter Units**
- **Special Forces Companies**
- **Quick Reaction Forces / Rapidly Deployable Battalions**
- **Explosive Ordnance Disposal (EOD) Companies**
- **Intelligence, Surveillance, and Reconnaissance Companies**
- **Unmanned Aerial Systems**
- **Female Engagement Teams**

b. Police Capabilities

The growing importance of UN police needs to be matched with appropriately resourced capabilities, ranging from: able men and women police leaders; rapidly deployable and agile Formed Police Units; highly qualified men and women individual police officers; fully operational and high calibre specialised police teams; to necessary enablers, including situational awareness, technologies and training.

The Vancouver Ministerial provides an opportunity for Member States to pledge the following key capabilities:

- **Formed Police Units** (francophone)
- **Police SWAT Teams**
- **Police Guard Units**
- **Riverine Police Unit** (MINUSMA)
- **Aviation:** 1 helicopter to assist in transportation of UN armed police personnel within mission
- **Equipment:** for donor support for contingent owned equipment for emerging FPU
- **IPO Nominations:** of experienced female and male UN police, justice and corrections (French/Arabic speaking) personnel, including for leadership positions; (i.e. leadership and management, investigation, community oriented policing, capacity building and development, project management)
- **Pre-deployment training:** for emerging FPU PCCs
- **Specialized police teams:** specialized police teams for deployment to MINUSMA, MONUSCO, and MINUSCA in areas of: human trafficking, serious and organized crime, as well as sexual and gender based violence, project management, forensics, community policing, criminal intelligence

c. Rapid Deployment Capabilities

The ability to deploy rapidly during the most critical window of opportunity in a crisis continues to be one of the most vexing operational challenges for UN peacekeeping. The PCRS is intended to help identify and prepare units to be ready for more rapid deployment in line with the Vanguard Concept.

As one incentive, the General Assembly has authorized the possible payment of a premium to TCC/PCCs for the rapid deployment of enabling military and police capabilities. More recently, the 2017 COE working group has agreed to a recommendation that would provide a 25 per cent maintenance reimbursement of major equipment to TCC/PCCs to maintain units at the PCRS Rapid Deployment Level (i.e. willing and able to be deployed in under 60 days). Guidelines are under development to inform Member States further on the RDL requirements and process.

Preparing capabilities to meet the requirements of Level 3 and pledging units to the RDL will be a key factor in improving the UN's rapid deployment capability. As a part of this capability, deploying units must be self-sufficient in life-support upon initial deployment, and self-sustaining, with capabilities to deploy and operate independently in austere and high-risk environments. Vertical engineering capabilities (military or government-provided civilian capabilities) should also be pledged to be deployed rapidly to facilitate the construction of camps and the absorption of new units in theatre.

We encourage pledges at the RDL for the 1 July 2017 – 30 June 2018 and 1 July 2018 - 30 June 2019 period. A list of capabilities that need to be committed to the Rapid Deployment Level (RDL) for these periods is below and is reflective of the Vanguard Concept

Type of Unit	Required at RDL
Infantry Battalion	3
Quick Reaction Force	1
Special Forces Coy	1
FP/FHQ Support Coy	2
Level 2 Hospital	1
Engineer Coy	1
MUH Unit	1
Attack Helicopter Unit	1
Transport Aircraft	1
Logistics Battalion	1
Signals Coy	1
FPU	2
SWAT	2
Staff Officers	30
Military Observers	125

d. Gender-specific Capabilities

Women uniformed personnel are critical in the intelligence, planning, civil-military affairs and community outreach activities conducted by a UN peacekeeping mission. Women personnel are often the most appropriate peacekeepers to interact with vulnerable members the population, who often will only speak with other women. Better engagement with local women will also increase the missions’ ability to contribute to early warning mechanisms and enhance the missions’ ability to protect civilians. Women police officers help restore trust and confidence in the police and prison services, especially from the perspective of women and children, as the institutions are reformed, restructured and rebuilt. The UN has set a target to have women comprise at least 15 per cent of all deployed staff officers and military observers by the end of 2017. For police, the goal is 20 per cent. Each Member State will need to prepare, train and nominate more women officers for this goal to be met.

The opportunities and selection of women officers remains a key challenge, and is contingent on the ability of Member States to attract, recruit and retain women in their national institutions. The Vancouver Peacekeeping Leaders’ Summit provides an opportunity for Member States to further support UN peacekeeping operations and the gender target with the following suggested pledges:

- A demonstrated commitment to meet or exceed the 15 per cent gender target through **nominations** of suitably qualified women staff officers and military observers, as well as 20 per cent police officers.
- **Funding for current training initiatives** aimed specifically at enhancing the number, qualifications and readiness of women for UN deployment.
- An increase in the number of **national Staff College placements** for women to increase the overall number of women officers able to meet the requirements of UN Secretariat Headquarters employment.

- Pledge of a **Female Engagement Team comprising 30 women in every Infantry Battalion** to support the role of women improving situational awareness and overall operational effectiveness. A suggested model would be for pledges of infantry battalions to include at least one platoon of women within each unit to enable mixed patrolling.
- Hosting and organization of a **Regional Event for women officers** who have deployed with the UN to share their experiences and better inform women personnel who are interested in deploying with the UN.

e. Capacity-building and Training Programmes

Among the capacity-building pledges made at the 2015 Leaders' Summit on Peacekeeping, nearly all were related to training, with mostly ad hoc offers to provide space in various courses or training facilities to interested Member States. Clearly defined training and capacity building offers are required – 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. Such a clearly defined offer speeds the process of matching training to needs. In general, offers to provide equipment have not often included associated training, the provision of spare parts or maintenance, and are therefore limited in their sustainability and effectiveness. Member States are also requested to prioritise the participation of women on these courses to enable better access to training and to increase the number of women trainers.

For the Vancouver Ministerial, Member States are asked to pledge new projects that adopt a more sustained relationship with one or a few TCC/PCCs, either bilaterally or through a triangular partnership with the Secretariat. One example of this is the Triangular Partnership Project (TPP) for rapid deployment of engineering capabilities with the UN to train and partly equip African TCCs to rapidly deploy engineering units to UN peacekeeping operations. Examples of other possible pledges that address specific capacity-building and training needs include:

- Further **funding for the TPP** to support training simulations, including equipment and participation of trainees in national courses.
- **Specific and targeted pledges of training support**, focused on training of trainers, in critical areas such as **Counter IED** (either in-mission or in home locations), aero-medical evacuation and UN specific skills, in particular **Staff Officer** training courses.
- **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 the roll-out of ITS new Core Pre-Deployment Training Materials** which will be released shortly. 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.
- Contributions to the **development of a UN Police Command Course** - either in terms of subject matter experts or funding for the pilot course. The pilot course is planned for Oct 2017.
- Nominations to **provide expertise to support an update of the UN Military Expert on Mission training course** which will be revised in 2017. Offers of assistance would be welcomed through the provisions of subject matter expertise to help with the review of course, and offers to host a consultation workshop for the review of the material.
- **Further contributions to the pilot Training of Trainers' (TOT) centre in Entebbe.** To

maintain the administration of the centre to continue to the end of 2018, voluntary contributions totalling \$138,000 are required. 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), the conduct of UN Staff Officer courses (\$140,000 per course), and the roll-out of the new UN Police Command Course (\$140,000). These costs are calculated on the basis of full funding for all participants - travel plus per diem.

- **Contributions for the establishment of a Medical Training Centre (MTC) in Entebbe.** The Centre would train military and civilian medical personnel traveling into neighbouring peacekeeping missions in accordance to UN standards before they take up their positions. Training would include first responder refresher course, advanced life support, pre hospital trauma life support, as well as induction for use of specific UN clinical protocols that are currently under development. Over time, the MTC could evolve into a collaborative centre for peacekeeping health, providing training, policy and exercising capability.
- **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 Formed Police Unit training material and the Conflict Related Sexual Violence training materials.

III. MISSION-SPECIFIC CRITICAL GAPS

The below list of mission-specific critical gaps remains dynamic and will change. Member States are recommended to contact Force Generation Service or Police Division/Selection and Recruitment Section, as relevant, for real-time updates or for more details. Some of the gaps listed below are part of the current force/police requirements and are actively being generated; others (in italics) are anticipated for the future.

	Situational awareness	Manoeuvre	Enablers	Aviation	Police	Corrections
UNMISS		1 x High Readiness Coy (SOF); 1 x Armed Recce Coy	1 x Transport Coy			30 prison security officers
MINUSMA	1 x ISR Unit (Kidal)			1 x AH unit	1 x Riverine Police Unit	
MINUSCA						20 prison security officers

Highlight on: Military Air Assets

Military air assets are critical enablers for UN Peacekeeping Missions, supporting missions with operational, logistical and general support tasks. They play the role of force multipliers, allowing UN missions to carry out tasks that other assets, including the equivalent civilian air assets, cannot perform.

There is currently a need for at least ten military helicopters – attack and utility – in addition to the need for standby aviation assets for future rapid deployment efforts (see page 4). The most critical gaps are in MINSUMA where upcoming gaps are expected of MUH and AH units starting in mid-2018 that would significantly reduce the Force's ability to perform mandated tasks, including CASEVAC/MEDEVAC. DPKO/DFS has introduced the concept of a rotation system for aviation assets with the aim to reduce the operational strain on a TCC providing aviation by limiting the duration of the deployment. A C-130 rotation system has been in place since early 2016 featuring five rotating TCCs and a concept for a helicopter rotation system has been developed. The UN is seeking helicopter providers to follow on Germany's contribution of MUH and AH units in mid-2018 for a period of 12-14 months.

It has been recognized that an immediate challenge to increasing the willingness and ability of Troop Contributing Countries to contribute helicopters relates to reimbursement modalities. TCC concerns regarding high up-front operational readiness costs (including maintenance reserve, equipment and mobilization costs) and uncertainty regarding the actual utilization of (and hence reimbursement for) the aircraft are being addressed. The UN Secretary General has recently launched an initiative to enhance the efficiency and cost-effectiveness of United Nations Aviation, which will help to address instances of under-utilization of military helicopters. This will be done through a thorough analysis and adjustment of compositions and utilization of fleet and staffing against benchmarks, as well as through a thorough analysis of military requirements for deployment of military utility helicopters.

New provisions in the Letter of Assist (LOA) have also been developed, including an element which provides for the commitment of the UN to make all efforts to operationally utilize the envisaged hours per Force Requirements, and to seek to utilize the aircraft to perform routine logistics missions in order to achieve a goal of at least 75% utilization. In periods of increased operational activity, TCCs will be fully reimbursed for all flight hours in excess of the specified Force Requirements. In addition, a new modality for reimbursement for Attack Helicopter Units has been introduced, consisting on a fixed rental monthly rate to be reimbursed for the services of Military Attack Helicopter under LOA.

CURRENTLY PLEDGED CAPABILITIES

The current status of pledges in the PCRS (Level 1 and Level 2) is in the table below. 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 have begun with the first Member States to have reached Level 2 of the PCRS. Of the pledges, 93 units from 33 countries have received AAVs, and 29 units/sub-units of more than 3,000 troops have already been deployed or are in the process of deploying to missions.

Type of units	# of units in PCRS Level 1	# of units in PCRS Level 2	Deployed/ Deploying units
Infantry Battalions	19	5	3
Infantry Companies	9	-	2
Special Force Units/ groups	7	1	2
Force Protection/ Units	2	3	-
Engineer Companies/ Platoons	10	6	3
EOD Companies/ Teams	1	1	-
Hospitals/ Medical Teams	6	4	3
Utility Helicopter Units	5	3	2
Attack Helicopter Units	3	2	1
Transport Aircrafts	8	1	4
Unmanned Aerial Systems	1	1	2
MP Companies/ teams	4	1	-
Signal Companies	2	2	-
Log/ Transport Companies/ Units	3	3	1
Formed Police Units	16	0	3
Police Guard Units	2	-	1
SWAT	2	-	1
Miscellaneous Capabilities	28	5	1
Naval Units	5	0	-
Strategic Air Lift	2	1	-
Total	135	39	29

While there are a large number of credible pledges already received to improve the uniformed capabilities of UN peacekeeping operations, there are, however, challenges in operationalizing all the pledges and reaping the benefits of an adequately prepared, equipped and committed reserve force. There is a need for more Member States to register their pledges with sufficient details in the PCRS and to receive AAVs. Fifteen Member States have yet to fully register their pledges. Some pledges come with caveats limiting the possible location or effectiveness of a deployment, and some niche units pledged are not the types of capabilities currently required. A number of pledged units are also still in the process of being created and will not be deployable until 2018 or later. Finally, of the 93 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 units.