



Current and Emerging Uniformed Capability Requirements for United Nations Peacekeeping

UN Department of Peacekeeping Operations / Department of Field Support August 2017 ¹

Executive Summary

The aim of the uniformed capability requirements paper is to communicate a clear understanding of the UN's requirements on a quarterly basis as they relate to the current and evolving peacekeeping environment. Similar to the paper issued in May, this quarterly update provides **specific proposals for Member State to make pledges in the lead up to and during the Vancouver Defence Ministerial to be held 14-15 November 2017.**

This paper relays updated current capability gaps for UN peacekeeping missions and identifies additional specific areas in which Member State support could be provided in the lead up to the Vancouver Ministerial. Preparatory meetings will be held on Training and Capacity Building in Tokyo, Japan from 23-25 August; on Protecting Those at Risk and Early Warning and Rapid Deployment in Kigali, Rwanda from 29-30 August; and on Smart Pledges in Dhaka, Bangladesh from 1-2 October. The preparatory meetings provide an important opportunity for Member States to identify or develop deliverables, using the Uniformed Capability Requirements paper as a basis for new pledges.

While the global peacekeeping context has shifted, evidenced by a renewed focus on reducing cost and mission reviews, the operating environment for UN peacekeeping missions remains just as challenging. 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, well-targeted and sustained 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; civil defence capabilities; and training and capacity-building pledges, including more information about medical capabilities training needs. Section III outlines current mission-specific gaps. The list of current, critical gaps is limited to three missions – MINUSMA, UNMISS and MINUJUSTH. MINUSMA is lacking an attack helicopter unit, and an ISR unit. In UNMISS, the full deployment of the Regional Protection Force to Juba continues to require a transport company, a special forces company, and an armed reconnaissance company. A new requirement for PCC-provided aviation assets has arisen in Haiti from the expected transition from MINUSTAH to a smaller police and rule of law mission, MINUJUSTH, on 15 October 2017, and the departure of MINUSTAH's military component. Medium utility helicopters will be required to provide operational and logistic aviation to MINUJUSTH in assisting the local police force throughout Haiti. Further details of these initiatives can be obtained from the Strategic Force Generation and Capability Planning Cell.

¹ This paper has been revised since the last version was issued in May 2017. 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.

The Annex summarizes the pledges by Member States 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 deployed. Units are now being sought for the Rapid Deployment Level for the 2017-18 and 2018-19 periods.

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 follow-up Ministerial hosted by France in October 2016 highlighted the need for more francophone capabilities.

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

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**

Police Capabilities

The growing importance of UN police needs to be matched with appropriate adequately 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:** 3 medium utility helicopter to assist in transportation of UN armed police personnel within mission
- **Equipment:** for donor support for contingent owned equipment for emerging FPUs
- **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

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	1
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	1
Staff Officers	30
Military Police Company	1
Individual Police Officers	20
Military Observers	125

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 Ministerial 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.

Civil Defence Capabilities

To further enhance the UN's ability to rapidly establish or augment peace operations, Member States are encouraged to register in the PCRS relevant government-provided civilian enablers (sometimes referred to as the capabilities of their Civil Defence Agencies or Civil Protection Agencies). Such Agencies are often able to deploy within 72 hours to provide short-term enabling capacities. As governmental agencies, Civil Defence Agencies can work side-by-side with uniformed services during a crisis response, often operating in environments similar to those in which UN peace operations are deployed.

In crisis and complex emergencies, OCHA and UN agencies engage with Civil Protection Agencies; however, they are an under-explored resource for peace operations, despite being addressed in GA A/45/502 (1990). Civil Defence Agencies can quickly – and temporarily – fill critical and immediate short term support gaps when other options are not available. This can provide missions with immediate support while traditional enabling assets are being sourced or generated.

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.
- **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.

Capacity Building and Training Programmes – Focus on Medical Capabilities

The average number of visits to UN medical facilities exceeds 100,000 per year. UN peacekeeping operations currently have 255 T/PCC Level 1 clinics, 24 TCC Level II hospitals, and 2 TCC Level III hospitals, in addition to the commercially contracted and UN owned medical facilities. There are a number of areas in which Member States are requested to pledge training and capacity building resources in the area of medical care, including:

- Support for buddy first aid in accordance with UN curriculum and standards, through support for ToT course or through direct T/PCC training.
- Support through the provision of personnel or funding to assist in the development and rollout of combat medic training, including a ToT programme.
- Assistance through personnel or funding (1 x FTE x 12 months at the P4 level) to support a project on the minimum training requirements of Level I personnel, including standards of health care quality and patient safety for Level I clinics.
- Support for implementation of healthcare quality and patient safety standards with for Level II & III medical hospitals.
- Seconded personnel or a financial contribution for the establish of 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. The envisaged staffing model would comprise of seconded personnel from Member States through military medical education components.

II. Mission-Specific 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 potentially anticipated for the future.

	Situational awareness	Manoeuvre	Enablers	Aviation
UNMISS		1 x High Readiness Coy (SOF); 1 x Armed Recce Coy	1 x Transport Coy	
MINUSMA	1 x ISR Unit (Kidal)		EOD Company	2 MUH; 1 x AH unit
MINUSTAH/ MINUJUSTH				3 x <i>MUH</i>

ANNEX

CURRENTLY PLEDGED CAPABILITIES

The current status of pledges in the PCRS (Level 1 and Level 2) is shown 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.

Type of units	# of units in PCRS Level 1	# of units in PCRS Level 2	Deployed/ Deploying units
Infantry Battalions	14	5	2
Infantry Companies	7	-	2
Special Force Units/ groups	6	1	2
Force Protection	2	3	0
Engineer Companies/ Platoons	10	6	2
EOD Companies/ Teams	1	1	-
Hospitals/ Medical Teams	5	5	3
Utility Helicopter Units	5	3	2
Attack Helicopter Units	3	1	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	13	5	4
Police Guard Units	2	-	1
SWAT	2	-	1
Miscellaneous Capabilities	28	5	1
Naval Units	5	0	-
Strategic Air Lift	2	1	-

Total	123	44	28
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While there is a large number of credible pledges, with 81 Member States having registered in the PCRS to date, there are challenges in operationalizing all pledges. There is still a need for a number of Member States to register their pledges with sufficient details in the PCRS and to receive AAVs; nineteen 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.