



# General Assembly

Distr.: General  
9 December 2014

Original: English

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## Sixty-ninth session

Agenda item 52

**Comprehensive review of the whole question of peacekeeping  
operations in all their aspects**

## **Implementation of the recommendations of the Special Committee on Peacekeeping Operations**

### **Report of the Secretary-General**

#### *Summary*

The present report, prepared pursuant to General Assembly resolution 68/277, highlights key developments in United Nations peacekeeping since the issuance of the previous report ([A/68/652](#)) and identifies issues for consideration by the Special Committee on Peacekeeping Operations. The report includes a detailed analysis of safety and security in peacekeeping missions, prepared in response to paragraph 36 of the report of the Special Committee ([A/68/19](#)). The annex to the present report, prepared in response to paragraph 46 of the report of the Special Committee, provides technical details on the use of unarmed, unmanned aircraft systems in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo.



## **I. Strategic context**

1. Today's conflicts are often deeply rooted and complex. They are increasingly regionalized or internationalized and are more prolonged and deadly. They are exacerbated by a complex combination of factors, including weak States, ethnic strife, transnational criminal and extremist threats, and serious humanitarian and public health crises.

2. Such complexities of today's conflicts directly affect the environments in which United Nations peacekeeping operates. Over the past year, United Nations peacekeeping continued to operate in highly fragile political and security environments. Those environments were characterized by new and increasing challenges, including intensified asymmetric attacks against peacekeepers in Mali, rapidly deteriorating security conditions in the Golan Heights, and the Ebola outbreak in West Africa. There are over 120,000 military, police and civilian personnel serving in 16 missions around the world, with more than two thirds of all civilian, police and military personnel in missions operating in contexts with significant levels of ongoing violence. More than ever, missions are mandated to advance national reconciliation and dialogue in the absence of a peace agreement or even clear identification of the parties to the conflict.

3. United Nations peacekeeping has been placing additional focus on its political efforts to assist parties in establishing a basic road map for peace, which, in turn, requires strong support for the good offices role of missions. At the same time, where political openings present themselves, United Nations peacekeeping is providing expertise in strengthening the rule of law, disarmament, demobilization and reintegration, security sector reform, democratic processes, mine action and core government functions to begin to progressively consolidate peace in the country.

## **II. Secretary-General's review of peace operations**

4. United Nations peace operations must keep pace with the changing peace and security context, which has become more complex, and as the Organization is being asked to take on increasingly demanding tasks in more hazardous environments. The Secretary-General therefore announced on 31 October 2014 the appointment of a High-level Independent Panel on Peace Operations to conduct a strategic review of United Nations peace operations to ensure that such operations remain an indispensable and effective mechanism for promoting international peace and security. The Panel will look not only at peacekeeping operations, which is the focus of the Special Committee on Peacekeeping Operations, but also at special political missions, which are distinct and complementary tools.

5. The Panel will make a comprehensive assessment of the current state of United Nations peace operations and the emerging needs of the future. It will consider a broad range of issues facing peace operations, including: the changing nature of conflict; evolving mandates; good offices and peacebuilding challenges; managerial and administrative arrangements; planning; partnerships; human rights and protection of civilians; uniformed capabilities for peacekeeping operations; and performance.

6. It will be important for the Panel to work closely with Member States and, on matters related to peacekeeping, with the Special Committee on Peacekeeping Operations. The Panel will work to achieve synergies with the review of the United Nations peacebuilding architecture and the high-level review of the implementation of Security Council resolution 1325 (2000), on women, peace and security. The Secretary-General has asked the Panel to submit its recommendations to him by mid-2015. He will then prepare a report for consideration by the General Assembly at its seventieth session and by the Security Council.

### **III. Key operational developments in 2014**

7. Deployment of a new mission in the Central African Republic, strengthening of the mission in Mali and reconfiguration of existing missions continued to make United Nations peacekeeping indispensable to the maintenance of international peace and security.

8. By its resolution 2149 (2014), the Security Council established the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). During the start-up of the Mission, the Department of Peacekeeping Operations and the Department of Field Support worked closely with the African Union to transfer authority from the African Union to the United Nations by re-hatting to MINUSCA troops of the African-led International Support Mission in the Central African Republic (MISCA), while ensuring a seamless transition from the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA) to MINUSCA.

9. Since the transfer of authority on 15 September 2014, MINUSCA has focused on supporting the Transitional Government in the political process, protecting civilians and implementing urgent temporary measures. More specifically, MINUSCA is working with the Transitional Government in an effort to implement the agreement on the cessation of hostilities signed in Brazzaville on 23 July 2014 and to launch a national dialogue and reconciliation process that should lead to the holding of free and fair elections by August 2015.

10. In 2014, the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) focused on the implementation of the Ouagadougou Agreement and the ceasefire agreement signed on 23 May 2014 by facilitating security arrangements in the north and supporting political negotiations, as well as on continuing its full deployment in Mali. Nevertheless, the stagnation of the political process, the withdrawal of Malian forces and administration from many parts of the north after May 2014, the transition of the French-led Operation Serval to a regionally based operation with headquarters in Chad and the deteriorating security situation in the region and in Mali resulted in the Mission becoming the most visible force on the ground and the primary target of asymmetric attacks by extremist groups. A strategic review concluded in May 2014 helped to inform the Mission's new mandate under Security Council resolution 2164 (2014). In addition to its role in stabilizing key population centres, protecting civilians, supporting a sustainable disarmament, demobilization and reintegration process, and the implementation of ceasefire and confidence-building measures, as well as national political dialogue and reconciliation, MINUSMA was tasked to support the re-establishment of state authority, especially in the north of Mali. In pursuit of

these objectives, the Mission aims to expand its presence in the north, including beyond key population centres and through long-range patrols. In the austere desert environment of northern Mali, MINUSMA and other United Nations and associated personnel, without comprehensive asymmetric training and equipment for the troop and police contingents, continued to face challenges to their deployment and movement. The Secretary-General has called upon the Malian authorities and the French forces, as well as other regional actors, to take the necessary measures to carry out their own responsibilities.

11. Security Council resolution 2147 (2014) maintained the strengthened political and military mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), pursuant to Council resolution 2098 (2013), with greater focus on the presence of MONUSCO in the eastern part of the country. The Mission continued to provide its good offices and support to the Government in the implementation of its national commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region and to maintain a proactive military posture to neutralize armed groups. Concomitantly, from the orderly repatriation of ex-combatants of the Mouvement du 23 mars (M23) from Rwanda and Uganda to the Democratic Republic of the Congo and regional initiatives to conclusively disarm the Forces démocratiques de libération du Rwanda (FDLR), the Government of the Democratic Republic of the Congo has been implementing its third national disarmament, demobilization and reintegration plan with support from MONUSCO. The Mission also continued to assist the Government in restoring state authority in the Kivus, including through the establishment of a number of islands of stability in areas freed of armed groups. A strategic review of MONUSCO and the wider United Nations presence in the Democratic Republic of the Congo will be completed with a view to providing to the Security Council by 30 December 2014 recommendations on the future objectives, activities and exit strategy of MONUSCO and its effective deployment of resources.

12. The crisis in South Sudan, which began in December 2013, has obliged the United Nations Mission in South Sudan (UNMISS) to shift its focus from peacebuilding support to the following four priority areas, as mandated by Security Council resolution 2155 (2014): protection of civilians; human rights investigation and reporting; the creation of conditions conducive for the delivery of humanitarian assistance; and support to the peace process led by the Intergovernmental Authority on Development (IGAD), including the Joint Border Verification and Monitoring Mechanism for the implementation of the agreement on the cessation of hostilities signed on 23 January 2014. Since November 2014, the Mission has continued to host at its sites more than 100,000 people who have fled violence. The crisis has put the country on the brink of famine and economic collapse, dismantled the security apparatus and torn communities apart. The ongoing conflict has exacerbated the deteriorating humanitarian situation, with approximately 1.9 million displaced persons. An estimated 2.5 million persons are expected to be severely food-insecure between January and March 2015. Although small-scale skirmishes between the parties to the conflict have continued, IGAD peace talks have yielded limited progress since November 2014. Meanwhile, with the arrival of 3,500 of the 5,500 additional authorized military and police personnel, the Mission has worked to establish forward operating bases and proactive patrolling in order to provide protection to vulnerable civilians beyond the premises of UNMISS. Movement

restrictions due to seasonal access challenges and ongoing fighting, however, continue to constrain deployments and the movement of UNMISS and United Nations personnel in general.

13. In March 2014, on the recommendation of the Secretary-General, the Security Council called for a strategic review of the mandate of the United Nations Interim Security Force for Abyei (UNISFA). This review was conducted in the light of the lack of progress on the implementation of the 20 June 2011 Agreement on Abyei and relevant agreements between the Sudan and South Sudan on border security, which UNISFA is mandated to support. The review recommended that the mandate support the resumption of community dialogue and administration by the communities under the supervision of the Abyei Joint Oversight Committee in order to create conditions favourable to the resolution of the final status. The Security Council endorsed that recommendation. This option would allow the United Nations to continue meeting its strategic objective, which is to help consolidate peace and security in Abyei and achieve an exit strategy for the Mission. Representatives of the Department of Peacekeeping Operations and the United Nations Development Programme (UNDP) undertook a strategic review follow-up mission to Abyei in September 2014 to identify a number of initiatives intended to safeguard and consolidate the fragile gains made thus far. Furthermore, the African Union Commission, the Government of Ethiopia, UNISFA and the Department of Peacekeeping Operations engaged the Governments of the Sudan and South Sudan to solicit their support for these recommendations. While the Governments of the Sudan and South Sudan expressed their preliminary support for the recommendations, the Secretariat and its partners will further engage the parties to resume their cooperation over the management of Abyei.

14. The performance of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) in 2014 has been dependent upon progress made in implementing three revised strategic priorities and in meeting the three key challenges elaborated in the special report of the Secretary-General ([S/2014/138](#)). The number of internally displaced persons grew to over 450,000 as a result of operations against the rebel groups in the first part of the year. Intensification of intercommunal conflict in East and Central Darfur was the main reason for the killing of civilians. The Mission made tangible progress in improving its robust posture, including by addressing deficiencies in contingent-owned equipment of both troop- and police-contributing countries. This allowed the Mission to be more proactive in providing physical protection for internally displaced persons and vulnerable populations and in helping to enable humanitarian assistance efforts by the United Nations country team. Ongoing efforts to organize a national dialogue in the Sudan have injected some hope in the political process, and UNAMID continues to work in coordination with the African Union High-level Implementation Panel to facilitate direct negotiations between the Government and the armed groups in Darfur to reach a ceasefire and lead to an inclusive national dialogue. UNAMID has stepped up its facilitation of local-level mediation efforts between communities in Darfur. However, since the root causes of the conflict, which lie in the fight over access to, control over or management of scarce resources, remain unaddressed, durable peace between the warring communities has remained elusive. The assessment of the implementation of recommendations of the strategic review, to be conducted in February 2015 pursuant to Security Council resolution 2173 (2014),

will provide further information on scenarios for the Mission's future mandate, configuration and priorities.

15. The United Nations Mission in Liberia (UNMIL) has supported the Government of Liberia and its partners in managing the unprecedented situation resulting from the Ebola outbreak. The Mission has refocused its efforts on those mandated responsibilities that could be implemented in the context of the Ebola outbreak, including the provision of assistance and advice to the Liberian security agencies in maintaining security. Meanwhile, UNMIL provided significant assistance to the United Nations Mission for Ebola Emergency Response (UNMEER) when that Mission was established in September 2014. UNMIL also continued to help address the root causes of the past conflict in Liberia. Given the additional strain that the health crisis has put on the national authorities, it will be necessary to keep the situation under regular review, including with respect to the drawdown of the UNMIL military and police components.

16. The United Nations Operation in Côte d'Ivoire (UNOCI), actively using the good offices mandate of the Special Representative of the Secretary-General, continued to support political dialogue, reconciliation and the protection of civilians. It also helped the Government in stabilizing the security situation and accelerating the pace of security sector reform and disarmament, demobilization and reintegration. While the Mission will proceed with the reconfiguration of its military component and gradually hand over security responsibilities to the Government, it will also work to improve the political and security environment, particularly as the country heads towards presidential elections in 2015. In its resolution 2162 (2014), the Security Council authorized, for an initial period of one year, the establishment of a quick reaction force within the current military strength of UNOCI to implement its mandate. In the context of inter-mission cooperation with UNMIL, this force may also be temporarily used in Liberia to support UNMIL, when required. The quick reaction force, which is primarily a UNOCI asset, will become operational by May 2015. However, it would not be deployed in Liberia to respond to security incidents for the duration of the Ebola crisis in that country, as there is a temporary freeze on all inter-mission cooperation involving UNMIL.

17. In Haiti, despite an encouraging dialogue, the political scene was characterized by protracted negotiations on the establishment of an electoral council and the legal framework for elections, both of which are required to organize the long overdue local and legislative polls. In this context, the United Nations Stabilization Mission in Haiti (MINUSTAH) continued to work closely with the Government in maintaining relative tranquillity and stability and to focus on the core areas of its mandate, including the strengthening of the Haitian National Police and the reform of the Haitian corrections and justice sectors, while advancing the planned consolidation and reduction of its uniformed personnel.

18. The situation in the Golan Heights rapidly deteriorated during the middle of 2014, forcing the United Nations Disengagement Observer Force (UNDOF) to temporarily relocate from Camp Faouar and most positions in the area of separation to the Alpha side, as a precautionary measure. While UNDOF has held its positions at Mount Hermon and continued to use its best efforts to ensure the parties' adherence to the 1974 Agreement on Disengagement between Israeli and Syrian Forces, current circumstances significantly limit the capacity of UNDOF and Observer Group Golan to observe, monitor, report and investigate incidents and

violations in the area of separation and areas of limitation. At the same time, UNDOF maintained and built the confidence and commitment of troop-contributing countries through the implementation of mitigation measures. Owing to the enhanced force protection measures, a number of the troop contributors of the United Nations Truce Supervision Organization lifted all operational restrictions on their personnel serving as Observer Group Golan on the Bravo side.

19. During periods of heightened tension, the United Nations Interim Force in Lebanon (UNIFIL) increased its operational tempo to maintain a credible force for monitoring the cessation of hostilities and enhanced its liaison and coordination with the Israel Defense Forces and the Lebanese Armed Forces in order to de-escalate tensions. The Mission also continued to work through the Strategic Dialogue process to increase the capacity of the Lebanese Armed Forces on land and at sea, in line with the aims of the International Support Group for Lebanon. UNIFIL worked closely with the Office of the United Nations Special Coordinator for Lebanon in an effort to further a common United Nations approach to the implementation of Security Council resolution 1701 (2006).

20. In a context of increasing tensions arising from ongoing challenges in the peace process, the United Nations Peacekeeping Force in Cyprus (UNFICYP) continued to play a key role in keeping open channels of communication and preventing violations of the military status quo. At the same time, incidents and unauthorized civilian activity continued to pose challenges to the authority of UNFICYP in the buffer zone. UNFICYP also sought to address issues affecting both communities, including issues related to the buffer zone in the old town area of Nicosia. In order to support the resumed talks between the two communities, UNFICYP continued to provide essential support to the Special Adviser.

21. The United Nations Interim Administration Mission in Kosovo (UNMIK) continued to implement its mandate in Kosovo in accordance with Security Council resolution 1244 (1999). Following municipal elections in Kosovo<sup>1</sup> in November 2013, new municipal authorities in the Serb-majority municipalities in northern Kosovo were established in early 2014, a major step in the implementation of the agreement of 19 April 2013 facilitated by the European Union. On 8 June 2014, Kosovo held legislative elections. The elections were followed by a protracted stalemate over the formation of the new Assembly of Kosovo and a prolonged pause in the dialogue with Belgrade. UNMIK continued to support the engagement between Belgrade and Pristina, facilitated contacts to prevent tensions and implemented confidence-building projects targeting ethnically mixed communities. The presence of UNMIK in northern Kosovo has been crucial to bringing together key local and international players to maintain stability, enable progress to be made in the implementation of the agreement of 19 April 2013 and improve inter-communal relations.

22. Finally, in Somalia, a renewed military offensive by the African Union Mission in Somalia (AMISOM) and the Somali National Army resulted in displacing Al-Shabaab from a considerable number of key towns in south central Somalia. Nevertheless, acts of terrorism perpetrated by Al-Shabaab continue to spill over into the region. Together with the logistical support provided by the United Nations Support Office for the African Union Mission in Somalia, the United

<sup>1</sup> References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

Nations support in revising the AMISOM concept of operations was instrumental in advancing the implementation of the African Union military strategy. In addition, a United Nations guard unit composed of 410 troops was deployed in May 2014 to protect United Nations staff and facilities in Mogadishu.

#### **IV. Safety and security**

23. In paragraph 36 of its report (A/68/19), the Special Committee on Peacekeeping Operations acknowledged the most recent efforts of the Secretariat to improve safety and security in peacekeeping missions and, in that respect, requested the Secretary-General to include, in his annual report on the implementation of the recommendations of the Special Committee, a report on serious incidents of targeted attacks against the United Nations in peacekeeping operations, including an assessment of identifiable trends in such serious incidents, as well as specific measures taken by the Secretariat and each mission to prevent the recurrence of, and to address and mitigate, those threats.

24. In 2014, the United Nations faced increasing risks to its military, police and civilian personnel. Peacekeeping missions must operate across very large distances and in increasingly hostile environments. Peacekeeping personnel today are deployed in the midst of ongoing conflict, where peace agreements are fragile or where there is no real road map for peace. These conflicts are also increasingly intensive, involving a combination of armed groups and transnational criminal networks, such as extremist groups in Mali. The safety and security of United Nations personnel are further complicated by other crises, such as the health crisis surrounding the outbreak of the Ebola virus.

25. While the safety and security of United Nations personnel remain foremost the responsibility of host Governments, instability and fragile government structures in many areas undermine this role. The task of ensuring the security of peacekeeping personnel is falling increasingly on the United Nations itself, augmented in a few cases by other forms of international assistance.

26. The nature of threats is also evolving, with peacekeepers increasingly coming under direct attacks from improvised explosive devices, rockets and grenades. In the past year, car-jacking in Darfur has increased; abductions in the Golan Heights have continued at the level of 2013; and a recent ambush in the capital city of the Central African Republic led to the death of a peacekeeper, the first such death in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). In the first two weeks of October 2014 alone, a total of 14 peacekeeping personnel died in hostile attacks.

27. The pattern of violence in the areas covered by United Nations peacekeeping missions is also changing. During the period from December 2011 to August 2014, the areas where peacekeepers operate under conditions assessed as ranging from substantially dangerous to extremely dangerous (ranging from United Nations security threat level 4 to level 6) increased from 25 to 42 per cent of the total operating area. This clearly indicates an increase in the overall volatility of the operating environment for peacekeeping. This increasing trend affects not only military and police personnel, but also the civilian staff supporting peacekeeping and conducting programmes in pursuance of their missions' mandates.



28. In terms of the number of hostile acts perpetrated against peacekeepers, significant trends have been observed over the past 24 months. For example, there were 22 targeted hostile acts (i.e. acts where the United Nations was deliberately targeted) against peacekeeping military contingents in the period between November 2012 and October 2013 and 41 targeted hostile acts in the period between November 2013 and October 2014, an increase of approximately 100 per cent. The shift in the types of attacks between those two periods is also significant. The number of direct attacks over the past 12 months (i.e. defined as attacks where direct fire weapons are used in open clashes against peacekeepers) rose from 7 to 16, an increase of more than twofold, and the number of attacks involving the use of improvised explosive devices climbed from 1 to 16. Landmine attacks appeared as a new phenomenon. At the same time, abductions, hostile crowd action and mortar attacks remained relatively constant, at about two events each; however, the scale of abductions increased substantially, as 45 peacekeepers were abducted in the most recent incident involving UNDOF. An additional 72 UNDOF peacekeepers were confined to their positions under threat of harm by armed groups. The only decrease seen in the more recent period was in the number of ambushes, which dropped from 8 to 2; however, that decrease was offset by direct attacks, as perpetrators became more emboldened. All attacks against peacekeeping personnel are considered serious, but the trend of escalating levels of violence is significant and a matter of grave concern.

29. The number and types of attacks must be seen in the context of the fact that MINUSMA was re-hatted as a peacekeeping force on 1 July 2013, and MINUSCA was re-hatted as a peacekeeping force on 15 September 2014. Targeted acts against MINUSMA began slowly — the first incident took place on 23 October 2013 — but the number of incidents escalated rapidly to 21 in the following 12 months. The first attack against MINUSCA was on 5 October 2014; there were a total of three targeted attacks by the end of that month. Between November 2013 and October 2014, two targeted attacks occurred in UNDOF, six in UNAMID, four in MONUSCO, two in MINUSTAH and one in UNMISS. While the number of targeted attacks in those missions rose or fell marginally over the past 24 months, the broadening geographical spread of volatility and the increasing frequency of the attacks are of great concern.

30. The increase in the number and type of attacks has come at a high price. Over the past 12 months, 34 military peacekeepers have perished as a result of hostile acts and a further 51 were wounded, as opposed to 25 fatalities and 66 wounded in the preceding 12 months. The decrease in the number of wounded personnel at the same time as the increase in the number of deaths could be attributed to the increased lethality of the weapons, the types of attack and perhaps the training of perpetrators. Over the same period, the number of deaths of other categories of personnel due to hostile acts remained the same: a total of seven military observers, police, civilians, locally recruited staff and contractors (most of whom were under the United Nations security management system) died in each of the 12-month periods under review.

31. Hostile acts are unfortunately not the only reason for casualties among peacekeeping personnel. The most casualties sustained by peacekeepers continue to be accounted for by non-hostile acts and medical conditions. Accidents, medical conditions and other reasons (including events for which the cause is not yet determined or self-inflicted injuries) accounted for 89 deaths in the period between

November 2012 and October 2013. The number for the period between November 2013 and October 2014 was 78. This implies that during the period November 2012-October 2013, the ratio of deaths from non-hostile acts to deaths from hostile acts was about 4:1. For the period November 2013-October 2014, the ratio was 3:1. Hostile acts are increasingly resulting in death as opposed to non-violent events. This indicates yet again a rising trend in volatility and risk to personnel in the field.

32. The total number of casualties of all types (dead, wounded and succumbed from medical conditions, for all categories of personnel (military, police and civilian) and for all reasons (hostile and non-hostile) was 488, including 121 fatalities, in the period November 2012-October 2013, and 438, including 119 fatalities, in the period November 2013-October 2014. While the total number of fatalities has remained relatively constant, the causes have differed. Of the 121 fatalities between November 2012 and October 2013, 32 were attributable to hostile acts, 20 to accidents and 69 to medical and other conditions. Of the 119 fatalities between November 2013 and October 2014, 41 were attributable to hostile acts, 31 to accidents and 47 to medical and other conditions. In all cases, military contingents suffered the highest number of fatalities, but they also accounted for the bulk of all personnel in the field, and in the environment of hostile acts, and were the most exposed. One positive statistic is the decrease in the number of fatalities attributable to medical and other conditions in the period November 2013-October 2014.

33. It is important to understand how the safety and security environment has changed over the past 24 months and how prevention and mitigation are being addressed. Short case studies on the situation in UNDOF, UNAMID and MINUSMA are presented below as indicative examples.

34. Clashes between the Syrian armed forces and armed members of the opposition intensified in the UNDOF area of operation in the spring of 2013, exposing United Nations personnel to multiple risks. Incidents of collateral damage to United Nations positions increased throughout 2013. In addition to the abduction and detention of peacekeepers, the threat to UNDOF personnel was heightened further by improvised explosive devices placed along roads and in proximity to United Nations positions in the area of separation. In this connection, UNDOF adjusted its posture and operations, concentrating on static activities in an effort to reduce the exposure of personnel to danger, while focusing on enhanced situational analysis and reporting. Extensive efforts were made to enhance the self-defence capabilities of UNDOF, including by maximizing its troop strength to about 1,250 personnel and improving the force equipment. UNDOF implemented additional mitigation measures, including the establishment of a force reserve company; the relocation of international civilian staff from Damascus to Camp Faouar; the deployment of armoured vehicles and the capability for countering improvised explosive devices; the hardening of positions; and the provision of personal protection equipment and training. UNDOF established a mission information cell to enhance its capacity to gather and analyse information. A Force Protection Officer and additional security personnel joined UNDOF in early 2013, strengthening critical security functions. With the rapid deterioration of the security situation on the Bravo side between late August and 12 September 2014, UNDOF, as a precautionary measure, temporarily relocated its personnel and equipment from Camp Faouar and a number of United Nations positions in the area of separation to the Alpha side.

35. For the past two years, peacekeepers in UNAMID have been ambushed and fired upon while on patrol or while guarding facilities. The primary perpetrators were militias and armed movements seeking weapons and ammunition. In 2013 alone, 10 hostile attacks resulted in the deaths of 16 peacekeepers and 29 peacekeepers suffered serious injuries. In most of the incidents, significant losses of vehicles, weapons and ammunition were experienced. Recognizing that, even after UNAMID had been present for six years the security situation in Darfur had remained challenging, the Security Council requested a detailed and forward-looking review of the progress made by UNAMID towards achieving its mandate. The review recognized that the effectiveness of UNAMID forces was seriously constrained by access restrictions, mobility constraints and shortfalls in the operational capabilities of several troop and police contingents. Through engagement with troop- and police-contributing countries, UNAMID is focusing on streamlining and right-sizing contingents and improving contingent-owned equipment capabilities.

36. The threat to MINUSMA has increased significantly over the past 12 months, owing primarily to slow progress being made in the political process, the withdrawal of Malian security forces from most of the Mission's area of operations in the northern regions following the crisis in Kidal in May 2014, and the transition of the French-led Operation Serval to a regionally based operation. The main threat to the Mission consists of asymmetric attacks by extremist armed groups operating in the northern regions, primarily in Kidal, Timbuktu and Gao. The security situation in the Gao and Timbuktu regions has also been affected by the presence of a large number of rival armed groups, leading to recurring armed clashes and intercommunal violence. In the Kidal region, the Mission has become the primary target, as it is the most visible force on the ground. With the exception of an ambush on the Niger contingent in October 2014, extremist groups have mainly avoided direct confrontation with MINUSMA, resorting mostly to indirect fire (i.e. rockets and mortars) targeting United Nations premises and using improvised explosive devices and landmines on roads used by the United Nations. These trends have resulted in 27 peacekeepers being killed since the beginning of 2014. To counter these threats, the findings of a comprehensive explosive threat assessment in April 2014 were incorporated into the designs of MINUSMA bases and camps. An ongoing construction programme will improve many semi-permanent structures, while the force will continue to provide deterrence through the conduct of patrols and dynamic operations. As part of the MINUSMA response to this challenge, a support package for countering improvised explosive devices is being implemented by the United Nations Mine Action Service (UNMAS); the package includes awareness and first aid training focusing on improvised explosive devices, together with the procurement of equipment. UNMAS has provided support to two military explosive ordnance disposal companies, which have received training and 20 additional mine-protected vehicles to date. Vehicles equipped with electronic countermeasures to support convoy operations are being supplied, and efforts are under way to fill gaps in contingent-owned equipment. The MINUSMA medical capacity has been augmented with the establishment of two level II hospitals in Gao and Timbuktu. The introduction of three Chinook utility helicopters in Gao and a total of seven civilian multi-utility helicopters has also improved the Mission's medical evacuation capacity, which has been further strengthened by a contracted aeromedical evacuation team in Bamako. Existing tactical unarmed, unmanned aircraft systems (UAS) will be augmented by additional tactical and long-range

systems to improve situational awareness. In addition, the all sources information fusion unit, now operational, will improve the ability of the Mission to gather and analyse information relating to threats to peacekeepers and the local population. Finally, efforts are also under way to identify alternative supply routes to minimize logistical movements along the most dangerous axes.

37. In terms of legal follow-up and prosecution of perpetrators, the United Nations relies on Member States to fulfil their obligations under the relevant international legal instruments to exercise their jurisdiction to investigate the crimes and prosecute the perpetrators of attacks against United Nations peacekeepers, in accordance with their national laws. These obligations are also enshrined in the mission-specific status-of-forces agreements, though the Secretariat is aware that criminal investigations are not always successful in identifying the alleged perpetrators of such attacks. In the case of incidents involving crime committed against United Nations peacekeepers resulting in loss of life, the Organization has convened boards of inquiry and has actively engaged and requested the host Governments to carry out national investigations to bring the perpetrators to justice. Recently, the perpetrators of an aggravated armed robbery against five Rwandan female police officers in Darfur were captured, convicted and jailed.

38. The trends in threats to the safety and security of peacekeepers — the widening geographical scope of attacks, the proliferation of perpetrator groups, the increased violence in attacks, the greater variety of weapons and threats and the continuing decrease in the stability of the areas in which peacekeeping operations take place — require innovative solutions, including political solutions where possible. The Department of Peacekeeping Operations and the Department of Field Support are engaged with the affected missions, host Governments, troop- and police-contributing countries and other Member States to find such solutions. Priorities in this regard include enhancing situational awareness, including through intelligence capabilities and aerial surveillance, a holistic approach to integrated physical security solutions, and realigning operational postures where necessary, as well as providing the requisite capabilities for countering asymmetric attacks and equipment, training and medical capabilities.

## **V. Delivering on mandated roles**

39. Peacekeeping remains, above all, a political instrument, working to create or expand political space for the development and implementation of peace agreements facilitated by peacemakers. It does this through the good offices role of the Special Representative of the Secretary-General and through the provision of support to more inclusive political processes and institutions.

40. Over the past year, the Department of Peacekeeping Operations and the Department of Field Support took steps to update the operational concept of protection of civilians, as 10 peacekeeping missions currently have mandates for the protection of civilians. In addition, guidelines on the protection of civilians for military and police components are in the advanced draft stage. The Department of Peacekeeping Operations and the Department of Field Support also made further progress in the institutionalization and professionalization of the approach to implementing mandates for the protection of civilians, including through training, in countries such as the Central African Republic, where mobile training teams were

deployed ahead of the re-hatting of African Union peacekeepers to deliver standard peacekeeping training, including training on the protection of civilians.

41. The expectations of all stakeholders, including the local populations that missions are mandated to protect, remain far greater than the missions' ability to meet them. Peacekeeping operations simply do not have the tools or capabilities to anticipate and prevent the entire range of threats to civilians. Nonetheless, it is incumbent upon missions with mandates for the protection of civilians to do their utmost to protect civilians from physical violence. One of the most important factors in the missions' success in this regard is willingness, particularly on the part of military contingents on the ground. While the protection of civilians is necessarily a whole-of-mission mandate, the military component plays a unique and essential role in protecting civilians. Military peacekeepers must be willing to leave their bases, patrol vigorously and at night, take extra measures to establish contact with the local community, and confront armed groups that threaten civilians.

42. In April 2014, the Department of Peacekeeping Operations and the Department of Field Support finalized the development of specialized training modules on child protection for United Nations military components, for use by contingents and military experts on mission during predeployment and in-mission training. Those training modules, piloted in Malaysia and Uruguay in 2013, have now been shared with all troop-contributing countries. In 2014, the Department of Peacekeeping Operations and the Department of Field Support organized courses for the training of trainers on this issue for 23 of the largest troop-contributing countries. The next steps include the appointment by troop-contributing countries of military child protection officers in all units sent to missions and increasing the percentage of female peacekeepers deployed to the field. In October 2014, the Department of Peacekeeping Operations and the Department of Field Support initiated the development of training modules for United Nations police on child protection, focusing on capacity-building for police of the host State.

43. In 2014, the Department of Peacekeeping Operations launched the forward-looking gender strategy for 2014-2018, which provides guidance on the implementation of the Security Council resolutions on women, peace and security and identifies accountability, capacity-building and partnerships as the three priority areas for the strategy in peacekeeping. As part of the implementation plan of the strategy, specific emphasis has been placed on accountability for gender mainstreaming. A gender task force, comprising gender focal points from all offices of the Department of Peacekeeping Operations and the Department of Field Support, has been established. Gender focal points from each office will oversee gender mainstreaming in their respective areas and report to the task force. Increased capacity-building for gender experts and focal points has been introduced in gender training at headquarters and in the field. In the last quarter of 2014, mission gender advisers received training on reporting and monitoring performance. A set of indicators developed to better inform gender-related work in peacekeeping operations will be launched in 2015.

44. In 2014, the Office of Military Affairs, as part of its review of the implementation of the guidelines of the Department of Peacekeeping Operations and the Department of Field Support for integrating a gender perspective into the work of the United Nations military component, conducted a survey in the military components of all peacekeeping missions, as well as at United Nations

Headquarters. The identified gaps, challenges and best practices were considered in the preparation of a gender action plan for 2014-2018, which has since been approved and promulgated to every Force Commander and Head of Military Component. To support this intensive focus on gender in the military, the Office of Military Affairs has assigned a full-time military gender adviser.

45. United Nations police officers contributed to strengthening gender-responsive approaches to planning, operational and advisory activities in peacekeeping. The establishment of an international female police peacekeeping award, an annual competitive award for an outstanding female police peacekeeper, and the strategic relationship built with the International Association of Women Police are steps in that direction.

46. The Secretariat continues to focus on the global effort to recruit more women police into its peacekeeping operations as part of the campaign entitled “Power to Empower”, launched in May 2009 to achieve greater gender equity in the ranks of the Organization. Under the Global Effort to increase the percentage of women police in deployments to United Nations peacekeeping operations, the Police Division designed a training project involving an all-female selection assistance and assessment team to prepare and evaluate female officers for mandatory United Nations police examinations prior to their deployment. Seventeen Member States nominated 2,300 female officers to participate in the training. Training courses took place in Burkina Faso, Cameroon and Rwanda. So far, a total of 155 female officers have been deployed, mostly to French-speaking missions.

47. During the reporting period, the Department of Peacekeeping Operations developed and piloted guidance-based specialized training material on preventing and responding to conflict-related sexual violence, to be used in predeployment and in-mission training for military components. Twenty-three women’s protection advisers were included in mission budgets and deployed. An annual meeting for women’s protection advisers and focal points from eight peacekeeping and special political missions was organized, in collaboration with the Department of Political Affairs, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the secretariat of United Nations Action against Sexual Violence in Conflict and the Office of the United Nations High Commissioner for Human Rights (OHCHR), resulting in deeper understanding of the mandates on conflict-related sexual violence and their implementation.

48. Strong justice and corrections institutions are crucial elements of a secure and stable society. Without functioning court and prison systems, the results of police interventions are likely to be undermined and may have an adverse impact on an already fragile peace. Justice and corrections components currently exist in nine peacekeeping operations and serve to address immediate gaps in justice and correctional services, extend state authority and lay the foundations for peaceful and secure societies governed by the rule of law.

49. Recent justice and corrections initiatives of the Department of Peacekeeping Operations have resulted in: the reopening of more than 50 per cent of judicial and corrections institutions (seven courts and six prisons) in the north of Mali; the strengthening of locally based justice mechanisms in Darfur to address land disputes, which are major triggers of conflict; a reduction in the risk of the spread of Ebola in prisons, as well as improvement in prison conditions, in Liberia; prosecution support cells established by MONUSCO facilitating the prosecution of

military officers accused of committing serious crimes against civilians; and the provision of assistance to the Government of the Central African Republic in the arrest, investigation and detention of individuals for serious crimes, as part of efforts to end impunity for serious crimes through the adoption of urgent temporary measures.

50. In all of these missions, the Department of Peacekeeping Operations, UNDP and other United Nations partners are increasingly working together effectively under the umbrella of the global focal point for the police, justice and corrections areas in the rule of law in post-conflict and other crisis situations. The global focal point arrangement now serves as a platform for providing joint United Nations rule of law assistance to 17 countries. Examples include a joint programming and rule of law sector planning approach in Somalia, an integrated rule of law framework in the Central African Republic and joint fundraising and co-location in Mali.

51. With regard to the post-2015 development agenda, political and technical support from Member States is required for the development of the goal on the rule of law and the development of specific indicators for justice and corrections institutions. The individual members of the global focal point arrangement are closely involved with the post-2015 development agenda process in developing indicators. The Department of Peacekeeping Operations is involved in consultations conducted by UNDP and the Department of Economic and Social Affairs as co-chairs.

52. As described in Security Council resolution 2185 (2014), police-related aspects of Council mandates typically include: providing operational support to police services and other law enforcement agencies of the host State; conducting interim policing and other law enforcement roles; and supporting the reform, restructuring and rebuilding of police and other law enforcement agencies of the host State.

53. In Mali, noting the direct impact of transnational threats, including the threats of arms smuggling and trafficking in persons, the police component of MINUSMA began strengthening the capacities of the Malian law enforcement agencies.

54. In the Central African Republic, a unique approach to the division of labour between MINUSCA military and police is being implemented under the Bangui task force, with a view to protecting civilians. The Security Council has mandated MINUSCA to adopt urgent temporary measures in the areas of security and rule of law. MINUSCA is developing an action plan covering police, justice and corrections aspects and has started implementing the concept of urgent temporary measures, which consists of United Nations police carrying out, on an exceptional basis, targeted police operations against spoilers when national security forces are not present or operational.

55. In response to the Ebola outbreak in Liberia, the MINUSCA police component has stepped up operational support to Liberian law enforcement agencies and provides guidance and advice at the strategic level to security agencies focusing on crisis management and response. The Mission is assisting national agencies in undertaking community outreach activities, including activities aimed at distributing Ebola awareness materials and providing support to local police as second-tier responders in times of public disorder and panic.

56. In the light of these complexities, the Police Division, in consultation with Member States and partners, has developed a multi-year vision and strategic approach for the period up to 2020. This was developed with a view to enhancing the contribution of United Nations police to sustainable peace.

57. Considerable progress has been made in the development of the Strategic Guidance Framework for International Police Peacekeeping. Phase one of the Strategic Guidance Framework process involved examining the fundamental question “What is police peacekeeping?” and resulted in the promulgation in February 2014 of a policy of the Department of Peacekeeping Operations and the Department of Field Support on United Nations police in peacekeeping operations. The policy identifies four key elements of a police peacekeeping operation: administration; capacity-building and development; command; and operations.

58. The next stages involve considering how specific roles and responsibilities can be carried out most effectively, by developing a hierarchy of guidance materials and through extensive outreach and training activities to promote and operationalize the Strategic Guidance Framework. Guidelines on the four key elements are being drafted in close collaboration with regional partners, particularly the African Union and the European Union, as well as other United Nations entities. They define fundamental principles and sub-areas.

59. The Police Division has devised a new human resources management system, HERMES, which has a direct online connection with the Conduct and Discipline Unit and the Medical Services Division. Moreover, in 2013, an initiative to create a standby capacity of fully equipped and trained formed police units was launched to mitigate operational challenges resulting from delays in logistical arrangements to deploy such units to the field.

60. Today, half of the 16 peacekeeping operations currently deployed are mandated to support security sector reform. Over the past year, the Department of Peacekeeping Operations has continued to assist nationally led security sector reform efforts in developing effective and accountable policing and defence institutions, as well as those responsible for civilian oversight and management. At times, this has required the deployment of experts from the United Nations roster of security sector reform experts, as well as staff of the Department of Peacekeeping Operations from the Security Sector Reform Unit and the Police Division of the Office of the Assistant Secretary-General for Rule of Law and Security Institutions, the Office of Rule of Law and Security Institutions, the Office of Operations and the Office of Military Affairs. The Department of Peacekeeping Operations has continued to lead the United Nations system in the development of the Integrated Technical Guidance Notes on Security Sector Reform, including in the following areas: children and security sector reform; monitoring and evaluation and security sector reform; and transnational organized crime and security sector reform. The first training module on the Integrated Technical Guidance Notes was developed and subsequently launched in UNOCI. In addition, the Department of Peacekeeping Operations has continued its capacity-building assistance provided to the African Union, as well as its cooperation with the World Bank, in the area of public expenditure reviews in the security sector, with a view to supporting more sustainable reforms.

61. Recognizing the increasing demand for United Nations assistance in the area of security sector reform, the Security Council adopted resolution 2151 (2014), in



which it outlined the need to enhance United Nations support to national security sector reform efforts. Prior to that, in reports of the Special Committee on Peacekeeping Operations (A/64/19, A/65/19 and A/68/19) and the Secretary-General (A/67/970-S/2013/480), requests had been made to strengthen United Nations capacities in that area, in particular the Security Sector Reform Unit of the Department of Peacekeeping Operations.

62. UNMAS provides rapid deployment responses, coordination activities and national capacity-building to deal with a wide range of explosive threats. To counter improvised explosive devices, UNMAS provides expertise and training to peacekeeping operations, including in Mali and Somalia. UNMAS is coordinating the elaboration of guidelines of the Department of Peacekeeping Operations on countering improvised explosive devices to aid in developing peacekeeping response and risk mitigation capacities. UNMAS reinforces national capabilities to ensure safe and effective management, storage and security of ammunitions and weapons stockpiles in peacekeeping missions in various countries, including the Central African Republic, Côte d'Ivoire, Haiti and Mali. UNMAS efforts help to protect civilians in contexts such as South Sudan, where it surveys and clears public spaces (schools, markets, roads etc.), in addition to contributing to the security and safety of sites for the protection of civilians through explosive hazard detection. In developing its partnerships with regional organizations, UNMAS helped the African Union draft the Strategic Framework for Mine Action and Explosive Management, which was launched in 2014. UNMAS also supported African Union troops in the Central African Republic, Mali and Somalia, including by providing predeployment training in partnership with regional centres such as the Centre de perfectionnement aux actions post-confliktuelles de déminage et de dépollution in Ouidah, Benin.

63. Disarmament, demobilization and reintegration are increasingly present in the mandates of peacekeeping operations and must be continuously adapted to the new and often more hostile environments in which missions operate. The approach to engaging armed groups is, therefore, also different from engaging groups involved in a “traditional”, symmetrical, conflict. Practitioners of disarmament, demobilization and reintegration continue to explore new options, including the need to engage armed movements prior to the signature of a peace agreement, using disarmament, demobilization and reintegration as a preventative or early confidence-building tool. For example, in the Central African Republic, there is a project with the objective of easing the tensions in Bangui by regrouping and relocating former fighters of the coalition Séléka in their communities of origin. Communities from which the fighters were recruited, and to which they will return, are being engaged through community reinsertion, community violence reduction and recruitment prevention programmes. In Darfur, community-based labour-intensive projects provide alternative livelihoods to youth at risk of being recruited by armed groups to commit acts of violence. Programmes for disengaging fighters to draw them away from spoiler movements are an essential part of reintegration.

64. The role of peacekeepers as early peacebuilders draws on Security Council resolution 2086 (2013) and previous work done by the Department of Peacekeeping Operations and the Department of Field Support. In recent years, peacekeeping missions have increasingly reported on peacebuilding-related activities, such as those with a focus on the extension of state authority and the enhancement of national capacities.

65. Peacebuilding also demands strong partnerships with development and humanitarian actors so as to ensure effective and sustainable responses to post-crisis situations by leveraging expertise, reducing duplication and emphasizing the crucial link between politics, security and development. The partnership between the United Nations and the World Bank leverages the political mandate and field presence of the United Nations and the technical expertise of the World Bank. The two organizations have worked together to implement thematic and country-specific projects funded by the Multi-Partner Trust Fund Office. The Trust Fund Office has facilitated projects in the Central African Republic, the Democratic Republic of the Congo, Liberia, Mali, Somalia and South Sudan, as well as global initiatives to improve support to core government functions, justice, security sector reform, extractive industries, post-conflict needs assessments, the role of youth as peacebuilders, and civilian capacities in fragile and conflict-affected settings. Recent joint visits by the Secretary-General and the President of the World Bank to the Great Lakes Region, the Sahel and the Horn of Africa have given renewed momentum to this partnership.

66. During the reporting period, the Department of Peacekeeping Operations and the Department of Field Support undertook a survey of good practices to identify mission innovations with regard to enhancing their socioeconomic impact, especially in the areas of physical and communications infrastructure, economic and environmental impact, and national staff hiring and capacity-building. The survey found that peacekeeping mission radio stations have an important social impact, often reaching more people than any other radio station in their countries, providing impartial information and a platform for discussion and debate. Infrastructure built and maintained by missions for their operations has also helped improve the lives of local populations, such as the maintenance or construction of approximately 3,000 kilometres of roads in the last two years and the completion of more than 100 water projects in four different missions. To help local vendors register for United Nations procurement processes, peacekeeping missions have held numerous seminars with local business groups and translated bidding documents. Missions are also carrying out innovative waste separation and recycling programmes and using solar-powered water heaters to save energy. Finally, many missions have also established national staff capacity-building programmes as part of larger training and transition programmes during mission drawdown.

67. The Department of Peacekeeping Operations and the Department of Field Support participate in a number of inter-agency processes on cross-cutting issues. These include the Joint Working Group on Transition Issues, the Peacebuilding Contact Group and the New Deal Task Team. The Policy, Evaluation and Training Division of the Department of Peacekeeping Operations and the Department of Field Support also functions as the secretariat of the Integration Steering Group, which has advanced integration policy in a number of key areas.

68. The Policy on Integrated Assessment and Planning, endorsed by the Secretary-General in April 2013, provides the minimum and mandatory requirements for the conduct of assessments and planning when a multidimensional peacekeeping or field-based special political mission is considered or deployed alongside a United Nations country team composed of United Nations agencies, funds and programmes. It applies to the entire United Nations system in the conduct of integrated assessments and throughout the mission's lifecycle. The Integrated Assessment and Planning Handbook, launched in January 2014, provides detailed guidance for

planners and strategic decision makers on the various tools, mechanisms and approaches that can be used to apply the Policy. As part of the roll-out and operationalization of the Policy, the Office of Operations of the Department of Peacekeeping Operations continues to provide advice and support to field missions on implementing the requirements of integrated assessment and planning. Furthermore, to deliver specialized training for mission, headquarters and agency staff, the Office of Operations actively collaborates with its partners in the Integration Working Group, whose membership includes the Department of Peacekeeping Operations, the Department of Field Support, the Department of Political Affairs, the Peacebuilding Support Office, UNDP, OCHA, the United Nations Children's Fund, the World Food Programme, OHCHR, the Office of the United Nations High Commissioner for Refugees (UNHCR), the Development Operations Coordination Office and the Executive Office of the Secretary-General. A workshop focusing on the implementation of integrated assessment and planning was held in April 2014 for strategic mission planners and their counterparts in United Nations country teams. In July 2014, a course for the training of trainers on the conduct of strategic assessments was designed and delivered by the Department of Peacekeeping Operations, in partnership with UNDP, to 30 staff from various entities in the United Nations system. Collectively, these efforts are intended to strengthen capacity for integrated assessment and planning and, more broadly, to ensure the coherence of United Nations responses in conflict and post-conflict countries.

69. In 2014, efforts have focused on the implementation of the Organization-wide policy on United Nations transitions in the context of mission drawdown and withdrawal, a policy endorsed by the Secretary-General in February 2013. The Department of Peacekeeping Operations and the Department of Field Support are providing tailored policy, best practices and operational support to missions planning to undergo transition, including MINUSTAH, UNMIL, UNOCI and their United Nations partners. Many of the lessons identified over the past several years have been shared with these missions as they plan for drawdown and reconfiguration.

70. The Department of Peacekeeping Operations and the Department of Field Support have been working closely with the Department of Political Affairs, UNDP and other agencies, funds and programmes, including through a joint project, on capacity-building measures related to the planning and management of transition processes targeting field staff from all United Nations entities involved in transitions. In order to identify lessons and good practices on peacekeeping transitions, the Policy, Evaluation and Training Division undertook a study of the implementation by missions of benchmarks mandated by the Security Council in the context of United Nations mission transitions. The aim of the study was to improve the understanding of when and where benchmarks can be most useful in helping to determine the right timing, scope and extent of United Nations mission transitions.

## **VI. Delivery of field support**

71. The scale of the logistical challenges in United Nations peacekeeping demands innovative and quick responses to crises. The Department of Peacekeeping Operations and the Department of Field Support now support nearly 300 per cent more uniformed personnel in the field than they did a decade ago. Currently, the

Department of Field Support delivers support to 172,200 approved uniformed and civilian personnel in the field, in a total area covering a massive 7.5 million square kilometres; the personnel are often deployed in remote areas where the infrastructure is poor.

72. The Department of Field Support seeks to deliver effective, timely support to peacekeepers operating in increasingly difficult, insecure and complex environments, while continuing to work to improve efficiency and cost-effectiveness. To ensure this, all missions now undergo periodic reviews to guarantee the most optimal allocation of resources in effectively implementing their mandates, while civilian staffing reviews align the civilian components of missions with their evolving mandates. The Department of Field Support is working to strengthen organizational processes and structures through several internal reform efforts, such as the roll-out of Umoja, the identification and adoption of innovative, context-specific technology and the implementation of new reimbursement frameworks for personnel and contingent-owned equipment.

73. The global field support strategy has provided a strategic agenda for focusing efforts on building a stronger service delivery model for the field. The tools and approaches developed under this new model include earlier and more financial commitment authority, support from service centres, flexible aviation support, regional procurement, mission support teams, innovative mission infrastructure solutions, remote administrative support and light mission support footprint; those tools and approaches are being used as key elements in deploying new missions such as MINUSCA. In addition, an increased focus on client satisfaction is now embedded in the new service delivery model. The most recent global client satisfaction survey indicated that more than 60 per cent of respondents are generally satisfied with the quality of support services, and most respondents, including 68 per cent of military personnel, recognize that improvements have been made since 2010. The fifth annual progress report on the implementation of the global field support strategy will be submitted to the General Assembly for its consideration during its sixty-ninth session and will provide a full update on the strategy.

74. The global field support strategy is now entering its final months, concluding in June 2015. In the short term, the Department of Field Support will continue to consolidate and refine the service delivery model and its tools and will mainstream their use. Several concrete activities currently under the global field support strategy will also continue to be provided. These include the extension of shared services to all missions over the next two or three years. A proposal for this will be presented in the fifth annual progress report on the implementation of the global field support strategy, for consideration by the General Assembly at its sixty-ninth session. Implementation of the field support supply chain management strategy is another major activity that will continue.

75. As the global field support strategy ends and United Nations field support looks to a future agenda for continuous improvement, it is essential that the Department of Field Support work with and respond to expectations of Member States and client missions that continue to expect efforts to deliver a field support model that is: (a) faster and more flexible; (b) consistent and committed to quality improvements; (c) cost-efficient and effective; and (d) accountable and transparent. The Department is committed to working with its partner departments and client

missions and to engaging in strategic dialogue with Member States to better define and refine future priorities for the medium term.

76. As directed by the General Assembly, the Secretariat endeavours to settle all cases within the prescribed three-month period, except for cases where a longer period is required to determine the degree of permanent disability. In this regard, death claims submitted with full documentation are routinely paid within two months. The process is re-engineered in order to provide clarity in timelines and expectations.

## **VII. Capabilities and performance**

77. As the global operating environment for United Nations peacekeeping evolves, the Department of Peacekeeping Operations and the Department of Field Support continue to strive to maximize the performance of peacekeeping missions through the provision of adequate capabilities, including for uniformed elements that enable the operations of others. In the reporting period 2013/14, the Department of Peacekeeping Operations and the Department of Field Support undertook to enhance the capability-driven approach to peacekeeping and established a uniformed capability steering group to develop a strategic agenda for enhancing capabilities in the medium term.

78. In the course of 2014, the steering group examined the current and expected uniformed needs of peacekeeping missions and identified four areas of focus for strengthening capabilities: agility; duty of care; responsiveness to emerging environments; and effective planning. Within these attributes, a set of eight proposed priority work streams were identified where increased strategic guidance and input on existing and new capability development initiatives in the Department of Peacekeeping Operations and the Department of Field Support were needed. The eight priority work streams are: rapid deployment; high-mobility units in-theatre; standing capability; medical support; improvised explosive device survivability; information-led operations; transnational threats; and planning and implementation.

79. Taken together, these priorities form the uniformed capability development agenda of the Department of Peacekeeping Operations and the Department of Field Support, which was announced by the Secretary-General at the summit on United Nations peace operations in September 2014. Each priority area will be taken forward by an individual project team mandated to work with the offices of the two departments and identify actions required to enhance these capabilities, working closely with Member States. This builds upon the important work to increase standardization in uniformed components of peacekeeping operations, including the development of military unit manuals.

80. The rapid deployment work stream concerns deployment in cases of mission start-up and of surge as a result of renewed crises. Learning the lessons from the recent start-up experiences in the Central African Republic and Mali, the Department of Peacekeeping Operations and the Department of Field Support are working to improve internal business processes, including by strengthening their planning capacities and ensuring closer collaboration between the offices working on different aspects of force generation and deployment. The same is true in terms of learning the lessons from the use of the inter-mission cooperation arrangements to fill short-term capability gaps through the redeployment of personnel and assets

from one mission to another. With a view to further refining and operationalizing the framework, the relevant guidance documents on inter-mission cooperation will be reviewed and updated, on the basis of recent experiences, particularly in South Sudan and West Africa.

81. Strengthening the capacity to deploy specialized expertise through standing arrangements is also key to the rapid deployment strategy of the Secretariat. The Standing Police Capacity, the Justice and Corrections Standing Capacity and the mine action rapid response team continue to make valuable contributions to field missions. It is hoped that efforts to establish a formed police unit standby arrangement, including through a roster, will be supported by Member States, given the growing demand for the deployment of formed police units. This modality would have no cost implications until the actual deployment of the Member States' formed police units in accordance with the relevant Security Council resolutions. This cost-neutral initiative would facilitate a proactive way to secure formed police units in advance in order to respond in a timely manner to the Security Council's mandates and demands in the field. However, the difficulties in identifying and deploying enabling capacities such as engineering, air and ground transport and medical support hamper the Secretariat's ability to deploy rapidly.

82. Rapid response to crises could also be made more efficient as the result of collaborative efforts between the United Nations and partner organizations. The Security Council, in its resolution 2167 (2014), stressed the importance for the United Nations of developing the ability of regional and subregional organizations to deploy peacekeeping forces rapidly in support of United Nations peacekeeping operations or other Security Council-mandated operations. The Secretariat will continue supporting the development of rapidly deployable regional standing capacities and discussing with regional organizations, in particular the African Union and the European Union, how such capacities can be used more effectively within the framework, in advance of (or alongside) a United Nations operation.

83. In the reporting period 2013/14, there were innovations in generating urgently needed military aviation units. To provide a safe and secure environment, MINUSMA, UNOCI and UNMISS have received the support of advance military helicopters, such as those already utilized in MONUSCO. In addition, during the past few months, several Member States generously responded to the United Nations request for the provision of fixed-wing aircraft, such as the C-130, C-295 and C-160.

84. Technology, when fit for purpose and applied appropriately, can be a powerful enabler to help United Nations peacekeepers do their jobs more effectively and efficiently. Any technology that helps to improve the safety and security of uniformed and civilian peacekeepers deserves to be explored for United Nations peace operations. In June 2014, the Under-Secretary-General for Peacekeeping Operations and the Under-Secretary-General for Field Support convened an expert panel on technology and innovation to find out where peacekeeping could leverage technology and innovation to maximum effect and how peacekeeping could stay ahead of the curve, continuously seeking out new innovations and applying them where possible. The panel will submit its recommendations to the Department of Peacekeeping Operations and the Department of Field Support and will provide a briefing to the Committee on its findings.

85. The introduction of unarmed UAS has provided valuable surveillance and reconnaissance capability to field missions. The deployment of unarmed UAS in MONUSCO has augmented peacekeepers' situational awareness and understanding of their operational context and has served as a powerful deterrent. The initial lessons learned from that deployment are presented in an annex to the present report, in response to paragraph 46 of the report of the Special Committee on Peacekeeping Operations (A/68/19). Drawing on initial successes, the Secretariat is currently seeking to procure similar systems in MINUSCA. Such technology is used and will continue to be used only with the agreement of the host countries and, where applicable, in consultation with all countries concerned. In addition, joint operations centres are increasingly using tools, designed in collaboration with United Nations Headquarters, to track and visualize data on security incidents.

86. Technology can also assist in the implementation of capacity-building mandates. United Nations police components in MINUSTAH and UNMIL have developed a computer-based system for the monitoring and evaluation of local police services. The system not only provides an overview of strengths and weaknesses but also allows the United Nations police components to adopt tailored capacity-building programmes in support of national counterparts. Simple, pragmatic and practical technological solutions have also allowed peacekeeping to reduce its environmental footprint and to be a better partner to local communities. Field operations have increased the supplemental use of renewable energy sources, such as solar power, to reduce carbon dependency and have taken steps to modernize and upgrade equipment such as air conditioners and wastewater treatment plants, in order to decrease energy consumption. Ground-penetrating radar was used in Mali to identify water sources that did not compete with local needs.

87. The Department of Peacekeeping Operations and the Department of Field Support continue to address the findings and recommendations of the global peacekeeping training needs assessment. Focusing on the link between training and effective mandate implementation, the assessment identified the need to view training as a strategic investment and a factor in strengthened performance. In this regard, the newly created standing committee on training and learning has started its work by advising senior management in setting priorities for the allocation of training resources in the next budget period. In response to a recommendation to focus on the impact of training, the Integrated Training Service of the Department of Peacekeeping Operations and the Department of Field Support has completed and disseminated guidelines on the design, delivery and evaluation of training. The guidelines have also been made available for use by peacekeeping training institutions of Member States. In order to address the identified need for basic knowledge about peacekeeping, its functions and mandated tasks among newly recruited staff, the Integrated Training Service has developed a guide to the Department of Peacekeeping Operations and the Department of Field Support for use by Headquarters staff, as well as an e-learning course for newly appointed mission staff. In addition, the departments are undertaking a review of the predeployment preparations of newly recruited civilian staff for deployment to field missions.

88. To address predeployment training needs for uniformed staff, the Integrated Training Service, together with its partners, continue to develop specialized training material and scenario-based material. The specialized training material on the protection of civilians at the tactical level has been rolled out to peacekeeping training

institutions through a series of train-the-trainer courses, as has the specialized training material on child protection. In collaboration with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), United Nations Action against Sexual Violence in Conflict and the Special Representative of the Secretary-General on Sexual Violence in Conflict, the Integrated Training Service and the Policy and Best Practices Service are working to update the specialized training material on sexual violence in conflict. The material includes scenario-based training and takes into account the changing operational environments in which military peacekeepers are deployed, as well as new guidance from the Department of Peacekeeping Operations and the Department of Field Support.

89. In response to the training needs assessment recommendation to encourage more integration and less fragmentation in peacekeeping training, the Integrated Training Service launched the training architecture project in March 2014. In this regard, consultations have been undertaken with key troop- and police-contributing countries, donors and regional organizations. The aim of the project is the development of a more coordinated approach to peacekeeping training. The approach used in the project is expected to lead to, among other things: clear division of labour; better tracking of training; better distribution of material; and better maintenance of standards. In cooperation with OHCHR, the Department of Peacekeeping Operations has also worked to strengthen the human rights preparedness of both military and police personnel, including through comprehensive training for MISCA personnel re-hatted to MINUSCA and for the Standing Police Capacity.

90. In line with General Assembly resolution 67/287, the Office for the Peacekeeping Strategic Partnership has continued to review field missions to enhance the delivery of mandates and the safety and security of uniformed personnel and to identify lessons learned and make recommendations for best practices. As of November 2014, the Office has reviewed the uniformed components of UNAMID, MINUSMA and MONUSCO. Recommendations made as a result of the reviews cover, among other things, contingent-owned equipment and self-sustainment, rotation, weapons and armament inspection, integration of the Joint Operations Centre to enable better coordination among mission components, enhanced effectiveness of the Joint Mission Analysis Cell and the updating of the missions' concepts of operations and directives to reflect the situation on the ground. Member States, particularly troop- and police-contributing countries, are briefed on the outcome of such reviews on a regular basis. The Office plans to review up to five field operations during each fiscal year.

91. In its resolution 68/281, the General Assembly reaffirmed its resolution 67/261, in which it had approved the recommendations in the report of the Senior Advisory Group on troop reimbursements and other issues, and put in place a new framework for reimbursing troop- and police-contributing countries. A new single flat rate of reimbursement of \$1,332 per person per month was approved from 1 July 2014, based on data from a survey of 10 representative countries. This new rate encompasses the previous separate payments for pay and allowances, the specialist allowance, and personal kit and equipment, including personal weaponry. Additionally, contributing countries are now reimbursed for the costs they incur in three new categories: predeployment medical, United Nations-specific predeployment training based on United Nations standards, and inland transportation to the point of embarkation for deployment. The inclusion of training



in the rate of reimbursement reflects the significant commitment contributing countries and the United Nations have made to enhancing predeployment training. Based on the survey, training accounts for approximately 8.5 per cent of the rate of reimbursement.

92. The new reimbursement framework also contains a number of measures that explicitly link reimbursements to the deployment of required capabilities, including both personnel and contingent-owned equipment. One measure is the proportional deduction in personnel payments when major equipment has been absent or non-functioning major equipment for two consecutive quarters, in line with the criteria set out in General Assembly resolution 67/281. This deduction is based on the underlying assumption that sustained absence or non-functioning of equipment impacts the operational effectiveness of contingents and/or formed police units.

93. In addition, the new framework provides for the possibility of two premium payments: the risk premium and the premium for the rapid deployment of enabling capability. The risk premium recognizes extraordinary performance by units under circumstances of exceptional danger. Noting that all peacekeeping, to some extent, involves an element of risk and that uniformed personnel by virtue of their training and equipment are able to respond to hostile actions, in order to qualify for the exceptional payment, a unit must be recommended by the Force Commander/Police Commissioner and approved by senior mission leadership as well as the Under-Secretary-General for Peacekeeping Operations and the Under-Secretary-General for Field Support. The second premium for enabling capability pays an additional percentage of the total unit reimbursement (personnel and equipment) linked to its rapid deployment (25 per cent premium for 30 days deployment, 15 per cent for 60 days and 10 per cent for 90 days) based on verification from the mission that the full capability is operational. This premium requires the Secretariat to determine and prioritize operational needs and then identify the relevant capability. To meet the challenging timelines involved, detailed planning needs to take place, including an analysis of the feasibility of rapid deployment of the enabling capability, which will depend on the availability or readiness of troop- and police-contributing countries, accelerated planning and timely decision-making. The administration of both of these premiums has required new processes and mechanisms to analyse, review and recommend operational information in line with the provisions of General Assembly resolutions 67/261 and 68/281.

94. In addition to a new framework on reimbursement to troop-contributing countries, the General Assembly in its resolution 67/261 approved the recommendations in the report of the Senior Advisory Group ([A/C.5/67/10](#)), including the policy recommendations relating to the other dimensions of the vital relationship between the United Nations and the troop-contributing countries and the recommendation that a compact among countries providing contingent personnel, the wider United Nations membership and the Secretariat should be made more explicit through a document setting out the mutual obligations, which are generally understood but are not codified in any one United Nations document.

95. As part of its efforts to implement General Assembly resolution 67/261, the Department of Peacekeeping Operations and the Department of Field Support began consultations with troop- and police-contributing countries on the aspects of a proposed peacekeeping compact. The issue will continue to be discussed in the context of the review of peace operations.

96. In addition, the General Assembly, in its resolution 68/282, took note of the report of the 2014 Working Group on Contingent-Owned Equipment ([A/C.5/68/22](#)) and endorsed the recommendations contained in the report of the Advisory Committee on Administrative and Budgetary Questions ([A/68/867](#)), including the recommendations on setting new rates of reimbursement and the inclusion of new items to improve gynaecological services and the responsiveness of forward medical teams and ambulances, as well as a new provision for police crowd control vehicles.

97. The Working Group also approved a new measure whereby the United Nations will fund, subject to the discretion of field mission contingent-owned equipment and memorandum of understanding review boards, the rotation of specified categories of major contingent-owned equipment. Eligible equipment must be deployed continuously for at least seven years or 50 per cent of its estimated useful life (whichever is less). Costs to the United Nations are capped at \$12.5 million per year, thereby requiring a careful assessment process.

98. The civilian staffing reviews are a key tool of workforce planning for the Department of Field Support and an integral part of the human resource pillar of the global field support strategy. The objective is to ensure that a mission's civilian staffing composition is appropriate to implement the mandate effectively and anticipate the mission staffing needs in the medium term. To date, civilian staffing reviews have been completed for UNAMID, UNIFIL, UNOCI, the United Nations Mission for the Referendum in Western Sahara (MINURSO), MONUSCO, UNISFA and MINUSTAH. Cross-cutting analysis of those missions has demonstrated: (a) that there continues to be a need to review the staffing requirements on a regular basis; (b) that there is a need to include workforce planning from the inception of the mission, so as to evolve the mission staffing through start-up, consolidation and drawdown; (c) that there is a need to focus on decentralizing missions away from mission headquarters and empowering field offices in the larger missions; and (d) that further efforts can be made to transfer tasks to locally recruited staff with structured capacity development programmes undertaken by United Nations Volunteers, returning United Nations Volunteers to their original function of capacity-building. One of the challenges that the missions faced in implementation of the civilian staffing reviews was the lack of resources and funding to advance the transfer of tasks to United Nations country teams.

99. The Secretary-General and senior managers of the Department of Peacekeeping Operations and the Department of Field Support remain fully committed to preventing and addressing misconduct by personnel deployed in field operations, including in particular through the enforcement of the zero-tolerance policy on sexual exploitation and abuse.

100. Over the past year, the number of reported instances of misconduct, including those involving sexual exploitation and abuse, has continued to decline. Such efforts must endure and need to be supported through cooperation between the Organization and Member States, in preventing misconduct, including sexual exploitation and abuse, and holding accountable those who have engaged in misconduct or those with command or supervisory duties who have allowed misconduct to take place.

101. Following visits of experts to MINUSTAH, UNMIL, UNMISS and MONUSCO to conduct an assessment of the situation with regard to sexual exploitation and abuse, a United Nations inter-departmental and inter-agency working group met to review

the recommendations of the experts. The draft report of the working group, including recommendations on prevention, enforcement and remedial action, will be finalized in the coming months. Details of the recommendations will be included in the next report of the Secretary-General on the implementation of the recommendations of the Special Committee on Peacekeeping Operations.

102. Other strategic initiatives include the development of a risk management framework on sexual exploitation and abuse that was recently piloted in peacekeeping missions and is being implemented as part of the accountability framework. Both frameworks became operational in July 2014. In addition, a draft accountability policy is also being finalized, and the Secretariat is developing an e-learning programme on the prevention of sexual exploitation and abuse. The cooperation of Member States will be needed to ensure that all personnel receive comprehensive predeployment training on conduct and discipline. Progress continues to be made in connection with the vetting of all categories of personnel, including, in the past year, with the finalization of an agreement for the screening of United Nations Volunteers against misconduct records contained in the Misconduct Tracking System and database interfacing projects, which allows for the screening of all individually selected military and police peacekeeping personnel against records of prior misconduct.

103. The Secretariat will continue to ensure that mechanisms for reporting misconduct are available in all mission areas, with the appropriate confidentiality safeguards, and that allegations of misconduct are investigated and acted upon, within its authority. In this regard, the assistance of Member States is crucial, in particular in holding deployed individuals accountable for having engaged in misconduct, including the most serious forms of misconduct, which constitute criminal acts under national jurisdiction.

104. The Secretariat continues to enhance its support to victims of sexual exploitation and abuse, including by supporting action at the national level to address paternity and child support claims. The Secretariat is working towards the integration of approaches between conduct and discipline teams, field missions' substantive components and United Nations agencies. This will help to strengthen legal and other forms of assistance for victims of sexual exploitation and abuse, including in instances involving paternity claims.

105. Further progress has been achieved in the implementation of two policies introduced by the Secretary-General in recent years to reinforce the Organization's efforts to meet its obligations under the Charter of the United Nations and international law to promote and defend human rights: the human rights due diligence policy on United Nations support to non-United Nations security forces (introduced in 2011) and the policy on human rights screening of United Nations personnel (introduced in 2012).

106. The human rights due diligence policy sets out the basic principles of compliance with human rights and procedures that all United Nations entities must follow in order to guide their support to non-United Nations security forces. Implementation of the policy has progressed steadily in peacekeeping contexts through its application in a variety of instances of support and the adoption of standard operating procedures (in MONUSCO, UNMIL, UNMISS and UNOCI). The importance of adhering to the policy has been stressed by the Security Council in a number of resolutions establishing or extending the mandates of peacekeeping operations (such as MINUSMA, UNOCI, MONUSCO, MINUSCA and UNMISS). A

review group co-chaired by senior representatives of the Department of Peacekeeping Operations and OHCHR has continued to work to raise awareness and to review and guide implementation across the United Nations system. In this regard, the review group is developing a guidance note that will provide a practical framework for implementation of the policy at the country level, as well as a set of good practices.

107. The human rights screening policy aims to prevent the selection or deployment of any individual with a record of prior criminal offences or involvement in violations of international human rights or humanitarian law. Since its endorsement by the Secretary-General in December 2012, the Secretariat's working group on human rights screening has been working collaboratively to implement the policy. The onus remains primarily on Member States to screen the personnel they nominate or contribute for peacekeeping. Individuals considered for United Nations service are required to sign self-attestations to the same effect, while the Secretariat conducts proactive screening of candidates for senior-level posts.

## **VIII. Partnerships**

108. The complex and increasingly multifaceted nature of conflicts in Africa has underlined the need to further strengthen the strategic and operational partnership between the United Nations, the African Union and other regional organizations. The international response to the crises in the Central African Republic and Mali, with the sequential deployment and re-hatting processes between the African-led International Support Mission in Mali (AFISMA) and MINUSMA, on 1 July 2013, and between MISCA and MINUSCA, on 15 September 2014, are testimony to this enhanced partnership. The collective response to the crises in the Central African Republic and Mali has highlighted the cooperation of the United Nations with not only the African Union, but also with other regional organizations, such as the Economic Community of West African States, the Economic Community of Central African States and the European Union, based on the principles of comparative advantages, value additivity and burden-sharing.

109. While these organizations have been engaged in intensive consultations on the political processes in the Central African Republic and Mali and joint planning and coordination processes to ensure smooth transitions from the African Union peace support operations to the United Nations peacekeeping operations, the re-hatting exercises have also highlighted significant operational and support challenges, in particular in the context of Mali. Pursuant to Security Council resolution 2167 (2014), the Department of Peacekeeping Operations has initiated, in close consultation with the African Union, an exercise on the lessons learned in the transitions from the African Union operations to the United Nations operations in the Central African Republic and Mali, with a view to identifying guidelines and recommendations to improve arrangements for future transitions and re-hatting processes. In order to avoid some of the challenges faced in the re-hatting process in Mali, including command and control and standards for the re-hatting and operational capabilities and equipment of troop- and police-contributing countries, in the Central African Republic, a capability assessment of MISCA forces and a joint transitional matrix were put in place between the African Union and the United Nations at an early stage to provide the basis for a more effective re-hatting process for MISCA contingent troops and staff officers and contribute to the successful transfer of authority.

110. Building upon the established framework, the United Nations will continue to enhance its strategic and operational partnership with the African Union to ensure a more cohesive and effective approach to crisis prevention in Africa. The mechanisms for such cooperation include the Ten-Year Capacity-Building Programme for the African Union, high-level meetings and summits, as well as the Joint Task Force on Peace and Security of the United Nations and the African Union. Efforts have continued, in consultation with Member States and regional partners, to explore viable and robust options for rapid response capabilities for United Nations peacekeeping. In this regard, the Department of Peacekeeping Operations and the Department of Field Support continue to support the operationalization of the African Standby Force, including the African Capacity for Immediate Response to Crises, also by jointly developing with the African Union Commission an African Union-United Nations matrix that identifies specific areas of focus by the United Nations in support of the swift operationalization of the African Standby Force.

111. A strategic framework for cooperation in peace and security was developed in line with Security Council resolution 2033 (2012) and General Assembly resolution 67/302 by the United Nations Office to the African Union. With the support of Headquarters, the Office continued to enhance the United Nations support to the African Union in developing capacity in a number of cross-cutting areas, such as strategic and operational planning, the rule of law, particularly disarmament, demobilization and reintegration and security sector reform, policing and law enforcement, as well as the protection of civilians.

112. The European Union is currently deploying parallel civilian missions and military in 9 of the 16 peacekeeping operations, implementing complementary mandates and fulfilling the peace and security goals set by the Security Council. Strong engagement with the European Union has taken place throughout the planning and start-up phases of the missions in the Central African Republic and Mali, and it has continued in the transition phases, including in preparing for the eventual transition of the European Union military operation in the Central African Republic. At the political and strategic levels, cooperation between the Security Council and the Political and Security Committee of the European Union and between the Secretariat and the European External Action Service continues to grow. Since 2013, the regular participation of the Under-Secretary-General for Peacekeeping Operations in the informal meetings of the European Union ministers of defence has allowed for strategic dialogue and coordination. The United Nations/European Union Steering Committee on Crisis Management has remained an important forum for ensuring complementarity and burden-sharing in joint engagements.

113. The implementation of the action plan on enhancing European Union common security and defence policy support to United Nations peacekeeping, adopted in 2012, has had a positive impact on systematizing collaboration of the United Nations and the European Union in peacekeeping and crisis management. Specific examples include the development of joint guidelines on cooperation during the planning phases of operations; modalities for cooperation and exchanges on concepts, lessons learned and training; and increased information-sharing with regard to cooperation with the African Union, with a view to ensuring effective trilateral engagement. It is hoped that the provision of significant European contributions to MINUSMA represents the beginning of a positive trend of increased European participation in United Nations peacekeeping, especially in Africa.

114. The cooperation of the United Nations and the North Atlantic Treaty Organization (NATO) in the context of Afghanistan and Kosovo, where the two organizations have worked together for many years, has been a vehicle for better understanding, developing complementarity on the ground and harmonizing standards in key areas such as women, peace and security. In a summit declaration issued in September 2014, NATO allies expressed their commitment to strengthening support to United Nations peacekeeping. NATO has expertise in several relevant areas, especially in the light of the new challenges and threat environments that United Nations peacekeeping is facing. These include training and exercises, rapid deployment, modern technologies, capacities for countering improvised explosive devices, and defence sector reform, where stronger cooperation can be developed.

115. The interest of other organizations with less operational engagement in strengthening cooperation with the United Nations in the political sector and/or the peace and security sector has continued to grow. In April 2014, the Department of Peacekeeping Operations was invited by the Collective Security Treaty Organization (CSTO) to provide a series of briefings to CSTO officials in Moscow on peacekeeping doctrine and standards, force generation and logistics. That visit led to the identification of a few immediate priorities for cooperation. The Association of Southeast Asian Nations (ASEAN) has continued to express interest in strengthening cooperation in peacekeeping through the implementation of the Joint Declaration on Comprehensive Partnership between the Association of Southeast Asian Nations and the United Nations. It is hoped that the deployment of a liaison presence to Jakarta to work on political and security aspects of the Partnership will help enhance information-sharing and the identification of priorities for such cooperation.

116. Partnerships between the Security Council, troop- and police-contributing countries and the Secretariat, also known as triangular cooperation, have become the norm. Efforts have been made to further improve information exchange and strategic consultations in order to ensure that the views of all stakeholders are reflected in the planning and management of missions. The Secretariat maintains contacts at all levels with Member States and makes an effort to inform in a timely manner the Member States concerned about any significant changes in operational conditions on the ground and planning processes that may result in adjusting a mission's mandate or configuration. The Department of Peacekeeping Operations convened emergency meetings of the troop- and police-contributing countries when crises erupted in South Sudan and on the Golan Heights, as well as meetings with potential troop- and police-contributing countries immediately following the adoption of the Security Council resolutions establishing MINUSMA and MINUSCA. In addition, in conducting a strategic review, relevant Member States, including the host Government, are informed of the objectives of the review and its outcome, prior to and following the review. At the strategic level, increased engagement of the Special Committee on Peacekeeping Operations and the Security Council's Working Group on Peacekeeping Operations on cross-cutting peacekeeping issues has enhanced interaction between the Council, troop- and police-contributing countries and the Secretariat.

## IX. Observations

117. If peacekeeping operations are to remain an effective tool for international peace and security, they must keep pace with a changing world. The safety and security of peacekeepers must be ensured so that they can fulfil their complex and challenging mandates, above all in the area of protecting civilians, particularly women and children. This solemn obligation to protect must be clearly understood and acted upon by all peacekeeping personnel.

118. The present report describes much of the work undertaken over the past year to strengthen the capabilities of military, police and civilians in peacekeeping operations and deepen partnerships with regional organizations and other key partners. The Department of Peacekeeping Operations and the Department of Field Support will continue to advance the uniformed capability development agenda, including rapid deployment, to increase the speed of deployment of United Nations missions and ensure that they receive efficient and cost-effective support. The two departments will work with Member States to uphold the standards of performance of all personnel serving in peacekeeping operations and to ensure that missions have access to the same technologies available to many Member States. The information and analysis and planning capabilities of United Nations missions must be strengthened.

119. Member States should ensure that, once authorized, peacekeeping operations are provided with the military and police capabilities and financing needed to implement their mandates effectively. Host countries should cooperate fully with the missions deployed on their soil to ensure freedom of movement and to advance the critical reforms necessary for durable peace to take hold. The Special Committee on Peacekeeping Operations should provide its views on peacekeeping policy so that peacekeeping operations may benefit from common direction and the strong support of Member States.

120. Around the world, United Nations peacekeeping operations are facing increasingly complex challenges and are being asked to do more with less. In the course of the coming year, the High-level Independent Panel on Peace Operations will work closely with Member States and the United Nations system to produce recommendations that will help chart the future course of peacekeeping and special political missions in the longer term. In doing so, they will build upon the long work of the Special Committee on Peacekeeping Operations and related bodies to ensure that peace operations are prepared for the challenges of the future.

## **Annex**

### **Lessons learned from the utilization of unarmed, unmanned aircraft systems in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**

#### **Background**

1. Technology continues to play a significant role in United Nations peacekeeping, especially in terms of improving situational awareness and ensuring the fulfilment of mission mandates. One example is the introduction of unarmed, unmanned aircraft systems (UAS) in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). Renewed violence by illegal armed groups in remote areas of the Democratic Republic of the Congo in 2012 and the threat that it posed to civilian populations and United Nations personnel necessitated the use of enhanced monitoring and surveillance technologies such as unarmed UAS, which were adapted and deployed to meet the challenging topography of the country.
2. The unarmed UAS have been in operation since December 2013 and have added value to the situational awareness of MONUSCO; however, they have also presented challenges. The early lessons learned from the deployment of unarmed UAS have implications for policy development.

#### **Functions**

3. The UAS perform four basic functions:
  - Augmenting situational awareness and, consequently, the ability to protect civilians and United Nations personnel, including peacekeeping troops and police
  - Monitoring armed groups and arms trafficking activity
  - Assessing the movement of internally displaced persons and refugees in order to better address humanitarian needs
  - Evaluating environmental challenges, including assessing damage from natural disasters
4. As a mission asset, the unarmed UAS can be tasked by military, police and civilian components. Other United Nations agencies and partners have also been invited to use the information collected by the UAS, as needed. The UAS are intended to complement existing mission assets and provide additional capability.
5. In accordance with the legal and guiding principles, the unarmed UAS were deployed with the consent of the Government of the Democratic Republic of the Congo and are used only for the purpose of enabling MONUSCO to carry out its mandate.

#### **Capability and advantages**

6. The UAS essentially consist of a ground control station, five unarmed, unmanned aerial vehicles (UAVs) and associated support systems. The UAS vendor, Selex ES, retains responsibility for the provision and management of the systems,



including operating staff. Full operational capability of the systems was achieved on 7 October 2014. Three of the five unarmed UAVs currently with the Mission are survey vehicles, used for gathering information, while the other two are used for signal relay. The survey UAVs are fitted with highly capable sensors for image capture, which provide high-definition pictures and videos in real time, in daylight, low light, night and day/night thermal imaging modes. One of the UAVs is also equipped with synthetic aperture radar, which provides imagery through clouds and imagery of large moving targets with its ground moving target indication capability. The UAVs have a range of 200 kilometres and up to 12 hours of flight time, depending on weather and other conditions. The UAS are capable of monitoring a situation for up to 72 hours, rotating the aircraft so that continuous surveillance is possible.

7. The systems include analytical assets. The images captured by the unarmed UAVs are sent back to the analytical team in real time, which can be viewed at the ground control station, at MONUSCO force headquarters and also by mobile units in the field on a UAS laptop. This feedback system allows UAS images to have an immediate impact on tactical decision-making on the ground, as it significantly enhances situational awareness.

8. The staff of the UAS cell at force headquarters consist of military staff officers, experts on UAS provided by troop-contributing countries. They serve as an interface between MONUSCO and the private contractors provided by Selex. The Selex staff work with MONUSCO under contract and are specialists on both the UAS equipment and on image analysis.

9. The UAS of MONUSCO typically fly 10 hours per day, weather permitting, and at any hour of the day (using night vision and thermal imagery), providing high-quality video and stills transmitted in real time and the ability for those on the ground to view images from a mobile laptop. This flexibility frees up other mission assets, such as helicopters, while avoiding endangering lives. The visibility of the asset also may contribute to deterrence. Flying low, the UAV is visible to potential spoilers on the ground and may contribute to the prevention of threats to civilians or deter armed activity. The UAV can also fly high to avoid detection and gather information covertly.

10. The UAS complement, but does not replace, existing mission assets. The UAS provide live video streaming and can result in greater efficiency, allowing the Mission to take action in the right place at the right time, more often and with reduced risk to personnel. Moreover, the UAS provide some intangible benefits. Those benefits include the confidence of security that they bring to ground patrols to be able to conduct their activities without being ambushed. The United Nations is therefore able to patrol more and more safely.

### **Types of missions**

11. Examples of the military uses of the unarmed UAS include their use in monitoring illegal armed groups along the Kashebere-Kibua and Mpofi-Kibua axes during the joint operations by the Forces armées de la République démocratique du Congo (FARDC) and MONUSCO against Nduma défense du Congo (NDC)/Cheka. The continuous and intense surveillance by the UAS added to the pressure on the group, thus contributing to its weakening and eventual retreat. One notable example of the civilian uses of the UAS was their use in the ferry rescue mission at Lake

Kivu in May 2014, when the UAS provided images of the disaster to MONUSCO, enabling the timely rescue of civilians.

12. Other examples include mapping and monitoring illegal charcoal extraction from the Virunga National Park; monitoring volcanic activity to assess the threat to the local population; and monitoring illegal checkpoints and activity in public spaces (markets) and events (demonstrations) in urban areas.

### **Specific lessons identified**

13. Since acquiring the UAS technology, the UAS cell in MONUSCO has developed numerous processes to ensure its maximum benefit to the Mission. The processes have recently been standardized and documented. For example, a comprehensive concept of operations package has been developed and will be periodically updated as learning and procedures are refined. This has helped to mitigate the technical and operational challenges faced by both MONUSCO and the vendor, as they have worked together to resolve UAS “teething problems” to ensure a stable and effective capability.

### **Expectation management**

14. The first challenge was to manage expectations for the performance and functionality of the systems. As a high-profile capability that was not well understood at the beginning, expectations were unrealistically high. Technical challenges delayed full operational capability until October 2014, although the systems had been delivered in April 2014. As the team became familiar with the systems, standard operating procedures, regulations and guidance were developed and finalized. The refinement of those procedures, regulations and guidance will continue as the systems’ tasking expands.

15. One of the lessons learned is that expectation management about UAS deployment, capabilities and delivery timelines is crucial. It should be recognized that deployment of new UAS may have long lead times where components and aircraft have to be manufactured, as they are often not readily available off the shelf.

### **Definition of requirements**

16. Procuring advanced technological systems presents challenges, as service providers may be able to offer a range of solutions that peacekeeping missions may not be aware of. The first step in procuring UAS continues to be a comprehensive needs and environmental assessment by specialists applying a systems approach. For example, the volcano in Goma is an impediment to line-of-sight UAS operations, and the pre-procurement needs assessment highlighted the need for a relay system with beyond line-of-sight capability. Use of satellites for data transmission was an option, but it was ruled out until further experience was gained and the costs associated with utilization rates were better understood.

17. The weather and operating altitude of North Kivu, in particular the nearby active volcano, pose significant operational challenges, as does the geographical limitation imposed by the proximity of the Rwandan border. These challenges were taken into account during the assessment phase, but the solutions available were more costly, which resulted in a compromise based on budgetary constraints and at

the cost of additional capabilities, such as larger aircraft. This has undoubtedly resulted in reduced utility, but it has kept the cost affordable. The original requirement made it possible for systems with no need for runways to be offered. Larger aircraft would have needed longer runways, which would have reduced redeployment options. The usefulness of synthetic aperture radar in an environment with much weather and forest was considered valuable for seeing through cloud and limited amounts of foliage at the edge of forests around villages, main supply routes and farmland. The synthetic aperture radar that was provided was a small fixed-position system and its performance continues to be under evaluation.

18. Similarly, it is important that capability selection should be based on a mission's needs, rather than specifying any particular equipment or system. If UAS are the chosen solution, it is necessary to specify optimum and acceptable range for key requirements such as range, reliability, altitude and endurance. As with the UAS of MONUSCO, vendors can then be encouraged to provide innovative solutions to identified operational challenges. Requesting a range of 200 kilometres for the UAS operating near the volcano, for example, placed the onus on the vendors, who suggested innovative solutions to the line-of-sight challenge.

19. A full information cycle, from collection to analysis and dissemination, needs to be in place and properly resourced in order for the data gathered by the UAS to be useful. A systems approach ensures that the whole capability is considered, including maintenance of the equipment, training on its use, support personnel, infrastructure and logistics. The lesson for missions themselves to engage earlier with the UAS provision has been passed on to other missions to ensure that airspace, infrastructure and logistics issues are addressed at an early stage.

20. A high-quality sensor is the most crucial aspect of the UAS. To meet urgent requirement of MONUSCO for early deployment and an initial operating capability, a low-resolution camera was provided until export licences could be approved for the current system, which works well. Other surveillance sensors could become necessary, and it is valuable having the options included in the contract, at pre-determined prices, for additional capability that may be required later, as was done for the synthetic aperture radar. These systems are frequently not available off the shelf, resulting in long lead times required for redesign and manufacture.

21. The service contract that makes the vendor responsible for the risk associated with delivering and maintaining the capability works well at the operational level, as it is less expensive than buying the system and avoids encumbering the United Nations with outdated and obsolete assets in the future. The MONUSCO contract ensures that the UAS contract is flexible in terms of equipment, hours and location and can be relocated to other bases or missions. Long-range UAS capability ensures that many locations can be served from a single base, although a country as large as the Democratic Republic of the Congo requires additional UAS or multiple temporary bases.

22. The lessons learned in relation to the requirements include the following:

- A thorough needs and environmental assessment should be conducted by an expert prior to the procurement process.
- A systems approach should be taken in defining the requirements to ensure that all aspects of the capability and its interface with external elements are considered.

- The definition of technical requirements should continue to be based on the needs of the end user, rather than on specific systems or equipment.
- High-quality sensors are a priority, and additional options should be considered in defining the requirements.
- Flexibility in terms of equipment and additional sites should be built into the contract.
- A contractor-provided UAS offers greater flexibility in terms of tasking, relocation and system enhancement.
- Competing requirements, such as operating location, runway condition and proximity to areas of interest, operational flexibility, weather, timelines and budgets, will inevitably lead to a compromise solution. Providing options in the contract has proved helpful.

### **Perception**

23. Despite the popular image of UAVs as armed drones, the UAS employed by MONUSCO are unarmed and are simply a tool for collecting information. To sensitize partners and other stakeholders, including the local population, on the various uses of the UAS, the UAS cell of MONUSCO has enhanced public information and raised awareness among stakeholders and interested organizations in the United Nations system and international non-governmental organizations by demonstrating the functions of the UAS.

24. Initially, the UAS team considered a more open information-sharing campaign with local communities on the use and unmanned nature of the UAS, to put communities at ease, but the decision was taken to keep illegal armed groups uncertain about the UAS, so that it could be a deterrent.

25. One of the lessons learned is that efforts should be made to continue to demonstrate the value of UAS and share information, as appropriate, with development and humanitarian partners, the host country and regional actors, among others.

### **UAS mission team**

26. The UAS cell of MONUSCO is responsible for providing the interface between MONUSCO and the vendor, and this relationship is critical. Officers staffing the cell should be appropriately qualified.

27. One of the lessons learned is that officers staffing the cell should be appropriately qualified. The Department of Peacekeeping Operations is already taking steps to ensure that there are enough qualified staff officers for the UAS cell.

### **Tasking prioritization**

28. An appropriate task prioritization system needs to be in place for the most efficient use of the asset. The involvement of the user at every stage is important to ensure transparency and client satisfaction. In MONUSCO, the integrated command group provides the ultimate arbitration in deciding UAS tasking. The group is comprised of the Force Chief of Staff, the Director of Mission Support and the Mission Chief of Staff. The group provides direction on tasking priorities,

ownership and command. Standard operating procedures on the prioritization of UAS tasks, ownership and command have been developed and communicated to all sections.

### **Control and storage of imagery**

29. The images captured and processed by the UAS are strategically sensitive, requiring control of access and distribution. The acquired information has been handled in line with relevant United Nations classification and confidentiality regimes, policies and guidelines. Information provided by the UAS is classified as confidential. Current mission efforts are focusing on information management, especially the storage, archiving and retrieval systems. Managing the large quantities of information collected so that they can be quickly and easily accessed and analysed is essential. This service should be part of the definition of requirements in procuring the system, along with appropriate clauses in the contract to protect confidentiality.

30. One lesson learned about storage is that resources should be provided to design an appropriately secure information storage and management system to be used by the UAS cell, including a secure database to sift and draw linkages among the huge volume of information gathered.

### **Accidents**

31. Since the introduction of the unarmed UAS in MONUSCO, there have been two UAV accidents, which were investigated in accordance with the guidelines of the Department of Peacekeeping Operations and the Department of Field Support. The preliminary findings indicate that the first accident was due to a poor landing, induced by pilot error, and the second was attributed to weather; however, the investigation is still ongoing. The second accident temporarily affected the Mission surveillance capability but did not result in any third-party injury or damage to property.

### **Legal and guiding principles**

32. The United Nations deploys unarmed UAVs with the consent of the host Government and subject to the same rights and obligations under the mission-specific status-of-forces agreement. The United Nations uses unarmed UAVs to gather data and information that are relevant to the Mission's ability to efficiently and effectively carry out its mandated tasks. All data, imagery and UAV-derived analysis products are United Nations property and form part of the United Nations archives that are inviolable. All data and information are handled and protected in accordance with existing United Nations security classification policies and United Nations confidentiality regimes.

### **Communication**

33. The ability for the tactical commander to access real-time information via a UAS laptop is a force multiplier. In addition, the UAS carries a radio repeater to relay voice communications to personnel beyond the line of sight.

34. It would be beneficial to be able to distinguish more easily between friendly and unfriendly forces in the images taken. The feasibility of using reflective (II and TI) flashes for friendly forces that can be seen by the UAS sensors is being investigated.

#### **Air traffic management**

35. The UAVs operate in civil airspace, where there is manned aircraft; therefore, the operation of the UAVs requires the approval of the Government and stringent segregation measures approved by the civil aviation authorities to obviate the risk of collision with manned aircraft. MONUSCO has undertaken reasonable measures in coordination with the Government of the Democratic Republic of the Congo, including the civil aviation authorities, to mitigate the risk of air traffic conflict between manned and unmanned aircraft.

#### **Future considerations**

36. To further build on the utilization of unarmed UAS technology, troop-contributing countries could provide their own unarmed mini-UAVs to their contingents. These are smaller, similar in size to recreational remote control aircraft. Mini-UAVs have limited altitude and range, but they are fitted with simple daylight cameras or night vision/thermal imaging cameras and are mainly used for scouting the immediate tactical area. The South African contingent in Intervention Brigade of MONUSCO brought unarmed mini-UAVs to the Mission, and it would be feasible for others to bring similar equipment, as many troop-contributing countries have them as part of their national assets. In addition, mini-UAVs are contemplated as part of the organic equipment of a Battalion in the Infantry Battalion Manual. Other technologies can be used with UAS assets to further increase their utility.

37. In conclusion, the introduction of unarmed UAS in MONUSCO has resulted in a positive experience. The complementarity provided by the UAS to other systems available in MONUSCO has helped to enhance situational awareness and its ability to protect civilians. The full evaluation of the system will require a longer period in which MONUSCO will be able to implement lessons learned and adjust the system to its specific requirements.

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