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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 [73/293](#), highlights key developments in United Nations peacekeeping since the issuance of the previous report ([A/73/480](#) and [A/73/480/Add.1](#)) and identifies issues for consideration by the Special Committee on Peacekeeping Operations.

* The present report was submitted after the deadline in order to reflect the most recent available information.



I. Strategic context and key operational developments

1. Since 1948, United Nations peacekeeping has helped to end conflicts and foster reconciliation in dozens of countries. In 2019, more than 90,000 women and men serving in 13 missions around the world supported peace processes and agreements to consolidate peace. Missions focused on protecting civilians, contributed to laying the foundation for durable peace, advanced local and national reconciliation efforts and made progress on governance and the rule of law, including accountability, transitional justice, electoral reform and security sector reform.

2. However, today's complex peacekeeping environments pose significant challenges, including the regionalization of conflict, the proliferation of armed groups, exclusion, impunity and the effects of new technologies and of climate change. Peacekeeping missions are performing multiple interdependent tasks in non-permissive and high-risk environments, with diminishing resources. The changing nature of conflict will continue to require the Organization to adapt the role and capabilities of United Nations peace operations.

3. While peacekeeping casualties have decreased, too many peacekeepers are making the ultimate sacrifice for peace or bearing lifelong disabling conditions. I pay tribute to all of them.

II. System-wide reforms and peacekeeping

A. Reform of the peace and security architecture

4. In January 2019, the peace and security pillar was restructured with the establishment of the Department of Peace Operations and the Department of Political and Peacebuilding Affairs, in line with General Assembly resolution [72/262 C](#).

5. The implementation of the peace and security reform is on track. After ensuring business continuity and service delivery, the United Nations is now placing emphasis on realizing concrete benefits in the field, namely, enhancing the effectiveness of peacekeeping operations and special political missions and improving collaboration with respective United Nations country teams to accelerate transitions to longer-term development. The initial feedback from field missions on the restructure has been positive.

6. Transition management has been a priority, with the drawdown of the United Nations Mission for Justice Support in Haiti (MINUJUSTH) and the transition to the United Nations Integrated Office for Haiti (BINUH) in October 2019. While the African Union-United Nations Hybrid Operation in Darfur (UNAMID) continues to protect civilians in Darfur, planning for its withdrawal is proceeding, with the formation of a transitional government in Khartoum in August 2019 having provided UNAMID with the necessary interlocutors.

7. In the Central African Republic, the peacekeeping operation works closely with other United Nations entities in Central Africa, in particular the United Nations Regional Office for Central Africa, on the regional aspects of the conflict to ensure sustained regional support for the peace agreement and to improve regional stability and prevent risks in that regard in the Central African Republic and the region. Such activities are conducted in close coordination with the African Union.

B. Development reform

8. The goal of the reform of the United Nations development system is to provide more cohesive, responsive and accountable efforts across the United Nations system in support of the implementation of the 2030 Agenda for Sustainable Development. In conflict or post-conflict settings, United Nations peacekeeping operations are central to this effort by ensuring a more stable environment and acting as enablers of the Sustainable Development Goals. As affirmed in the 2030 Agenda, there can be no sustainable development without peace, and no peace without development.

9. The mutually reinforcing relation between peace and development is also reflected in the Action for Peacekeeping initiative. The initiative enables United Nations peacekeeping to work towards the establishment of conducive, stable and peaceful environments that are needed to attain the Goals. The effective implementation of the 2030 Agenda requires more than the mere absence of armed conflict: the efforts of United Nations peacekeeping operations in today's complex conflict environments extend well beyond traditional peacekeeping and into multidimensional mandates to achieve stabilization, strengthen institutions and create the conditions for longer-term development. Therefore, the themes of the Declaration of Shared Commitments on United Nations Peacekeeping Operations, developed under the Action for Peacekeeping initiative, speak to the entire peace and development continuum by strengthening the contributions of United Nations peacekeeping to the reduction of inequalities (Goal 10), gender equality (Goal 5), the protection of cities and communities (Goal 11) and the strengthening of peace, justice and institutions (Goal 16). Figure I provides an illustration of the specific points of convergence between the initiative and the Goals.

10. In countries where peacekeeping and development operations coexist, the new mechanisms established as part of these complementary reforms reposition the United Nations presence to ensure better integrated planning and coherent responses that make it possible to address structural, longer-term causes of conflict and instability and to accelerate transitions out of crises. Strengthened shared analysis and a stronger more holistic leadership by resident coordinators, who also perform the role of Deputy Special Representative of the Secretary-General in specific countries, will form the basis for integrated planning to maximize impact. The engagement of peacekeeping missions in common country analyses will allow for a closer alignment of the peace and security and development pillars in support of national peacebuilding efforts and longer-term development goals, in particular through integrated strategic frameworks and United Nations Sustainable Development Cooperation Frameworks. Platforms such as the Global Focal Point for the Rule of Law will reinforce shared analysis, planning and joint programming. Better equipped resident coordinator offices, which now also include capacities for enhanced policy support and economic analysis, will offer new skill sets to address complex multidimensional challenges in countries. Deepening the interlinkages between peacekeeping and sustainable development will be continuously explored, both at Headquarters and in the field.

Figure I
Correlations between the commitments made under the Action for Peacekeeping initiative and the Sustainable Development Goals



C. Management reform

11. The management reform track is intended to improve effectiveness and accountability in the exercise of delivery by aligning the responsibility for mandate implementation with the authority to manage resources, moving decision-making to the point of delivery and simplifying policies and procedures. These measures have already yielded improvements for peacekeeping missions. Many administrative processes, ranging from the preparation of budgets to requests for administrative leave without pay for staff in the context of conduct and discipline, have been improved. Many of these improvements were made possible owing to the implementation of the new delegation of authority, which entered into effect on 1 January 2019. As a result, peacekeeping operations are now able to respond faster to operational requirements as their newly delegated decision-making authorities no longer need to be reviewed a priori by Headquarters.

12. New accountability mechanisms were put in place to support the enhanced delegation of authority, including a single portal through which all delegations of authority can be managed and tracked Secretariat-wide and an accountability framework for monitoring and reporting on the exercise of delegated authority and on the roll-out of enterprise tools for self-monitoring and systematic performance monitoring.

13. As indicated in the previous report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations (A/73/480 and A/73/480/Add.1), two new departments were established in January 2019 to

support this new decentralized management paradigm, namely, the Department of Management Strategy, Policy and Compliance and the Department of Operational Support. One of the structures established under this new management architecture is the Uniformed Capabilities Support Division in the Department of Operational Support, which was envisaged as a single point of contact for troop- and police-contributing countries on all administrative and logistical issues related to force generation, memorandums of understanding, contingent-owned equipment and reimbursement. As a result of the creation of the Division, the Secretariat has been able to assist significantly in improving the quality of statements of unit requirements and has also succeeded in reducing the backlog of memorandums of understanding pending signature by about 80 per cent. To achieve this, the Division has processed more than two memorandums of understanding per month, which is unprecedented. While new memorandums of understanding have been added since January 2019, the current number of those pending is at a historic low of just 13 for more than 350 deployed units at the end of October. Furthermore, the average number of days required to finalize a memorandum of understanding has been reduced by about 40 per cent, from 646 days in 2017 and 600 days in 2018 to 375 days in 2019.

14. The Management Client Board, a consultative mechanism established to ensure that the various types of support provided by the Department of Management Strategy, Policy and Compliance and the Department of Operational Support meet the requirements of all Secretariat entities, including peacekeeping missions, is functional. The various types of peace operations, including peacekeeping operations, are represented and actively participate in the Board, providing feedback to both Departments on the policy framework and operational support, respectively.

D. Improving the financial situation in peacekeeping

15. The success of the Organization's efforts to improve mandate delivery and make the Organization more effective, nimble, accountable, transparent and efficient does not solely depend on the efforts of the Secretariat. Success also rests on the predictability and adequacy of the financial contributions of Member States to United Nations programmes and activities.

16. Peacekeeping operations have no working capital fund. Each peacekeeping operation has its own budget based on Security Council mandates. Those budgets are individually approved by the General Assembly on an annual basis, but assessments are done only for the period for which the mandate has been approved. As a result, when combined with delays in payments of contributions by Member States, many peacekeeping operations have frequent liquidity challenges and have so far managed the situation by delaying payments to troop- and police-contributing countries, effectively making such countries the financiers of peacekeeping liquidity, despite the fact that many of them are not in a position to afford such lending to peacekeeping operations.

17. In the report of the Secretary-General on improving the financial situation of the United Nations (A/73/809), a detailed set of measures to address both liquidity and structural problems that constrain budget management was proposed.

18. In response, the General Assembly, through its resolution 73/307, approved cash pooling among active peacekeeping operations and the issuance of assessment letters for the full budget period rather than only until the expiry of the Security Council mandate. The annual assessment letters have helped to increase liquidity, as some Member States have paid their assessments for the full year. More importantly, the cash pooling has reduced the liquidity pressure for operations having fewer collected assessed contributions. The combined effects of both of these initiatives have assisted missions in settling an increased amount of liabilities to troop- and police-

contributing countries. This was evident in the most recent quarterly payments to troop- and police-contributing countries, when an additional \$216 million of dues to such countries could be paid. The impact of these measures will be carefully assessed over the remainder of the fiscal year.

III. Action for Peacekeeping initiative: overall implementation and progress

A. Implementation framework

19. A total of 152 Member States and four partner organizations have endorsed or expressed support for the Declaration of Shared Commitments on United Nations Peacekeeping Operations. Reflecting 45 collective commitments of Member States and the Secretariat across eight themes, the Declaration now constitutes the core agenda for all the peacekeeping-related work of the Secretariat. The endorsers of the Declaration – Member States, the Secretariat and partner organizations alike – have committed to taking specific actions to strengthen peacekeeping.

20. Marking the first anniversary of the launch of the Declaration, the Secretariat conducted a survey of progress in the implementation of the commitments therein. The survey demonstrated the breadth and depth of the engagement of Member States and the Secretariat in realizing their commitments. Member State respondents felt that good progress was being made in commitments related to women and peace and security, conduct and protection, while those related to safety and security, sustaining peace and political solutions were deemed to be areas in which the least progress had been made. In addition, the largest disparity in the views on progress related to performance, political solutions, sustaining peace and safety and security.

21. To maintain the political momentum and enhance ownership of the commitments, in May 2019 the Secretariat called upon Member States to champion thematic areas of the Declaration. As at mid-October, some 26 Member States had volunteered to champion one or more thematic areas. These champions have identified initiatives to rally further support around key areas in which further action is required, on the basis of their national priorities and comparative advantages. I hope that the champions will continue to exercise informal leadership through 2020 and help to facilitate, coordinate and support further action in pursuit of the commitments.

22. Going forward, endorsers of the Action for Peacekeeping initiative should move towards a more structured, deliberate implementation approach that endeavours to address gaps and weaknesses on the basis of an overall assessment of impact and progress. To this end, the Secretariat will define broad strategic indicators for the eight themes against which progress and impact will be measured.

B. Actions by Member States

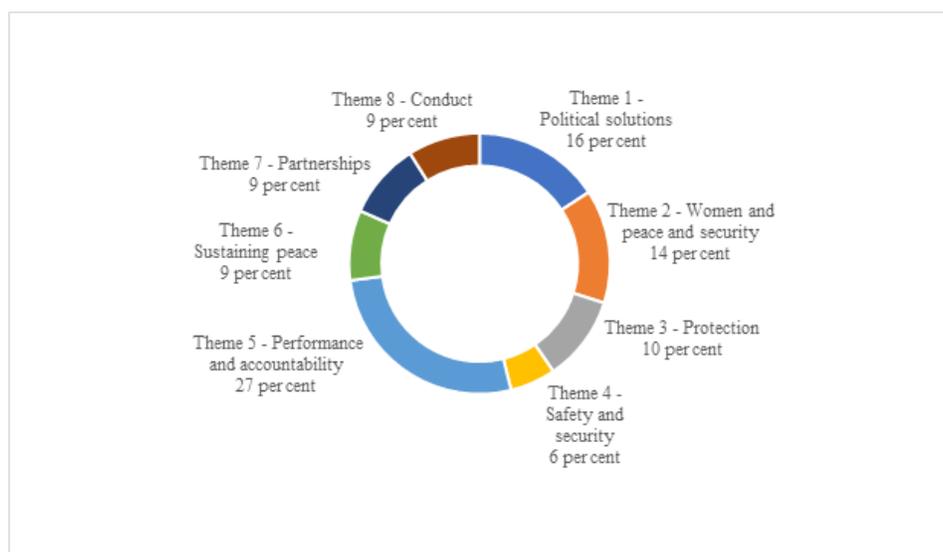
23. Member State endorsers have taken initiatives to implement their commitments, which have been documented through a voluntary reporting process. These actions are a tangible expression of collective contributions to making peacekeeping operations more effective.

24. Implementation actions across all eight themes have been registered. As can be seen in figure II, the largest number of actions was reported under performance and accountability, including conducting predeployment training sessions according to United Nations standards and supporting the roll-out of the comprehensive performance assessment system. Under political solutions, actions ranged from supporting

interactive dialogues in the Security Council to strengthening bilateral cooperation on peacekeeping mandates. Implementation actions regarding women and peace and security related to the national implementation of Council resolution 1325 (2000) and increasing the number of women peacekeepers. Regarding conduct, Member States reported considerable action taken against sexual exploitation and abuse, including funding to support victims of sexual exploitation and abuse and having contingents be accompanied by jurists. Regarding partnerships, examples of implementation included deploying mobile training teams to other troop-contributing countries and establishing the group of friends of the United Nations-African Union partnership.

Figure II

Thematic breakdown of Member State implementation actions



Source: Action for Peacekeeping survey, October 2019.

C. Actions by the Secretariat

25. In 2018, the Secretariat – including both Headquarters and field missions – began implementing the commitments made by the Secretary-General in the Declaration. Each thematic area has clearly identified deliverables, with roughly a one-year timeline, that build upon existing work streams. The majority of the deliverables are in the areas of the performance and safety and security of peacekeepers. At the time of writing, 28 per cent of the Secretariat commitments had been met, while 66 per cent were in progress.

26. Field missions were asked to develop tailored implementation plans for the Action for Peacekeeping initiative. Many identified political solutions, protection and performance as key areas of focus, but the inputs varied significantly from mission to mission, given the specific contexts and mandates. On political solutions, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) and the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) highlighted their support for the implementation of a peace agreement, while the United Nations Peacekeeping Force in Cyprus (UNFICYP) and the United Nations Mission in South Sudan (UNMISS) pointed to their confidence-building measures. On protection, UNMISS and MINUSCA highlighted enhancing community policing and patrols, while the United Nations Interim Administration Mission in Kosovo (UNMIK) pointed to its use of

strategic communications to promote intercommunal trust building. On performance, MINUSCA, UNFICYP and UNMISS highlighted their ongoing implementation of the comprehensive performance assessment system.

IV. Political solutions

A. Advancing political solutions and complementary political objectives at the national and local levels

27. Peacekeeping missions, including multidimensional operations, have been proactive in supporting prevention, mediation efforts and political processes, while maintaining space for political solutions that enable durable peace and recovery. They have devoted particular efforts to launching and supporting the implementation of political processes, including at the local level, in collaboration with partner organizations.

28. The African Union and the Economic Community of Central African States (ECCAS), with the support of MINUSCA, brokered the Political Agreement for Peace and Reconciliation in the Central African Republic, signed in February 2019 between the Government and 14 armed groups. Since then, MINUSCA has prioritized supporting the implementation of the Agreement, including the development of a national approach to transitional justice that facilitates reconciliation and pursues accountability for serious crimes.

29. In South Sudan, UNMISS helped to implement the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan, facilitated by the Intergovernmental Authority on Development (IGAD), drawing on the good offices of the Special Representative of the Secretary-General for South Sudan and the Mission's political and mediation expertise. UNMISS also worked with local authorities to further expand the pastoral migration framework, including the establishment of a joint border peace court, to cover Amadi, Terekeka, Gok, Eastern Lakes, Western Lakes and Jonglei, dramatically reducing intercommunal tensions and violence during the transhumance season.

30. In the Democratic Republic of the Congo, following the peaceful transfer of power in February 2019, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) focused its good offices and activities on the newly established Government to contribute to maintaining stability at the national and provincial levels. With political and electoral violence reduced, the Mission continued to implement a comprehensive approach to protecting civilians from armed groups, intercommunal violence and human rights violations, including in areas affected by the Ebola epidemic. MONUSCO played a key role in diffusing re-emerging intercommunal tensions in Ituri by facilitating the organization of structured community dialogue events that resulted in agreements addressing some of the key drivers of conflict. MONUSCO also provided critical support in the efforts to combat impunity and in addressing disputes arising from the election results through provincial and national courts.

31. In Mali, MINUSMA supported the signing of the Pact for Peace in Mali in October 2018, whereby the Government and signatories reiterated their commitment to implementing the Agreement on Peace and Reconciliation in Mali. The signing of the Pact allowed for the inclusion of splinter armed groups in the mechanism established under the Agreement and the launch of the accelerated disarmament, demobilization and reintegration process in northern Mali. These efforts have resulted in more than 1,100 former combatants from signatory and splinter armed groups undergoing training

before their integration into the army. MINUSMA also supported the investigation and prosecution of more than 300 cases of terrorism and organized crime.

32. In Darfur, UNAMID continued to support the peaceful resolution of land disputes and other drivers of conflict. More than 220 rural court judges were trained in mediation and dispute resolution by UNAMID, contributing to a positive trend in the adjudication and mediation of such cases (1,400 cases from January to June 2019, compared with 2,000 cases in 2018). The formation of a transitional government in Khartoum in August 2019 and the envisaged achievement of a comprehensive peace agreement by mid-December 2019 should create the conditions necessary for an exit in 2020.

33. MINUJUSTH, ahead of its closure, focused on advancing reforms in the justice and corrections sector, promoting trust in the police and protecting human rights. UNMIK focused on support to intercommunal trust building and promoting the youth and the women and peace and security agendas.

B. Fostering regional approaches to conflict prevention, management and resolution

34. With conflicts increasingly becoming regional, fostering regional approaches to conflict prevention, management and resolution is key. The Secretariat has acted on two levels. First, it has adopted regional strategies that consider the impact of regional dynamics on specific conflicts. In addition to the support plan for the United Nations integrated strategy for the Sahel, which provides a framework for action by the United Nations system, the Secretariat has adopted the United Nations Regional Prevention Strategy for the Horn of Africa. Work is ongoing to elaborate a similar strategy for the Great Lakes region.

35. Second, the Secretariat has continued to deepen its cooperation with regional and subregional actors, such as IGAD in South Sudan or the African Union and ECCAS in the Central African Republic, pursuing complementary political objectives. MINUSCA and ECCAS conducted a joint high-level visit to the Central African Republic in May 2019, seeking cooperation on the arrest of those responsible for the deaths of 39 civilians. Operational collaboration has also been a key focus area. In Mali, for example, MINUSMA has provided life-support consumables to the Joint Force of the Group of Five for the Sahel within the limits of its mandate and the resources available and in compliance with the human rights due diligence policy on United Nations support to non-United Nations security forces.

C. Strengthening analysis and planning

36. To advance political solutions, comprehensive analysis is necessary to tailor responses to conflict drivers and dynamics and to leverage comparative advantages. Peacekeeping missions undertake regular conflict analyses in consultation with partners such as other United Nations system entities, as part of reviews and assessments, to contribute towards tailored strategies and plans for mandate implementation. This process will be strengthened through the comprehensive performance assessment system and a review of the Policy on Integrated Assessment and Planning, as well as the system-wide roll-out of common country analyses, United Nations sustainable development frameworks and the recovery and peacebuilding assessments project, which is a partnership between the European Union, the World Bank Group and the United Nations. The linkages between the comprehensive performance assessment system, the Policy on Integrated Assessment and Planning and the broader agendas of the Sustainable Development Goals and the Action for Peacekeeping initiative will be further explored.

37. To overcome the challenge of limited dedicated planning capacity, MINUSMA established an expanded integrated strategic planning unit, which includes civilian, military and police planners, as well as a finance and budget staff. The establishment of the unit has allowed the Mission to deepen its capacity to analyse and plan, contributing to improved coordination and integration both within the Mission and with other actors. It has also facilitated the articulation of a clear strategic vision and increased efficiency and effectiveness in carrying out its mandate.

D. Fostering triangular cooperation

38. Triangular cooperation between the Security Council, troop- and police-contributing countries and the Secretariat is one of the pillars of United Nations peacekeeping. The Secretariat has continued to work with these partners on issues ranging from streamlining and sequencing mandates to improving operational performance, including of contingents provided by troop- and police-contributing countries. Other topics benefiting from triangular cooperation include political processes, protection of civilians and safety and security. As mentioned in other sections of the report, the implementation of the comprehensive performance assessment system will provide enhanced performance assessment of various mission components. This should inform the Security Council and troop- and police-contributing countries of areas in which improvements are necessary or in which there are significant challenges to mandate implementation.

E. Overall assessment of progress in the political solutions theme of the Action for Peacekeeping initiative

39. The pursuit of durable political solutions is at the heart of United Nations peacekeeping and a core element of the Declaration of Shared Commitments. To that end, missions are actively involved in preventing and mediating conflicts, creating an enabling environment and supporting political processes at the local and national levels. These efforts benefit from improved analysis and planning capabilities and the engagement of regional partners. Member States could support these efforts by leveraging their bilateral and multilateral relationships to support United Nations efforts to prevent, mediate and resolve conflicts.

V. Women and peace and security

A. Ensuring the full, equal and meaningful participation of women in peace processes

40. The Secretariat encouraged the full, equal and meaningful participation of women in peace processes in 2019. Progress was seen in the Central African Republic, Mali, South Sudan and Darfur.

41. For the first time, women participated in the African Union-led peace process in the Central African Republic in February 2019, including three government representatives and one armed group representative, who became a signatory to the peace agreement.

42. With UNMISS support, the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan, signed in September 2018, included gender provisions and a 35 per cent quota for the representation of women in governance structures. However, despite these commitments, only one committee has met the

quota. UNMISS also supported high-level advocacy by women, including a forum with more than 2,000 women leaders and a meeting with the President of South Sudan, Salva Kiir, who reiterated his commitment to women's leadership.

43. In Mali, advocacy by MINUSMA and women leaders resulted in the appointment of two women to a 12-member constitutional reform expert committee. The Agreement Monitoring Committee established a working group on participation by women, co-chaired by MINUSMA, that endorsed, in principle, the participation of women in all monitoring and implementation mechanisms. However, despite these commitments, women made up 23 per cent of the new Government unveiled in May 2019, down from 34 per cent in the previous Government.

44. In Darfur, UNAMID facilitated the participation of women in ongoing transition and governance mechanisms. It also responded to early warnings from women's protection and mediation networks by increasing patrols in hotspots during the farming season.

B. Integration of a gender perspective into analysis, planning, implementation and reporting

45. Progress was made in incorporating gender perspectives into mission activities. For example, MONUSCO, the United Nations Interim Force in Lebanon (UNIFIL) and UNMIK increased the percentage of workplans with at least one gender-specific goal to 91, 99 and 100 per cent, respectively, thereby improving the tracking of performance and accountability.

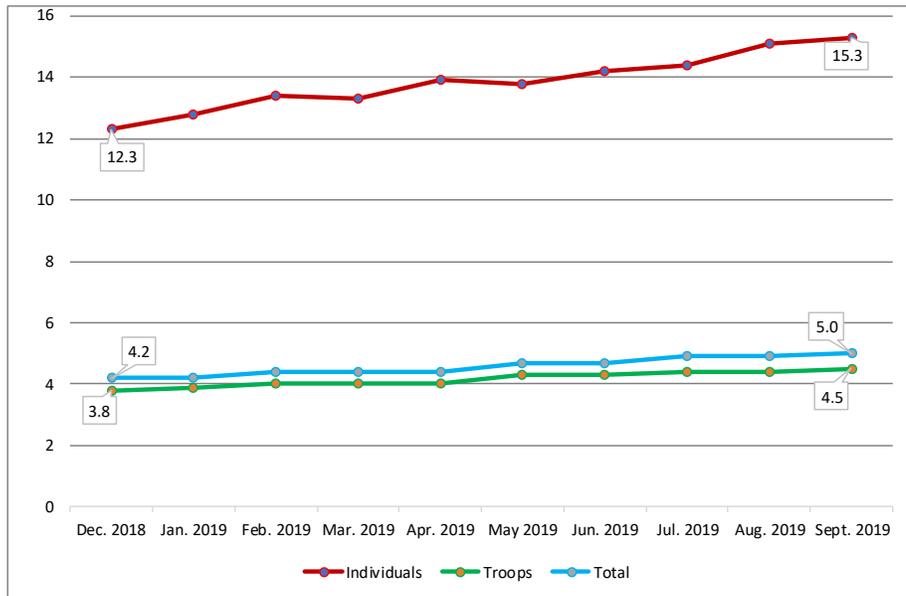
46. Missions began implementing a new gender action plan to combat sexual and gender-based violence and promote gender equality in host State law enforcement services. MINUSCA continued to support a dedicated unit of national police and gendarmerie with countrywide jurisdiction over sexual and gender-based crimes. In addition, MINUSCA encouraged the Government to effectively filter out perpetrators of conflict-related sexual violence when recruiting into the armed forces.

47. In MINUSCA and MINUSMA, projects to reduce community violence engaged 1,548 and 2,209 women, respectively, to mitigate violence, and supported educational and vocational projects to empower them. MONUSCO supported the national authorities' development of a strategy to integrate gender into the defence sector.

C. Gender parity

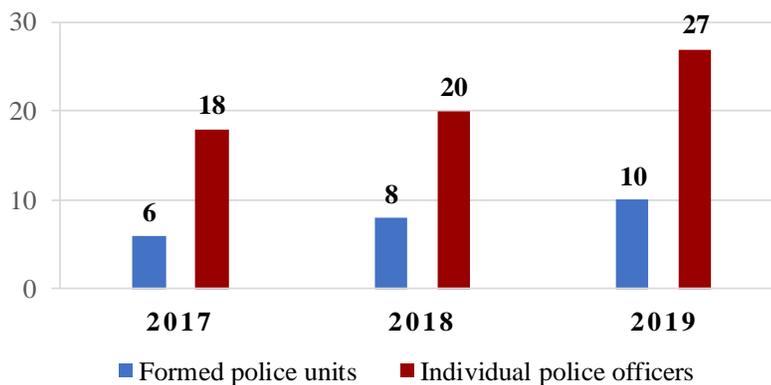
48. Efforts to implement the uniformed gender parity strategy 2018–2028 have led to an increase in the number of women staff officers and military observers. As shown in figure III, in 2019, the number of uniformed women rose by 3 per cent, to 15.3 per cent. Formed contingents, largely infantry battalions traditionally lacking women members, showed improvement, with a 0.7 per cent increase in participation by women.

Figure III
Percentage of military women in peacekeeping, December 2018 to September 2019



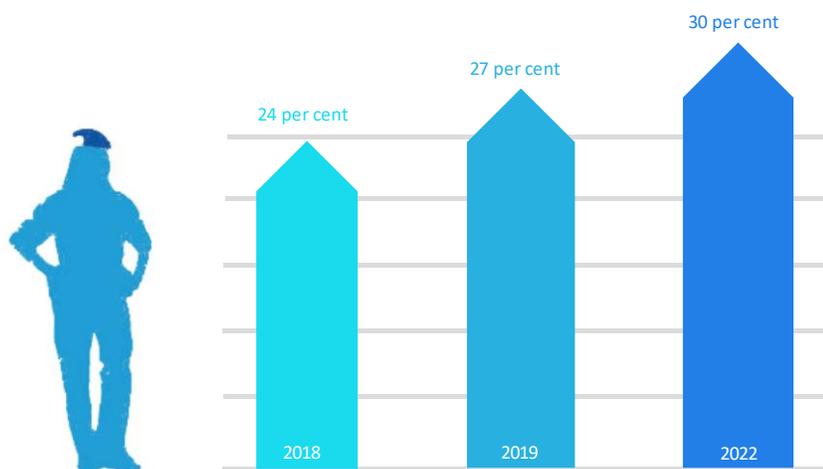
49. As can be seen in figure IV, the number of women deployed as individual police officers increased by 50 per cent over the past two years, from 18 per cent in 2017 to 27 per cent in 2019. Among formed police units, the number grew from 6 per cent in 2017 to 10 per cent in 2019. Improving gender parity throughout remains a priority, including through initiatives such as the senior police leadership roster and the fund of the Elsie Initiative for Women in Peace Operations, which brings together Member States and United Nations system entities to identify and address barriers to the increased deployment of women to peacekeeping and to incentivize change.

Figure IV
Percentage of women in the United Nations police



50. Efforts have been also made to increase the nomination of women justice and corrections experts as government-provided personnel. As at August 2019, 27 per cent of all deployed government-provided personnel were women (see figure V). Further efforts to reach the goal of 30 per cent by 2022 include a women-only call for nominations and women-only predeployment training sessions.

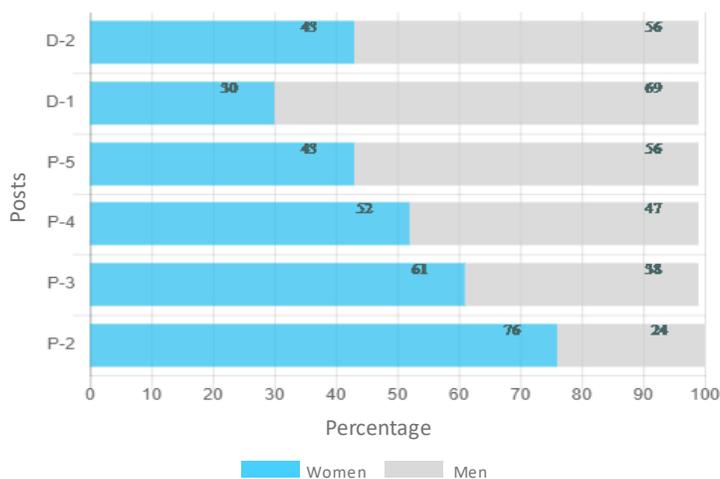
Figure V
Percentage of women justice and corrections experts serving as government-provided personnel



Note: The percentage for 2022 represents the goal for that year established under the uniformed gender parity strategy 2018–2028.

51. Overall, progress has been made towards parity for civilian staff in the Department of Political and Peacebuilding Affairs and the Department of Peace Operations at Headquarters, with further progress necessary at the P-5 to D-2 levels (see figure VI). However, significant challenges remain in reaching parity in the field. As at September 2019, women made up just 28 per cent of international staff serving in peacekeeping missions, and missions such as UNMISS, MINUSMA, MONUSCO, MINUSCA and UNAMID were furthest behind while representing the largest number of staff per mission. Targeted efforts to create an enabling environment for women candidates in these missions would help to accelerate the achievement of parity in the field.

Figure VI
Gender distribution in the Department of Political and Peacebuilding Affairs and the Department of Peace Operations at Headquarters



52. Efforts continue to recruit qualified women to senior leadership positions through the senior women talent pipeline. Since January 2018, 14 members of the pipeline have

obtained senior positions at the P-5 level and above in peace operations. For the first time in the history of peace operations, in 2019, there were two women force commanders and two deputy force commanders serving in peacekeeping missions.

D. Overall assessment of progress in the women and peace and security theme of the Action for Peacekeeping initiative

53. Ensuring the full, equal and meaningful participation of women in peace processes and peacekeeping operations is vital to finding sustainable solutions to conflict and implementing mission mandates. Member States should advocate, in both bilateral and multilateral settings, the inclusion of women in peace processes, governance and security sectors. Troop- and police-contributing countries should support efforts to increase the number of civilian and uniformed women in peacekeeping at all levels, including by nominating more women officers who are highly qualified and creating an enabling environment at the national level for women to advance within armed and security services and be given opportunities to be deployed.

VI. Protection

A. Overview

54. Protecting civilians and promoting and defending human rights continued to be priorities for peacekeeping missions, recognizing that the primary responsibility for both rests with host States. The effective implementation of protection mandates, namely those related to the protection of civilians, human rights, child protection and conflict-related sexual violence, require whole-of-mission approaches across uniformed and civilian components. Missions continue to make collective efforts to advance protection through complementary and mutually reinforcing measures across three tiers, namely, dialogue and engagement, the provision of physical protection and establishing and strengthening the protective environment.

B. Protection through dialogue and engagement

55. Dialogue and engagement with State and non-State actors and communities are powerful ways to advance protection. To address a plethora of armed groups and mitigate threats against civilians, MONUSCO continued to use its good offices, in particular at the local level, through the development of tailored armed group strategies that address political support and linkages between local populations and armed groups. Analytical capacities have been enhanced through the introduction of a local conflict analysis and planning tool in a number of field offices. MINUSCA supported, mediated and monitored local ceasefires and local peace agreements between communities and between armed groups, contributing to a decrease in violence against civilians.

56. Peacekeeping operations facilitated efforts by parties to end conflict-related sexual violence, in coordination with the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict. In the Central African Republic and Mali, the Special Representative signed joint communiqués with the Governments to prevent and respond to conflict-related sexual violence, while comprehensive action plans were developed and launched in the Democratic Republic of the Congo and South Sudan. Advocacy by UNMISS and the Special Representative secured the commitment of the Sudan People's Liberation Movement-Army Opposition to prohibit conflict-related sexual violence in its ranks.

57. Child protection also provided an entry point for engagement. Sixteen commanders of armed groups signed a road map to collaborate with MONUSCO on child protection, while 17 signed unilateral declarations to stop grave child rights violations. In addition, 3 surrendered to Congolese authorities following engagement with the Mission. As a direct result of this engagement, 639 children were voluntarily released, and a decrease in violations was recorded in two provinces.

58. In the Central African Republic, the Political Agreement for Peace and Reconciliation in the Central African Republic, signed in February 2019 between the Government and armed groups, referenced and addressed the six grave violations against children, resulting in a decrease in such violations in the first half of 2019.

C. Provision of physical protection

59. Peacekeeping continued to contribute to the physical protection of civilians. In response to intercommunal violence, MINUSMA carried out a campaign for the protection of civilians at the beginning of 2019 in central Mali. MINUSCA conducted four patrols by the Joint Protection Team in western areas of the Central African Republic, identifying threats to civilians and enhancing physical protection. In South Sudan, UNMISS continued to secure protection of civilians sites, including by managing three humane and secured detention sites and supporting the roll-out of mobile courts to investigate sexual violence committed within or near the sites. The Mine Action Service ensured safe passage and the delivery of humanitarian assistance by clearing mines and explosive remnants of war.

60. Human rights monitoring and reporting, including the recording of civilian casualties, provided early warnings of threats to civilians and supported engagement with parties. For example, engagement with local communities on human rights generated information for the MONUSCO early warning mechanism and contributed to devising responses, thereby preventing harm to civilians. Missions also continued to assist in the protection of human rights defenders, journalists, victims and witnesses.

61. Missions undertake mapping of conflict-related sexual violence hotspots, highlighting priority areas for patrols. In South Sudan, for example, following reports of attacks, UNMISS patrolled areas where women fetch firewood. In Darfur, UNAMID continues to patrol hotspots of conflict-related sexual violence and 43 protection networks for women act as “first responders” to gender-based violence at the community level.

62. MINUSCA trained 500 members of community alert networks to strengthen early warning capacity for child rights violations. As a result, MINUSCA was able to prevent the voluntary enrolment in armed groups of internally displaced children in Birao.

D. Establishment and strengthening of a protective environment

63. Missions continued to work in partnership with host Governments to establish and strengthen protective environments in order to prevent the emergence of threats and build capacity to re-establish the rule of law. In 2019, United Nations police began supporting the Malian security forces in community-oriented policing, with a view to rebuilding confidence, addressing security concerns and preventing crime. In the Central African Republic, efforts to reduce community violence in seven locations targeted 4,843 individuals, including both armed fighters and those vulnerable to recruitment by armed groups. Corrections efforts by MINUSCA, MONUSCO and MINUSMA have enhanced the operationalization and security of prisons, contributing to a reduced number of prison escapes and other destabilizing incidents.

64. In contributing to national reconciliation and political processes, missions continued to work with State authorities and civil society to strengthen the rule of law, address impunity and support transitional justice processes. In the Democratic Republic of the Congo, with the support of MONUSCO, authorities adjudicated more than 85 trials of international crimes, involving 488 accused persons and 126 convictions, including of militia leaders and leaders of the Armed Forces of the Democratic Republic of the Congo in landmark cases of mass rape and sexual violence. MINUSCA supported the four criminal court sessions held in Bangui and Bouar, during which 79 cases were tried, including 13 cases of sexual and gender-based violence. In Mali, MINUSMA provided training on human rights for the Malian forces, civil society organizations, the judiciary and the Truth, Justice and Reconciliation Commission.

E. Overall assessment of progress in the protection theme of the Action for Peacekeeping initiative

65. Despite progress made, more efforts are required to strengthen coordination and complementarity across protection mandates, as well as to promote international human rights and humanitarian law. Member States could support efforts to strengthen context-specific approaches to protection, reinforced by mission-specific training. Similarly, stronger and more consistent political and financial support is required for civilian-driven protection approaches to advance context-sensitive and nationally-owned efforts. Missions require capabilities tailored to local contexts, as well as support for addressing weak consent by host States and violations of status-of-forces agreements that affect the implementation of protection mandates. Finally, dedicated capacities for child protection, conflict-related sexual violence, the rule of law and human rights are essential for an effective preventative approach to protection.

VII. Safety and security

A. Action plan to improve the security of peacekeepers

66. On the basis of the conclusions of the 2017 independent review of peacekeeper fatalities due to hostile acts, the Secretariat developed an action plan to improve the security of peacekeepers. The action plan was developed jointly by Headquarters and the five peacekeeping missions identified as “high risk”: MINUSCA, MINUSMA, MONUSCO, UNAMID and UNMISS. The action plan is a living document that is updated whenever new gaps in safety and security are identified.

67. In 2019, the Secretariat continued to implement and update the action plan. In May 2019, uniformed, civilian and support representatives of the five high-risk missions and Headquarters met in Entebbe, Uganda, to review, adjust and streamline the action plan. Participants of the workshop found action-oriented solutions to areas critical to high-risk missions, namely, base defence and force protection, training and performance evaluation, enhancing mobility and flexibility, peacekeeping intelligence, integrated trauma care, and integrated planning and operations. Following the workshop, a fourth iteration of the action plan was issued, taking forward previously unimplemented actions and including new actions identified during the workshop, including with regard to policies on casualty evacuations and streamlining the integration of mission components within the missions.

B. Security trends and the safety of peacekeepers

68. The complex nature of contemporary conflict exposes peacekeepers to significant security risks. In response, the Secretariat has acted, contributing to a significant and sustained decrease in peacekeeper fatalities due to acts of violence, from 58 in 2017 to 27 in 2018 and 21 from 1 January to 26 August 2019 (see figure VII). Since 2013, MINUSMA, MINUSCA, MONUSCO, UNAMID and UNMISS have recorded the highest number of fatalities due to acts of violence (see figure VIII). In 2018, such fatalities were most common in MINUSMA (11 fatalities), MONUSCO (8 fatalities) and MINUSCA (7 fatalities).

Figure VII

Total military and police fatalities due to acts of violence for all peacekeeping missions

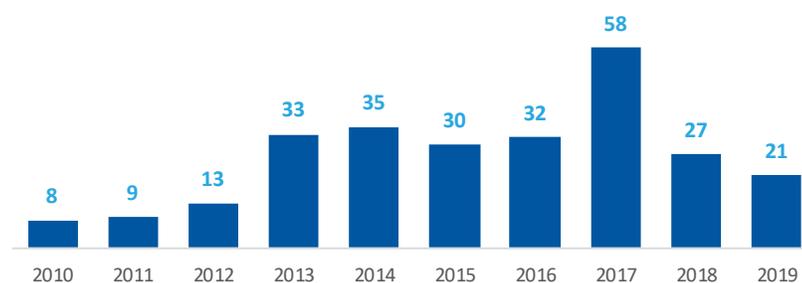
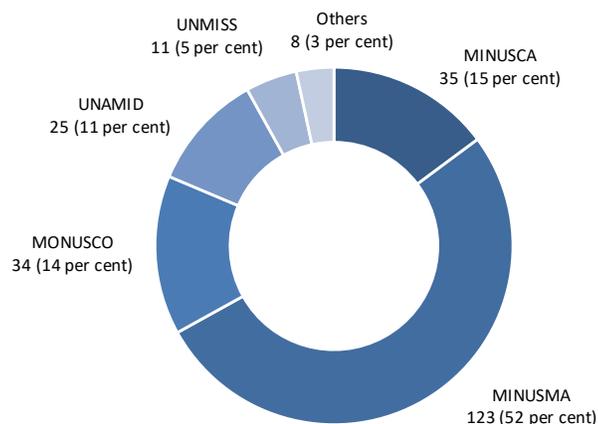


Figure VIII

Total military and police fatalities due to acts of violence from January 2013 to August 2019, by mission



69. In Mali, improvised explosive devices are a major threat, with the Mine Action Service recording a 38 per cent increase in incidents involving such devices from 2014 to 2018 (see figure IX). Since the Mine Action Service launched a holistic threat mitigation framework, fatalities due to improvised explosive devices have decreased from 24 in 2016 to 8 in 2018 and 4 in the first eight months of 2019, despite an increasing number of incidents (see figure X).

Figure IX
Incidents involving improvised explosive devices or explosive ordnance in MINUSMA

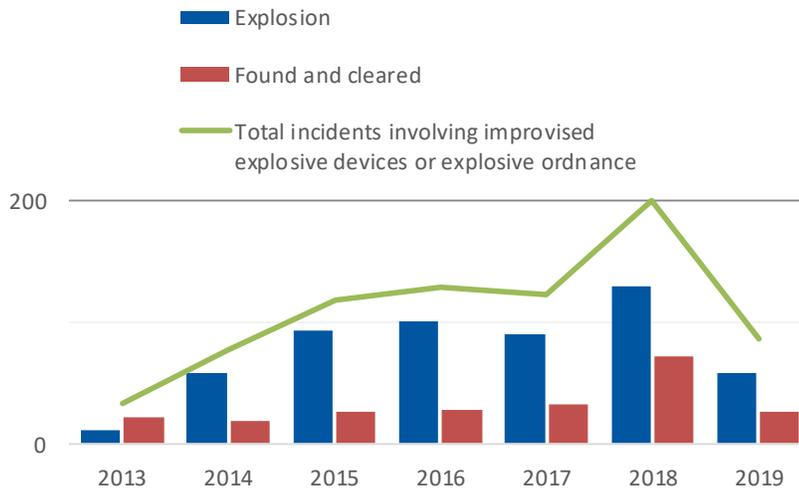
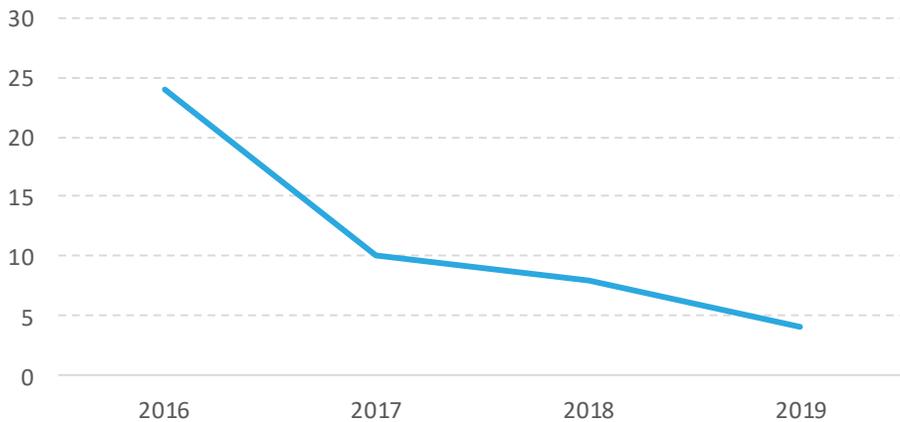


Figure X
Total military and police fatalities due to improvised explosive devices for all peacekeeping missions

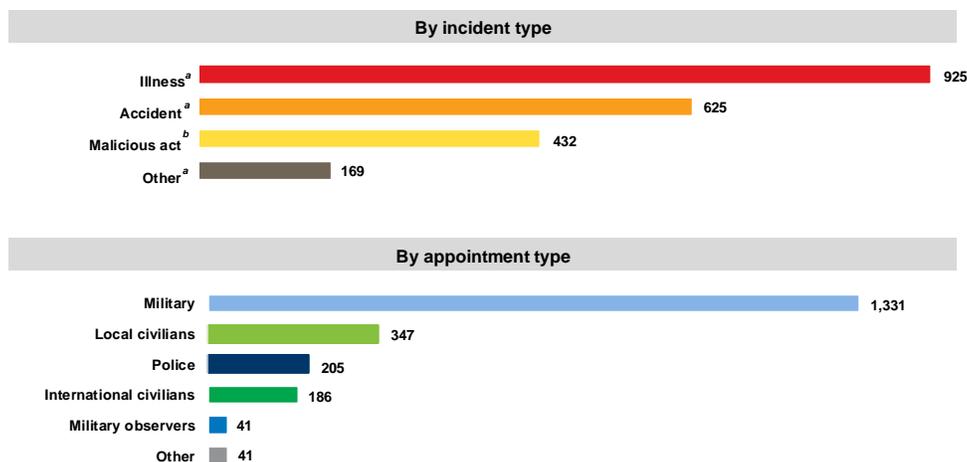


70. While these trends are promising, the loss of a single peacekeeper is unacceptable. In 2019, the Secretariat sought to improve crisis management and casualty evacuations through stress-testing exercises in UNMISS, MINUSCA, MINUSMA and MONUSCO. Participants in these drills identified an urgent need to bolster the missions’ operational crisis management. Full-scale casualty evacuation stress tests were also carried out in these missions to identify weaknesses in the medical chain and possible solutions. As a result, MINUSCA introduced a “one-stop shop” for matters regarding decision-making and the carrying out of casualty evacuations, with other missions planning to adopt this model. The stress tests also informed the ongoing review of the policy on casualty evacuations. The Secretariat has also started a programme to improve both basic and advanced first aid and is seeking funding to establish a casualty evacuation improvement team to standardize and improve processes and clinical standards in that regard.

71. Accidents, incidents and events related to occupational hazards, including disease, illness and harmful exposure, have not received the same attention and

resources as those related to malicious or violent acts, although they have a far greater impact. Research by the Department of Peace Operations and the Department of Operational Support indicates that peacekeeping fatalities due to occupational safety and health hazards outnumber those due to malicious or violent acts by three to one (see figure XI). The same data also indicate that the financial losses due to preventable peacekeeping accidents, incidents and events related to occupational safety and health hazards can be as high as \$250 million per year.

Figure XI
Peacekeeping fatalities, 2000–2018



Fatalities due to occupational health and safety hazards outnumber those due to violent acts by three to one.
Injuries and illness due to occupational health and safety hazards outnumber those due to violent acts by ten to one.

^a According to the Occupational Safety and Health Section, Department of Operational Support.

^b According to the Department of Safety and Security.

72. In response, I called for an occupational safety and health management system (see [ST/SGB/2018/5](#)), which would provide a framework to assess and address workplace safety and health issues. A consolidated system for reporting occupational safety- and health-related incidents is under development, and trials were begun in three field missions starting in October 2019.

73. In the current conflict landscape, it is worth noting the emerging threats in cyberspace. Assessments of the security and handling of information by peacekeeping missions will continue to ensure that peacekeepers, resources and operations are not exposed to unnecessary risk.

C. Accountability for criminal acts against United Nations peacekeepers

74. Ensuring accountability for serious crimes against peacekeepers remains a priority. While investigating and prosecuting these crimes is fundamentally the responsibility of host States, the United Nations has continued to support these States. In the Central African Republic, the Democratic Republic of the Congo and Mali, where 78 per cent of peacekeeper fatalities from malicious acts have been recorded, there has been an increase in the number of alleged perpetrators identified (from 59 in October 2018 to 76 in June 2019); an increase in the number of alleged perpetrators detained (from 53 in October 2018 to 63 in June 2019); and an increased percentage of cases with confirmed national investigations (from 30 per cent in October 2018 to

48 per cent in June 2019). A working group on the issue was established at Headquarters, and similar mechanisms have been established in MINUSCA, MINUSMA and MONUSCO.

D. Situational awareness

75. Peacekeeping situational awareness was strengthened in 2019 through revisions of the standard operating procedures on integrated reporting from peacekeeping operations, which formally incorporates the missions' use of the Unite Aware incidents database and highlights the need to monitor socioeconomic developments in conjunction with partners. United Nations police facilitated training sessions for law enforcement personnel of host States to enhance their contributions to cross-border investigations, including in MINUSCA, where immigration officers were trained on International Criminal Police Organization (INTERPOL) tools, enabling real-time database checks.

E. Peacekeeping intelligence

76. In 2019, the revised Peacekeeping Intelligence Policy was promulgated, while a handbook on military peacekeeping intelligence and guidelines on the United Nations use of unmanned aerial systems capabilities were approved, providing missions with critical operational guidance. A handbook on peacekeeping intelligence surveillance and reconnaissance is expected to be completed in the coming months. Peacekeeping intelligence coordination mechanisms have been established in MINUSMA, MONUSCO, MINUSCA and UNMISS to ensure coordination among all actors involved in peacekeeping intelligence under the leadership of the Special Representatives of the Secretary-General for each mission. These mechanisms are already enhancing efficiency and coordination among military, police and civilian components. Meanwhile, training in military peacekeeping intelligence, as well as the training of Member State trainers and the recruitment of qualified personnel, is continuing apace.

F. Overall assessment of progress in the safety and security theme of the Action for Peacekeeping initiative

77. In 2020, the Secretariat will implement the fourth iteration of the action plan to improve the security of peacekeepers, focusing on changing mindsets, improving capabilities, strengthening operational agility and readiness, promoting more robust patrols, adopting a light footprint model, improving camp protection and raising awareness about crimes committed against peacekeepers. Member States could support these efforts through measures ranging from providing individual first aid kits for peacekeepers to deploying additional helicopters capable of casualty evacuations. There is also a need to address training gaps along the casualty evacuation chain, beginning with battlefield first aid for peacekeepers through to trauma team training in level 2 and 3 medical facilities.

VIII. Performance and accountability

A. Ensuring the highest level of peacekeeping performance

1. Comprehensive and integrated performance policy framework

78. The comprehensive and integrated performance policy framework provides a mechanism to strengthen collective performance by ensuring that all actors, both in the field and at Headquarters, contribute to the preparation, implementation and evaluation of strong guidelines. Good performance requires work by the Secretariat, missions, troop- and police-contributing countries and other Member States. It must be based on guidance, supported by training and linked to measurements and accountability. A range of tools exist across the performance spectrum that makes up the framework.

2. Strengthening accountability for performance

Performance assessment of civilian personnel and leadership

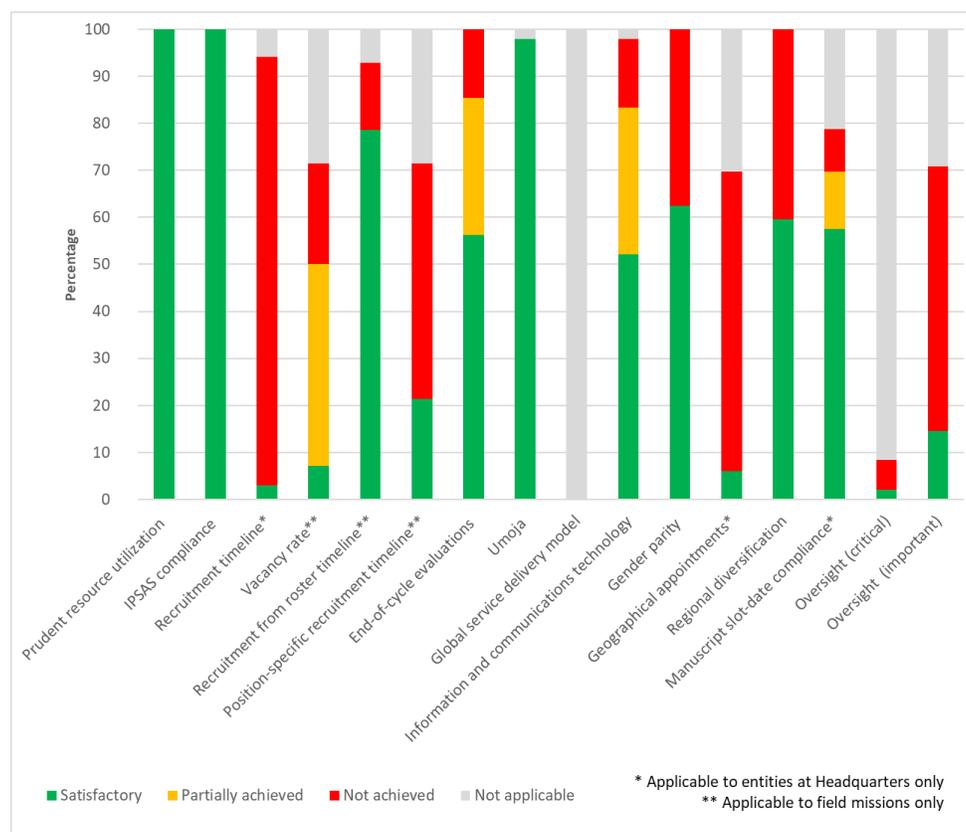
79. On 1 January 2019, as part of the management reform, the Secretary-General delegated authority to heads of entities, including of peacekeeping and special political missions. The measure was meant to align the responsibility for mandate delivery with the authority to manage resources. Accompanying this delegation of authority was a new accountability framework for monitoring the exercise of delegated authority. It requires decision makers to comply with the United Nations regulatory framework and ethical standards and is made up of 16 key performance indicators.

80. The performance management framework provides an opportunity for staff across the Secretariat to develop annual workplans, review and adjust goals during the interim review and receive an annual evaluation. Over the past three cycles, from 2016 to 2019, over 90 per cent of staff members in the field completed their evaluations. To strengthen performance accountability, an agile performance management approach is to be tested in 2020.

81. In the context of leadership performance, the senior manager's compact remains an essential accountability tool, as it outlines the priorities of individual senior managers, which can be used to evaluate their performance at the end of each cycle. The compacts for heads of missions include the personal objectives and priorities of each senior manager, special objectives applicable to field missions and a set of standard managerial objectives. In 2019, the Secretariat enhanced these compacts by including additional elements, for example, indicators and commitments framed around reform implementation priorities, including on the delegation of authority, transparency, results-based management, enterprise risk management, and sustainability. The 2019 compacts are also now fully automated through an online platform. To promote transparency, all compacts signed by heads of missions and the associated assessments are published on iSeek. To strengthen leadership accountability, the Secretariat extended the 360-degree feedback programmes for senior leaders to Under-Secretaries-General and Assistant Secretaries-General in field and non-field operations. These feedback programmes provide valuable insight into how leaders are perceived by others. Pending the final evaluation of the pilot programme, a broader roll-out of 360-degree feedback programmes at the leadership level is planned for 2020.

82. An analysis of achievements both at individual and aggregate levels is conducted by the Secretariat, providing insights on common managerial indicators (see figure XII).

Figure XII
Summary of performance and managerial indicators, 2018



Abbreviation: IPSAS, International Public Sector Accounting Standards.

Comprehensive performance assessment system

83. The comprehensive performance assessment system allows peacekeeping mission managers to monitor impact and conduct planning in a flexible manner on the basis of local context and regular assessments of performance. The system has been rolled out in six missions: MINUSCA, UNMISS, UNIFIL, UNFICYP, MONUSCO and MINUSMA. All peacekeeping operations will be using the system by July 2020.

84. All six missions have undertaken cross-component context mapping, with participation from civilian and uniformed components, to develop a results framework that, on the basis of mandates, identifies priority objectives and outlines what a mission should produce to achieve those objectives. Qualitative and quantitative indicators are used to assess progress.

85. MINUSCA, UNMISS, UNIFIL and UNFICYP have collected data and conducted performance analysis on an initial subset of their frameworks, enabling them to refine the frameworks. These missions reported that the comprehensive performance assessment system strengthened unity of purpose, bolstered cross-component planning and enhanced data collection in the missions. The Secretariat has also supported training sessions and workshops on the system for mission staff and leadership.

Integrated performance assessment of uniformed units

86. In close cooperation with Member States, the Secretariat has undertaken several initiatives to fulfil its commitments in the Declaration of Shared Commitments and in accordance with Security Council resolution 2436 (2018) to further improve the performance of peacekeeping, including of uniformed units.

87. Since 2018, force commanders have conducted 334 evaluations of the 240 military units deployed to peacekeeping missions, assessing units against criteria, including support for mandate implementation, command and control, caveats, training and conduct and discipline. To support military performance evaluations and internal decision-making, a military performance evaluation task force was established, with a focus on the development of comprehensive and objective military standards and benchmarks. The task force will roll out an enhanced unit performance evaluation tool, designed to facilitate objective- and task-orientated evaluations. The task force already supports the military skills validation of units during predeployment visits.

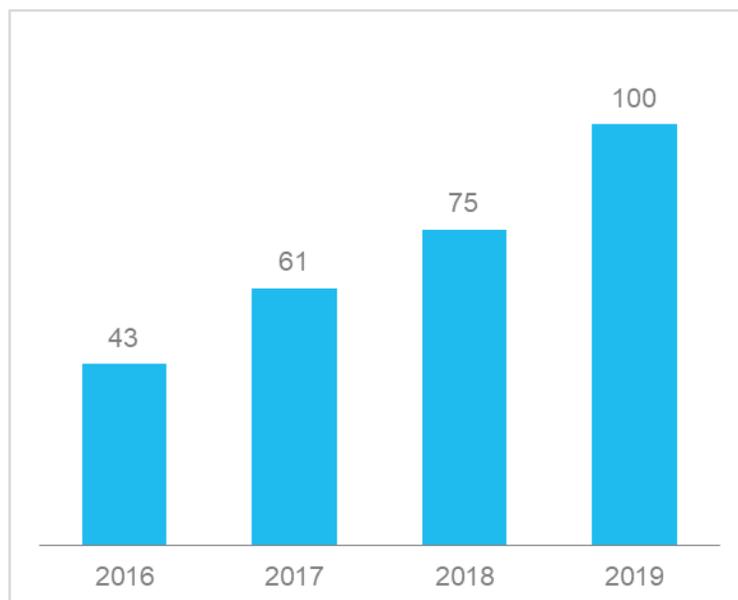
88. A task force to address the needs of United Nations police personnel was established. In June, a standard operating procedure and an online tool for the assessment and evaluation of the performance of formed police units were launched, while in September, the revised standard operating procedure on assessing individual police officers for service was finalized. To facilitate standardized implementation across missions, training and sensitization workshops were held in China, Ghana and Italy. The Police Division also conducted implementation assessment visits to UNMISS, MINUSMA, MONUSCO and UNAMID. In missions, heads of police components conduct quarterly and bimonthly evaluations on shortfalls in contingent-owned equipment and in the capacities of formed police units, respectively.

3. Working with Member States to strengthen the performance of uniformed personnel

Strategic force generation

89. As can be seen in figure XIII, in 2019, all new deployments of military and police units originated from the Peacekeeping Capability Readiness System, compared with only 43 per cent in 2016. In addition to the 267 pledges registered in the System, the Secretariat worked with Member States to prepare and verify 12 military and police units for rapid deployment, with almost 3,700 personnel ready for deployment within 60 days of a request from the Secretariat. Since January 2019, the Secretariat carried out eight assessment and advisory visits to eight Member States, assessing 12 units, verifying training and equipment needs and facilitating training and capacity-building coordination as required. The Secretariat worked closely with Member States to utilize available options (e.g., the use of donated or loaned equipment and equipment contributions) to meet capability gaps. The Secretariat also facilitates, where appropriate, bilateral discussions directed at capacity-building.

Figure XIII
Percentage of new units deployed that originated from the Peacekeeping Capability Readiness System



Source: Analysis by the Strategic Force Generation and Capability Planning Cell; 2016–2018 figures are based on an audit of the System by the Office of Internal Oversight Services.
Note: 2018 figures are for the first half of 2018, while 2019 figures are for the period from January to August 2019.

Predeployment preparations

90. The Secretariat has developed a clear framework for performance standards and assessments. Efforts to ensure that units joining missions meet operational readiness standards, including through a new methodology for predeployment evaluations, are ongoing. The Secretariat, in consultation with Member States, has developed or is working on 158 new standards for infantry battalions, 115 new standards for engineering units, 53 for explosive ordnance disposal units and 100 for aviation units.

91. Since 2018, nearly 90 per cent of predeployment visits have included mandatory individual and collective military skills validations. These predeployment visits assist troop-contributing countries by offering tangible and objective recommendations to improve training. The military performance evaluation task force has strengthened the military skills validation portion of predeployment visits by conducting scenario-based exercises, designed around the objective of conducting a task in the conditions of a mission and using relevant standards as a framework. For its part, the Police Division facilitated 50 deployments of assistance teams to police-contributing countries, supporting the selection of skilled officers and ensuring the operational readiness of deploying personnel and formed police units.

92. To ensure coherence, the Department of Peace Operations has launched a United Nations police training architecture project, which is aimed at facilitating compliance with the strategic guidance framework for international policing in predeployment, mission and in-service training.

93. To help peacekeepers to operate effectively in high-risk security environments, the Mine Action Service provided specialized equipment and predeployment training on awareness and mitigation of threats concerning improvised explosive devices to

explosive ordnance disposal units and infantry. Since 2015, the Mine Action Service has trained trainers in 10 MINUSMA troop-contributing countries.

94. The Secretariat continued to implement the policy on human rights screening of United Nations personnel by screening individual nominees and working with Member States to ensure that the personnel they nominated met its requirements. The policy, which plays a key role in ensuring the credibility and legitimacy of United Nations peacekeeping operations, requires dedicated resources to meet increasing demands.

95. The Department of Operational Support provides credentials for all medical personnel deployed in field missions and began developing standardized procedures to allow the scaling up of this process for contingent-owned equipment level 1 facilities. The goal is to ensure that United Nations medical personnel are deployed with the requisite skill sets and practices. As such facilities can be the first responders for any contingent, consistent and reliable standards must also be extended to these front-line health-care workers.

Capacity-building and training

96. On the basis of evaluations, the light coordination mechanism engages with training and capacity-building providers to facilitate training partnerships and improve the performance of troop- and police-contributing countries through bilateral training efforts. With the support of the mechanism, two Member States deployed one mobile training team each to five MINUSMA troop-contributing countries to train trainers on operating in environments involving improvised explosive devices. In addition, from November 2018 to April 2019, three mobile training teams were deployed to MINUSMA to provide additional training on the mitigation of threats involving improvised explosive devices, first aid, casualty evacuations, medical evacuations and additional topics requested by troop-contributing countries. The Secretariat also coordinated bilateral capacity-development activities in two troop-contributing countries. Work was under way to deploy another Member State-led training team to MINUSMA towards the end of 2019. In Mali, partly as a result of training and other capacity-building efforts, the ability of MINUSMA troops to detect improvised explosive devices prior to detonation increased from 11 per cent of devices found in 2014 to over 50 per cent in 2018.

97. The Police Division further operationalized the specialized police team concept, which enables contributors to pool their expertise and capacities to deliver quality policing assistance. In MONUSCO, a team was deployed in March 2019 to address serious organized crime alongside Congolese specialized units.

98. In the context of the action plan to improve the security of peacekeepers, the Department of Peace Operations has been working with Member States to provide military planners of troop-contributing countries with the information needed to reach and verify the standards required in the operational readiness assurance and performance improvement policy of 2015 and the guidelines on operational readiness preparation for troop-contributing countries in peacekeeping missions of 2018. In 2018/19, four seminars were held: two for African troop-contributing countries, one for Asian troop-contributing countries and one for Latin American troop-contributing countries. The Police Division undertook several advisory visits to emerging police-contributing countries as part of an effort to help them to diversify and increase the contributor pool and sustain well-managed units.

99. In addressing the need for more in-depth knowledge among uniformed personnel on protection issues, the Secretariat continued to roll out training material on protection of civilians and child protection. Between January 2018 and June 2019, the Secretariat conducted 16 training-of-trainer sessions and deployed 4 mobile

training teams to conduct sessions (in English and French) on protection of civilians and child protection for military and police personnel. The Office of the United Nations High Commissioner for Human Rights and the Standing Police Capacity actively contributed to the provision of training and the development of material on human rights, including through a joint course for serving United Nations police officers. The pilot training-of-trainers centre in Entebbe, Uganda, remains the preferred location for training uniformed personnel, with 23 activities conducted in 2018/19, involving a total of 402 participants.

B. Providing effective support to peacekeeping operations

1. Supporting peacekeeping missions

100. Mission success hinges on strong leadership by senior mission leaders and a mission's ability to work in an integrated and collaborative manner, in which all mission resources are "whole-of-mission" assets. The revised policy on authority, command and control in United Nations peacekeeping operations reinforces the need for unity of effort at all levels and across all areas of a mission, including for the integration of operations, assets and activities. The revised policy is also in line with the new delegations of authority and emphasizes the importance of mission-wide integrated planning and control mechanisms.

101. Caveats, especially undeclared, undermine a mission's chain of command and effectiveness. The Secretariat continues to work with Member States to ensure that they adhere to United Nations standards for equipment configuration, camp security and rules of engagement. The Secretariat also stands ready to work with Member States to develop a clear, comprehensive and transparent procedure for caveats.

102. The management reform has enabled the Secretariat to provide advice to peacekeeping operations more rapidly, supporting heads of missions with their newly delegated authorities. In the first nine months of 2019, the Secretariat answered some 1,200 requests for advice from peacekeeping missions and vetted more than 32,000 individuals. To streamline procedures, heads of missions submit their budget proposals directly to the Controller. In the area of conduct and discipline, the process at Headquarters has been streamlined.

103. In 2017 and 2018, peacekeeping operations met the target of an average 120-day recruitment timeline established by the General Assembly, primarily owing to the extensive use of the fast recruit-from-roster modality to fill international vacancies. Considering the organizational imperatives of gender parity and geographic diversity, the rostering process, which is managed by Headquarters, front-loads the assessment and clearance of candidates, thereby contributing to reduced recruitment timelines in peacekeeping operations.

104. The Secretariat has also rolled out an integrated capacity development programme to support good governance and resource stewardship at the senior leadership level. The programme is aimed at ensuring that current senior leaders have the support and tools needed to exercise the expanded delegations of authority and deliver more effectively on their mandates.

105. The Police Standing Capacity and the Justice and Corrections Standing Capacity in Brindisi, Italy, continued to provide rapid support by deploying specialized expertise to nine peacekeeping operations. In 2019, this assistance contributed to progress in transition planning and implementation in Haiti and Darfur and in community policing and the roll-out of the comprehensive performance assessment system in the Central African Republic, Cyprus and South Sudan, and enhanced

criminal accountability efforts in the Central African Republic and Kosovo,¹ and efforts to prevent radicalization and improve the security of prisons in the Democratic Republic of the Congo and Mali.

2. Medical standards and capabilities

106. As part of the action plan to improve the security of peacekeepers, standards and capabilities have been developed to improve medical capabilities in field missions. Stress testing of the new policy on casualty evacuations, promulgated in March 2018, was conducted in four of the five high-risk missions and a redraft of the policy is currently under way.

107. Efforts are also under way to strengthen policy and develop standards in other areas. Training sessions have been held for Member States on new health-care quality and patient safety manuals. Health risk assessments of missions are helping to develop medical support plans aligned with operational needs.

108. Training in support of predeployment standards is also under way. The United Nations buddy first aid course has been developed and three master trainer courses have been held. The first United Nations field medical assistant course was conducted in October 2019. These skill sets are intended to strengthen immediate life-saving responses after an incident.

109. A hospital performance tool has been developed to monitor compliance with standards and support continuous improvement efforts for medical facilities in the field. Clinical pathways and clinical audit methodologies have also been introduced to drive consistent standards of medical care and ensure that monitoring, feedback and improvement systems are in place.

3. Aviation

110. The Secretariat undertook a demand-based review of aviation requirements to enhance the efficiency and cost-effectiveness of aviation. At the direction of the Secretary-General, the review ensured that no compromises were made for either casualty evacuation or medical evacuation capabilities or aviation safety. The Secretariat continues to work to improve casualty and medical evacuations, including by enhancing policies and capabilities such as night vision. During the past year, more than 1,340 casualty or medical evacuation tasks were carried out by commercial helicopters, while 280 were carried out by military helicopters.

111. In addition, the employment of unmanned aircraft systems in missions continues to grow. Missions, including MINUSMA, MONUSCO and MINUSCA, actively use a range of types of unmanned aircraft systems to accomplish their mandates. MONUSCO, for example, has renewed its capabilities with the inception of a more cost-effective unmanned aircraft system. In addition, MINUSMA is reviewing its intelligence, surveillance and reconnaissance requirements, which will result in a combination of intelligence, surveillance and reconnaissance platforms to be operational by mid-2021.

4. Supporting innovative approaches to equipment serviceability and sustainability

112. The Secretariat remains committed to helping to fill capability gaps arising from either the non-deployment or the unserviceability of equipment. Mechanisms for meeting these gaps include bilateral arrangements between Member States to provide

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

equipment, training and maintenance services. Under such arrangements, Member States may separately provide formed personnel and contingent-owned equipment, or deploy together as a joint contingent. Under trilateral agreements, Member States separately provide formed personnel and contingent-owned equipment to the Secretariat. The level of reimbursement for these approaches is determined by the General Assembly.

5. Technology and innovation in peacekeeping

113. Innovation in technology and data methods is critical to ensuring the effectiveness of peacekeeping operations. Efforts are under way, including in implementing a situational awareness programme; installing self-protection technologies for camps; using radio for sentiment analysis; and developing tele-health and tele-medicine tools. A data action plan is also being implemented in peacekeeping operations to improve the quality and response time of evidence-based reporting. These efforts are expected to strengthen the political analysis and preventive role of peacekeeping operations, improve safety and security and enhance performance and mission management.

114. To fulfil a recommendation of the action plan to improve the security of peacekeepers, the notification of casualties database system has now been fully deployed to serve as the authoritative central repository for all data on peacekeeping fatalities, reducing the time needed for the accurate reporting of fatalities to Member States.

115. The Unite field remote infrastructure monitoring system provides entities of the Secretariat with an advanced and standardized platform to monitor and optimize the production and use of scarce resources in support of their respective mandates. This tool will support the implementation of the environment strategy for field missions, including by providing real-time data to measure the production and consumption of resources, as well as to identify areas of potential risk, in particular with regard to wastewater management. Innovative solutions that capture and store renewable energy have the potential to transform how electricity is produced and managed in field operations.

116. More broadly, the Secretariat has begun to explore the impact of digital technology, such as the increasing use of social media by conflict actors, on the conflict environments of peace operations, and ways in which missions should adapt to better respond, including through the adoption and integration of digital technologies into their operations.

117. To further improve field mission activities and enhance mandate implementation through technology and data, the use of frontier technologies such as artificial intelligence, computer vision and distributed ledger technologies is being explored. In addition, expertise in the area of information management and privacy will be strengthened.

C. Overall assessment of progress in the performance and accountability theme of the Action for Peacekeeping initiative

118. Efforts to improve performance have begun to deliver results, but they require Member State support to ensure the highest level of performance, including supporting the implementation of the updated policy on authority, command and control in United Nations peacekeeping operations and the revised policy on casualty evacuations, supporting unit performance evaluations, developing military standards, strengthening the language capacities of personnel, deploying capabilities through the

Peacekeeping Capability Readiness System and financing United Nations training, as well as increasing domestic and bilateral support for operational readiness assurance of personnel being deployed. Member States are critical to ensuring that United Nations-issued guidance and training materials reach the hands of those who lead the preparation of uniformed personnel and units for peacekeeping.

IX. Peacebuilding and sustaining peace

A. Strengthening national capacity and ownership

119. Where mandated, missions continued to work with host Governments to develop peacebuilding strategies and perform peacebuilding tasks, addressing the root causes of conflict and prioritizing prevention. Such efforts included strengthening the presence, performance and legitimacy of national rule of law, security and human rights institutions and protection systems. In those efforts, the Peacebuilding Commission served as a platform for host Governments to communicate their peacebuilding priorities and needs in mission settings.

120. Police components strengthened the capacity of host State law enforcement agencies, with a view to their becoming more representative and responsive and accountable to the populations they serve. For example, in Haiti, the police-led MINUJUSTH consolidated peacekeeping efforts to enable the Haitian National Police to undertake policing without operational support from United Nations police. In the Democratic Republic of the Congo, MONUSCO is working with national counterparts on a national disarmament, demobilization and reintegration response to accommodate the increasing number of armed groups willing to demobilize. The Mine Action Service components in MINUSCA, MONUSCO and MINUSMA enhanced the capacity of security forces to manage and store weapons and ammunition. MONUSCO also supported Congolese efforts to hold perpetrators of grave human rights violations accountable and worked with civil society and the national human rights commission to advance the protection of human rights.

121. MINUSMA strengthened the capacities of the national commissions on security sector reform and disarmament, demobilization and reintegration, contributing to the development of a Malian security sector strategy and the integration of more than 1,000 ex-combatants into the Malian defence and security forces.

122. UNMISS, jointly with the African Union and IGAD, supported a comprehensive security assessment that would inform future security sector reform efforts, a key requirement for sustaining peace.

123. MINUSCA facilitated the operationalization of joint security units made up of government personnel and former members of armed groups. The Secretariat and the World Bank, meanwhile, contributed to a retirement scheme for 800 Central African armed personnel through a public expenditure review. Also in the Central African Republic, MINUSCA supported national authorities in the design, planning and implementation of the national disarmament, demobilization and reintegration programme launched in December 2018, which has since led to the disarming and demobilizing of 583 combatants.

B. Transition planning and analysis

124. The downsizing or withdrawal of peacekeeping operations is often accompanied by waning international interest, leading to reductions in financial, political and technical support. Without the leverage of a Security Council mandate and with a

reduced United Nations presence, political engagement on sensitive issues may become more difficult. To protect gains made, the United Nations system carries out integrated analysis and transition planning, working with its partners to facilitate transitions and define peacebuilding priorities that span the peace and security, development and human rights pillars.

125. The ongoing efforts and progress of the United Nations system in transition settings are also a result of the reform agenda of the Secretary-General, which has made transitions a clear organizational priority. Since January 2017, the Executive Committee, established by the Secretary-General to support senior-level decision-making, has reviewed the system's work on transitions and specific transition contexts every six months. Moreover, in April 2019, the Secretary-General issued a planning directive on transitions, in which he called for concrete measures aimed at ensuring more proactive, integrated, gradual and coherent transition processes and identified key actions that should be taken immediately by the United Nations system to ensure that existing systems, mechanisms and rules and regulations are more conducive to whole-of-system and forward-looking transition processes.

126. UNAMID worked with the Government of the Sudan and the United Nations country team to implement the State liaison functions in the capitals of four States in Darfur as part of its comprehensive transition strategy centred on the rule of law, human rights protection and strengthening national institutions and civil society. In Haiti, planning for the transition from MINUJUSTH to BINUH was carried out in close collaboration with the United Nations country team, including through the development of a package of peacebuilding projects identified by the Government of Haiti, some of which will be financed by the Peacebuilding Fund.

C. Strengthening coherence among United Nations system actors

127. Several mechanisms continued to enhance coherence, accountability and effectiveness of mandate delivery, ensuring that sustaining peace remained a priority. The Global Focal Point for the Rule of Law consolidates expertise and resources from across the United Nations system and provides strategic support to field presences, including through the rapidly deployable standing capacities in police, justice and corrections, to strengthen the delivery of rule of law mandates in the Democratic Republic of the Congo, Mali and South Sudan and to facilitate transitions in Darfur and Haiti.

128. The Team of Experts on the Rule of Law and Sexual Violence in Conflict, created by the Security Council in its resolution [1888 \(2009\)](#), continues to support the United Nations system to coherently deliver specialized assistance to Member States to prevent and address conflict-related sexual violence.

129. The Peacebuilding Commission continued to work as a platform to enhance coherence in the United Nations system and ensure that sustaining peace remained a priority during transitions. In 2018, the Commission provided advice to the Security Council in preparation for the renewal of the mandate of MINUSCA and facilitated deliberations on issues related to the Mission's peacebuilding component. The Peacebuilding Fund has increased its investments in peacekeeping settings from 20 to 30 per cent, helping to enhance coherence between the efforts of missions and those of United Nations country teams.

D. Supporting inclusive and participatory approaches

130. Peacekeeping operations support the inclusive and participatory processes needed for sustainable peace. MINUSMA has supported the establishment of seven civil society observatories that engage with State authorities on the implementation of the peace agreement. Similarly, MINUSCA has worked with the host State to revitalize the local peace and reconciliation committees, which are key instruments for supporting the implementation of the 2019 peace agreement.

131. Engaging with local actors is central to missions tasked with addressing intercommunal conflicts. MINUSMA has responded to recent violence in the central region of Mali by developing a project on justice and reconciliation initiatives and leveraging traditional and formal justice mechanisms. MINUSCA has designed projects to reduce community violence and support more than 4,000 beneficiaries with the direct participation of local communities and authorities. UNAMID supported the Sudan Disarmament, Demobilization and Reintegration Commission in implementing 75 community stabilization projects targeting 2,382 direct beneficiaries, including 1,079 women.

132. The Secretariat has also focused on fostering the participation of women across peacekeeping missions, including through the implementation of quick-impact projects. In the first six months of 2019, 45 per cent of all such projects included as an objective the empowerment and political participation of women.

E. Overall assessment of progress in the peacebuilding and sustaining peace theme of the Action for Peacekeeping initiative

133. Building and sustaining peace requires comprehensive and reliable support to restore and extend accountable institutions. Successful peacekeeping exit strategies are underpinned by close collaboration among national partners, the United Nations and external partners, integrated analysis and planning, and flexible, robust financing. Member States can contribute to this effort by supporting programmatic funding, which allows missions to implement strategic and innovative approaches to transitions and other mandated tasks, and the Peacebuilding Fund, which has quadrupled its investments in transitions since 2017. A more strategic utilization of the Global Focal Point for the Rule of Law and other platforms is needed to leverage the resources and expertise across the United Nations system. Strengthening coherence between peacekeeping operations and United Nations country teams also requires strengthened intergovernmental coherence to more effectively tailor mandates, capacities and resources in support of nationally owned processes.

X. Partnerships

A. Partnerships with regional organizations

1. United Nations-African Union cooperation and capacity-building

134. The development of a systematic and strategic partnership between the United Nations and the African Union remains a priority for both organizations. The Chairperson of the African Union Commission and the Secretary-General have repeatedly stated their commitment to deepening the United Nations-African Union strategic partnership for peace and security issues and sustainable development in Africa through a more integrated approach and in keeping with the joint declarations in these two areas signed by the two organizations in 2017 and 2018, respectively. It

is essential that African-led peace operations acting under Security Council authority be provided with strong mandates and predictable, sustainable and flexible financing, including through United Nations assessed contributions, where appropriate.

135. In keeping with the December 2018 joint declaration on African Union-led peace support operations, both organizations jointly developed policies on conduct and discipline and on preventing and responding to sexual exploitation and abuse. The African Union, with the support of the Secretariat, held workshops to develop a training curriculum and harmonized training standards on compliance. The Secretariat also continued to support efforts to develop a joint planning and reporting framework, enhance the capacity of the African Union to assess, plan, deploy and manage peace operations and assist the operational readiness of the African Standby Force. The Under-Secretary-General for Peace Operations and the Commissioner for Peace and Security of the African Union conducted a joint visit to the Central African Republic, Ethiopia and the Sudan in April 2018. Furthermore, a joint United Nations-African Union working group was established, which has started its work on harmonizing United Nations and African Union financial rules and regulations for interoperability and a smooth transition to an African Union peace support operation, if mandated. Together with the World Bank, the United Nations continued to support the implementation of the African Union Disarmament, Demobilization and Reintegration Capacity Programme.

136. In partnership with the African Union and the European Union, the Secretariat has supported a joint peace analysis using a gendered perspective in the Central African Republic. In Somalia, the Mine Action Service enhanced the capacity of more than 8,000 troops of the African Union Mission in Somalia (AMISOM) to operate in the high-threat environment of Somalia regarding the use of improvised explosive devices. Although the number of incidents involving improvised explosive devices in which AMISOM was targeted has increased, the number of casualties has decreased, reflecting positively on training efforts in that regard.

2. Partnership initiatives with regional and subregional organizations

137. The Secretariat continued to cooperate closely with other organizations, including the European Union, the North Atlantic Treaty Organization (NATO), the League of Arab States, the Organization for Security and Cooperation in Europe, the Collective Security Treaty Organization and the Association of Southeast Asian Nations (ASEAN), on operational support, liaison capacity, information-sharing, crisis management, training and capacity-building programmes.

138. The United Nations and the Collective Security Treaty Organization continued to explore means to enhance their partnership, including through United Nations participation in the exercises of the Collective Security Treaty Organization in October 2018 and a visit by the United Nations in April 2019 to the headquarters of the Collective Security Treaty Organization.

139. Meetings of the United Nations/European Union Steering Committee on Crisis Management in December 2018 and April 2019 were focused on women and peace and security and support to United Nations operations. Mission-specific cooperation was strengthened through joint high-level visits to MINUSMA and MINUSCA in 2019. In Mali and the Sahel, MINUSMA continued to deliver life-support consumables to the Joint Force of the Group of Five for the Sahel thanks to funding from the European Union. In the Central African Republic, the United Nations worked with the European Union to support the operationalization of the Special Criminal Court.

140. Cooperation with NATO continued within the context of the annual staff talks between the United Nations and NATO, which were held in New York in October 2019, with a focus on women and peace and security, the Action for Peacekeeping

initiative, the protection of civilians, children and armed conflict, the mitigation of threats involving improvised explosive devices, and medical standards.

B. Partnerships with host Governments

141. The consent of the parties and host Governments is a fundamental principle of peacekeeping. Beyond the legal aspects of consent, the cooperation of host Governments is vital to the successful implementation of mandates. In 2019, the United Nations generally enjoyed effective cooperation with host Governments. At times, this was constrained by the lack of capacity of Governments, in particular in places where they are absent.

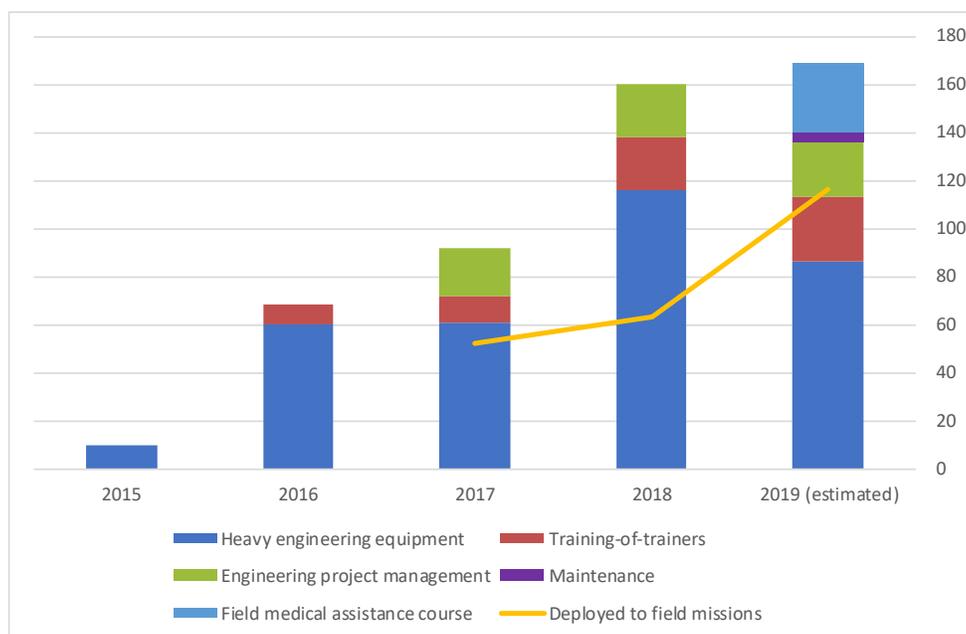
142. UNMISS continued to encounter challenges to its freedom of movement, impeding its ability to implement its mandate, in particular to protect civilians and monitor human rights. During the reporting period, the Mission encountered repeated restrictions in accessing highly volatile areas. In May, UNAMID suspended its handover of sites it had vacated to the Government until the Transitional Military Council rescinded a decree mandating the handover of UNAMID sites to the Rapid Support Forces.

143. UNIFIL support to the Lebanese Armed Forces is a key component of its strategy to consolidate peace and support institution-building and the extension of the Lebanese State's authority in the south. UNIFIL is also engaged with the Lebanese Armed Forces in a strategic dialogue aimed at increasing the deployment of the Armed Forces in the south, as well as the expansion of the Lebanese Navy.

C. Triangular partnerships for the provision of training and equipment to troop- and police-contributing countries

144. Progress has been made in strengthening peacekeeping through triangular partnerships, which bring together the United Nations, Member States with expertise and resources, and troop-contributing countries. Since its inception in 2015, the triangular partnership project has provided training to 365 uniformed engineers and 3,577 uniformed signals personnel, many of whom have already deployed to United Nations peacekeeping missions, as well as to AMISOM. The number of trainees has grown steadily since 2015, as shown in figure XIV.

Figure XIV
Number of trainees under the triangular partnership project, by type of training



145. As recommended by the Special Committee on Peacekeeping Operations, the Secretariat is expanding the triangular partnership project. In 2019, front-line medical training in field medical assistant skills was piloted at the Regional Service Centre in Entebbe, Uganda. Also in 2019, the triangular partnership project provided training to more than 100 engineers from African troop-contributing countries, which included, for the first time, in situ mobile training courses in three troop-contributing countries. Also, for the first time, four African engineers were sent to attend a four-month-long training programme in Brazil on the maintenance of heavy engineering equipment. To provide further support to francophone countries, a training-of-trainers session on the operation of heavy engineering equipment is planned in Morocco for 2020. In the ASEAN region, the triangular partnership project included a plan to train up to 30 engineers in Viet Nam in late 2019.

D. Overall assessment of progress in the partnerships theme of the Action for Peacekeeping initiative

146. Collective action is the essence of United Nations peacekeeping, and strong partnerships enhance impact in that regard. However, a mutual understanding of the types of contributions that diverse organizations can reliably make and of measures to facilitate collaboration is essential. Member States can support the Secretariat by encouraging initiatives such as the United Nations-African Union frameworks and the United Nations-African Union-European Union trilateral partnership, as well as by supporting the African Union in establishing its own capacities. Member States can also advocate shared, coherent approaches to collaborating with the United Nations.

XI. Conduct of peacekeepers and peacekeeping operations

A. Conduct of peacekeepers

1. Conduct and discipline, including prevention of sexual exploitation and abuse

147. In line with the management reform, the conduct and discipline function for the global Secretariat, including peacekeeping, is now managed in the Administrative Law Division of the Department of Management Strategy, Policy and Compliance.

148. Leaders at Headquarters and in missions are accountable for the conduct of all personnel in their respective entity. Accountability is upheld through annual quality assurance exercises on the management of misconduct allegations, electronic quarterly and annual reporting on misconduct and an ongoing enhancement of database systems for tracking misconduct allegations. Member States can now access the e-learning programme on the prevention of sexual exploitation and abuse to use in national predeployment training and prevention initiatives.

149. Excluding allegations of sexual exploitation and abuse, 494 allegations of misconduct were recorded from July 2018 to June 2019 (171 category 1 offences, excluding sexual exploitation and abuse, and 323 category 2 offences), representing a slight increase from the previous year in both categories 1 (from 166) and 2 (from 315). Considering that complaint reception mechanisms and other measures to prevent and address misconduct are being strengthened and that the number of deployed personnel changes frequently, fluctuations in the number of allegations are to be expected.

150. From July 2018 to June 2019, a total of 52 allegations of sexual exploitation and abuse were recorded in field missions, including 47 allegations in five peacekeeping missions. A full update on efforts to prevent and address sexual exploitation and abuse, including relevant data, will be provided in my next report on the subject. Current data on allegations of sexual exploitation and abuse may be found on the conduct and discipline website, available at <https://conduct.unmissions.org/sea-data-introduction>.

2. Certification of prospective personnel

151. As a part of the policy to achieve operational readiness, troop-contributing countries should evaluate their units and personnel for certification at least six weeks prior to deployment and submit the certificate to the Secretariat to allow enough time for any shortfalls to be remedied. The Department of Peace Operations conducts seminars on a regular basis for senior officials of troop-contributing countries to outline the certification process, with the participation of senior Secretariat members. As a result of this continued effort, the Secretariat has received 96 per cent of unit certificates as at 31 August 2019.

152. The Department of Peace Operations is committed to selecting qualified candidates for deployment as senior officials and United Nations military experts on mission, with all troop-contributing countries required to certify that their candidates have not been involved in criminal offences, have not been convicted, are not currently under investigation or are not being prosecuted for any criminal offence or any violation of international human rights law or international humanitarian law. Troop-contributing countries must also certify that they are not aware of any allegation against the nominated candidate, by act or omission, having been involved in the commission of any act that amounts to a violation of international human rights law or international humanitarian law.

153. In 2018, the Police Division continued to support police-contributing countries in the selection of qualified candidates for deployment through predeployment assessments and the verification of the operational readiness of formed police units. In addition to certifying that candidates have not been involved in criminal offences or violations of international human rights or international humanitarian law or that they have not been barred from the national police owing to serious misconduct (including sexual exploitation and abuse), the Police Division seeks confirmation that contributed personnel have undergone the required predeployment training and are proficient in the strategic guidance framework for international policing.

B. Conduct of peacekeeping operations

1. Environmental management

154. The Secretariat has taken concrete steps to reduce the overall environmental footprint of United Nations peacekeeping operations. A six-year strategy is under way to help field missions to achieve maximum efficiency in the use of natural resources with minimum risk to people, societies and ecosystems by June 2023.

155. The implementation of the environmental performance and risk management framework has resulted in a wider use of site-level risk-assessment methodologies and hazardous waste and wastewater management indicators and has enhanced the measurement of power generation and consumption efficiencies.

156. Recent efforts have focused on strengthening collaboration with uniformed components, including through regular engagement on joint priorities, including awareness of environmental responsibilities. United Nations police have contributed to environmental efforts by raising awareness about good waste management practices in Cyprus and providing support to national efforts to manage and protect natural resources in the Democratic Republic of the Congo.

157. Measures to improve the sustainability of peacekeeping operations are taken in the broader context of Secretariat- and United Nations system-wide environmental sustainability and climate strategies. The Secretariat has developed a climate action plan with ambitious targets in line with the system-wide environmental sustainability strategy for 2020–2030 and has promulgated a Secretariat-wide environmental policy.

2. Human rights due diligence policy on United Nations support to non-United Nations security forces

158. Efforts continued to be made to strengthen the implementation of the human rights due diligence policy on United Nations support to non-United Nations security forces. The Secretariat provided technical support and surge capacity to MINUSCA, MINUSMA and MONUSCO to set up human rights due diligence policy mechanisms, conduct, review and strengthen risk assessments, apply tailored mitigation measures, and train staff. The implementation of the policy by operations supporting regional peace operations helped to strengthen the compliance of other forces with international humanitarian, human rights and refugee law, especially in the context of counter-terrorism operations. Despite progress made, challenges to systematic implementation remain, notably insufficient dedicated resources.

C. Overall assessment of progress in the conduct of peacekeepers and peacekeeping operations theme of the Action for Peacekeeping initiative

159. The Action for Peacekeeping initiative has created an effective framework for engagement between the Secretariat and Member States on conduct and discipline and standards of conduct. Efforts to improve the environmental footprint of United Nations missions have continued, with the implementation of the six-year environmental strategy well under way. The implementation of the human rights due diligence policy improved in missions, including in MINUSCA, MINUSMA and MONUSCO, despite challenges, including a lack of dedicated resources. Member States could support these efforts by sharing best practices and innovative measures to support victims of sexual exploitation and abuse, encouraging efforts to pursue criminal accountability for sexual exploitation and abuse crimes and supporting the allocation of dedicated resources for the human rights due diligence policy.

XII. Observations

160. Over the past 70 years, United Nations peacekeeping has proven its relevance as a tool to support peace and stability, advance the rule of law and human rights and enable the achievement of the Sustainable Development Goals. It has also demonstrated its adaptability: from carrying out ceasefire monitoring missions to supporting transitions, peacekeeping has shown that it can be recast to take on new roles and meet new demands. The collective effort galvanized by the Action for Peacekeeping initiative demonstrates the international community's commitment to creatively rethinking peacekeeping.

A. Overall assessment of progress against the commitments made under the Action for Peacekeeping initiative, and areas of progress and those in need of progress

161. Peacekeeping missions supported political processes and maintained space for political solutions in several mission settings. In keeping with the commitment made in the Declaration of Shared Commitments to pursue complementary political objectives, the United Nations deepened collaboration with the African Union and other regional and subregional organizations. Deliberate and shared approaches across the peace and security, development and human rights pillars were developed to sustain peace in transition settings and to enhance national ownership and capacities, including to strengthen the rule of law. In several recent mandates, the Security Council adhered to the commitment of pursuing clear, focused, sequenced, prioritized and achievable mandates, matched by appropriate resources. Going forward, meeting changing priorities in the field will require adequate resourcing.

162. While gains have been made, women continue to be excluded from national peace processes and negotiations. The United Nations, Member States and regional partners must engage in more robust and consistent advocacy. The Secretariat and troop- and police-contributing countries must also do more to increase the participation of women in operations.

163. In line with the Action for Peacekeeping initiative and the action plan to improve the security of peacekeepers, the Secretariat worked to bolster the safety and security of peacekeepers by adapting mission footprints and strengthening capacities. Despite gains made, missions continued to need specialized assets, critical enablers and new skill sets. To that end, the collaboration with troop- and police-contributing countries

has been beneficial in addressing existing gaps and ensuring operational readiness through asset generation and clearer requirements.

164. In 2019, despite resource constraints, increasing demands and geographic distances, the United Nations advanced protection, fostering collaboration and innovation across the United Nations system to improve dialogue and engagement with local actors, the provision of physical protection for vulnerable populations and the establishment and strengthening of protective environments. To protect peacekeepers and bolster performance, missions improved information gathering and analysis, strengthened command and control arrangements and facilitated collaboration among mission components. Medical and casualty evacuations improved, with an ambitious programme of health reforms launched.

165. To strengthen performance, the comprehensive and integrated performance policy framework will provide a mechanism to ensure that all relevant actors contribute to peacekeeping. The comprehensive performance assessment system, which has been rolled out in six missions, will help to better measure and analyse missions' performance. Working with troop- and police-contributing countries, the Secretariat bolstered training, including through triangular partnerships and despite funding constraints. However, both Member States and the Secretariat need to strengthen efforts to ensure that required guidance and training materials are available, including in the language of the users.

166. Concerted efforts, in partnership with Member States, were made to prevent sexual exploitation and abuse, strengthen accountability and provide support and assistance to victims. The United Nations remains firm in its zero-tolerance approach.

B. Next steps

167. The United Nations remains fully committed to improving peacekeeping and is grateful for the commitment and willingness shown by Member States and others to champion the implementation of the Declaration of Shared Commitments.

168. The United Nations will continue to anchor its work on peacekeeping reform in the main themes of the Action for Peacekeeping initiative. The embrace by the Special Committee on Peacekeeping Operations of the Action for Peacekeeping framework provides a strong basis for concrete recommendations on how peacekeeping partners may further strengthen this central peace and security tool.

169. However, climate change, new technologies, food insecurity, water scarcity, demographic movements and geopolitical transformations will bring unforeseen changes to the global peace and security landscape, which will affect the continued evolution of peace operations. To this end, peacekeeping stakeholders, including Member States and the United Nations, must come together in a spirit of innovation. This will include considering the role that United Nations peacekeeping operations may play in a conflict environment increasingly shaped by digital technology and how peacekeeping can bring peace and security, development and human rights responses closer together. It will also include ensuring the full and meaningful participation of women in peace processes, as well as addressing the significant carbon footprint of peacekeeping operations within the broader framework of "greening the blue". It will also require the United Nations system to consider expanding its range of partners, including from the industry sector, academia and civil society.

170. Going forward, I encourage all relevant actors to jointly reflect on how these emerging challenges and megatrends inform collective responses to conflict, including by United Nations peacekeeping operations.