



# General Assembly

Distr.: General  
30 November 2015

Original: English

---

**Seventieth session**

Agenda item 56

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

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

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

#### *Summary*

The present report, prepared pursuant to General Assembly resolution 68/277, highlights key developments in United Nations peacekeeping since the issuance of the previous report ([A/69/642](#) and Add.1) and identifies issues for consideration by the Special Committee on Peacekeeping Operations. In particular, it highlights relevant aspects of the report of the High-level Independent Panel on Peace Operations ([A/70/95-S/2015/446](#)) and my subsequent report on the future of United Nations peace operations ([A/70/357-S/2015/682](#)). It also includes a detailed analysis of safety and security in response to paragraph 36 of the report of the Special Committee ([A/69/19](#)), and a separate section on the operation of unarmed unmanned aircraft systems in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, in response to paragraph 47 of the same report. Addendum 1 to this report provides the status of the specific requests made by the Special Committee in the same report ([A/69/19](#)).



## I. Strategic context

1. United Nations peacekeeping continues to be deployed in a broad range of conflict-affected environments, from those characterized by long-standing border disputes, to conflicts rooted in identity, access to resources or representation where the writ of the State is weak. In many long-term and new peacekeeping operations alike, missions have been exposed to the challenges of transnational organized crime and violent extremism.

2. Operating environments have become more dangerous and volatile: from 2011 to 2014, the share of United Nations operating areas classified as substantially, highly or extremely dangerous has grown from 25 to 42 per cent. Operating environments have also become more complex: nearly 60 per cent of personnel must now deploy to landlocked or hard-to-reach areas, where infrastructure remains poor and markets weak. Unreliable host country consent also poses strategic and operational challenges. Asymmetric attacks, including those targeting peacekeepers and other United Nations personnel, have increased. Protecting civilians in the midst of ongoing conflicts poses major challenges.

3. The complexity of today's conflicts shapes the response of peacekeeping operations. Mandates given by the Security Council cover a broad spectrum, have been adapted to reflect changing circumstances and involve partnerships with a greater number of stakeholders than ever before. New peacekeeping operations have been deployed to accompany and support ongoing peace processes, rather than concluded ceasefire or peace agreements, and are protecting civilians in non-permissive environments.

4. It is against this challenging backdrop that I commissioned the High-level Independent Panel on Peace Operations to conduct a comprehensive assessment of United Nations peace operations and how they can be made more effective, efficient and responsive. In response to its report (see [A/70/95-S/2015/446](#)), submitted to the General Assembly and Security Council on 17 June 2015, I submitted my report entitled "The future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations" ([A/70/357-S/2015/682](#)), including an agenda for action to take forward the Panel's recommendations and highlighting key recommendations directed to Member States and United Nations organs. My report sets out what I believe to be the priorities for United Nations peace operations and the steps that need to be taken to achieve them. Three critical themes emerge. First, the need for a renewed commitment to the political role of peace operations, including revitalized prevention and mediation efforts and the primacy of political solutions. Secondly, comprehensive changes are needed to the way operations are planned and conducted to make them faster and more responsive. Thirdly, to confront the growing complexity and scale of conflict, United Nations peace operations must deepen their global and regional partnerships, particularly with regional organizations such as the African Union and its regional mechanisms, as well as the European Union and other key partners in international peace and security. I was gratified by the adoption of General Assembly resolution 70/6 on 3 November 2015, in which the Assembly expressed appreciation for this initiative and undertook to give further consideration to recommendations emanating from it by the Special Committee on Peacekeeping Operations, the Fourth Committee, the Fifth Committee and other relevant bodies during the seventieth session.

5. Peacekeeping operations are primarily political tools. They are not designed or equipped to impose political solutions through sustained use of force, nor are they the appropriate tool for military counter-terrorism efforts. The peacekeeping principles of consent, impartiality and non-use of force except in self-defence or defence of the mandate remain valid and applicable in today's peacekeeping environments. It should also be recognized that peacekeeping operations do deploy in dangerous environments and must be capable of protecting themselves and those whom they are sent to serve. Peacekeeping operations with a mandate to protect civilians cannot stand by in the face of attacks against civilians. Any interpretation of the principle of non-use of force in self-defence and defence of the mandate must be able to accommodate the evolving realities and obligations of United Nations peacekeeping today. Indeed, the mandated task of protecting civilians is fully consistent with the principles of peacekeeping and implies a forward-leaning posture and the communication of firm resolve by peacekeepers. The Secretariat, with the General Assembly, the Security Council and the broader membership, must work together to equip peacekeeping operations with the requisite resources, performance standards and capabilities to be able to implement their mandates effectively.

6. The Department of Peacekeeping Operations and the Department of Field Support have begun to make progress in strengthening the ability of peacekeeping operations to respond in a rapid, efficient, effective and responsible manner to the challenges they face on the ground. While all aspects of my agenda for action will be addressed, the efforts of the Departments have centred on three areas: building the capabilities and performance of peacekeepers; tailoring mandates and strengthening coherence while building a people-focused approach to operations; and enhancing agile and flexible support to the field, while strengthening accountability to the people we serve.

7. The present report reflects key developments in United Nations peacekeeping since the issuance of my previous report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations, and provides an overview of the implementation of my agenda for action on the future of United Nations peace operations, as they pertain to peacekeeping.

## **II. Key operational developments in 2015**

8. In 2015, United Nations peacekeeping reached new thresholds of scale, cost and complexity, making a visible contribution to peace and security efforts in many parts of the world. The United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) continued to progress towards full deployment, despite the considerable challenges posed by difficult and hazardous operational and logistical conditions. MINUSCA and MINUSMA successfully supported the Bangui Forum for National Reconciliation and the inter-Malian dialogue in Algiers. Both missions played a major role in defusing tensions and creating political space for dialogue. These processes resulted in nationally owned political frameworks that will guide the activities of these peacekeeping operations going forward, including through MINUSCA support to the constitutional referendum and electoral process, and the ceasefire monitoring role given to MINUSMA. At the same time, the eruption of violence in Bangui in

late September 2015 demonstrated the fragility of the political and security situation during the transition period, while MINUSCA effectively took action to prevent the escalation of violence. Hostile acts against MINUSMA have intensified and resulted in significant losses among the peacekeepers, with 46 killed and 218 injured since the establishment of the Mission in April 2013. MINUSMA has introduced a series of measures to protect its personnel, including measures to counter improvised explosive devices.

9. Slow progress on the political track hindered the operations of various peacekeeping missions. Relations with host Governments were increasingly tested in the Sudan, South Sudan, and the Democratic Republic of the Congo. Nevertheless, these missions, namely the African Union-United Nations Hybrid Operation in Darfur (UNAMID), the United Nations Mission in South Sudan (UNMISS), the United Nations Interim Security Force for Abyei (UNISFA), and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), continued efforts to support and protect local populations.

10. UNAMID continued to make progress towards the achievement of its revised strategic benchmarks and to address the main challenges to effective mandate implementation, as identified by the 2014 strategic review. It also made some progress in the development of a plan for the gradual and phased handover of some of its mandated tasks to the United Nations country team. The Mission continued to work in a highly challenging operating environment owing to a deteriorating security situation, with growing intercommunal violence and ongoing hostilities between the Government and non-signatory armed movements. In this context, the United Nations, the African Union and the Government of the Sudan have engaged in consultations on the development of a framework of cooperation and a transition strategy for UNAMID, on the basis of the Mission's existing benchmarks, in accordance with the decisions of the United Nations Security Council and the African Union Peace and Security Council.

11. The signing of the peace agreement for South Sudan in August 2015 was an important step forward. A strategic review was conducted in October, followed by a technical review to reconfigure the mandate of the Mission in support of the implementation of the peace agreement. Pursuant to Security Council resolution 2241 (2015), the assessment and recommendations, including resource requirements, will be submitted to the Council by 15 December 2015. On UNISFA, a new civilian Head of Mission was appointed in February 2015 to enhance efforts to promote inter-community dialogue in Abyei, sustain the Mission's engagement with the Governments of South Sudan and the Sudan and address the lack of progress in the implementation of the 20 June 2011 Agreement on Abyei and relevant agreements on border security. The Abyei Joint Oversight Committee met in March 2015, after a lapse of almost two years, but there was no meaningful progress and UNISFA was unable to facilitate a meeting of traditional leaders to further the implementation of the 20 June 2011 Agreement. In a positive development, a meeting of the Joint Political Security Mechanism took place in October 2015, in which, among other things, agreement was reached on the Safe Demilitarized Border Zone. During 2015, a review of the Joint Border Verification and Monitoring Mechanism and a UNISFA management review were conducted to further improve the effectiveness of the Mechanism and UNISFA.

12. In the Democratic Republic of the Congo, following the expiration of the 2 January 2015 deadline for the voluntary disarmament of the Forces démocratiques de libération du Rwanda (FDLR), progress in military operations launched at the end of January 2015 by the Forces armées de la République démocratique du Congo (FARDC) against FDLR was modest. The Government of the Democratic Republic of the Congo has not agreed to joint operations against FDLR, despite numerous requests by the United Nations. The Allied Democratic Forces (ADF), although considerably weakened, the Forces de résistance patriotiques en Ituri (FRPI), and various Mayi Mayi groups operating in eastern Democratic Republic of the Congo remained a serious threat to civilians and to the stability of the country. In dozens of alleged ADF attacks in the Beni area, North Kivu province, hundreds of civilians have lost their lives since the end of 2014. Political tensions have been high ahead of the presidential and legislative elections planned for November 2016, and the strategic dialogue with the Government of the Democratic Republic of the Congo on the development of an exit strategy for MONUSCO, envisaged in Security Council resolution 2211 (2015), has not yielded results thus far; negotiations have been ongoing.

13. In Côte d'Ivoire and Liberia, steady progress was made, particularly following the containment of the Ebola outbreak in the latter. The United Nations Operation in Côte d'Ivoire (UNOCI) assisted the national authorities in creating an environment conducive to the successful holding of peaceful presidential elections in October 2015, including the disarmament and demobilization of approximately 69,000 combatants. The mission reconfigured to ensure that it had the appropriate posture and flexibility to implement its mandate efficiently, with particular attention to other high-risk areas. Subject to the successful holding of the elections, UNOCI was expected to further reduce its military strength beginning in early 2016, to approximately 4,000 by the end of March 2016, in accordance with Security Council resolution 2226 (2015). In addition, in the resolution, the Council called for a review of the UNOCI mandate based on security conditions on the ground and the capacity of the Government of Côte d'Ivoire to take over the security role of the mission, and consideration of further downsizing. A strategic review for UNOCI was envisaged for February 2016 to provide recommendations on its exit strategy and withdrawal. In line with Security Council resolution 2239 (2015), the United Nations Mission in Liberia (UNMIL) continued its drawdown towards the deadline of 30 June 2016, focusing on the security transition while streamlining its mandate. In that resolution, the Council expressed its intention to consider the withdrawal of UNMIL based on a review of security conditions on the ground and Liberia's capacity to ensure security and stability after the conclusion of the security transition. A strategic review on the UNMIL transition strategy and withdrawal and transition to a different United Nations presence is envisaged for September 2016.

14. Developments in Haiti and Cyprus gave rise to cautious optimism. The electoral process moved forward in Haiti and was expected to result in the installation of a new government in the first half of 2016. The Haitian National Police continued to grow in strength and professionalism, increasingly leading in maintaining the security and stability of the country, as the military component of the United Nations Stabilization Mission in Haiti (MINUSTAH) decreased by more than 50 per cent. Should progress continue following the elections, Haiti could see the establishment of a reconfigured United Nations presence at the end of the current mandate of MINUSTAH in October 2016.

15. In Cyprus, the resumption of settlement talks in May 2015 led to an improved dynamic between the sides. In line with the new momentum and in support of the settlement talks, the United Nations Peacekeeping Force in Cyprus (UNFICYP) facilitated confidence-building measures including demining and the opening of new crossing points through the buffer zone. UNFICYP stood ready to support the implementation of a possible agreement.

16. In Kosovo,<sup>1</sup> steady progress was made in the dialogue facilitated by the European Union between Belgrade and Pristina at all levels and in the implementation of the First Agreement of Principles Governing the Normalization of Relations of 19 April 2013. In the framework of Security Council resolution 1244 (1999), the United Nations Interim Administration Mission in Kosovo (UNMIK) will continue to play an impartial and constructive role towards the consolidation of peace and community reconciliation in Kosovo, and in support of the normalization process between Belgrade and Pristina.

17. The deteriorating security situation in the Middle East, particularly in the Syrian Arab Republic, continued to shape the strategic and operational assessments of the United Nations Disengagement Observer Force (UNDOF), the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Truce Supervision Organization (UNTSO). While UNDOF and UNIFIL successfully maintained the relative calm between parties to the ceasefire agreements, UNDOF was forced to temporarily relocate the bulk of its troops from the Bravo (B) side to the Alpha (A) side. Although the full return to the B-side remained the ultimate objective of UNDOF, its main priority will be to enhance operations in its current configuration, and in particular to sustain its positions on Mount Hermon. For UNIFIL, spillover from the conflict in the Syrian Arab Republic dominated political and security considerations. The risk for incidents along the Blue Line remained high, as proven by fatal ceasefire violations on 28 January 2015.

18. In addition, the United Nations Mission for the Referendum in Western Sahara (MINURSO) continued to face significant challenges and constraints in mandate implementation activities and administrative processes. The restrictions on independent contacts between Mission personnel and civil society west of the berm prevent MINURSO from forming an accurate and objective picture of the situation in Western Sahara.

### **III. Strategies for complex peacekeeping operations**

19. In my implementation report ([A/70/357-S/2015/682](#)), I noted that a comprehensive strengthening of the ways in which the United Nations plans and conducts peace operations was required, and highlighted that improvement in analysis and planning capacity was a key priority. The need to consistently implement and continually refine the system-wide policy on integrated assessment and planning was also emphasized, as was the commitment to enhance training in conflict analysis and assessments, as well as in strategic and operational planning. As I noted in my report, I am in the process of strengthening the capacity of my office to encourage effective and efficient system-wide analysis, assessment and

---

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

planning, to help improve analysis and planning capacities and to trigger planning processes by key departments.

20. At my instruction, the United Nations system is progressively implementing the Human Rights Up Front initiative, which was strongly endorsed by the High-level Independent Panel. While Human Rights Up Front should ultimately increase the effectiveness of United Nations efforts to prevent human rights violations, it is not a human rights initiative per se. It seeks to foster coordinated United Nations analytical, early warning and preventive action so as to enable a more cohesive response across the Organization's peace and security, development and human rights pillars, including in mission settings.

21. The policy on integrated assessment and planning is intended to ensure coherence between different United Nations entities and maximize the impact of the United Nations system on peace consolidation. While there has been progress in broadly implementing the requirements of the policy through integrated presences that include peacekeeping operations, challenges to effective integrated action remain. These include a weak understanding of planning, institutional divides, different reporting and accountability lines, financing sources, and institutional cultures. Further strengthening of planning processes, in accordance with the policy, and building capacity in Headquarters and in the field remains a priority for the Department of Peacekeeping Operations and the Department of Field Support. Efforts to align United Nations responses should be guided by a strategy that aims to address the drivers of conflict; this strategy should in turn be based on a thorough conflict analysis.

22. To ensure greater coherence and coordination in planning, backstopping, and managing peacekeeping operations, the Department of Peacekeeping Operations and the Department of Field Support have begun jointly reviewing and endorsing mission concepts of operations and are developing a new policy on the planning and review of peacekeeping operations, which will integrate gender-sensitive analysis and expertise. This initiative follows a lessons learned exercise of the recent planning process for the establishment of MINUSMA, and aims to articulate a clear and agreed standard planning process for peacekeeping operations with the aim of clarifying roles and responsibilities and ensuring coordination and coherence between the two Departments. Once the new policy is finalized, it will be followed by training programmes for staff members involved in planning processes at Headquarters and in the field, in line with my commitment to establish a cadre of capable and multidisciplinary United Nations planners.

23. Sustained and meaningful dialogue between the Security Council, the Secretariat and contributing countries is essential for a shared understanding of appropriate responses and their implications for the implementation of peacekeeping mandates and the overall conduct of peacekeeping operations. The Department of Peacekeeping Operations and the Department of Field Support hold regular consultations with troop- and police-contributing countries at all levels during the various levels of the planning and review processes that take place throughout the life cycle of a mission. This includes formal and informal meetings of troop- and police-contributing countries organized prior to mandate renewal, following sudden changes in the operational environment, or to keep them abreast of specific operational areas, as well as meetings with troop- and police-contributing countries in the run-up to the establishment of a new mission. Relevant troop- and police-

contributing countries are also consulted when the Secretariat conducts strategic reviews of missions to ensure that the conclusions and recommendations of the review adequately reflect their views.

24. The Secretariat stands ready, as proposed in my implementation report (A/70/357-S/2015/682) to provide joint briefings to Council members and potential troop- and police-contributing countries during the preparation of new missions, and to share its assessment of a situation and gather views and information on the availability of capabilities from potential contributing countries. Such dialogue may minimize the risk of mismatches between the capabilities of contingents and mandated tasks and the imposition of undeclared caveats.

25. As a step forward towards a more meaningful and constructive dialogue, in March 2015, at the invitation of the Under-Secretary-General for Peacekeeping Operations and the Under-Secretary-General for Field Support, 105 military Chiefs of Defence gathered in New York to discuss ways to address the challenges of peacekeeping operations. I intend to implement the resulting proposal to convene such conferences regularly to gain a common understanding and establish solidarity to strengthen peacekeeping. Building upon this and the Leaders' Summit on Peacekeeping, held on 28 September 2015, the Departments also plan to convene a first United Nations chiefs of police summit. The aim would be to increase decision makers' awareness of United Nations policing, including challenges and opportunities; broaden the base of police-contributing countries; and reach a common understanding of steps required at the national level to supply police capacities for peacekeeping.

26. In the course of the past year, the Department of Peacekeeping Operations and the Department of Field Support continued to improve protection of civilians capacities in peacekeeping. While the expectations placed upon peacekeepers continue to outstrip their resources, the protection of civilians is a core obligation of United Nations peacekeeping and a test that all peacekeepers — military, police and civilian — must be ready to pass. To support missions with a protection of civilians mandate, in line with the commitments in my report (A/70/357-S/2015/682), the two Departments supported the development of protection of civilians strategies, including in MINUSCA and UNAMID, the deployment of protection of civilians capacity in MINUSMA and MINUSCA and the reconfiguration of UNMISS.

27. Further to the report of the High-level Independent Panel and my implementation report, the Department of Peacekeeping Operations and the Department of Field Support are taking forward recommendations on the strengthening of unarmed protection strategies. The Departments attach particular value to the role played by civilian components of peacekeeping missions, including national staff, who carry out critical tasks ranging from political dialogue, conflict mediation and public information to early warning and human rights monitoring. In this context, the Departments supported the deployment of national staff as community liaison assistants in four missions. Likewise, United Nations police officers contribute significantly to unarmed protection through capacity-building, community policing initiatives and the maintenance of safety and security in special circumstances, such as the protection of civilians sites in South Sudan. The Departments are also working with peacekeeping operations to implement my call for the deployment of Senior Protection of Civilians Advisers in relevant missions,



including by ensuring a better understanding of this function and by supporting the recruitment process.

28. The Department of Peacekeeping Operations and the Department of Field Support promulgated the first overarching and holistic policy on the protection of civilians as well as associated Protection of Civilians Implementing Guidelines for United Nations Military Components, in 2015. Specific guidance for police components on the protection of civilians is currently under development. This new set of guidance materials consolidates and updates the operational concept on the protection of civilians, the framework for drafting mission-specific strategies on the protection of civilians, and other lessons learned to provide missions with a comprehensive framework for the implementation of protection of civilians mandates. Currently, the Departments are updating training materials to reflect the consolidated guidance and to ensure complementarity. To support missions to better plan and measure their progress in implementing protection of civilians mandates, a comprehensive list of protection of civilians outcome indicators has been developed.

29. A shared platform that is based on careful and considered outreach to communities and on solid mission information management will strengthen protection responses, monitoring and the coherence of multiple reporting functions, including for children and armed conflict and conflict-related sexual violence. With due consideration for the requirements of flexibility to respond to differing contexts, a dedicated capacity for specialized protection functions relating to child protection and conflict-related sexual violence will be consolidated within mission human rights components. The Department of Peacekeeping Operations has begun discussions with concerned Departments and offices in order to implement the recommendation. Initial guidance on the implementation will be developed by the end of 2015. Missions will remain fully accountable for effective delivery of these mandates and will ensure that the Special Representatives of the Secretary-General for Children and Armed Conflict and on Sexual Violence in Conflict have the engagement, information and support required to deliver on their respective mandates.

30. In 2015, the Department of Peacekeeping Operations and the Department of Field Support began reviewing the child protection policy in United Nations peacekeeping, including through a workshop of all child protection offices in the field, which will be completed in 2016. The Departments also organized child protection courses for the training of trainers of major troop-contributing countries and finalized specialized training modules on child protection to be used by troop-contributing countries during their predeployment training of contingents. Furthermore, the Departments initiated the development of the first integrated training materials for child protection, conflict-related sexual violence and the protection of civilians in peacekeeping missions.

31. To address conflict-related sexual violence, the Department of Peacekeeping Operations and the Department of Field Support continued to develop and pilot specialized training materials on prevention and response for uniformed components (predeployment and in-mission training). The Departments also developed integrated training materials on prevention and response for uniformed and civilian components (in-mission training). A review of relevant materials was organized for mission and Member State trainers, to reinforce their knowledge and training capacity so that the most recent guidance on how to address conflict-related sexual

violence is used. The Departments, in collaboration with the Department of Political Affairs, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the secretariat of United Nations Action against Sexual Violence in Conflict, and the Office of the United Nations High Commissioner for Human Rights (OHCHR), organized a meeting of women's protection advisers and focal points from nine peace operations to deepen their understanding on mandate implementation. The women's protection advisers are currently contributing to mission protection arrangements, monitoring and reporting, building the capacity of mission personnel to prevent and respond to incidents and mainstreaming of conflict-related sexual violence concerns throughout the work of uniformed and civilian personnel, including components addressing security and justice reform. In addition, the Department of Peacekeeping Operations strengthened collaboration with regional organizations and Member States to harmonize training and operationalization of the women and peace and security mandate in peacekeeping, particularly with regard to protection from conflict-related sexual violence.

32. Human rights lie at the very core of the United Nations efforts to preserve peace and security. I remain committed to strengthening the place of human rights in the conceptualization, planning and conduct of United Nations peacekeeping operations, in line with the recommendations of the High-level Independent Panel.

33. The human rights due diligence policy sets out the basic principles for compliance with international human rights standards and procedures that all United Nations entities must follow when providing support to non-United Nations security forces. As stated in my previous report (A/69/642), the implementation of the policy has become standard practice in established peacekeeping operations that regularly provide such support, including MONUSCO, UNMIL, UNMISS, UNAMID and UNOCI. In 2015, MINUSMA and MINUSCA adopted standard operating procedures to ensure streamlined implementation of the policy. All United Nations police and military concepts of operations and directives on the use of force, as well as the Police Division's Strategic Guidance Framework explicitly reflect human rights principles, including reference to strict compliance with the policy. A review group co-chaired by the Department of Peacekeeping Operations and OHCHR has continued to guide the implementation of the policy across the United Nations system, including lessons learning, particularly when support is provided to regional peace operations, to ensure that forces deployed by regional organizations adhere to United Nations standards. A guidance note providing a practical framework for the implementation of the policy at the country level was finalized and disseminated to all peacekeeping missions. Member States are encouraged to provide up-to-date and relevant information to inform risk assessments conducted under the policy when their security forces receive United Nations support, pursuant to my report on the future of peace operations.

34. In the high-level review on the implementation of Security Council resolution 1325 (2000), the Global Study report and the report of the High-level Independent Panel, support was expressed for stronger efforts to implement the women and peace and security agenda in peacekeeping. Informed by these review processes, the Security Council adopted resolution 2242 (2015), in which the Council reiterated the importance of enhanced accountability of senior management; the inclusion of gender expertise in all stages of mission planning and review processes, including assessment missions; strengthened gender architecture that adequately budgets for gender expertise; enhanced partnerships, particularly with the United Nations Entity

for Gender Equality and the Empowerment of Women (UN-Women); and increased representation of women in peacekeeping, in particular national and uniformed personnel.

35. In response to these reviews and resolution 2242 (2015), the Department of Peacekeeping Operations and the Department of Field Support have begun strengthening the gender architecture by ensuring that in all missions Senior Gender Advisers report directly to the Head of Mission. Gender expertise is integrated through strengthened implementation of the Gender Task Force in relevant functional mission components. Strengthened accountability measures are also being introduced, with gender-specific indicators to be included in the compacts of all senior mission leadership. The Departments intend to work in close partnership with UN-Women, particularly on training and capacity-building initiatives.

36. The Department of Peacekeeping Operations and Field Support continue to implement the Gender Forward Looking Strategy (2014-2018), as well as the policy on gender equality in peacekeeping operations (2010), which is being reviewed in line with the recommendations of the report of the High-level Independent Panel and the outcomes of the high-level review of the implementation of resolutions 1325 (2000) and 2242 (2015).

37. In its resolution 2086 (2013), the Security Council expressed appreciation for the contributions that peacekeeping missions make to early peacebuilding and reiterated its commitment to improve its consideration of early peacebuilding tasks in the mandates and composition of peacekeeping operations. Both the report of the High-level Independent Panel and the report of the Advisory Group of Experts on the Review of the United Nations Peacebuilding Architecture (see [A/69/968-S/2015/490](#)) have also recognized the significance of the role of peace operations in sustaining peace.

38. The Department of Peacekeeping Operations and the Department of Field Support recognize that sustainable peace benefits most from international support that is tailored, sustained, realistic, inclusive and politically sensitive, as well as predictably resourced. A priority for the Departments will be to define a coherent, joined-up strategy for the engagement of peacekeeping operations with broader peacebuilding activities, building on the reports mentioned above. Such a strategy would embrace the people-focused approach and a more effective engagement with local actors, as proposed by both reviews, with a view to building inclusive, representative, transparent and accountable institutions, including those with security and rule of law functions. Based on an understanding of comparative advantages and complementarity, it would also seek to strengthen synergies and collaboration with partner organizations, international financial institutions and United Nations agencies, funds and programmes. The Departments will explore options to draw and build upon existing United Nations and other capabilities and further integrate the strengths of the whole system into enhanced United Nations peacebuilding efforts during the period of peace operations, including through joint programme design and implementation with United Nations partners, as well as through the establishment of pooled funding and other mechanisms to ensure the coordinated and timely financing of activities.

39. The requirement for peacekeeping operations to be more people-focused is a strong leitmotif in the report of the High-level Independent Panel, with an emphasis on the need for a shift in mindset within United Nations peace operations. The

recommendations of the Panel touch on the need to be better oriented towards the population peacekeeping operations are serving: whether in relation to political processes, the protection of civilians, national reconciliation or strategic communications. The need to promote inclusive national ownership discussed in the report of the Advisory Group of Experts and the Global Study report on the implementation of resolution 1325 (2000) also points to a need for more meaningful and substantive engagement with communities, including civil society and women's organizations.

40. Recent efforts to support inclusive, national level processes include the work of MINUSCA in the Central African Republic to support consultations at the prefecture level that would feed into the Bangui Forum for National Reconciliation, as well as the work of MINUSMA in Mali to facilitate the participation of civil society actors in the peace talks in Algeria.

41. Civil affairs components serve as the primary interface with local communities and civil society on behalf of the mission, employing several tools to support this work, including: regular and ongoing outreach and consultation, public opinion surveys, community alert networks and quick-impact projects. These components also support conflict resolution between communities and support local authorities to engage effectively with populations in a variety of ways: from supporting regular structured dialogue between local authorities and civil society to strengthening the role that local authorities play in conflict resolution at the local level. In Darfur, for example, UNAMID has been working in close coordination with local authorities to resolve the violent conflict between the Rezeigat and Habaniya tribes, while in Côte d'Ivoire, UNOCI has helped the authorities to engage with local communities to effectively address land disputes in the protected forest of Gouin Debe.

42. One tool that has been strengthened to support the community engagement work of missions over the past year is the additional deployment of community liaison assistants. These are national civil affairs officers that are deployed alongside the uniformed components of missions and report jointly to the military component and to civil affairs, significantly enhancing the reach and ability of the mission as a whole to effectively engage with the population. First used in the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) in 2002, this tool has now been extended to MINUSCA, MINUSMA, MONUSCO, and UNMISS. During 2015, the Department of Peacekeeping Operations supported missions in identifying and sharing good practice on the community liaison assistants model, on working with civil society actors and on support to State-society relations. An e-learning module for civil affairs staff will be rolled out during the current budgetary cycle, providing additional support to effective local engagement by missions. Work to identify good practice on addressing conflict at the local level and on supporting the restoration and extension of State authority has also begun.

43. The community violence reduction concept, first piloted in MINUSTAH, is another tool to support the work of missions at the community level and has now been adopted by MINUSCA, MINUSMA, MONUSCO, and UNOCI. Based on a bottom-up approach to community engagement and sensitization on violence reduction, national Governments also play an important role in guiding and monitoring the programmes, while the United Nations country team and non-governmental organizations (NGOs) provide vital expertise in livelihoods and

related areas. Local communities assist in project identification, design, implementation and evaluation. This top-down/bottom-up approach contributes towards better service delivery and accountability and strengthens crucial institutions for the benefit of local communities.

44. In the coming year, the Department of Peacekeeping Operations and the Department of Field Support will identify steps to support missions in the design and implementation of a more strategic mission-wide approach to community engagement across the mission planning cycle that seeks to bring together existing tools and initiatives and draw on expertise from within and beyond the United Nations system.

45. United Nations radio stations have been and remain an important tool for engagement with local populations. Nine peacekeeping missions currently operate local radio stations, which enable greater understanding of — and support for — the mandated activities of peacekeeping missions, while providing a dependable source of impartial and timely information. Over the past year, MINUSMA launched Mikado FM and MINUSCA launched Guira FM. These radio stations are key instruments in promoting peace and reconciliation and engaging local communities, civil society, and other non-State actors. Radio Okapi continued to enjoy both great popularity and wide coverage throughout the Democratic Republic of the Congo, particularly as a valuable source of information during the electoral process.

46. More broadly, United Nations peacekeeping is shifting from a reactive public information posture to a robust strategic communications capability, which is critical to building support with partners and stakeholders, dispelling misconceptions, managing expectations and improving awareness of the work and contributions of United Nations personnel in today's complex and challenging peacekeeping settings.

47. Supporting conflict-affected countries to identify, and when relevant, implement priorities that reflect the views of its citizens has become an important role for peacekeeping operations. In 2015, for example, MINUSCA provided support for the Bangui Forum for National Reconciliation in the Central African Republic, in which a broad cross-section of Central African stakeholders representing the transitional authorities, civil society, armed groups, women, children and religious groups participated in defining the *Pacte national républicain pour la paix, la réconciliation et la reconstruction*, a new deal for peace and development in the country. As countries affected by armed conflict move towards the consolidation of peace, an additional challenge is to maintain focus on peacebuilding goals, and to align our efforts and those of others towards them.

48. In this regard, in line with the reports of the High-level Independent Panel and the Advisory Group of Experts, the Department of Peacekeeping Operations began to explore the possibility of establishing political compacts with host Governments in 2015. Such compacts would be aimed at building and sustaining broad national ownership and consent for peacekeeping operations, and contributing to coherence and coordination in the international community's support to a country, based on the identification of a small number of common objectives to be undertaken by both the mission and its national counterparts.

49. United Nations police contribute to the vision of (re)building effective, representative, and accountable host State institutions of the highest professional

standard possible, through the provision of operational support, conducting interim policing and supporting the reform, restructuring and rebuilding of host State police and other law enforcement agencies, as reaffirmed in Security Council resolution 2185 (2014). As part of the joint global focal point for police, justice, and corrections with UNDP, United Nations police supported rule of law and related initiatives to sustain peace, including beyond the life cycle of United Nations peacekeeping operations. The close partnership with the African Union and the European Union continues to be pivotal to ensure sustainability and comprehensive responses. Efforts of the Police Division are geared towards supporting police components in the field in the implementation of their mandated tasks, including: planning; developing concepts of operations; managing the recruitment of police personnel; developing policy and guidance; backstopping and strategic advice; and outreach, coordination, and partnerships.

50. The Department of Peacekeeping Operations made progress in developing the Strategic Guidance Framework for International Police Peacekeeping, which establishes a more cohesive approach to implementing the mandated tasks of police components. Following the adoption in 2014 of the Department of Peacekeeping Operations/Department of Field Support Policy on United Nations Police in Peacekeeping Operations and Special Political Missions, the Police Division has finalized the Guidelines on Police Capacity-Building and Development, for both Departments. The Police Division is developing manuals and is in the process of finalizing guidelines on police operations and police command, which would be endorsed before the end of 2015.

51. The Department of Peacekeeping Operations continued to manage the recruitment process of United Nations police in a transparent manner, taking into account geographic and gender considerations. To better respond to evolving operational requirements, the Police Division expanded new recruitment modalities, including specialized police teams and civilian police experts and established the Senior Police Leadership Roster. It also enhanced the human resources management system HERMES, which comprises data ranging from job descriptions, vacancy announcements and selection assistance and assessment team results, to disciplinary cases. The system allows recruiters to select the best candidates for the skill set required in a given mission, manages candidates' clearance and assessment, and is linked to the Conduct and Discipline Unit and the Medical Services Division to expedite reference checks. To improve and streamline procedures and guidance related to the predeployment of individual police officers and formed police units, the Police Division is reviewing standard operating procedures pertaining to the selection and assessment teams of both individual police and formed police contingents, respectively. To augment the operational readiness of formed police units, the Police Division created a pool of qualified trainers for police-contributing countries to prepare their respective units as well as for field missions' formed police unit support offices. Gender balance and mainstreaming initiatives continued. This increased the percentage of female police in peacekeeping operations from 10 to 12 per cent and is facilitating gender-sensitive operations. It also strengthened advisory services on preventing and addressing serious and organized crime to field components. The Standing Police Capacity has proven instrumental in starting up and assisting police components in peace operations. To accommodate the demands arising from constantly evolving operating environments, the Standing Police Capacity will continue to refine its position profiles and flexibly adjust to the new

requirements in field operations. In line with the requests of the Special Committee and recommendations of the High-level Independent Panel, I have instructed the Police Division to undertake an external review of its functions, structure and capacity in the light of new demands, evolving mandates and mission environments for United Nations policing.

52. Since its creation in 2012, the global focal point has successfully brought together the Department of Peacekeeping Operations, UNDP, OHCHR, the United Nations Office on Drugs and Crime (UNODC), UN-Women and other United Nations entities to jointly plan and deliver complementary responsibilities under one umbrella. To date, the global focal point support arrangement has been provided to United Nations field actors in 19 crisis-affected situations. In the Central African Republic, for example, funds have been mobilized for joint police, justice and corrections projects, including supporting the establishment of a special criminal court with jurisdiction over serious violations of human rights and international humanitarian law. As noted in my implementation report ([A/70/357-S/2015/682](#)), I also intend to enhance the global focal point arrangement by strengthening its capacity for joint programme design and implementation.

53. Peace and security, as well as law and order, are not possible without functioning and accountable courts and prisons, working together with law enforcement agencies as part of the criminal justice chain. Rebuilding and strengthening justice and corrections institutions that respect due process is therefore an essential component of peacekeeping mandates aimed at protecting civilians, extending State authority, and contributing to overall stabilization. Some 250 judicial affairs officers and 350 corrections officers are currently deployed across eight peacekeeping operations. Recent initiatives include facilitating the return of nearly 90 per cent of the judges, prosecutors and prison personnel in northern Mali; instituting a comprehensive security training programme for corrections officers in Liberia; and helping to establish legal aid desks in prisons in Darfur.

54. The Department of Peacekeeping Operations continued to support missions in developing operational plans, formulating budgets and mobilizing resources. Technical guidance materials, including the Policy on Prison Support in Peace Operations (2015) and a lessons learned study on the prosecution support cells established by MONUSCO were also produced. Specialized training such as the Rule of Law Training for Judicial Affairs Officers and predeployment training for corrections officers were delivered regularly, and efforts are under way to develop electronic training tools to enhance these field capacities. During the past year, demand for the Justice and Corrections Standing Capacity continued to grow; the team spent, on average, 74 per cent of their work time in field operations and the remainder of their time providing remote assistance to missions, delivering training and participating in mission planning. At the same time, the Department of Peacekeeping Operations and the Department of Field Support continue to refine rosters and recruitment processes to ensure that judicial affairs officers and corrections officers, including Government-provided personnel, have the requisite background and qualifications for deployment to peacekeeping operations.

55. Disarmament, demobilization and reintegration (DDR) continues to adapt its operations to respond to the particular characteristics of armed groups. This includes the continued use of the community violence reduction approach, reflected in the

Department of Peacekeeping Operations 2010 publication entitled “Second-generation disarmament, demobilization and reintegration practices in peace operations”, and used most extensively in the Central African Republic, Mali and Darfur, through which communal-level violence is mitigated and addressed. The threat of violent extremism has challenged DDR to further pioneer new approaches, piloted in the non-peacekeeping contexts of Somalia this year, where the experience of supporting the Government of Somalia in disengaging Al-Shabaab combatants have proven to be a bellwether of the challenges for DDR to come, including in Mali. DDR has also continued to be an important component of political settlements, including in Mali, the Central African Republic, and, most recently, South Sudan.

56. Although new challenges are driving innovation in DDR, old obstacles continue to compromise the success of DDR programmes, and have become more pronounced in some areas. Reintegration in the DDR process is well known to be key to preventing recidivism. However, reintegration continued to be the weakest component of DDR programmes, and recent trends have seen development actors (and donors) stepping back from the enterprise altogether. Consequently, gains achieved in countries such as Côte d’Ivoire, where UNOCI assisted the Government in disarming and demobilizing some 69,000 former combatants over two years, have been put at risk as there has been less will to follow through with reintegration support as the mission draws down. While DDR in peacekeeping is mandated by the Security Council, peacekeeping operations do not carry out the reintegration aspect, which is a long-term development activity. No specific body is accountable for reintegration. The voluntary participation of key development actors and supportive donors has in the past covered this gap, but the repercussions of the global financial crisis, coupled with changes in policy and concerns over engagement with violent extremist elements, has brought the gap to the fore once again.

57. Recognizing the importance of transparency with respect to the proper control, disposal and management of weapons collected during disarmament programmes, the United Nations Mine Action Service (UNMAS) has applied best practices and innovative approaches in the field. One example involves the use of a mobile weapons-cutting system in remote disarmament centres to destroy weapons in the presence of ex-combatants and communities, thereby bringing transparency and building confidence in the disarmament process. To date, UNMAS has developed, piloted and established this mobile system in the Central African Republic, Côte d’Ivoire, the Democratic Republic of the Congo, Somalia and the Abyei area.

58. Half of the current 16 peacekeeping operations have been mandated to support security sector reform. In 2015, the Department of Peacekeeping Operations continued to assist nationally led security sector reform efforts to develop effective and accountable policing and defence institutions, as well as bodies responsible for civilian oversight and management. Security sector reform efforts have continued since the Security Council adopted resolution 2151 (2014), with its recommendations to enhance United Nations support to national security sector reform. MINUSCA has supported the implementation of security sector reform provisions of the *Pacte républicain pour la paix, la réconciliation et la reconstruction*, which included the support to an inclusive national security dialogue. Support was also provided to the preliminary screening registration of approximately 2,800 soldiers of the *Forces armées centrafricaines (FACA)*, which led to the reinstatement of the First Territorial Infantry Battalion and the



redeployment of FACA units in Bangui. In the context of the Bangui Forum, MINUSCA provided advice on the development of defence and security provisions of the draft Constitution, and on the reorganization of the Ministry of Defence and the FACA General Staff. MINUSMA, through the newly established Defence Advisory Cell in the Security Sector Reform Unit, supported efforts to implement the defence and security provisions of the Agreement and the coordination of international efforts to rebuild the Malian security sector. The Mission is co-chairing the subcommittee on defence and security of the Comité de suivi de l'Accord, and is supporting the development of holistic national policies on defence, anti-terrorism and border security, as well as efforts to strengthen democratic oversight of the security sector.

59. In UNMIL, support to the Government's transition plan included assistance for the development of a United Nations-wide support plan for the transition period. Security sector reform support in UNOCI focused on strengthening democratic oversight and confidence-building among security sector reform actors, as well as providing technical support to advancing defence sector reform. UNOCI also organized several discussions between security institutions, including with civil society organizations and political parties to foster greater ownership and effectiveness of security sector reform decentralization.

60. The Department of Peacekeeping Operations has continued to lead efforts of the Inter-Agency Security Sector Reform Task Force in ensuring system-wide coherence. Through it, the Department supported the finalization of a guidance note on security sector reform and transnational organized crime under the lead of UNODC; a guidance note on the monitoring and evaluation of security sector reform to strengthen a system-wide approach and improve reporting to the Security Council on the subject, as requested by the Council in its resolution 2151 (2014) is under development. The Department's partnership on security sector reform with the African Union, the European Union and the Organization for Security and Cooperation in Europe (OSCE) has also been strengthened; joint security sector reform assessment missions were undertaken with the African Union and the European Union to the Central African Republic, Mali and Somalia, among others.

61. During the past year, the Department of Peacekeeping Operations, through its nine mine action components in peacekeeping missions, provided rapid deployment responses, coordinated activities, and supported national capacity development to address the threat of landmines, explosive remnants of war and explosive hazards, including improvised explosive devices. This work contributed to the protection of civilians, the extension of State authority, the safe delivery of humanitarian assistance and the deployment of United Nations personnel, including by bolstering force protection. To mitigate the threat of improvised explosive devices to peacekeeping missions and personnel, predeployment training to troop-contributing countries was provided, including to Bangladesh, the Niger and Togo, in support of MINUSMA. An improvised explosive device survivability project aiming at better defining military units' requirements in terms of preparedness to operate in an environment of improvised explosive devices is also ongoing. Upon request of the Security Council, UNMAS provided support to the African Union to train, equip and mentor troops to mitigate the threats of improvised explosive devices in the African Union Mission in Somalia (AMISOM). UNMAS developed national capacities to secure weapons and ammunition stockpiles in seven peacekeeping missions, most often in support of arms embargoes. UNMAS also contributed to the

strengthening of African Union capacities to mitigate the threat of explosive hazards, as outlined in the African Union Strategic Framework for Mine Action and Explosive Remnants of War 2014-2017.

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

62. Contemporary peacekeeping operating environments pose growing and more complex risks to military, police and civilian personnel. The total number of hostile acts against peacekeepers has more than doubled each year over the past three reporting periods. In the current period, covering November 2014 to October 2015, there were 97 targeted hostile acts against United Nations peacekeepers. This compares with 41 hostile acts for the previous reporting period, from November 2013 to October 2014, and 22 for the prior period. The majority of attacks in the current reporting period involved direct attacks through small arms fire (42), and ambushes (15) — which increased from two cases in the previous reporting period — as well as indirect attacks through improvised explosive devices (19). Indirect attacks were a particular concern in Mali and Darfur, where carjacking attacks remain a primary threat to peacekeepers.

63. The significant increase in hostile acts was reflected in greater casualty numbers. While the number of fatalities as a result of hostile acts over the past 12 months decreased by 24 per cent, from 34 to 26 fatalities, the number of personnel injured as a result of hostile acts increased significantly, from 66 (November 2013 to October 2014) to 111 (November 2014 to October 2015). The increase in injuries compared with deaths may be attributable to mitigation measures such as improved equipment (e.g., armoured vehicles), procedures and operations to counter improvised explosive devices. The majority of casualties occurred in MINUSMA (9 fatalities, 76 injured) and MINUSCA (9 fatalities, 24 injured).

64. As indicated in my implementation report ([A/70/357-S/2015/682](#)), the Secretariat has begun to coordinate, under the leadership of the Department of Management, the consolidated management of information related to fatalities for all categories of personnel in the field. Work has begun on a number of streams, including a review of the Department of Peacekeeping Operations/Department of Field Support standard operating procedures on the notification of casualties and the development of a centralized database to track information on fatalities.

65. To prevent the recurrence of targeted attacks and mitigate the threats of improvised explosive devices and land mines, the Department of Peacekeeping Operations and the Department of Field Support are developing a military unit manual for explosive ordnance disposal units, and guidance for military units on the best ways to address improvised explosive device threats in current peacekeeping missions. UNMAS has provided expert advice to missions and troop- and police-contributing countries on the identification and procurement of specialized equipment, and has provided mentoring and training for the existing explosive ordnance disposal capabilities in MINUSMA, which will be sustained through predeployment training for troop- and police-contributing countries. Missions were also taking steps to protect camps through blast engineering measures, the use of explosive detection dogs and ground alert systems. In the longer term, in collaboration with experienced Member States and regional organizations, the

Department of Peacekeeping Operations will undertake a number of initiatives, including the production of a handbook on best practices and lessons learned for mitigating threats posed by improvised explosive devices, which will increase awareness among United Nations personnel and troop- and police-contributing countries and inform current and future operations.

66. The Department of Peacekeeping Operations and the Department of Field Support are engaged in dialogue with troop- and police-contributing countries on standards and training for operating safely and securely in mission-specific operating environments, including asymmetric threat environments. Performance measurement standards are being developed and will be informed by and implemented in close collaboration with troop-contributing countries. These efforts build on the recent finalization of a new set of military standards manuals (United Nations Military Unit Manuals) as well as the Force Headquarters Handbook, which address these issues. Similarly for police, standard operating procedures have been developed and are currently under implementation to assess the operational capabilities, including safety and security, of police personnel prior to deployment to peacekeeping operations. The Department of Peacekeeping Operations/Department of Field Support Policy on Formed Police Units is being reviewed to reflect an enhanced performance and capabilities framework.

67. The General Assembly, in its resolution 69/133, expressed its support for the consistent implementation of the programme criticality framework and subsequently, in its resolution 69/274, endorsed the conclusions of the High-level Working Group on Programme Criticality. The framework is an operational tool allowing informed decisions on acceptable risk to United Nations personnel, and programme criticality assessments under this framework are mandatory in areas where security risk levels are high or above high, as determined through a security risk assessment.

68. The organizational resilience management system policy has been promulgated in all field missions and organizational resilience focal points have been trained to assist in harmonizing crisis and emergency management plans and assist in planning and testing. The consolidation, training and harmonization of crisis plans, mass casualty plans and business continuity plans will help to build resilience in missions and provide more efficient and effective response to such attacks. A system-wide crisis management policy is also in the process of being finalized.

69. In line with its mandate, the Office for the Peacekeeping Strategic Partnership has made the safety and security of peacekeepers an integral part of its reviews of uniformed components of field missions and has made recommendations in each of its reviews aimed at enhancing safety and security. These recommendations have highlighted lessons learned and best practices and have emphasized the importance of information-led operations and the need for fully coordinated and integrated operational planning, including with the mission support component.

70. As noted in my report ([A/70/357-S/2015/682](#)), the Secretariat is taking forward the consolidation of all its security resources, including those currently within the Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs, under the management of the Department of Safety and Security, in line with resolution 59/276. This would allow for a more efficient use of the safety and security resources within the Secretariat,

improve the ability of the United Nations to analyse threats and risks and deploy personnel according to operational needs in the field to address both normal working requirements, as well as crisis situations. This process, led by the Department of Safety and Security, began in August 2015 and is scheduled to be completed in December 2016.

71. In 2015, the Department of Peacekeeping Operations and the Department of Field Support established a standard incident reporting and analysis tool that will be integrated with other security risk assessment and incident reporting by the Department of Safety and Security to facilitate a holistic view of incidents and improve situational awareness and decision-making. The Department of Peacekeeping Operations and the Department of Field Support will continue to build upon pilot efforts already under way in MINUSMA and MINUSCA that utilize technologies such as night vision, tethered aerial situational awareness cameras and improved camp access technology to provide better physical security to mission personnel facing asymmetric and other physical security threats. Additional physical mitigation measures are also being implemented, where required. To mitigate threats of attacks against convoys in Mali, a protected logistics capability is being generated for transport in semi/non-permissive environments. This will have integrated military transport, medical, escort, route clearance and supporting elements.

72. To ensure that the medical support system for uniformed and civilian personnel remains robust, timely and responsive in the current operating environments for peacekeeping operations, the Department of Field Support promulgated the 2015 edition of the Medical Support Manual, which includes revised international standards for casualty response. The new Manual also contains guidelines for the integration of the military and civilian components of medical support in the field for efficiency, training guidelines for preventive health and field and personal hygiene to mitigate the spread of diseases in the field and an elaborate predeployment medical screening parameters for troop- and police-contributing countries.

73. In 2016, a performance framework for peacekeeping-operated health-care facilities will be established through a peacekeeping health-care quality unit at Headquarters. In addition to the Headquarters resources, field nurses will also be leveraged as health-care quality managers at the mission or regional level.

74. Despite the increase in deaths as a result of hostile acts, occupational safety accidents of a non-malicious and unintentional nature, in combination with health-related incidents, remain the leading cause of death among United Nations peacekeeping personnel. The Department of Peacekeeping Operations and the Department of Field Support have now developed and fully rolled out the Field Occupational Safety Risk Management Programme and Safety Risk Management System to enable better occupational safety risk management and safety protection standards for peacekeeping personnel, with the primary objective of preventing fatalities and reducing injury, loss and reputational damage. The Departments are now exploring the possibility of including military contingent personnel, which is the highest risk group of peacekeepers, under this programme, as it currently applies only to, and is mandatory for, civilian and police personnel.

75. In January 2015, the Department of Peacekeeping Operations and the Department of Field Support produced the first reliable occupational safety incident

statistics covering all fatalities and injuries in field operations during the period 2013-2014. The data suggested that occupational safety incidents that result in fatalities are up to 10 times higher per 100,000 personnel, per year, when compared with available and similar occupational safety incident statistics as provided by the International Labour Organization and Member States.

## V. Strengthening operational capacity

76. In 2015, the Department of Peacekeeping Operations/Department of Field Support Uniformed Capabilities Development Steering Group continued to oversee the implementation of eight projects aimed at enhancing the capabilities of uniformed peacekeepers. The projects seek to address critical capability development gaps to ensure that missions remain fit for purpose in peacekeeping's evolving operating environment. They address: rapid deployment; high in-theatre mobility; standing capabilities; medical support; improvised explosive device survivability; information-led operations; transnational threats; and planning and implementation. The Steering Group also served important roles in advancing a corporate vision, coordinating strategic communications with the Public Affairs Section, and ensuring unity of effort on capability development across the Departments, supported at the technical level by the Department of Peacekeeping Operations/Department of Field Support Strategic Force Generation and Capability Planning Cell. This coordinated approach proved particularly important in 2015, as extensive planning for and communications on capability requirements and force generation priorities took place in the lead-up to the Leaders' Summit on Peacekeeping, including the regional preparatory meetings convened by Summit co-chairs in advance of the event.

77. The High-level Independent Panel, in its report ([A/70/95-S/2015/446](#)), commended the approach taken by the Department of Peacekeeping Operations and the Department of Field Support in regard to the strategic management of uniformed capabilities development and recommended that it be extended to include a more holistic uniformed capabilities and performance framework. The Departments are working on the development of an integrated capabilities and performance framework and will consult Member States through the Special Committee on Peacekeeping Operations. A single platform and entity for the coordination of a future capability and performance framework will be created in early 2016. This will facilitate consultation and coordination with Member States, as the Departments work together with Member States towards the implementation of a formal, systematic and transparent approach to enhancing the performance of uniformed components in peacekeeping operations.

78. The Department of Peacekeeping Operations and the Department of Field Support established the Strategic Force Generation and Capability Planning Cell in March 2015, in response to the identified need for a more forward-looking, coordinated and sustained approach to the generation of important capabilities for peacekeeping operations. The main objectives of the Cell are to ensure strategic Secretariat engagement with Member States on their potential peacekeeping contributions and to support systematic Department of Peacekeeping Operations/Department of Field Support planning on future peacekeeping capability needs, in close coordination with the Uniformed Capabilities Development Steering Group. The Cell served as the United Nations focal point for the planning of the

highly successful Leaders' Summit on Peacekeeping, in which more than 40,000 troops and police were pledged for use in current and future United Nations peacekeeping missions. The Cell, in consultation with all relevant Department of Peacekeeping Operations/Department of Field Support offices, will continue to work with all Member States to help realize their individual plans to participate in peacekeeping operations.

79. The United Nations Peacekeeping Capability Readiness System replaced the United Nations Standby Arrangement System in July 2015. Managed by the Strategic Force Generation and Capability Planning Cell, the system aims to establish a more predictable and dynamic process of interaction between the Secretariat and the Member States for ensuring a high degree of readiness and timely deployment of quality peacekeeping capabilities. The new, redesigned system will serve as a central component of the Department of Peacekeeping Operations/Department of Field Support strategic force generation effort. To develop an accurate understanding of available Member State capabilities for peacekeeping, the Department of Peacekeeping Operations plans to systematically verify, assess, and work to enhance the operational readiness of all pledges input into the new standby system. However, as always, the political will of Member States to contribute to United Nations peacekeeping will be a fundamental determinant of the overall success and operational impact.

80. After issuing in 2015 a series of Military Unit Manuals describing the capabilities, tasks, organization, training and self-evaluation of various military units deployed in peacekeeping operations, as well as additional guidance on specific tasks including protection of civilians, the Department of Peacekeeping Operations and the Department of Field Support are now in the process of developing performance measurements standards for military units. All these workstreams are executed with the contribution of Member State experts. In parallel with these initiatives, standard operating procedures have been developed to better evaluate military units and Force headquarters operational readiness. These processes will help refine the Departments' views on the areas where collective efforts with troop-contributing countries are required to ensure that units are operationally fit for purpose, before and during their deployment. Other standard operating procedures are currently being implemented to support the assessment of operational capabilities, including on the safety and security of police personnel prior to deployment.

81. In line with its mandate to support performance in peacekeeping by identifying gaps that have an impact on the delivery of mandates, the Office for the Peacekeeping Strategic Partnership reviews both the ability of uniformed personnel to deliver and the performance of underlying structures, guidance and capacities at Headquarters and in the field that support them. Reviews encompass an assessment of the functioning of uniformed components and sector headquarters to determine compliance with United Nations policies, directives and standing operating procedures, operational readiness, the adequacy of support services provided by United Nations Headquarters and requirements for support to facilitate and optimize mandate implementation.

82. Since its operationalization, the Office for the Peacekeeping Strategic Partnership has addressed shortfalls in unity of effort and command and control; raised awareness of policy and guidance and promoted teamwork and integration of

assessment, planning and operations in multidimensional operations. Its recommendations reinforced Department of Peacekeeping Operations/Department of Field Support initiatives to improve force generation processes, enhance operational flexibility and capabilities and promote the safety, security and welfare of the uniformed personnel.

83. The Department of Peacekeeping Operations/Department of Field Support Aviation Manual was revised in 2015 to provide greater clarity on the use of military air assets. The revised version included additional guidance to ensure the consistent application of the framework to allow for the flexible use of military aircraft, while ensuring an appropriate level of accountability. This additional guidance is intended to facilitate more flexible use of military aviation capabilities and enhance the performance of these assets in all missions. In addition to the amended manual, in 2015 the Aviation Information Management System was implemented in all missions and expanded to include military air operations. This software tool provided real time information to missions and headquarters to inform decision-making on the most effective and efficient use of military air assets.

84. Some missions have encountered challenges in responding to medical emergencies and evacuating casualties. The Department of Field Support reviewed its aviation and casualty evacuation guidelines and internal procedures to ensure that missions can meet international standards of casualty evacuation. In this respect, requirements were adopted specifying the time limits to stabilize a casualty and transport the patient to suitable medical facilities. Host States must support requests for medical and casualty evacuation, including air space access. The Department is addressing, on a mission-by-mission basis, current impediments to night flight operations for purposes of casualty evacuation. In some missions, the composition of air fleets and medical facilities may need to be revisited to ensure that there are sufficient resources to meet emergency requirements, in addition to more routine tasks.

85. With extrabudgetary support, the Department of Field Support initiated a triangular partnership project to enhance the capacities of African troop-contributing countries in rapidly deploying engineering capabilities to United Nations peacekeeping missions. A six-week trial training held in Nairobi in September 2015 benefitted four East African troop contributors. Preparations are ongoing for additional longer-term training to commence in 2016.

86. The Department of Peacekeeping Operations and the Department of Field Support will finalize, by early 2016, a concept and standard operating procedures for a rapidly deployable integrated civilian, military and police headquarters capacity that can be fully functional within 8 to 12 weeks of the issuance of a mandate. This will build on prior efforts, including by incorporating standardized designs, the use of strategic deployment stocks and modular solutions, and standard operating procedures to facilitate the fast-track deployment of civilian, military and police personnel.

87. In addition, the Secretariat is developing requirements for standby units for a range of capabilities and will invite Member States and regional organizations to establish arrangements that could enable those capabilities to be drawn on under defined conditions and during defined time periods. Those standby capabilities will become part of the Peacekeeping Capability Readiness System and provide the backbone for early deployment. Meanwhile, the Department of Peacekeeping

Operations and the Department of Field Support are finalizing the guidelines for the award of the risk and enabling capability premiums authorized by the General Assembly in its resolution 67/261. I have instructed both Departments to explore the concept of a small United Nations “vanguard capability” for mission start-up or reinforcement, as proposed by the High-level Independent Panel on Peace Operations, for discussion with Member States in 2016.

88. In 2015, the Department of Peacekeeping Operations and the Department of Field Support continued their efforts to leverage the opportunities offered by technology to overcome operational challenges and enhance the effectiveness of mandate implementation. Building on the recommendations of the Expert Panel on Technology and Innovation in United Nations Peacekeeping, which submitted its report to the Under-Secretaries-General of the Department of Peacekeeping Operations and the Department of Field Support in February 2015, the Departments are implementing a strategy to enhance the use of technologies, especially for the purposes of increasing safety and security, improving situational awareness, enhancing field support, and facilitating substantive mandate implementation. As part of the strategy, the Departments are taking steps to strengthen Headquarters support and to effectively integrate the use of technologies by all missions’ components, including through the implementation of systems to enhance interoperability across different contingent-owned systems, enhancing information and communications technology infrastructure, and exploring the expansion of cooperation with Member States to train and equip troop- and police-contributing countries with new tools and skills.

89. Building on the annex to my previous report ([A/69/642](#)), the unarmed unmanned aircraft systems remain a valuable capability tool contributing to better situational awareness in United Nations peacekeeping missions, and thus helping missions to protect civilians, improve the safety and security of United Nations personnel and premises, and enhance efficiency across many substantive processes. The experience of the use of the unarmed unmanned aircraft system in MONUSCO has demonstrated the value of this tool in locating and identification of armed groups, as evidenced by the successful operations against FRPI in Ituri District, Orientale province, in the Democratic Republic of the Congo. The visibility and knowledge of the presence of unarmed unmanned aircraft systems has been an effective deterrent in some cases.

90. A number of challenges remain. These include strengthening the understanding of the usage and roles of the unarmed unmanned aircraft systems in peacekeeping. The Department of Peacekeeping Operations and the Department of Field Support continue to work to address storage and security of collected information. The storage and handling of information, parameters and processes are addressed in detail in mission-specific standard operating procedures and concepts of operations for the unarmed unmanned aircraft systems and all related information is handled and protected in accordance with existing United Nations security classification policies and United Nations confidentiality regimes. Lastly, as unarmed unmanned aircraft systems become a common feature in United Nations peacekeeping, the possibility of regional hub/operations in order to enhance efficiency is a likely option for consideration.

91. To make full and effective use of this tool, the Department of Peacekeeping Operations and the Department of Field Support continue to build on the repertoire



of institutional knowledge including best practices and lessons learned, including on efficiencies in operations, facilitating procurement processes, and ways to ensure the highest levels of security in the storage of information. In MINUSMA, the deployment of a second intelligence/surveillance/reconnaissance company in Timbuktu has augmented the existing All Source Intelligence Fusion Unit, comprising one company deployed to Gao and a headquarters in Bamako. Commercial unarmed unmanned aircraft systems are also in the process of being procured for MINUSMA. More broadly, the Departments lead a project on information-led operations looking into the best organizations and ways to maximize the use of all tools and sensors to enable accurate, situational awareness. Supporting policies, generic standard operating procedures and concepts of operations are being developed and refined as this body of knowledge increases.

92. As outlined in my report on the future of peace operations, the Department of Peacekeeping Operations and the Department of Field Support are moving forward on several training initiatives. From January 2016, I will request certification from Member States that uniformed personnel deploying to peace operations have received predeployment training in accordance with United Nations standards. Through this process, Member States will be asked to confirm the delivery of predeployment training to contingent personnel in accordance with United Nations standards as part of the force generation and police selection processes, thereby enhancing mission operations, and allowing the Secretariat to target its limited mobile training team resources to those Member States that seek support. The Departments are working to elaborate further policing training needs, including the strengthening of mobile training teams, certification of predeployment training and partnership arrangements, all of which are consistent with the Police Division's Strategic Guidance Framework.

93. To enhance Member State training capabilities, the Department of Peacekeeping Operations/Department of Field Support Integrated Training Service will increase the number of mobile training teams to six per year, allowing focused assistance to troop- and police-contributing countries. In addition, the Departments intend to set up a training-of-trainers centre to support Member State preparations for peacekeeping and to provide training support to missions, pending the mobilization of extrabudgetary resources. This initiative would enhance the capacity for training of trainers to ensure the consistency, efficiency, and currency of training. Finally, the Departments will set up capacity to support the establishment of bilateral and regional training partnerships, matching Member States' training capacity to needs. The efficient delivery of training through partnerships helps match the limited training resources to priority needs.

94. The Integrated Training Service was completing the review of the core predeployment training materials in 2015 and will roll out the new materials in the six official languages of the United Nations, beginning in early 2016. A gender training strategy has been finalized and will be rolled out, pending the mobilization of resources. The Department of Peacekeeping Operations and the Department of Field Support are also collaborating with UN-Women on the online training course on women and peace and security. The development of specialized training materials for formed police units is in its final stages and the material will also be made available in early 2016.

95. These and previously issued training materials are posted on the training page of the Peacekeeping Resource Hub, along with the Integrated Training Service training calendar, to ensure that Member States have full visibility of upcoming activities and materials.

96. In its report (see [A/C.5/68/22](#)), the 2014 Working Group on Contingent-Owned Equipment proposed new standards, definitions and reimbursement rates for major equipment, self-sustainment and medical support services categories which were endorsed by the General Assembly in its resolution 68/282. The Manual on Policies and Procedures concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions (COE Manual) (see [A/C.5/69/18](#)) was updated accordingly.

97. The next Working Group on Contingent-Owned Equipment is scheduled for January 2017. In preparation for this meeting, the Secretariat sought national cost data on major equipment, self-sustainment and medical support services from Member States to facilitate the triennial review of reimbursement rates of contingent-owned equipment by the 2017 Working Group. In addition, the Secretariat invites Member States to submit issue papers to propose new methodology and policies for the contingent-owned equipment reimbursement framework. The Department of Peacekeeping Operations and the Department of Field Support will also submit issue papers for consideration by the Working Group on Contingent-Owned Equipment on measures to implement recommendations from the High-level Independent Panel on Peace Operations and the Expert Panel on Technology and Innovation in United Nations Peacekeeping, with a view to having an impact on and enhancing the operational capability, effectiveness and efficiency in peacekeeping operations.

98. In line with the policy on human rights screening of United Nations personnel, introduced in 2012, Member States are systematically requested to certify that the personnel they nominate have been screened, including uniformed contingents. Individuals considered for United Nations service are required to sign self-attestations to the same effect, while the Secretariat conducts proactive screening of candidates for senior-level posts. Furthermore, as contained in my report on the future of peace operations, States parties repeatedly listed in annual reports on children and armed conflict and on conflict-related sexual violence will not be accepted for participation in peacekeeping missions. The contributing countries that are currently listed in those reports have been informed by notes verbales and the Secretariat, through my Special Representatives, will work with them to achieve delisting.

## **VI. Development of stronger field support arrangements**

99. Continuously improving field support is a critical endeavour for United Nations peacekeeping. Support clients require rapid, effective, efficient and responsible solutions that enable missions to successfully implement their mandates. Driven by the global field support strategy, the United Nations has made progress over the past five years towards these stakeholder expectations, as was noted by the Special Committee on Peacekeeping Operations in its most recent report ([A/69/19](#)). Recurrent performance gaps, lessons learned from the strategy, the recommendations of the High-level Independent Panel and insights from oversight

bodies call for further improvements in the years ahead. Continued effort is required to achieve operational excellence in field support and ensure that it is able to deliver on stakeholder expectations reliably, consistently and sustainably.

100. To enhance its capacity to perform, the Department of Field Support will focus on a series of priorities in 2016/17, some of which have been described above. These include (a) improving supply chain management, (b) strengthening environmental management, (c) advancing technology and innovation, (d) strengthening management and support to organization-wide goals (e.g., mobility, Umoja, Inspira, International Public Sector Accounting Standards, the Global Service Delivery Model), and (e) combating misconduct, including sexual exploitation and abuse.

101. Building on the implementation of the global field support strategy, the Department of Field Support will also work to implement near-term initiatives to empower the field in supporting mandate implementation, as recommended through the peace operations review. This includes setting out standing administrative measures for start-up and crisis situations and a review of priority processes that have consistently proven challenging for field missions. It also includes developing a concept for rapidly deployable mission headquarters and the delivery of specialist support packages.

102. A system to provide for the immediate generation of specialized capabilities to deliver urgent medical, mobility and infrastructure services is being developed. These capabilities would be drawn from one or a combination of commercial, military, or national resources. Through the use of standby or on-call arrangements, field support would be able to provide rapid and tailored specialist support capabilities to enable more prompt deployment and mobilization during operationally exigent situations, including for mission start-up, surge and transitions related to peace operations. Such agreements have been concluded with several commercial vendors and a few Member States.

## **VII. Strengthening accountability and responsibility across United Nations peacekeeping operations**

103. The Department of Peacekeeping Operations and the Department of Field Support have continued to strengthen leadership across peacekeeping operations through close monitoring of leadership requirements in the field, the improvement of selection processes, the timely appointment of skilful leaders and the provision of more integrated predeployment briefings, complemented by a follow-on mentoring programme.

104. Progress in performance management for senior leaders has been made through the continuous refinement of senior managers' compacts with my heads of missions. On the basis of the endorsed compact and starting in 2014, the Under-Secretary-General for Peacekeeping Operations has issued a letter each year to each Head of Mission as a guide in the implementation of the strategic, operational and managerial priorities. Compacts are also in place between heads of mission and their deputies in peacekeeping operations. In my report on the future of peace operations, I committed to further refining the senior manager compact for heads of mission to better reflect their multiple responsibilities, including directing mission-wide

strategies. I also intend to strengthen performance assessment tools to ensure feedback on performance and to strengthen interaction between field and Headquarters leadership. The results of such assessments may have an impact on decisions regarding appointment, selection or renewal.

105. During the reporting period, both Departments continued to refine the tools for succession planning and analysis of leadership with a view to improving the selection processes. Measures include: updated and robust implementation of standard operating procedures that enable the Department of Field Support to support the Department of Peacekeeping Operations in profiling senior mission leadership positions; further developing competitive interview processes; and providing general support to the recruitment and on-boarding processes. These measures have allowed the Department of Peacekeeping Operations to maintain a stable and low vacancy rate among senior leadership positions in the field (heads and deputy heads of peacekeeping missions): 1 of 34 positions vacant at both the beginning and the end of the year.

106. Improving the representation of women in field missions at the most senior levels remains a key priority; progress reflects a positive overall trend. From January 2007 to October 2015, the percentage of female heads and deputy heads of mission increased from 2 to 24 per cent. To support this trend, the Department of Field Support has continued to engage in direct outreach to potential female candidates and liaise with internal and external partners to further identify and expand the pool of qualified female candidates.

107. Proactive efforts have also continued to ensure that newly appointed senior leaders are equipped with the skills and knowledge needed to execute multidimensional mandates. The Department of Peacekeeping Operations and the Department of Field Support were in the process of finalizing guidelines for in-briefings, and, since November 2014, heads and deputy heads of peacekeeping missions have been offered the opportunity to be guided during the first few months by a mentor. Since its launch in November 2014, the pilot mentoring programme has been very well received and has been recommended for scale-up.

108. The Department of Field Support has launched a three-pronged strategy to improve gender balance; first, by introducing a senior women talent pipeline to identify and support highly qualified external women candidates to apply for vacancies in field operations; secondly, by analysing trends on the retention of internal women staff in the field and enhancing their career development, and finally by identifying bottlenecks in the recruitment process. The Department will continue to build on the success of the senior women talent pipeline and use a data-driven approach to improving gender balance at all levels.

109. Upholding the highest standards of conduct and responding to and addressing sexual exploitation and abuse remain a top priority for the Organization. Peacekeeping operations must ensure that personnel do not harm the people they serve. My policy of zero tolerance on sexual exploitation and abuse is the central focus for activities being undertaken under four strategic pillars targeting: integration; capacity-building; awareness-raising and outreach; and performance-based accountability under the integrated conduct and discipline framework, first introduced in 2011 and noted by the General Assembly in its resolution 66/264. Furthermore, with the adoption of General Assembly resolution 69/307, I am proceeding with the implementation of more than 40 initiatives on prevention,

enforcement and remedial action, including support to victims, put forward in my enhanced programme of action and presented in my report to the Assembly on special measures for protection from sexual exploitation and sexual abuse (A/69/779).

110. In resolution 69/307, the General Assembly welcomed my determination to strengthen measures for protection from sexual exploitation and abuse in the areas of prevention, enforcement and remedial action, and requested that I consult with Member States, in particular troop-contributing countries, on the methodology for reporting sexual exploitation and sexual abuse cases. In September 2015, I organized a meeting with Member States in this regard, at which I outlined my proposals with direct implications for troop- and police-contributing countries.

111. Under the integrated conduct and discipline framework, support to smaller field missions is provided by larger conduct and discipline teams in larger field missions. In addition to the already established arrangements for field missions in the Middle East and Asia, a regional conduct and discipline arrangement was finalized for the West Africa region, with a regional chief based in MINUSMA.

112. In the area of performance-based accountability, achievements have been made with regard to strengthening governance, improving performance and promoting transparency. An accountability framework on conduct and discipline is being implemented in field missions and, in addition, a policy on accountability for conduct and discipline in field missions was adopted on 30 July 2015 to serve as the overarching document outlining roles and responsibilities in the implementation of processes related to the application of the standards of conduct for all categories of personnel.

113. Annual quality assurance exercises continue to be conducted to improve the handling of cases and to allow for reduction in delays in the system by taking a regular inventory of the status of open cases and re-examining possible reasons for delay or inaction. Recent enhancements to the Misconduct Tracking System also enable more efficient and streamlined case management. The Misconduct Tracking System has also been used, for several years, to check records for misconduct during prior assignments in field missions of internationally recruited civilian staff. This screening was extended to individually deployed military and police personnel in 2014, as well as to candidates for recruitment as United Nations Volunteers, whereas other Government-provided personnel (justice and corrections personnel) and candidates for senior leadership positions who have previously worked in United Nations peacekeeping and/or special political missions are being screened since early 2015. Preparations are under way to start screening formed police unit personnel and military contingent personnel for prior misconduct, as well as candidates for recruitment as national staff and international consultants and contractors hired at the mission level.

114. Further, in efforts to promote a harmonious and productive work environment and address abuse of authority, discrimination and harassment and sexual harassment at the workplace, the “Inside the blue” learning programme continues to be implemented. To further build the capacity of conduct and discipline practitioners, the continuous learning programme for conduct and discipline personnel in field missions was again delivered in the current year.

115. In 2014/15, 669 allegations were received, not including sexual exploitation and abuse, for all categories of personnel (147 category 1 and 522 category 2 matters). The number of overall allegations received has seen a slight increase in category 2 matters over the past year, with category 1 matters remaining steady, as in the previous reporting period. In 2013/14, 652 allegations were received for all categories of personnel (147 category 1 and 505 category 2 matters). Fluctuations in the numbers of allegations received can be expected, on a year-to-year basis, particularly when there are increases in the number of personnel deployed and with stronger complaint reception mechanisms being put in place. As part of the proposals in my report on special measures for protection from sexual exploitation and sexual abuse (A/69/779), a Secretariat-wide communications strategy and an e-learning programme on sexual exploitation and abuse are currently under development. The communications strategy paper is scheduled to be finalized by the end of 2015.

116. In response to the request for information and responses on referrals for investigation and disciplinary actions taken at the national level with respect to substantiated cases of misconduct by military and police personnel, between 1 January and 31 October 2015, 169 requests were sent to Member States for action to be taken related to allegations on all forms of misconduct. A total of 146 responses were received. More detailed information on requests and responses specifically related to sexual exploitation and abuse, and on the implementation of recommendations in my report on the future of peace operations, will be presented in my next report on special measures for protection from sexual exploitation and abuse, to be issued in February 2016, covering 2015.

117. In recent years, efforts to reduce the environmental impact of United Nations field operations has received renewed attention, including by the General Assembly (resolution 69/307), and the report of the Expert Panel on Innovation and Technology in United Nations Peacekeeping. The Department of Peacekeeping Operations and the Department of Field Support are supporting the move of United Nations peacekeeping operations towards environmental sustainability, as proposed by the report of the High-level Independent Panel and my report on the future of peace operations.

118. The Department of Field Support leads on strengthening environmentally responsible management at the strategic, operational and tactical levels. Efforts to mitigate the environmental impact of peacekeeping operations in host countries through implementation of the 2009 Department of Peacekeeping Operations/Department of Field Support environmental policy for field missions and enhanced environmental management will be expanded in 2016 and 2017 to a broader cross-cutting portfolio. The review of the environmental policy is under way and is due to be disseminated in 2016, complemented by a new waste management policy for missions. Enhanced environmental responsibilities will include strategic support addressing Security Council concerns, policy and guidance, cross-cutting and mainstream environmental issues, and field mission management, support, monitoring and oversight. The Department of Field Support will also engage with the United Nations Environment Programme to establish environmental baselines and monitor benchmarks in field missions.

119. I am presently conducting a lessons learned exercise on the United Nations Mission for Ebola Emergency Response (UNMEER), which ceased operations on

31 August 2015. The establishment, on 19 September 2014, of UNMEER, the first-ever United Nations emergency health mission, as a temporary measure, reflected the unprecedented nature of the Ebola outbreak in West Africa. The lessons learned exercise is being led by the International Peace Institute, in coordination with my Executive Office, and seeks to capture lessons from this unique response to an unprecedented crisis.

120. In section I, paragraphs 9 and 10 of its resolution 69/274B, the General Assembly requested that I provide the Assembly, at the first part of its resumed seventieth session, with detailed information on the coordination activities of the Mission and the Office of the Special Envoy with the wider United Nations system, the Governments of the most affected countries and other actors, and to include the results of my in-depth review of the organizational, administrative and planning aspects, and operations on the ground, as well as information on the final performance of the Mission.

121. While the detailed results from this lessons learned exercise are not yet finalized, as identified in my implementation report ([A/70/357-S/2015/682](#)), the provision of timely special administrative measures facilitated the ability of UNMEER to deploy and commence operations quickly. A review of internal processes and procedures that contribute to the ability of the United Nations to deploy and function in response to a crisis is currently under way as part of the implementation of the aforementioned report.

## VIII. Partnerships

122. The United Nations and the African Union — as well as its regional economic communities/regional mechanisms — have developed an increasingly close partnership in addressing peace and security issues in Africa, throughout the conflict cycle. Strengthened collaboration between the United Nations and the African Union has sought to harness the respective political capital of the United Nations and African Union, facilitate the enhancement of the African Union's operational capacity and strengthen common understanding, shared objectives and coordination on policies and programmes. As noted in my implementation report ([A/70/357-S/2015/682](#)), the African Union is a key regional partner of the United Nations. In order to take this partnership further, I call for a sustained, predictable and flexible funding mechanism to support African Union peace operations, building on the African Union's commitment to self-reliance. The African Union is also working to strengthen its institutional capabilities and standards.

123. The Department of Peacekeeping Operations and the Department of Field Support, in coordination with the United Nations Office to the African Union (UNOAU), have continued to support the African Union and its regional economic communities/regional mechanisms in their efforts to reach full operational capability of the African Standby Force (ASF)/Rapid Deployment Capability. This has included support to African Union headquarters capacity to plan, deploy and sustain such operations, in line with the joint United Nations-African Union work plan on the operationalization of ASF and the revised ASF road map III, in particular the conduct of the final field training exercise for the AMANI Africa II Exercise, which took place in November 2015. Once fully operational and harmonized, the ASF/Rapid Deployment Capability should make an important

contribution to African Union needs in managing conflicts and rapid deployment gaps, and allow United Nations engagement to focus on sustained multifunctional support to the entire peacebuilding spectrum in the medium- to long-term and contribute to a more integrated concept of peacekeeping in Africa.

124. The success of African Union peace operations depends, among other things, on adherence to human rights standards. The United Nations has continued to function as a conduit for United Nations policies, standards and best practices, with due regard for the specificities, realities, and needs of the African Union, while sourcing supplementary technical expertise. The Secretariat is developing, jointly with the African Union Commission, a draft United Nations-African Union joint framework for an enhanced partnership in peace and security, which sets out principles for a partnership based on early, continuous and comprehensive engagement, with a view to achieving unity of purpose and effort between the two organizations. The framework, which should be finalised in 2016, is a critical step in institutionalizing our strategic partnership and will provide the normative basis for operationalizing our practical cooperation in peace operations. Meanwhile, United Nations efforts have continued to focus on enhancing the African Union's operational planning and coordination, including mission support, including through UNOAU. The United Nations has contributed to the development of core planning documents, including concepts of operations, strategic directives, and contingency plans as well as technical planning documents in support of AMISOM, and current operations against the Lord's Resistance Army and Boko Haram. The United Nations has also continued to contribute to enhancing the capabilities of African troop- and police-contributing countries to address crises, in particular with regard to coherence of the United Nations and the African Union standards, training and equipment, and to developing guidelines with the African Union that would help to assess the effectiveness and equipment of the troop- and police-contributing countries in a given context.

125. The United Nations Liaison Office for Peace and Security, established in Brussels in 2011, contributes to the strengthening of partnership arrangements with the European Union and the North Atlantic Treaty Organization (NATO) in support of United Nations peacekeeping. The European Union has deployed parallel civilian and military missions in 9 of the 16 peacekeeping operations, implementing complementary mandates, and fulfilling the peace and security goals set by the Security Council. Most recently, strong engagement with the European Union has taken place during the planning and start-up phases of the missions in the Central African Republic and Mali, while financial support provided by the European Union for AMISOM is critical to its operation. At the political and strategic levels, cooperation between the Security Council and the Political and Security Committee of the European Union and between the Secretariat and the European External Action Service continues to grow. Since 2013, the regular participation of my Under-Secretary-General for Peacekeeping Operations in the informal meetings of the European Union Ministers of Defence has allowed for strategic dialogue and coordination. The United Nations-European Union Steering Committee on Crisis Management has remained an important forum for ensuring complementarity and burden-sharing in joint engagements.

126. During their respective interventions at the Leaders' Summit on Peacekeeping, the European Council President and the Secretary-General of NATO emphasized the importance of the peacekeeping partnership with the United Nations. The United



Nations-European Union Strategic Partnership Document for Peacekeeping and Crisis Management (2015-2018) sets out the key priorities for the partnership that need to be fully implemented going forward on issues ranging from rapid response to capabilities and information-sharing. The report of the High-level Independent Panel especially looked to actors such as the European Union to support with rapid response capabilities.

127. The cooperation of the United Nations and NATO in the context of Afghanistan and Kosovo has been a vehicle for better understanding, developing complementarity on the ground and harmonizing standards in key areas, including by promoting the women and peace and security agenda. NATO has expertise in several relevant areas, especially in the light of the new threat environments that United Nations peacekeeping is facing.

128. Cooperation with other regional organizations is also under development. The Secretariat is exploring the possibility of scaling up cooperation within the League of Arab States and OSCE. A number of immediate priorities for cooperation with the Collective Security Treaty Organization have also been identified. The Association of Southeast Asian Nations has continued to express interest in strengthening cooperation in peacekeeping.

129. Peacekeeping is increasingly reliant on effective partnership arrangements with development and humanitarian actors to benefit from comparative advantages and leverage the link between politics, security and development. The importance of a whole-of-system approach to support societies in their path to sustainable peace was reiterated in the recent reports of the High-level Independent Panel and the Advisory Group of Experts and the Global Study report.

130. Besides their partnership with UNDP through the global focal point, the Department of Peacekeeping Operations and the Department of Field Support participate in a number of inter-agency processes on cross-cutting issues. These include the United Nations Development Group Working Group on Transitions, the Peacebuilding Contact Group and the New Deal Task Team, and the Standing Committee on Women, Peace and Security. The Department of Peacekeeping Operations and the Department of Field Support, through the Policy, Evaluation and Training Division, also functions as the secretariat to the Integration Steering Group and in this capacity has advanced integration policy in a number of key areas, including through the implementation of the policy on integrated assessment and planning and, in coordination with partners in the Integration Working Group, a study in November 2014 on financing options for integrated peace consolidation. The Department of Peacekeeping Operations continued to work with partners in the agencies, funds and programmes of the United Nations system on the development of integrated strategic frameworks to provide clear peace consolidation priorities for the United Nations when a multidimensional peacekeeping or field-based special political mission is deployed alongside the United Nations country team.

131. The Secretariat has continued to work closely with the World Bank to further strengthen its partnership in key countries and thematic areas, leveraging the United Nations political mandate and field presence and the technical expertise of the Bank. The Department of Peacekeeping Operations was instrumental in finalizing the strategic results framework for partnership activities, and also in allocating resources and monitoring projects implemented through a multi-donor partnership trust fund, including in such areas as security, justice and core government

functions; joint assessment and planning efforts; regional initiatives; the development of knowledge products and innovative staffing arrangements for a more effective multilateral response to crisis.

## **IX. Observations**

132. The strategic, political and operational environment of United Nations peacekeeping operations in 2016 will continue to be volatile, requiring flexibility in addressing unforeseen or fast changing situations. Improving strategic and operational planning, enhancing the performance of peacekeepers, including by effectively addressing cases of misconduct, and strengthening mission support will remain key priorities, particularly when it comes to the complex challenge of implementing protection of civilians mandates, while ensuring the safety and security of personnel.

133. Peacekeeping operations have reached a critical juncture. In the face of unprecedented demands, there is an opportunity to collectively support a comprehensive reform effort. The report of the High-level Independent Panel on Peace Operations has generated wide-ranging recommendations on all aspects of peacekeeping. The peacekeeping-related measures set out in my implementation report are further elaborated upon in the present report. The Panel's report, together with the new initiatives that the Secretariat has spearheaded in 2015, including the meeting of Chiefs of Defence and the Leaders' Summit on Peacekeeping, have rallied global efforts to improve United Nations peacekeeping. This opportunity should be seized upon to turn robust international commitment into tangible action. I count on the continued engagement and support of Member States, including through the Fourth Committee and the Special Committee on Peacekeeping Operations, as we set out to implement this ambitious agenda for change. We must, together, maintain the political momentum, and maintain a sharp focus on our shared objective of strengthening and modernizing peacekeeping.

---