

**Security Council**

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**Letter dated 31 December 2014 from the Chair of the  
Security Council Working Group on Peacekeeping Operations  
addressed to the President of the Security Council**

I have the honour to transmit herewith the report of the Security Council Working Group on Peacekeeping Operations established pursuant to the decision of the Security Council contained in the statement by its President ([S/PRST/2001/3](#)). The report contains an account of the activities of the Working Group in 2014 (see annex).

It would be appreciated if the present letter and its annex could be circulated as a document of the Security Council.

*(Signed)* Eugène-Richard **Gasana**  
Chair  
Security Council Working Group on Peacekeeping Operations



**Annex to the letter dated 31 December 2014 from the Chair of the Security Council Working Group on Peacekeeping Operations addressed to the President of the Security Council**

**Report on the activities of the Security Council Working Group on Peacekeeping Operations for the period January to December 2014**

**I. Introduction**

1. The Security Council Working Group on Peacekeeping Operations was established pursuant to the decision of the Security Council contained in the statement by its President (S/PRST/2001/3) of 31 January 2001.
2. The Ambassador and Permanent Representative of Rwanda to the United Nations, Eugène-Richard Gasana, was appointed as Chair of the Security Council Working Group on Peacekeeping Operations for the period ending 31 December 2014 (see S/2014/2).
3. The present report highlights the structure and substance of the meetings of the Working Group in 2014. In accordance with its mandate, the Working Group considered a number of peacekeeping issues relevant to the responsibilities of the Council and technical aspects of individual peacekeeping operations, without prejudice to the competence of the Special Committee on Peacekeeping Operations. The programme of meetings reflected the current activities of the Council and the priorities of its members, and strove to maintain the focus of the Working Group on issues raised under its previous Chairs.
4. Resolution 2167 (2014) on United Nations peacekeeping operations, introduced by Rwanda, was unanimously adopted on 28 July 2014. In the resolution, the Council expressed its determination to further enhance the relationship between the United Nations and regional and subregional organizations, in particular the African Union, in accordance with Chapter VIII of the Charter of the United Nations, as well as basic principles of peacekeeping and international law. In the same resolution, the Council stressed the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a Council mandate. It also requested the Secretary-General to initiate, in full and close cooperation with the African Union, a lessons learned exercise on the transitions from the African Union peace operations to United Nations peacekeeping operations in Mali and the Central African Republic and to produce, by no later than 31 December 2014, specific recommendations that could be used for possible future transitional arrangements.
5. On 20 November 2014, the Council unanimously adopted resolution 2185 (2014), which was introduced by Australia and is the Council's first resolution dedicated to policing issues in peacekeeping and post-conflict peacebuilding. The resolution included a number of practical measures to increase the effectiveness of the work of the United Nations on policing and a call for more prominence to be given to institution-building in mandates, in mission planning and in the work (including good offices) of special representatives of the Secretary-General, as well as for greater emphasis to be placed on the provision of guidance, skills and training for United Nations police. In the resolution, the Council emphasized that, where mandated, United Nations police components had a crucial role to play in the

protection of civilians, and requested the Secretary-General to submit a report by the end of 2016 on the role of policing as an integral part of peacekeeping and post-conflict peacebuilding.

## **II. Meetings of the Working Group in 2014**

6. In 2014, the Working Group continued to promote the triangular cooperation between the Security Council, the troop- and police-contributing countries and the Secretariat, aiming, in particular, to improve coordination within the peacekeeping architecture and to address important thematic issues related to peacekeeping. It held eight meetings, with the participation of troop- and police-contributing countries and briefings by senior Secretariat officials (see enclosure).

7. During its meetings, the Working Group focused on current cross-cutting issues relevant to United Nations peacekeeping, in particular: mission start-ups and re-hatting challenges, inter-mission cooperation, women's participation in peacekeeping, troop and police preparedness, the role of United Nations police in peacekeeping, the African Standby Force, transitions from African Union to United Nations peacekeeping operations and the protection of civilians.

### **A. Central African Republic: mission start-up and re-hatting challenges (15 May)**

8. The Chair of the Working Group circulated a concept paper prior to the meeting outlining key issues related to mission start-ups and re-hatting. The Working Group was briefed by representatives of the Department of Peacekeeping Operations and the Department of Field Support, who provided information about recent visits to Mali and the Central African Republic and identified lessons learned from the deployment of the missions there. They highlighted the importance of a rapid deployment of troops and equipment for United Nations missions. The absorptive capacity at the duty station was one of the biggest challenges in that context. A rapid deployment of troops could be constrained by a lack of accommodation with adequate security. In addition, sufficient critical enablers were required for a mission to carry out its mandate effectively. Many missions lacked equipment, especially means of transportation.

9. On the re-hatting of troops, the briefers noted the importance of ensuring that all troops complied with United Nations standards at the time of deployment to a mission. Timely coordination between troop-contributing countries, the Secretariat and the Security Council on the development and planning of an operation was crucial.

10. In his concluding remarks, the Chair of the Working Group summarized several elements brought forward by participants to ensure the effective start-up of missions and re-hatting of troops.

### **B. Inter-mission cooperation: present and future implementation (30 May)**

11. A concept paper, circulated by the Chair prior to the meeting, provided background on examples of inter-mission cooperation and described the main challenges to its implementation. The Working Group heard briefings by representatives of the Departments of Peacekeeping Operations and Field Support.

12. The briefers highlighted the lessons learned through the increased use of inter-mission cooperation in current peacekeeping operations. While inter-mission cooperation was a valuable tool for rapid deployment to support a mission in crisis, it was not suitable for delivering larger-scale reinforcements for protracted periods. Inter-mission cooperation also worked best when built upon pre-existing contingency plans. Regional frameworks to better facilitate inter-mission cooperation were being developed.

13. Participating Member States acknowledged both the benefits and limitations of inter-mission cooperation. The need to do more with less was recognized for peacekeeping to be sustainable. The absorptive capacity of the receiving mission and the host country was also identified as a key factor in determining the success of inter-mission cooperation.

14. In his concluding remarks summarizing the discussion, the Chair of the Working Group noted several proposals by participants that could make inter-mission cooperation more effective, including the possibility of developing airlift capabilities for the regional service centres. While there were various challenges, it was possible and necessary for the Council and troop-contributing countries to work together to further develop the concept and strengthen its implementation.

### **C. Increasing women's participation in peacekeeping (27 June)**

15. The Working Group was briefed by the Deputy Permanent Representative of Australia to the United Nations, Ambassador Philippa Jane King; the Deputy Military Adviser, Major General Adrian Foster; and the Assistant Commissioner of the Rwanda National Police, Ms. Lynder Nkuranga.

16. The Chair, who had circulated a concept paper for the meeting, noted that progress towards the inclusion of more women in field operations and at Headquarters had been slow. Women comprised less than 4 per cent of all United Nations uniformed peacekeepers. The representative of Australia recalled that in resolution 1325 (2000) the Security Council had recognized the central role for women in peace and security and urged the Secretary-General to expand the role and contribution of women in field operations. She described the main drivers behind the deployment of women in the Australian Defence Force, which had led to both a qualitative and quantitative increase in the deployment of women. The national action plan of Australia had been instrumental for defining and coordinating national action. The Assistant Commissioner of the Rwanda National Police described the national action plan of Rwanda and the measures taken in her country to increase women's participation in the police and the military. The Deputy Military Adviser looked at women's participation from both a mission and a Headquarters point of view, and described several measures that had been taken to increase the inclusion of female officers. At Headquarters, several other measures had been taken. The number of women included by Member States in their troop contributions remained a key element, since the United Nations had no control over the composition of those troops.

17. Participating Member States expressed their support for the implementation of resolution 1325 (2000) and increased participation of women in peacekeeping. Some participants suggested that the high-level global review in 2015 to assess progress made in implementing the resolution would be an opportunity for countries

to compare their national action plans. Participants also stressed the importance of gender-specific training and preparation for deployment. Several countries noted the importance of cultural aspects. Participants also called for more women in leadership roles, and stressed that they should be involved in decision-making and recruitment processes.

18. In his summary of the discussions, the Chair of the Working Group highlighted the potential of national action plans to increase women's participation. He also noted the various experiences and proposals by participants, which demonstrated approaches at multiple levels to improve the representation of women in peacekeeping.

**D. Troop and police preparedness for key mandated tasks (25 July)**

19. The Working Group was briefed by the Assistant Secretary-General for Rule of Law and Security Institutions, Dmitry Titov; the Deputy Military Adviser, Major General Adrian Foster; and the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations, Ambassador Mark Lyall Grant.

20. The Chair, who had circulated a concept paper for the meeting, noted that current conflicts changed fast and presented a host of complex challenges. It was critical for military and police personnel to be well prepared in order to provide effective and timely responses. Improving training to military and police personnel was one indispensable element, in which troop- and police-contributing countries had a central role and responsibility. Other challenges related to operational readiness and evaluation standards; predeployment training; standardizing capabilities; clearly defined roles and responsibilities; and financial implications.

21. The Assistant Secretary-General noted that, given the diversity of troop- and police-contributing countries, the development of standard United Nations guidelines for preparedness was critical. The Department of Peacekeeping Operations was developing 11 manuals as part of the United Nations military units' manuals project. Similarly, the Police Division's strategic guidance framework for international police peacekeeping was being developed. Such guidance needed to be complemented by training, seeking a consistent implementation of United Nations guidelines and standards, and other tools, such as predeployment visits, to ensure that contributions met the requirements. The Deputy Military Adviser defined preparedness specifically in the context of the protection of civilians. He identified four key aspects of preparedness, namely, preparation, force generation, deployment and force readiness. The representative of the United Kingdom highlighted the involvement of peacekeeping mandates and the subsequent changes in required resources. He noted the responsibility of the Council in ensuring that mandates were clear and realistic, and commented on how bilateral programmes could enhance troop and police readiness to effectively implement mandates.

22. Participating Member States highlighted the importance of predeployment training to improve preparedness. They also expressed a need for practical guidance on the implementation of mission mandates.

**E. Police Division multi-year vision and strategic approach, 2020 (17 October)**

23. The Working Group was briefed by the Police Adviser, Stefan Feller. The Chair highlighted a number of issues that had been set out in a previously circulated concept note.

24. The Police Adviser noted the Police Division's strategic priorities: (a) a focus on field missions, prioritizing field-identified and host-State needs; (b) prudent management to achieve a results-oriented culture; (c) holistic doctrine and training; and (d) partnerships with stakeholders.

25. To increase the number of women police personnel in United Nations peacekeeping operations, the Police Division had designed an all-female selection assistance and assessment team training project. Seventeen Member States had nominated 2,300 female officers to participate in the training. The first courses, which had taken place in Rwanda and Burkina Faso in September, were attended by a total of 148 female officers recommended for deployment mostly to French-speaking missions. Another training course was scheduled to take place on 27 October in Cameroon.

26. The Police Division launched an initiative to create a standby capacity of equipped and trained formed police units. In 2014 alone, formed police units were deployed to eight United Nations peacekeeping missions; their responsibilities included protecting civilians. Of the units, 80 per cent were fully operational, while the others faced logistical challenges.

27. The Police Division had also reached out to key United Nations regional partners, including the African Union and the European Union, as well as the International Criminal Police Organization (INTERPOL), the International Association of Chiefs of Police and the International Association of Women Police. The Division also partnered with the International Organisation of la Francophonie to respond to the demand for francophone police. At the operational level, the Division maintained partnerships with the United Nations Development Programme and others within the Global Focal Point for Police, Justice and Corrections arrangement in the rule of law in post-conflict and other crisis situations.

28. The Police Adviser noted that police-related mandates were not an end in themselves but a tool to strengthen peace and security in a given context. It was important that the Council give clear, credible and achievable mandates to the Police Division and the United Nations police components in the field, and that these be matched by sufficient resources. United Nations policing efforts were more likely to be sustainable if they were informed by national and local priorities. National development plans, as well as host-State commitments and key reform objectives, made it possible to structure United Nations support plans.

29. Members of the Working Group supported the strategic priorities outlined by the Police Adviser and exchanged views on cooperation between stakeholders, practical implications of the vision and strategic approach, key considerations for the Council regarding police mandates in peacekeeping operations and their implementation, as well as the alignment of mission-specific approaches with the priorities of the host State. Some members noted the uptick in demand for United Nations police in the previous two years and their contributions in that regard. Others noted that deployed United Nations police needed to meet specific language requirements in order to work effectively in certain host communities, as well as the

need to look at transnational crime as related to missions' mandates. Members of the Working Group further discussed the sharing of results on the status of the multi-year strategic approach with Member States.

**F. Expert-level meeting on the operationalization of the African Union standby arrangements by 2015 (3 November)**

30. The Working Group convened at the expert level to hear an informal briefing by representatives of the Department of Peacekeeping Operations on the May 2014 assessment mission to the African Union conducted by the Department of Peacekeeping Operations, the Department of Field Support and the United Nations Office to the African Union.

31. An update was provided on the outcome of the assessment mission, which aimed to identify areas in which the United Nations could support the operationalization of the African Union Standby Force by 2015. A joint United Nations-African Union road map had been drawn identifying strategic and operational areas for support. In addition, the participants discussed the transitions from African Union to United Nations peacekeeping operations in Mali and the Central African Republic, in the light of paragraph 13 of resolution 2167 (2014). In that paragraph, the Council requested the Secretary-General to initiate, in full and close cooperation with the African Union, a lessons learned exercise on the transitions from the African Union peace operations to United Nations peacekeeping operations in Mali and the Central African Republic and to produce, by no later than 31 December 2014, specific recommendations that could be used for possible future transitional arrangements. The briefers informed the Working Group about the methodology, scope and further planning of the lessons learned exercise.

**G. Expert-level meeting on resolution 2167 (2014) (8 December)**

32. The Working Group met at the expert level on 8 December to receive an update from the African Union Peace Support Team of the Department of Peacekeeping Operations on a lessons learned exercise on Mali and the Central African Republic, in line with paragraph 13 of resolution 2167 (2014).

33. The representative of the Department of Peacekeeping Operations noted that the exercise had produced a substantial amount of findings. He highlighted good practices and challenges that had been identified in the Central African Republic and Mali regarding strategic and policy issues, operational issues and support issues. At the strategic and policy level, he noted the importance of enhancing unity of vision between the African Union and the United Nations through close cooperation on transitions. Operationally, early joint planning and inclusive coordination to ensure seamless transitions were essential. The need for more predictable and sustainable support arrangements was highlighted.

**H. Protection of civilians: towards a common understanding (17 December)**

34. The Working Group was briefed by the Director of the Africa II Division of the Department of Peacekeeping Operations; the Permanent Representative of Ethiopia to the United Nations, Ambassador Tekeda Alemu; and the Permanent Representative of Bangladesh to the United Nations, Ambassador Abulkalam Abdul Momen.

35. The Chair, who had circulated a concept paper for the meeting, noted that interpretations of the protection of civilians seemed to vary widely and that peacekeeping missions had found it difficult to adapt to the altered peacekeeping landscape. Given the new threats, and as the United Nations prepared to conduct the first comprehensive review of peacekeeping in 20 years, it would be essential to review and revise the way in which the United Nations protected civilians.

36. The Director of the Africa II Division said that protecting civilians had become the most important and complex mandate for many peacekeeping operations. Although progress had been made in the implementation of that mandate, recent discussions on the failure to protect civilians in peacekeeping contexts had exposed gaps between Council members, troop- and police-contributing countries and the Department of Peacekeeping Operations in terms of their understanding of the protection of civilians mandate. The Permanent Representatives of Bangladesh and Ethiopia identified a number of challenges that peacekeepers faced in the current global context that affected their ability to protect civilians. They also highlighted a number of potential measures that could be taken to resolve those challenges.

37. Participating Member States called for clear protection of civilians mandates, improved dialogue between stakeholders to ensure a common understanding of those mandates and the political will to implement them. They also said that there was a need to provide peacekeepers with intelligence, equipment and high-quality predeployment training. The importance of increased cooperation with and support for the national authorities was stressed.

### **III. Conclusions and recommendations**

38. During 2014 attention was increasingly paid to strategic reviews and assessments of individual missions and their mandates, and the activities of the Working Group supported that trend. The underlying need for such reviews also led to the appointment of the High-level Independent Panel on Peace Operations on 31 October 2014.

39. The Panel's recommendations to the Secretary-General will be available for consideration by the General Assembly at its general debate in 2015. The work and recommendations of the Panel, as well as of other review and assessment efforts, are expected to inform the activities of the Working Group in 2015, which will therefore benefit from the work done in 2014.

## Enclosure

### Meetings of the Working Group in 2014

<i>Date</i>	<i>Participants</i>	<i>Briefer</i>	<i>Subject matter</i>
15 May	Members of Working Group and troop- and police-contributing countries	Under-Secretary-General for Peacekeeping Operations Assistant Secretary-General for Field Support	Central African Republic: mission start-up and re-hatting challenges
30 May	Members of Working Group and troop- and police-contributing countries	Military Adviser, Department of Peacekeeping Operations Leader of the Global Field Support Strategy Team, Department of Field Support	Inter-mission cooperation: present and future implementation
27 June	Members of Working Group and troop- and police-contributing countries	Deputy Permanent Representative of Australia to the United Nations Deputy Military Adviser, Department of Peacekeeping Operations Assistant Commissioner of Police, Rwanda National Police	Increasing women's participation in peacekeeping
25 July	Members of Working Group and troop- and police-contributing countries	Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations Assistant Secretary-General for Rule of Law and Security Institutions, Department of Peacekeeping Operations	Troop and police preparedness for key mandated tasks
17 October	Members of Working Group and troop- and police-contributing countries	Police Adviser, Department of Peacekeeping Operations	Police Division multi-year vision and strategic approach, 2020

<i>Date</i>	<i>Participants</i>	<i>Briefer</i>	<i>Subject matter</i>
3 November	Members of Working Group	Head of the African Union Peacekeeping Support Team, Office of Operations, Department of Peacekeeping Operations  Head of the Partnership Team, Department of Peacekeeping Operations  Head of the Integrated Assessment and Planning Team, Office of Operations, Department of Peacekeeping Operations	Expert-level meeting on the operationalization of the African Union standby arrangements by 2015
8 December	Members of Working Group	Head of the African Union Peacekeeping Support Team, Office of Operations, Department of Peacekeeping Operations	Expert-level meeting on resolution 2167 (2014)
17 December	Members of Working Group and troop- and police-contributing countries	Permanent Representative of Ethiopia to the United Nations  Permanent Representative of Bangladesh to the United Nations  Director of the Africa II Division, Department of Peacekeeping Operations	Protection of civilians: towards a common understanding