

**Security Council**

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**Letter dated 20 December 2021 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 on the activities of the Working Group for the period from 1 January to 31 December 2021 (see annex).

I should be grateful if you could have the present letter and its annex circulated as a document of the Security Council.

*(Signed)* Tarek **Ladeb**

Chair

Security Council Working Group on Peacekeeping Operations



**Annex to the letter dated 20 December 2021 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 from 1 January to 31 December 2021**

**I. Organizational matters**

1. The Security Council Working Group on Peacekeeping Operations was established pursuant to the statement by the President of the Security Council adopted on 31 January 2001 (S/PRST/2001/3).
2. The Ambassador and Permanent Representative of Tunisia to the United Nations, Tarek Ladeb, was elected Chair of the Working Group for the period from 1 January 2020 to 31 December 2021.

**II. Introduction**

3. The present report contains summaries of statements or interventions made by briefers and representatives of Member States during the meetings of the Working Group. Its content is not intended to reflect the consensus position of the Security Council on peacekeeping issues.
4. In the period from 1 January to 31 December 2021, the Working Group held two meetings, chaired by Tunisia. The meetings were aimed at promoting triangular cooperation between the Security Council, troop- and police-contributing countries and the Secretariat, with a view to improving coordination between peacekeeping partners.

**III. Implementation of Security Council resolution 2518 (2020) on the safety and security of peacekeepers**

5. On 13 April 2021, the Working Group held a meeting by videoconference on the implementation of Security Council resolution 2518 (2020) on the safety and security of peacekeepers.
6. Briefers included the Director of the Office for the Peacekeeping Strategic Partnership, Major General (retired) Jai Menon, the Acting Senior Director of the Health-Care Management and Occupational Safety and Health Division, Dr. Bernhard Lennartz, and the Director of the Operations Support Division of the Office of Information and Communications Technology, Anthony O'Mullane.
7. Opening the meeting, Mr. Ladeb noted that peacekeeping was one of the most effective tools available to the United Nations for maintaining peace and security, preventing conflicts, protecting civilians, preventing mass atrocities and human rights violations, ensuring the delivery of humanitarian aid and supporting political peace processes in many parts of the world. In that regard, he paid tribute to all women and men who had contributed to making the world a safer place and sacrificed their lives defending peace.
8. Mr. Ladeb observed that, in addition to performing tasks of a difficult nature, peacekeepers were increasingly operating in hostile environments featuring armed

groups, terrorists, organized criminals and improvised explosive devices. In recent years, in particular in 2021, peacekeeping had become significantly dangerous in terms of fatalities and injuries. The unanimous adoption by the Security Council of resolution 2518 (2020) was indicative of the growing awareness about that major challenge. He appreciated the efforts of the United Nations to address that problem, especially the Action for Peacekeeping initiative of the Secretary-General, the report of the Special Committee on Peacekeeping Operations on peacekeeping, the resolutions of the Security Council and the General Assembly, and relevant academic studies.

9. Major General Menon noted that the coronavirus disease (COVID-19) pandemic had resulted in further constraints. Operations had to be planned with sufficient flexibility to meet preventive guidelines, including restrictions on movement imposed by host Governments. Predeployment training and visits and in-mission evaluations had been delayed or interrupted owing to travel, movement and other restrictions. Peacekeepers ran the risk of physical and mental fatigue while trying to implement the preventive measures.

10. On a positive note, Major General Menon said that there had been notable developments in improving the safety and security of peacekeepers with respect to the priorities and recommendations laid out in resolution 2518 (2020). The integrated peacekeeping performance and accountability framework had been developed. The Security Council and the Special Committee on Peacekeeping Operations had acknowledged that violations of status-of-forces agreements, including movement restrictions (ground and air), attacks against United Nations personnel and visa and customs delays, could threaten the safety and security of peacekeepers and impede effective mandate implementation. To mitigate the risk, the Secretariat had begun work on establishing a systematic status-of-forces agreement violation tracking system that would map existing reports of such violations in line with the request of the Council and the Special Committee. The system should inform operational planning, situational awareness and reporting, including the monitoring and resolution of risks.

11. Further progress had been made since 2018 following an increase in fatalities from malicious acts in the Central African Republic, the Democratic Republic of the Congo and Mali. The number of alleged perpetrators who had been identified and detained had increased, as had the percentage of cases in which national investigations and convictions had been confirmed. In the Central African Republic, six individuals had been convicted in early 2020 for killing 11 peacekeepers in 2016 and 2017. In Lebanon, an individual had been convicted in December 2020 for the kidnapping and killing of two peacekeepers in 1980. Despite the recent progress, challenges remained because those crimes had often been committed in areas where State authority might be limited and national law enforcement personnel absent. In some instances, challenges had been further compounded by the absence of political will to pursue cases.

12. Major General Menon said that, in December 2020, the United Nations had issued standard operating procedures outlining responsibilities and procedures to support national authorities in the investigation, prosecution and adjudication of cases. A working group with relevant United Nations stakeholders had been in place since April 2019. Furthermore, the Secretariat had been mindful of the need to analyse and evolve capacities, systems and processes in order to remain agile, effectively implement mandates and enhance safety and security. Specific initiatives had included the adoption of the hub-and-spoke model in the United Nations Mission in South Sudan (UNMISS), the refinement of the protection-through-projection approach in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the utilization of temporary operating bases

and quick reaction forces in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) was also moving towards deploying uniformed elements with relevant experience and specialized skills in integrated units, such as joint monitoring and analysis cells, mission support centres, boards of inquiry and conduct and discipline units.

13. Major General Menon noted that the integration of Military Staff Officers into the Field and Regional Joint Operations Centres in MINUSCA had greatly streamlined processes to improve the security of peacekeepers. Synergy among the stakeholders responsible for force protection in MINUSMA had been achieved by co-location with a common operational picture, streamlined crisis management and decision-making and duplicated communications. System contracts put in place by Headquarters had enhanced access to resources with contemporary technology to improve the security of peacekeepers. All information from recorded improvised explosive device events had been captured in the Information Management System for Mine Action and shared with other mission stakeholders in MINUSMA. Meanwhile, United Nations police were analysing the formed police unit concept to provide the requisite operational capacity. In-mission training of formed police units to adapt to the changing security environment was taking place, and efforts were being made to meet the unmanned and manned intelligence, surveillance and reconnaissance needs of field missions. However, there was a need to improve operational and tactical peacekeeping-intelligence. The current operational-level unmanned aerial system capability did not provide sufficient agility and responsiveness.

14. Major General Menon said that safety and security were also linked to successful communications with local authorities and populations, including to address misinformation and disinformation. For example, Radio Miraya, operated by UNMISS, had been an effective communication tool for engaging with audiences across South Sudan. MINUSCA had focused on strategic communications to reduce hate speech, curb the spread of misinformation, promote reconciliation and provide information about the electoral process and the extension of State authority, among other topics. MINUSMA had been disseminating multimedia products in local languages to promote public awareness of United Nations activities and achievements in Mali.

15. Major General Menon said that troop- and police-contributing countries were being encouraged to make full use of specific United Nations mandatory predeployment training materials and curricula. The Integrated Training Service had developed a range of specialized training materials to support situational awareness and improved operational performance. To ensure the uniformity of standards in predeployment training, the Service had developed a course for trainers on training methodology. The Mine Action Service had established a mobile training team to provide training on explosive ordnance disposal and improvised explosive device threat mitigation to strengthen the capacities of Member States in those areas through a train-the-trainer approach. The continuous review and updating of existing training materials to ensure that training standards were in line with current guidance and performance expectations would continue, as would capacity-building support for training institutions in Member States.

16. Major General Menon said that, following the outbreak of the COVID-19 pandemic, so-called “work-arounds” had been undertaken with remote training, but they had focused on the provision of knowledge. It had not been possible to confer practical skills, such as staff officer duties or first aid, through remote training. Since 2019, the light coordination mechanism had conducted several activities in its engagement of capacity providers and troop- and police-contributing countries,

including the facilitation of three visits of Member State-led mobile training teams, mainly to MINUSMA, and the provision of assistance to four troop-contributing countries facing equipment gaps, including in medical kits and contingent-owned equipment, and self-sustainment issues. The mechanism had supported three sessions of a Member State-led working group on a standardized mechanism for Member State-led mobile training teams; developed a partnership agreement with champions of the Action for Peacekeeping initiative to improve French language teaching in MINUSMA; and developed a deployment review digital toolkit for use by Member States to improve their operational readiness.

17. Major General Menon reported that, in 2021, the light coordination mechanism was planning to host the first police-specific meeting, while the second meeting on military training was scheduled for 2022, following the first one in 2019. The Secretariat was also developing a peacekeeping technology strategy to leverage the opportunities offered by digital technologies. The strategy would increase the missions' capacities for conflict monitoring and analyses, support training and capacity-building and strengthen analysis of the use of digital technology by conflict parties and potential United Nations responses, including challenges related to disinformation and hate speech. It would set out goals and actions to be taken by the Secretariat and partners over the next three years in line with the vision of the Secretary-General.

18. On gender equality, Major General Menon stated that a uniformed gender parity strategy had been adopted in 2018 and, as of March 2021, there were a total of 23 military gender advisers and 188 military gender focal points across all field missions. The Office of Military Affairs was developing a handbook to reflect good practices in building a gender-sensitive work environment, and United Nations police had developed a gender toolkit. However, the United Nations had continued to receive fewer nominations of women officers for specific roles, such as combat-related capabilities, operational prison security and rapid intervention roles. Headquarters offices and field missions had initiated surveys and other efforts to deepen understanding of the experiences and challenges faced by women police officers and government-provided justice and corrections personnel.

19. Turning to the implementation of the action plan on improving the security of United Nations peacekeepers, Major General Menon explained that the United Nations had recently reviewed the action plan to identify further actions needed to adapt to the changes in operating environments affecting safety and security, with specific attention to MINUSCA and MINUSMA. The plan would include the following actions: tackling leadership deficits by addressing selection criteria and accountability; revising operational protocols to improve confidence in knowledge of rules of engagement; enhancing force protection through effective risk assessment and mitigation, improving the capability to operate at night and strengthening the improvised explosive device analysis capability; organizing virtual crisis management training for mission leadership, with a focus on developing in-person crisis management training for mission chiefs of staff; strengthening tactical and operational peacekeeping-intelligence and situational awareness, including through improved information acquisition and management, enhanced information-sharing and coordination with local security forces, and the generation of enhanced unmanned aircraft systems and fixed-wing intelligence, surveillance and reconnaissance capabilities; making predeployment operational readiness fit for purpose and ensuring that Member States deploy contingents with the required skills and capabilities, including surveillance, night-vision, counter-improvised explosive device and counter-unmanned aerial system equipment and mine-protected vehicles; and reviewing mission requirements for forward surgical capacity and continuing the deployment of more helicopter units to MINUSMA and MINUSCA.

20. Concluding, Major General Menon highlighted the main actions that the Secretariat and Member States needed to progress together, namely, providing political, financial and collective support to projects of the integrated peacekeeping performance and accountability framework through relevant committees; resolving status-of-forces agreement violations beyond the documenting of incidents, to include political engagement by the Security Council and dialogue with host authorities; bringing the perpetrators of crimes against United Nations peacekeepers to justice in accordance with international obligations; deploying the required resources with an improved mindset and good leadership; ensuring participation without caveats; contributing to better threat assessment, including the identification of improvised explosive device networks; having troop- and police-contributing countries provide support in data analytics, data management and analysis capabilities and additional training to personnel for effective situational awareness and early warning; improving the training infrastructure for Member States and increasing support for the training support activities of the Department of Peace Operations; and participating in and supporting the long-term sustainability of the light coordination mechanism.

21. Dr. Lennartz drew attention to several initiatives and projects that had been developed following the report on improving security of United Nations peacekeepers by Carlos Alberto dos Santos Cruz, including a buddy first aid course, a field medic assistant course, the casualty evacuation policy, which had recently been updated and contained a good review of stress tests in high-risk missions, the health-care quality and patient safety manual, standard operating procedures in level-I, level-II and level-III hospitals, an e-learning platform, the policy on the use of blood and blood products and standardized health risk assessments in relation to the safety and security of peacekeepers. The most recent initiative was the development of a strategy that addressed mental health problems among uniformed personnel.

22. Regarding the COVID-19 pandemic, the medical evacuation mechanism that had been installed before the pandemic had been effective in COVID-19-related evacuations, while the hospitals had been adapted to provide COVID-19 treatment. The sophisticated data collection system had been helpful in providing the exact number of cases in each mission and remotely observing the dynamics on the ground. Vaccines had been shipped to all duty stations, but the unpredictable impact of the new COVID-19 variants on the effectiveness of the vaccines had been a challenge.

23. Mr. O'Mullane gave a briefing on the role of information and communications technology in support of peacekeeping operations, which traditionally had been to provide the technology infrastructure and systems to allow field operations to work and communicate, often in remote and challenging environments. The challenge from the United Nations operational support perspective had been adapting to and addressing changing environments. In that respect, the United Nations had reached out to Member States for assistance. For example, counter-rocket, artillery and mortar systems for Mali and urban surveillance for Bangui had been put in place through direct engagement with Member States, with the understanding that the United Nations would mainstream the solution at the appropriate time. The mainstreaming involved transferring knowledge to United Nations staff and, in many cases, going to the market and establishing global contracts to provide a menu of options for missions, including equipment and services and consultancy options. In the past two years, those technologies had become part of the suite of technologies available to field missions.

24. Mr. O'Mullane said that the annual Partnership for Technology in Peacekeeping international symposium was at the core of the initiative for high-level technology engagement between the United Nations and its Member States in identifying the current challenges in peacekeeping, examining corresponding technology solutions and establishing partnership arrangements. The United Nations Military Signals

Academy in Entebbe, Uganda, which had recently been renamed the United Nations C4ISR Academy for Peace Operations, had been one of the outcomes of the Partnership. Several key technology initiatives were also being implemented or piloted on the basis of mission requirements. Particular emphasis had been placed on situational awareness and data-driven peacekeeping. For example, Unite Aware was a technology platform that had been piloted in MINUSCA to capture and present information to decision makers in an intuitive manner, enhancing the safety and security of peacekeepers. Its roll-out to further peacekeeping missions was planned to begin later in 2021.

25. In conclusion, Mr. O'Mullane noted that emerging technologies were useful for early warning and predictive analysis. For example, drones were being used in many missions, the radio mining initiative in Mali provided sentiment analysis, satellite imagery informed day-to-day operations, and day- and night-observation cameras were used for surveillance.

26. Several Member States paid tribute to peacekeepers who had lost their lives in the line of duty and expressed concern at the recent spike in attacks and casualties among peacekeeping personnel. The representative of the United Kingdom of Great Britain and Northern Ireland said that the reprehensible attacks on peacekeepers in Mali and the Central African Republic in recent months had underlined the need for more to be done to keep peacekeepers safe. While combating malicious threats to peacekeeping was important, continued efforts to reduce fatalities attributable to accidents and illness within missions were critical. The representatives of Australia and Mexico noted that a disproportional number of deaths and injuries in peacekeeping operations were attributable to occupational safety accidents and health issues. The representative of Mexico said that 104 personnel had died from accidents and illness in 2020. Similarly, the representative of Estonia observed that peacekeeping fatalities due to illness or accidents had doubled in 2020, and that number had been high before the pandemic. The representative of Kenya stated that more than 4,000 peacekeepers had lost their lives since the inception of peacekeeping. The representative of Morocco bemoaned the loss of the 10 Moroccan soldiers killed in the Central African Republic in 2017 and 2021, while the representative of Pakistan said that 160 peacekeepers from Pakistan had been lost in the past decade.

27. In that context, the representatives of Australia, China, France, Japan, Kenya, Mexico, Morocco, Norway, Pakistan, Tunisia, the United Kingdom and the United States of America called for enhanced situational awareness through intelligence-gathering and information-sharing, improved training, adequate equipment and new technology to enhance the capacity of peacekeeping operations. The representatives of Morocco, Norway and the United Kingdom underscored adequate predeployment training as vital to ensuring higher performance standards. The representative of the United Kingdom lauded the continued funding from the United Kingdom for the implementation of the peacekeeping intelligence policy and its support for the intelligence capability in MINUSMA. The representative of France said that the mobility and robustness of troops were essential to discouraging and disrupting actions by hostile forces and effectively delivering on mandates, especially the protection of civilians. Furthermore, smooth coordination between the political leadership of a peacekeeping operation and the military was key to ensuring the safety of peacekeepers. Respect for both the political authority of the Special Representative of the Secretary-General and the operational needs of the force was important. The representatives of Pakistan and Morocco recommended that peacekeepers be given clear guidance and realistic mandates backed with adequate human and financial resources, appropriate medical facilities, medical evacuation capabilities and training.

28. The representative of India said that India had been asking for gaps related to counter-improvised explosive device resources for missions to be plugged and for

concerted efforts to upgrade infrastructure, including a comprehensive medical mapping exercise for all missions. India had upgraded the medical facilities of UNMISS and MONUSCO. The representatives of China and Japan recommended improving medical capacity, including operational health support, and enhancing cooperation between local and United Nations hospitals. The representative of China called for a comprehensive, case-by-case analysis of security incidents to determine remedial measures accordingly. The representative of Kenya said that counter-improvised explosive device training should be given priority and that decisive measures should be taken to detect and deter the destructive activities of terrorist groups. In addition, the implementation of outreach programmes was vital to educate local populations about the mandates of peacekeeping missions and manage expectations in order to avoid hostilities on the ground. The representative of Norway highlighted the training contribution made through the Norwegian Defence International Centre. The representative of Ireland called for innovative thinking about how to meet training needs in the current challenging environment.

29. The representatives of China, France, Indonesia, Japan, Kenya, Norway, Pakistan, Tunisia and the United Kingdom emphasized the importance of enhancing partnerships between the United Nations and regional organizations. The representative of Norway highlighted the practical cooperation between the United Nations and the North Atlantic Treaty Organization, which included countering improvised explosive devices and providing medical care, while the representative of Tunisia called for support for the African Union in developing policy, guidance and training to ensure the safety and security of its peacekeepers. The representative of France reiterated the continued commitment of France to operational cooperation with MINUSCA and MINUSMA and cited the aerial support provided to MINUSMA during an attack in Aguelhok on 2 April 2021 as an example of that commitment. The representative of France also noted the contribution of France to the predeployment and in-mission training of peacekeepers to enhance security. The representatives of Kenya and the United Kingdom strongly welcomed the ongoing implementation of the integrated peacekeeping performance and accountability framework. The representative of China said that China was encouraged by the growing international consensus on improving the safety and security of peacekeepers and was in favour of increasing cooperation between missions and host countries. The representative of Pakistan called for impact-driven partnerships for capacity-building and training. The representative of Japan stated that a \$2.8-million extrabudgetary contribution had recently been made by Japan to United Nations training and capacity-building programmes.

30. The representative of the United States stressed that peacekeepers could not safely operate without the cooperation of host countries. The United States had therefore heavily invested in building partnerships with more than 50 troop- and police-contributing countries and had provided counter-improvised explosive device training and equipment, such as armoured personnel carriers, to partners deployed in MINUSMA. The United States would continue to encourage host countries to abide by status-of-forces agreements. The representative of Kenya called for close cooperation between troop- and police-contributing countries and host countries in line with applicable international obligations. The representative of Morocco stated that quick-impact projects could help to win the hearts of populations. The representative of China said that, during its presidency of the Security Council, China would hold an open debate on improving the safety and security of peacekeepers on 24 May 2021. In addition, the representative of China, echoed by the representative of Indonesia, stated that those countries, together with Brazil and Rwanda, had been working on the establishment of a Group of Friends on the Safety and Security of United Nations Peacekeepers.



31. The representatives of Australia, Estonia, India, Kenya, Morocco, Norway, Pakistan, Tunisia and the United States underscored the need to hold perpetrators of malicious acts against peacekeepers accountable. The representative of Norway said that Norway was proud to be part of the specialized police team – which also included French improvised explosive device experts – investigating improvised explosive device incidents in MINUSMA. The representative of India said that it was of grave concern that many perpetrators of crimes against peacekeepers had not been brought to justice and called on host States to fulfil their responsibilities in that regard. The representative of Morocco commended the authorities of the Central African Republic for holding perpetrators of the 2017 attack against Moroccan soldiers accountable. The representative of the United States said that the United States had partnered with the United Nations to develop training for the national investigation officers investigating allegations of sexual exploitation and abuse in United Nations peacekeeping operations.

32. Regarding the COVID-19 pandemic, the representative of Norway noted that, while the pandemic had made peace operations more challenging, the possibility of using virtual platforms to conduct predeployment training might be worthy of further discussion. The representative of Tunisia commended the efforts and measures taken by the United Nations to address the risks posed by the pandemic. The representative of Mexico called for equitable access to vaccinations against COVID-19 for all peacekeeping personnel, whether in the field or awaiting deployment. The representatives of China and Kenya welcomed early vaccination for all United Nations peacekeepers. The representative of the United Kingdom said that careful contingency planning and mitigation measures remained essential to protecting both peacekeepers and the communities that they served. The representative of the United States stated that, in 2021, the United States would focus on enhancing medical support for troop- and police-contributing countries, including reducing travel time to enable peacekeepers to arrive at hospitals within the “golden hour” and improving the quality of medical care. The United States would also build the capacities of level-II hospitals in four African partner countries and deliver training specifically on tactical combat casualty care, evacuations and aerial transport of patients.

33. On women and peace and security, the representative of Mexico remarked that the meaningful contribution of women was indispensable to more effective peacekeeping. Member States and the United Nations should therefore ensure safe and gender-sensitive working environments and address threats and violence against women. The representative of Estonia strongly supported the inclusion of women in peacekeeping missions and the Action for Peacekeeping initiative and its implementation. The representative of the United States was proud that the troop- and police-contributing countries with which the United States partnered through its capacity-building programmes had increased the number of women peacekeepers by 124 per cent in the past 10 years.

34. Closing, Mr. Ladeb underscored the need for continued coordination and cooperation to detect and address all the threats and risks, and for appropriate resources and capabilities to be provided to peacekeeping operations.

#### **IV. Maximizing the positive impact of the United Nations police on global policing**

35. On 12 October 2021, the Working Group heard a briefing by the United Nations Police Adviser, Luís Carrilho, on the theme “Maximizing the positive impact of the United Nations police on global policing”.

36. Opening the meeting, Mr. Ladeb commended the efforts of all police-contributing countries and their police contingents in fostering international peace and security and supporting countries in conflict, post-conflict and other crisis situations.

37. Mr. Ladeb noted that the role of United Nations police had expanded considerably in the past few years and their activities had become increasingly wide-ranging and complex. United Nations police had been providing operational policing support, conducting public order management, patrols and community-oriented policing, maintaining a continuous physical presence in often volatile settings and helping Member States to develop responsive, representative and accountable national police institutions.

38. Furthermore, United Nations police had often been given highly important and challenging responsibilities in the context of peace operations, including: (a) building trust with local populations; (b) facilitating humanitarian assistance; (c) deterring criminal activity; and (d) preventing or stopping human rights violations. The Secretary-General had, in his reports entitled “Our Common Agenda” and his various reports on Action for Peacekeeping and Action for Peacekeeping Plus, highlighted the increasingly important role of United Nations police in implementing the 2030 Agenda for Sustainable Development.

39. Mr. Ladeb stated that the Peacekeeping Ministerial Meeting to be held in Seoul in December 2021 and the United Nations Chiefs of Police Summit scheduled for 2022 were good opportunities to discuss how to further enhance the effectiveness of United Nations police capabilities. He welcomed the establishment of the United Nations inter-agency task force on policing aimed at strengthening strategic-level coordination across the United Nations system.

40. Mr. Ladeb expressed concern over the plight of United Nations peacekeepers deployed in deteriorating and complex political and security environments, and strongly condemned all acts of violence against them. Taking note of the integrated peacekeeping performance and accountability framework, Mr. Ladeb appealed for the articulation of clear, focused and achievable mandates by the Security Council, matched with appropriate resources. He commended the Police Division for sustaining predeployment readiness assistance visits to police-contributing countries and mission inspections amid the COVID-19 pandemic, and for certifying formed police unit trainers to support missions and emerging police-contributing countries in their operational readiness efforts.

41. Lastly, Mr. Ladeb advocated more synergies with the women and peace and security agenda and called for the deployment of more policewomen to peacekeeping environments to ensure the inclusion of a gender perspective in peacebuilding and promote the rights and empowerment of women.

42. Mr. Carrilho said that, since the previous briefing by the Police Division to the Working Group in August 2019, United Nations police had made significant strides in performing their mandated tasks more effectively and with greater impact in the communities that they served. United Nations police were often among the most visible representatives of the United Nations in the countries in which the United Nations was deployed, and United Nations policing had continued to evolve, from initially providing interim policing and other law enforcement activities to now offering capacity-building, operational support, training and mentoring, and other services in close cooperation with other rule-of-law partners.

43. Mr. Carrilho noted that, throughout the past 60-plus years, United Nations police had proved highly resilient and cost-effective in helping to create conditions for sustainable peace, even more so during the COVID-19 pandemic. In 2018, the

Secretary-General had launched the Action for Peacekeeping initiative, calling on all stakeholders to collectively address the challenges facing peacekeeping. That initiative remained an essential multilateral tool for preventing conflict and sustaining peace for millions of vulnerable people around the world. Together with Member States, the United Nations had made solid progress in advancing the Action for Peacekeeping commitments and further strengthening the effectiveness and performance of peacekeeping operations.

44. On the women and peace and security agenda, Mr. Carrilho was proud that five of the nine heads of police components of peacekeeping operations were women, and that the uniformed gender parity strategy targets for 2025 had already been surpassed in three out of four categories of personnel.

45. As for the Action for Peacekeeping agenda and its eight commitment areas, Mr. Carrilho said that United Nations police were committed to contributing to tangible results over the coming two years on a few specific Action for Peacekeeping Plus priorities. To help to deliver on Action for Peacekeeping and Action for Peacekeeping Plus and overcome some of the systemic challenges, Mr. Carrilho requested support from Member States in four areas. The first area was the inclusion of nationally and locally supported policing priorities and considerations in peace processes and agreements.

46. The second area was the articulation of clear, credible, achievable and adequately resourced mandated policing tasks in the Security Council, and subsequently the budgetary resolutions of the General Assembly, to contribute to collective coherence behind political strategies.

47. The third area was support for the Police Division in generating and maintaining a highly qualified workforce by providing the necessary predeployment training based on general and specialized United Nations standards and the Strategic Guidance Framework for International Policing, the United Nations police training architecture programme and the necessary equipment, with a view to fostering innovation and facilitating succession planning for police officers with the right capabilities and mindsets.

48. The fourth area was participation in consultations, together with regional and specialized policing partners, to further advance materials developed under the Strategic Guidance Framework for International Policing and finalize the training curricula of the United Nations police training architecture programme to ensure that United Nations police performance could be systematically assessed against objective norms and standards, thereby enhancing the performance and accountability of United Nations police in line with Security Council resolution [2436 \(2018\)](#).

49. Mr. Carrilho said that, by assisting host State authorities in maintaining law and order, protecting civilians and engaging with local populations through community-oriented policing, with human rights mainstreamed throughout, United Nations police had helped to pave the way for some of the largest United Nations peacekeeping missions, including those in Côte d'Ivoire, Liberia and the Sudan (Darfur), to transition and transfer primary security responsibilities to host State counterparts, in line with Security Council resolution [2594 \(2021\)](#). Beyond peace operations, United Nations police had been increasingly assisting United Nations country teams and United Nations agencies, funds and programmes in electoral security and gender-responsive and human rights-based policing, among other areas, in countries that did not host peace operations through the Standing Police Capacity based in Brindisi, Italy.

50. Mr. Carrilho stated that the recent establishment of the United Nations inter-agency task force on policing, which would be co-chaired by the Department of

Peace Operations and the United Nations Office on Drugs and Crime, would help to further contribute to the Action for Peacekeeping Plus priority and the cross-pillar reform objective of greater strategic operational integration and coherence in United Nations policing by building on the comparative advantages of the task force members. Those efforts would also enable the United Nations to maintain a comprehensive overview of emerging policing challenges and the Organization's assistance efforts in that regard through real-time mapping in complementarity with other coordination mechanisms, including the Global Focal Point for the Rule of Law, the United Nations Global Counter-Terrorism Coordination Compact, the Inter-Agency Security Sector Reform Task Force and the Counter-Terrorism Committee, to avoid duplication.

51. Mr. Carrilho stated that the forthcoming Peacekeeping Ministerial Meeting in Seoul would provide an excellent opportunity to announce police pledges. In addition to political, personnel and financial support, Mr. Carrilho welcomed expertise and in-kind contributions to, for example, facilitating training courses and seminars, deploying specialized police teams, providing technological enablers to increase safety and supporting United Nations operations and camps with renewable energy or rationalized energy consumption practices, depending on the operating context.

52. Concluding, Mr. Carrilho said that he hoped to continue to engage with Member States in strategic discussions and advocacy regarding contemporary policing challenges and to identify optimal means for assistance to help ultimately to realize the mission of building representative, responsive and accountable police services, as initially outlined in General Assembly resolution [34/169](#) on the code of conduct for law enforcement officials.

53. The representative of Ireland recalled the contribution of Ireland over the past 60 years to numerous United Nations peacekeeping missions, including in the Middle East, Africa and Asia, and its work with United Nations police for more 30 years, including continued deployment to the United Nations Peacekeeping Force in Cyprus. Moving from a peacekeeping to peacebuilding presence was more successful when the process was inclusive, nationally owned and financially supported, with a strong focus on the protection of civilians. In Security Council resolution [2594 \(2021\)](#), the need to enhance State capacity to protect civilians was a particular focus and the importance of security sector reforms was emphasized. In that regard, United Nations police could play a particular role in training and support to ensure compliance with international law. While States bore the primary responsibility for the protection of their populations, the Council also had a responsibility to encourage support for Governments in developing and implementing national strategies to do so. That required the participation of local communities and stakeholders, including women, young people and civil society.

54. The representative of the United Kingdom noted that United Nations policing was fundamental to peacekeeping and transitions from peacekeeping to long-term peacebuilding. The police played a central role in restoring security and justice systems and the rule of law in conflict-affected States. In that regard, the United Kingdom welcomed the Action for Peacekeeping initiative and the Action for Peacekeeping Plus priorities, noting that United Nations police were often the first and last to meet with the local populations, including women and girls, in response to a crisis. Political solutions and long-term peace could not be achieved without strong relationships with those populations founded on trust.

55. The representative of India observed that, in the past three decades, the role of the police in United Nations peacekeeping had expanded from simple monitoring of and reporting on law-and-order situations in conflict zones to the execution of complex mandates. On enhancing the effectiveness of United Nations policing, the

representative of India said that the capabilities and responsibilities of United Nations police personnel were distinct from the military peacekeeping troops, and it was therefore important for police mandates to be clearly aligned with the tasks that they were trained to handle and distinct from those of the peacekeeping troops. The representative of India also highlighted the need for the triangular consultations between the Security Council, the Secretariat and the troop-contributing countries when making policy decisions on the role of United Nations police in peacekeeping operations, and for closer coordination on the ground between United Nations police, host government law enforcement agencies and the civilian population to improve the efficiency of policing in the context of missions.

56. On peacekeeping mandates, the representative of China stressed that peacekeeping operations should serve the central goal of enabling the political settlement of hotspot issues. When formulating the mandate of peacekeeping police, the Security Council should fully heed the opinions of the host country and the police-contributing countries and develop a clear, feasible and realistic mandate. Adjustments to the priorities and focus of mandates should be made in accordance with the developments on the ground.

57. The representative of France said that the feedback that Member States had been receiving from missions did not seem to give a full overview of the way in which police components discharged their essential mandates. More informal briefings would therefore be welcome to allow the Security Council to take stock and obtain a clear picture of what the police units were doing on the ground. In addition to the regular briefings by each mission, strategic communication with peacekeeping operations would be useful, in particular in terms of informing Council debates, tailoring mission mandates and deciding on the size of the components of peacekeeping missions.

58. The representative of Norway stated that peacekeeping police were crucial to ensuring internal security, building public trust, strengthening the rule of law, combating impunity and promoting and protecting human rights. All those components were a prerequisite for sustainable peace. However, there was a tendency to approach peacekeeping with a predominantly military mindset, which was also reflected in mission budgets and deployments.

59. The representative of Indonesia said that peacekeeping operations could support host countries as they embarked on their own security sector reforms. Police elements could support effective community engagement and help to restore law and order. Likewise, the representative of Morocco said that United Nations police played a crucial part in making societies more resilient against violent conflicts and more capable in overcoming instability and conflict-related challenges and maintaining peace.

60. The representatives of Egypt and India underscored the need for peacekeeping missions to have clear, sequenced and achievable mandates matched with adequate resources. The role of the police component should be part of a wider political strategy that guided mandate implementation.

61. The representative of Ireland commented that, given the changing nature of peacekeeping operations, the current model of police peacekeeping could no longer be considered fit for purpose. United Nations policing needed to become more agile, and the use of United Nations specialized police teams, which offered many operational benefits, was the way forward. The United Nations presence in the field should be reconfigured with a strategic focus that enabled support for long-term peacebuilding efforts rather than just reacting to events, which would require planning well in advance, ensuring coherence across the United Nations system and ensuring that the roles and responsibilities of United Nations police were integrated into early

transition planning, in particular their role in building bridges between the United Nations and local communities.

62. The representatives of China, Egypt, France, India, Indonesia, Ireland and the United Kingdom emphasized training and capacity-building of police personnel as priorities for effective United Nations policing.

63. The representative of China said that a key aspect in implementing the Action for Peacekeeping Plus initiative was to strengthen peacekeeping capacity-building. Member States and the Secretariat should work together to help police-contributing countries to provide targeted training and adequate resources for implementing their mandate. Only when United Nations peacekeeping capacity-building resources were guaranteed would peacekeeping performance be effectively improved. Since 2015, China had trained more 1,000 peacekeeping police and would continue to contribute to strengthening the capacities of peacekeeping police.

64. The representative of Egypt said that the police component continued to play a critical role in building and sustaining peace and must therefore be adequately resourced to support capacity-building for host countries' security institutions, in accordance with the principle of national ownership and leadership, with a view to enabling host countries to take over security responsibilities when peacekeeping operations exited. In that regard, the Peacebuilding Commission had proved to be a useful platform to support the implementation of Action for Peacekeeping commitments and ensure that Action for Peacekeeping Plus further enhanced the peacebuilding aspects of peacekeeping to ensure smooth transitions and avoid relapses into conflict.

65. Similarly, the representatives of India, Morocco and the United Kingdom said that United Nations police could play a critical role in helping to strengthen the capacities of host nations by supporting them in building accountable and inclusive law enforcement institutions. The representative of the United Kingdom said that it was essential to ensure the full integration of policing advice into mission planning processes and the inclusion of policing expertise in decision-making throughout the life of the mission, including transition planning. To improve capabilities and performance, the United Kingdom welcomed training partnerships. The finalization of the Strategic Guidance Framework and the roll-out of training courses would ensure that the police deployed to missions had received training of the highest standard to support overall mission performance.

66. The representative of India said that India had expertise in the investigation of serious and organized crime, trans-border crimes and financial fraud, cyberforensics and forensic identification and stood ready to share its experience with and provide targeted training to United Nations police and to offer to deploy Indian police officers to field missions and Headquarters.

67. The representative of Morocco stressed the need to reinforce community policing to further strengthen engagement with local communities, national ownership and capacity as one of the Action for Peacekeeping priorities. In addition, it was essential to strengthen the triangular cooperation among the Secretariat, the Security Council and Member States, including through informal meetings, to enable regular exchanges on challenges, needs and measures with respect to strengthening the capacity of United Nations police in peacekeeping missions.

68. The representative of China said that the safety and security of peacekeeping police should be honestly guaranteed as a prerequisite for their effective performance. Member States and the Secretariat should take practical measures to help peacekeeping police to strengthen early warning capacity to minimize risks, and improve their equipment and medical care.

69. On uniformed women, the representatives of China, Indonesia, Ireland and the United Kingdom supported the meaningful participation of women peacekeeping police. The representative of China said that it was necessary to fully assess the possible risk, provide adequate safety and security training and make thorough preparations before deployment. The representative of the United Kingdom welcomed the steps taken by police-contributing countries to meet the uniformed gender parity targets of the Secretary-General and noted that the presence of women peacekeepers could help women and girls in host countries to feel empowered.

70. The representative of Egypt said that the 2021 Peacekeeping Ministerial Meeting and the 2022 United Nations Chiefs of Police Summit were good opportunities to develop a common understanding on the operational needs and gaps in field missions and consequently generate the most-needed capabilities. In that regard, Egypt was exploring possible pledges, including in policing, to be announced during the Ministerial Meeting.

## **V. Conclusion**

71. The Chair of the Working Group recommended that opportunities to hold such exchanges continue to be utilized in 2022.

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