



**United Nations**

# **Report of the Special Committee on Peacekeeping Operations**

**2021 substantive session  
(New York, 15 February–12 March 2021)**

**General Assembly  
Official Records  
Seventy-fifth Session  
Supplement No. 19**





# **Report of the Special Committee on Peacekeeping Operations**

**2021 substantive session  
(New York, 15 February–12 March 2021)**



United Nations • New York, 2021

*Note*

Symbols of United Nations documents are composed of letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

## Contents

<i>Chapter</i>	<i>Page</i>
I. Introduction . . . . .	4
II. Organizational matters. . . . .	5
A. Opening and duration of the session . . . . .	5
B. Election of officers . . . . .	5
C. Agenda . . . . .	5
D. Organization of work. . . . .	6
E. Proceedings of the Committee . . . . .	6
III. Consideration of the draft report of the Working Group. . . . .	7
IV. Adoption of the report to the General Assembly at its seventy-fifth session . . . . .	8
V. Proposals, recommendations and conclusions of the Special Committee . . . . .	9
A. Introduction . . . . .	9
B. Guiding principles, definitions and implementation of mandates . . . . .	10
C. Conduct of peacekeepers and peacekeeping operations . . . . .	11
D. Partnerships . . . . .	14
E. Peacebuilding and sustaining peace . . . . .	19
F. Performance and accountability . . . . .	24
G. Politics . . . . .	30
H. Protection . . . . .	33
I. Safety and security . . . . .	38
J. Women, peace and security. . . . .	46
Annex	
Composition of the Special Committee on Peacekeeping Operations . . . . .	50

## Chapter I

### Introduction

1. By its resolution [74/277](#), the General Assembly took note of the report of the Special Committee on Peacekeeping Operations ([A/74/19](#)), decided that the Committee, in accordance with its mandate, would continue its efforts for a comprehensive review of the whole question of peacekeeping operations in all their aspects, review the implementation of its previous proposals and consider any new proposals so as to enhance the capacity of the United Nations to fulfil its responsibilities in that field, and requested the Committee to submit a report on its work to the Assembly at its seventy-fifth session.

## Chapter II

### Organizational matters

#### A. Opening and duration of the session

2. The Committee held its substantive session of 2021 at Headquarters from 15 February to 12 March 2021. It held four plenary meetings.

3. The session was opened by the Under-Secretary-General for General Assembly and Conference Management. At the 266th (opening) meeting, on 15 February, the President of the General Assembly addressed the Committee. A statement was also made by the Under-Secretary-General for Peace Operations.

4. The Department of Peace Operations, the Department of Operational Support and the Department of Management Strategy, Policy and Compliance provided support to the Committee on substantive issues, while the Disarmament and Peace Affairs Branch of the Department for General Assembly and Conference Management served as the technical secretariat of the Committee.

#### B. Election of officers

5. At its 266th meeting, the Committee elected the following officers by acclamation:

*Chair:*

Tijjani Muhammad Bande (Nigeria)

*Vice-Chairs:*

Fabián Oddone (Argentina)

Richard Arbeiter (Canada)

Namazu Hiroyuki (Japan)

Mariusz Lewicki (Poland)

*Rapporteur:*

Abdullah Ibrahim Abdelhamid Alsayed Attelb (Egypt)

#### C. Agenda

6. At the same meeting, the Committee adopted the provisional agenda (A/AC.121/2021/L.1), which read:

1. Opening of the session.
2. Election of officers.
3. Adoption of the agenda.
4. Organization of work.
5. General debate.
6. In-session briefings.
7. Consideration of the draft report by the Working Group of the Whole.
8. Other matters.
9. Adoption of the report to the General Assembly at its seventy-fifth session.

7. The Committee also approved its draft programme of work ([A/AC.121/2021/L.2](#)), as well as the modalities for the general debate at its substantive session of 2021 on an exceptional basis, in the light of the coronavirus disease (COVID-19) pandemic

#### **D. Organization of work**

8. Also at the same meeting, the Committee decided to establish a working group of the whole, to be chaired by Richard Arbeiter (Canada), to consider the substance of the mandate entrusted to the Committee by the General Assembly.

9. The composition of the Committee at its substantive session of 2021 is contained in the annex to the present report. The list of documents for the session is contained in [A/AC.121/2021/INF/2](#) and the list of participants in [A/AC.121/2021/INF/4](#).

#### **E. Proceedings of the Committee**

10. At its 266th to 268th meetings, on 15 and 18 February, the Committee held a general debate on a comprehensive review of the whole question of peacekeeping operations in all their aspects. Statements were made by the representatives of Morocco (on behalf of the Non-Aligned Movement), Brazil (also on behalf of Argentina, Mexico and Uruguay), Indonesia (on behalf of the Association of Southeast Asian Nations), New Zealand (also on behalf of Australia and Canada), the European Union (also on behalf of Albania, Bosnia and Herzegovina, Georgia, Montenegro, the Republic of Moldova, North Macedonia, Serbia and Ukraine), Peru, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Pakistan, Guatemala, Egypt, China, Bangladesh, Turkey, Argentina, India, Thailand, Jamaica, the Republic of Moldova, Bosnia and Herzegovina, Switzerland, Ireland, the Philippines, Norway, Ukraine, South Africa, the Republic of Korea, Israel, Cuba, the Russian Federation, Nigeria, Tunisia, Lebanon, Nepal, Costa Rica, Uruguay, Senegal, Côte d'Ivoire, Bhutan, El Salvador, Indonesia, Viet Nam, Ethiopia, Ecuador, Japan and the United Republic of Tanzania.

11. Statements were also made by the observers for the International Organization of la Francophonie and the African Union.

12. On 17 February, the Working Group of the Whole heard briefings by the Under-Secretary-General for Peace Operations, the Under-Secretary-General for Operational Support and the Under-Secretary-General for Management Strategy, Policy and Compliance, who also engaged in an interactive dialogue with delegations. The Working Group also heard a briefing by and engaged in an interactive dialogue with the Assistant Secretary-General for the Middle East, Asia and the Pacific.

13. The Working Group of the Whole and its two sub-working groups met from 24 February to 12 March and concluded their work on draft recommendations.

## **Chapter III**

### **Consideration of the draft report of the Working Group**

14. At its 269th meeting, on 12 March, the Committee considered the recommendations of the Working Group of the Whole and decided to include them in the present report (see paras. 16–192) for consideration by the General Assembly.

## **Chapter IV**

### **Adoption of the report to the General Assembly at its seventy-fifth session**

15. At the same meeting, the Committee adopted its draft report to the General Assembly as introduced by the Rapporteur of the Committee.

## Chapter V

### Proposals, recommendations and conclusions of the Special Committee

#### A. Introduction

16. The Special Committee on Peacekeeping Operations, in making its recommendations, reaffirms the purposes and principles enshrined in the Charter of the United Nations.

17. The Special Committee pays tribute to the men and women who have served and continue to serve in peacekeeping operations for their high level of professionalism, dedication and courage. Particular tribute is due to those who have given their lives for the maintenance of peace and security.

18. The Special Committee emphasizes the importance of 29 May, the International Day of United Nations Peacekeepers, as providing an occasion to pay tribute on an annual basis at the Memorial to the Fallen (also known as the “United Nations Peacekeepers Memorial”) to all the men and women who have served and continue to serve in United Nations peacekeeping operations for their high level of professionalism, dedication and courage, and to honour the memory of those who have lost their lives in serving the cause of peace. In this regard, the Special Committee recommends the establishment, through voluntary contributions, of a memorial wall at the United Nations Peacekeepers Memorial at Headquarters and requests that due consideration be given to the modalities involved, including the recording of the names of those who have made the supreme sacrifice.

19. The Special Committee reaffirms that the primary responsibility for the maintenance of international peace and security rests with the United Nations, in accordance with the Charter, and affirms that United Nations peacekeeping is one of the key instruments available to the United Nations in discharging that responsibility. The Special Committee, as the only United Nations forum mandated to comprehensively review the whole question of peacekeeping operations in all their aspects, including measures aimed at enhancing the capacity of the Organization to conduct United Nations peacekeeping operations, is uniquely able to make a significant contribution in the area of issues and policy relating to United Nations peacekeeping operations. It encourages other United Nations bodies, funds and programmes to avail themselves of the Special Committee’s particular perspective on United Nations peacekeeping operations. Thus, the Special Committee, as a subsidiary body of the General Assembly, recalls that its recommendations and conclusions reflect, first and foremost, its unique peacekeeping expertise.

20. Noting the continued efforts of United Nations peacekeeping in various parts of the world, which requires the participation of Member States in various activities, the Special Committee considers it essential for the United Nations to be able to maintain international peace and security effectively. This calls for, among other things, improved capacity to assess conflict situations, effective planning and management of United Nations peacekeeping operations and quick and effective responses to any Security Council mandate.

21. The Special Committee stresses the importance of consistently applying the principles and standards it has set forth for the establishment and conduct of United Nations peacekeeping operations and emphasizes the need to continue to consider those principles, as well as definitions of peacekeeping, in a systematic fashion. New proposals or conditions concerning United Nations peacekeeping operations should be the subject of thorough consideration in the Special Committee.

22. The Special Committee, acknowledging the primary responsibility of the Security Council for the direction and control of United Nations peacekeeping operations, requests the Secretariat to provide, at the start of its substantive session, an informal briefing, especially with regard to operational field issues, including the Secretariat's assessment of developments in ongoing United Nations peacekeeping operations.

23. The Special Committee recalls that United Nations peacekeeping is conducted in accordance with the relevant chapters of the Charter. In this regard, nothing in the present report circumscribes the primary responsibility of the Security Council for maintaining or restoring international peace and security.

24. The Special Committee recalls its previous reports and reaffirms that each of their recommendations remain valid unless they are superseded by recommendations contained in the present report.

## **B. Guiding principles, definitions and implementation of mandates**

25. The Special Committee stresses that peacekeeping operations should strictly observe the purposes and principles enshrined in the Charter of the United Nations. It emphasizes that respect for the principles of the sovereignty, territorial integrity and political independence of States and non-intervention in matters that are essentially within the national jurisdiction of any State is crucial to common efforts, including peacekeeping operations, to promote international peace and security.

26. The Special Committee believes that respect for the basic principles of peacekeeping, such as the consent of the parties, impartiality and the non-use of force except in self-defence and in the defence of a mandate authorized by the Security Council, is essential to its success.

27. The Special Committee is of the view that peacekeeping operations should not be used as a substitute for addressing the root causes of conflict. Those causes should be addressed in a coherent, well-planned, coordinated and comprehensive manner, using political, social and developmental instruments. Consideration should be given to the ways in which those efforts can continue without interruption after the departure of a peacekeeping operation so as to ensure a smooth transition to lasting peace and security and development.

28. The Special Committee continues to stress the importance of providing peacekeeping operations with clearly defined mandates, objectives and command structures, adequate resources based on a realistic assessment of the situation and secure financing in support of efforts to achieve peaceful solutions to conflicts. It also stresses the need to ensure, in the formulation and implementation of mandates, adequate resources and congruity among mandates, resources and realizable objectives. The Special Committee emphasizes that, when changes are made in an existing mandate, commensurate changes should be made in the resources available to a peacekeeping operation for carrying out its new mandate. Changes in the mandate of an ongoing mission should be based on a thorough and timely reassessment by the Security Council, in consultation with troop-contributing countries through the mechanisms prescribed in Council resolution [1353 \(2001\)](#) and the note by the President of the Council of 14 January 2002 ([S/2002/56](#)).

29. The Special Committee stresses that the Security Council has the primary responsibility for the maintenance of international peace and security, pursuant to Article 24 of the Charter.

30. The Special Committee stresses the need to ensure the unity of command of United Nations peacekeeping operations. It recalls that the overall political direction

and control of United Nations peacekeeping operations are within the purview of the Security Council.

## **C. Conduct of peacekeepers and peacekeeping operations**

### **General context**

31. The Special Committee stresses that misconduct by United Nations peacekeeping personnel is unacceptable, and emphasizes that the proper discipline and conduct of United Nations peacekeeping personnel, in accordance with official United Nations rules and regulations, is crucial in maintaining operational effectiveness, and that the reputational damage caused by the misconduct of peacekeepers has a direct bearing on the credibility and effectiveness of the mission and on the security and well-being of the populations it is mandated to protect. The Special Committee acknowledges the work of all United Nations personnel throughout the United Nations system, including peacekeepers, who serve the purposes and principles of the Charter of the United Nations, and stresses that the actions of a few should not be allowed to tarnish the achievements of all.

32. The Special Committee strongly condemns sexual exploitation and abuse by United Nations personnel throughout the system, as well as by non-United Nations forces serving under a mandate of the Security Council. The Special Committee affirms its commitment to the Secretary-General's zero-tolerance policy on sexual exploitation and abuse and in this regard, takes note of the Secretary-General's victim-centred approach and the voluntary compact on preventing and addressing sexual exploitation and abuse. Besides prevention, the United Nations and Member States should ensure that adequate response mechanisms are in place, which include victim assistance, investigations and, where relevant, disciplinary measures and/or criminal prosecution. The Special Committee stresses the importance of holding accountable those responsible for sexual exploitation and abuse, in a timely and appropriate manner, and that prevention and accountability are critical for the United Nations and its Member States. In this regard, the Special Committee emphasizes the primary responsibility of troop-contributing countries to investigate allegations of sexual exploitation and abuse by their personnel and the sole responsibility of troop- and police-contributing countries to hold them accountable, including through prosecution, where appropriate, for acts of sexual exploitation and abuse.

33. The Special Committee reaffirms the Charter and acknowledges the importance of clarifying, among other things, international human rights law, international humanitarian law and international refugee law, and the basic principles that govern peacekeeping operations, to enable peacekeepers to understand how the implementation of the mandated tasks intersects with these fields of law and to act accordingly. Moreover, the Special Committee reiterates that the human rights due diligence policy on United Nations support to non-United Nations security forces continues to be an important tool in adapting the support given to host states and other non-United Nations security forces.

34. The Special Committee notes the importance of the environment strategy for field missions including through the use of mission-wide environmental action plans as a tool for planning, budgeting and accountability and to support environmentally responsible practices in operations, including those related to mandate delivery in line with existing regulations.

**Reference to relevant United Nations policies and guidelines**

35. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding the conduct of peacekeepers and peacekeeping operations to the Special Committee on Peacekeeping Operations, as follows:

- (a) Secretary-General's bulletin on the environmental policy for the United Nations Secretariat ([ST/SGB/2019/7](#));
- (b) Secretary-General's bulletin on addressing discrimination, harassment, including sexual harassment, and abuse of authority ([ST/SGB/2019/8](#));
- (c) Policy on accountability for conduct and discipline in field missions (2015);
- (d) Human rights due diligence policy on United Nations support to non-United Nations security forces (2011);
- (e) Standard operating procedure on the implementation of amendments on conduct and discipline in the model memorandum of understanding between the United Nations and troop-contributing countries (2011);
- (f) Environmental policy for United Nations field missions (2009);
- (g) Secretary-General's bulletin on special measures for protection from sexual exploitation and abuse ([ST/SGB/2003/13](#));
- (h) Secretary-General's bulletin on Regulations Governing the Status, Basic Rights and Duties of Officials other than Secretariat Officials, and Experts on Mission ([ST/SGB/2002/9](#));
- (i) Secretary-General's bulletin on observance by United Nations forces of international humanitarian law ([ST/SGB/1999/13](#)).

**Proposals, recommendations and conclusions**

36. The Special Committee requests that the Secretariat work closely with Member States and mission leadership to raise awareness in missions and during predeployment training of misconduct reporting mechanisms, including by providing information about conduct and discipline units, hotlines and resources for staff to access advice on how to report all categories of misconduct.

37. The Special Committee urges the Secretariat to ensure that all categories of United Nations personnel are held to the same standard of conduct so as to preserve the credibility, impartiality and integrity of the United Nations. The Special Committee reiterates its request to the Secretariat to ensure that all data related to the conduct and discipline of military and police personnel, including regarding any remedial actions taken, are incorporated into deployment decisions, including force generation. The Special Committee further requests the Secretariat to ensure that civilian personnel who have committed sexual exploitation and abuse are ineligible for future deployment, and calls upon the Secretariat to commit to using the ClearCheck database for system-wide United Nations personnel recruitment.

38. While recognizing distinct roles and responsibilities, the Special Committee reiterates its call upon the Secretariat and Member States to continue their efforts towards advancing a zero-tolerance policy regarding sexual exploitation and abuse, including through preventive measures, investigating and holding perpetrators accountable in a timely and appropriate manner, addressing paternity claims, in line with national legislation, and providing support to victims in line with existing procedures. The Special Committee requests the Secretariat to ensure that Member States receive all information related to allegations of sexual exploitation and abuse

in a timely fashion, so as to support investigations being conducted in line with best practices and existing procedures. Moreover, the Special Committee recommends that, in the interest of sharing best practices, the Secretariat collect and share examples of Member States' best practices and lessons learned in preventing and addressing cases of sexual exploitation and abuse by United Nations personnel, including efforts taken by Member States to adopt or reinforce mechanisms and strengthen national legislation concerning investigation and criminal prosecution.

39. The Special Committee underscores the importance of the Secretary-General's zero-tolerance policy on all forms of sexual harassment, and urges the Secretariat and peacekeeping missions to provide all mission leaders and relevant officials responsible for investigation and discipline in United Nations missions with comprehensive sexual harassment training to ensure effective and appropriate responses to, and investigations of, claims. The Special Committee calls upon the Secretariat and missions to take measures to prevent sexual harassment, to investigate and hold perpetrators accountable in a timely manner, in line with the Directive on Sexual Harassment in United Nations Peacekeeping and Other Field Missions, and to provide support to victims, in line with the United Nations system model policy on sexual harassment.

40. The Special Committee calls upon Member States deploying non-United Nations forces authorized under a Security Council mandate to adhere to the United Nations zero-tolerance policy on sexual exploitation and abuse. The Special Committee further calls upon Member States to take all appropriate steps to investigate allegations of sexual exploitation and abuse and to hold perpetrators accountable in a timely and appropriate manner. In this regard, the Committee additionally highlights the importance of providing support to victims and also encourages the relevant authorities of non-United Nations personnel serving under a mandate of the Security Council to provide adequate assistance and victim-centred support to victims of sexual exploitation and abuse committed by their personnel.

41. The Special Committee reiterates that the responsibility for creating and maintaining a work environment that prevents all forms of misconduct must be part of individual performance objectives for all civilian staff, with a specific focus on senior leadership. The Special Committee requests the Secretary-General to include, in his next report, information on forms of misconduct other than sexual exploitation and abuse, as listed on the United Nations conduct and discipline website, in United Nations peacekeeping operations, including identified trends, risk factors and risk mitigation measures.

42. The Special Committee continues to recommend that the Secretariat ensure that mandatory, effective, monitored and targeted training on sexual exploitation and abuse is implemented. In pursuit of this aim, the Special Committee requests the Secretariat to ensure that only contingents that have completed the mandatory submission of relevant certification to the Secretary-General are deployed. In addition, the Special Committee encourages missions to conduct regular in-field training, on-site evaluations and awareness-raising seminars, supplementary to the mandatory predeployment training on sexual exploitation and abuse, for troops, police and civilians deployed to United Nations missions.

43. The Special Committee reiterates its call for the Secretariat to increase its efforts to implement the human rights due diligence policy on United Nations support to non-United Nations security forces, including through conducting risk assessments, adopting mission-specific standard operating procedures and the establishment of mission-level mechanisms. The Special Committee recommends that the Secretariat take appropriate steps to improve understanding of the role of the human rights due diligence policy and related guidance in supporting non-United Nations security

forces so as to ensure consistent and effective implementation, and highlights that mission leadership is responsible for ensuring that they are consistently and rigorously applied across all relevant mission activity. Furthermore, it requests the Secretary-General, prior to its next substantive session, to provide an update on the implementation of the human rights due diligence policy and to address the challenges identified in the report of the Secretary-General.

44. The Special Committee reiterates the shared commitment of Member States to sound environmental practices and to employ environmentally responsible solutions for all operations and mandate delivery through, *inter alia*, the deployment of units trained in environmental awareness to fulfil their role in good environmental stewardship and the provision of capacity and expertise in environmental management. The Special Committee further encourages greater efforts to reduce the environmental footprints of missions in the field, including through the use of renewable resources, clean technology and green solutions and the elimination of single-use plastics, where possible, in order to achieve more efficient use of energy and water, reduce waste production and usage of plastics, where applicable, encourage environmental solutions, and improve the health, safety and security of local communities and United Nations personnel.

45. The Special Committee underlines that the knowledge of cultural and religious particularities and the protection of cultural monuments by a United Nations mission, in its area of deployment and where so mandated by the Security Council, is an important factor for the successful implementation of that mandate. In this regard, the Special Committee encourages the Secretariat to continue efforts aimed at raising the awareness of United Nations personnel regarding cultural and religious customs of the local population and thus avoid incidents that could affect local population confidence in a United Nations mission.

46. The Special Committee, acknowledging that military actors are often afforded policing functions in peacekeeping operations, calls for clear coordination and delineation between the distinct military and policing functions, which must be recognized in operational planning, in the execution of mission tasks and in the development of guidance instruments. Furthermore, the Special Committee stresses the need to ensure a unified policing approach in United Nations field operations. The Special Committee looks forward to the finalization of the ongoing work of the United Nations Police Division, with the active participation of police-contributing countries, in the development of training curricula through the updating of training materials as part of the United Nations police training architecture programme and the aligning of its police recruitment procedures accordingly.

## **D. Partnerships**

### **General context**

47. The Special Committee recognizes the growing importance of partnerships and cooperation between the United Nations and regional, subregional and relevant international organizations and arrangements, *inter alia*, in planning and conducting peacekeeping and in strengthening coherence between their political strategies. The Special Committee underscores that effective partnerships can enhance collaboration, bring about synergies, increase efficiency and enable United Nations peacekeeping to draw on a range of partners' strengths and capacities, leveraging their comparative advantages. The Special Committee therefore expresses its full support for the efforts of the United Nations in building a truly global partnership for peacekeeping.

48. The Special Committee notes with appreciation the strategic partnership between the United Nations and the European Union on peacekeeping and welcomes

the cooperation and initiatives of the Association of Southeast Asian Nations on peacekeeping. The Special Committee underlines the importance of strengthening partnerships between the United Nations and other organizations and arrangements with respect to peacekeeping, including the Collective Security Treaty Organization, the Organization for Security and Cooperation in Europe, and the League of Arab States.

49. The Special Committee reaffirms the importance of partnerships in capacity-building, training and the sharing of best practices. The Special Committee also recognizes that cooperation can take different forms, including, but not limited to, triangular partnerships and co-deployments, and underlines the importance of continuing to explore other innovative approaches. While recalling that the training of uniformed personnel for deployment to peacekeeping operations is a Member State responsibility, the Special Committee notes that the Secretariat is responsible for providing basic guidelines on United Nations performance standards and training materials in order to facilitate training, and for validating that training is being delivered to these standards. The Special Committee acknowledges the efforts of the United Nations light coordination mechanism as a convening platform for facilitating partnerships to address the needs of troop- and police-contributing countries.

50. The Special Committee commends the crucial role of the African Union and African subregional organizations and arrangements in efforts to prevent, mediate and settle conflicts on the African continent, and their contribution to peacekeeping efforts in the region, particularly in dangerous environments where unconventional threats exist. The Special Committee welcomes the close cooperation on peace and security between the United Nations and the African Union and further expresses its support for the efforts of the two organizations to further develop a more systematic and strategic partnership adapted to the complex security challenges facing the continent, in particular for conflict prevention and capacity-building. The Special Committee recognizes that the partnership between the United Nations and the African Union remains vital to achieving the peacekeeping mandates of missions deployed in Africa, including by facilitating and supporting political processes and other mandated tasks. The Special Committee welcomes the progress made by the African Union on the revised framework for compliance and accountability with respect to international humanitarian and human rights law, welcomes the adoption of policies for its peace support operations on conduct and discipline and on prevention and response to sexual exploitation and abuse. The Special Committee welcomes the ongoing operationalization of the African Standby Force and its enablers. The Special Committee, recognizing that cooperation with regional and subregional organizations in matters relating to the maintenance of international peace and security and consistent with Chapter VIII of the Charter of the United Nations can improve collective security, acknowledges the development of peace support operations mandated or authorized by the African Union. The Special Committee acknowledges the sustained commitment and efforts of the African Union and its member States towards self-financing the African Union peace support operations in Africa, while recognizing that regional organizations have the responsibility to secure financial resources for their organizations in a transparent manner. The Special Committee encourages all stakeholders to redouble efforts to explore practical steps that can be taken, and the conditions necessary, to establish the mechanism through which African Union-led peace support operations authorized by the Security Council and under the authority of the Security Council under Chapter VIII of the Charter could be partly financed through United Nations assessed contributions, on a case-by-case basis, in compliance with relevant agreed standards and mechanisms to ensure strategic and financial oversight and accountability, and taking into account the work undertaken by the Secretariat and the African Union Commission in this regard.

**Reference to relevant United Nations policies and guidelines**

51. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding partnerships to the Special Committee on Peacekeeping Operations, as follows:

(a) Manual on Policies and Procedures Concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions (2020) ([A/75/121](#));

(b) United Nations Military Engineer Unit and Counter-explosive Threat (CET) Search and Detect Manual (2020);

(c) United Nations Procurement Manual (2020);

(d) Guidelines on mandated programmatic activities funded through peacekeeping assessed budgets (2017);

(e) Human rights due diligence policy on United Nations support to non-United Nations security forces (2011).

**Proposals, recommendations and conclusions**

52. The Special Committee encourages the Secretariat to continue engagements with regional and subregional and relevant international organizations to strengthen partnerships, with an emphasis on coherent planning and operational complementarity at the field level, so as to ensure mutual understanding of the opportunities and challenges for collaboration in peace operations.

53. The Special Committee continues to encourage increased partnership and cooperation among United Nations peacekeeping missions, United Nations special political missions, United Nations country teams, other relevant United Nations agencies in the field and other relevant actors, in all phases of peacekeeping operations, including through joint platforms such as the Global Focal Point concept and the Transitions Joint Team. The Special Committee recommends that this should include, where appropriate, joint strategic planning, the sharing of lessons learned and good practices, and coordinated engagement with the host country, and emphasizes that increased coordination is of particular importance ahead of and during transitions.

54. The Special Committee requests the Secretariat to continue to utilize innovative approaches such as smart pledging and co-deployments, as well as triangular partnerships and partnerships generated through the light coordination mechanism, and invites Member States to consider participating in triangular partnerships, including the triangular partnership programme. The Special Committee requests the Secretariat and troop- and police-contributing countries to capture and implement best practices and operational lessons learned from these innovative approaches and peacekeeping deployments. The Special Committee encourages the Secretariat to incrementally expand light coordination mechanism efforts so as to enable greater information-sharing and facilitation of partnerships, resulting in direct coordination between all stakeholders. The Special Committee also encourages Member States to consider providing extrabudgetary funding for this expansion and the use of the light coordination mechanism to further build on and focus training and capacity-building efforts, including through greater mutual information-sharing and the elimination of redundancies, and to align such efforts with all needs identified in the periodic uniformed capability requirements paper produced by the Secretariat, including with respect to policing needs.

55. The Special Committee again stresses that all Member States must pay their assessed contributions in full, on time and without conditions. It reaffirms the obligation of Member States under Article 17 of the Charter to bear the expenses of the Organization as apportioned by the General Assembly, bearing in mind the special responsibilities of the permanent members of the Security Council for the maintenance of peace and security, as indicated in General Assembly resolution 1874 (S-IV) of 27 June 1963.
56. The Special Committee reiterates the importance of ensuring the timely reimbursement of troop- and police-contributing countries for their peacekeeping contributions. In this regard, the Special Committee urges the Secretariat to ensure the rapid processing and payment of reimbursements, mindful of the adverse effects of such delays on the capacities of troop- and police-contributing countries to sustain their participation.
57. The Special Committee encourages the United Nations and the European Union to further strengthen their institutional relations and strategic partnership and in this regard notes the signing of the Framework Agreement between the United Nations and the European Union for the Provision of Mutual Support in the context of their respective missions and operations in the field and recognizes that, in some cases, United Nations peacekeeping operations and European Union training and capacity-building missions are operating in the same host State.
58. The Special Committee commends the progress made and continues to encourage greater collaboration between the United Nations and the Association of Southeast Asian Nations in peace operations, including through the implementation of the Plan of Action to Implement the Joint Declaration on Comprehensive Partnership between the Association of Southeast Asian Nations and the United Nations in the areas of, among others, training and capacity-building, including the triangular partnership programme, the sharing of best practices and increasing women's participation in peacekeeping.
59. The Special Committee urges the Secretariat to ensure criteria for training standards, assessments, including in-mission assessments, and policies are aligned. The Special Committee encourages Member States to explore practical funding mechanisms to meet the increasing peacekeeping training requirements and requests the Secretariat to address any identified shortfalls in mission-specific peacekeeping training.
60. The Special Committee encourages the Secretariat to strengthen engagement with national, regional and international peacekeeping centres and e-learning institutes, as appropriate, so as to facilitate both in-person and globally accessible online training, as well as capacity-building programmes, including by fostering formal agreements of cooperation between these training centres. The Special Committee also encourages deeper cooperation and network-building among peacekeeping training centres.
61. The Special Committee encourages the Secretariat to continue to work with the African Union, its subregional organizations and relevant troop- and police-contributing countries to capture best practices and operational lessons learned from African Union-led peace support operations authorized by the Security Council in order to identify areas of complementarity and comparative advantage.
62. The Special Committee requests the Secretariat to ensure that troop- and police-contributing countries are consulted and provided in a transparent manner with factual information to ensure a timely, efficient and effective transfer of essential roles and responsibilities when responding to changes in the mandate, including inter-mission deployments, and in terms of the corresponding memorandum of understanding.

63. The Special Committee reiterates its request to the Secretariat to develop a policy on long-term rotation plans and innovative multinational rotation concepts, in consultation with Member States. In this regard, the Special Committee encourages the Secretariat to further facilitate the above-mentioned rotations.

64. The Special Committee reiterates its request to the Secretariat to continue to ensure fair representation of troop- and police-contributing countries at all professional levels, including staff and senior positions, at the United Nations Headquarters and in the field, on the basis of transparent and competency-based recruitment processes within target timelines. The Special Committee requests regular updates in the form of a briefing prior to its substantive sessions, with data from the Secretariat on the representation of troop- and police-contributing countries.

### **Enhancing United Nations-African Union cooperation**

#### **Reference to relevant United Nations policies and guidelines**

65. The United Nations Secretariat has provided the following list of relevant United Nations policies and guidelines regarding United Nations-African Union cooperation to the Special Committee on Peacekeeping Operations, as follows:

(a) Joint declaration on cooperation for African Union peace support operations (2018);

(b) Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security (2017).

#### **Proposals, recommendations and conclusions**

66. The Special Committee encourages the United Nations to continue to provide advice and support to ongoing African Union-led peace support operations, and to continue to sustain efforts to strengthen the capabilities and capacities of African Union-led operations as well as to support the operational readiness of the African Standby Force by supporting implementation of the Maputo Strategic Five-Year Work Plan on the African Standby Force, including but not limited to hosting equipment, supporting the development of African Union logistical capacity, sharing expertise and exchanging knowledge.

67. The Special Committee requests the Secretariat and the African Union Commission to ensure that efforts on peacekeeping operations continue to further develop consultative decision-making, financial management and African Union compliance frameworks, in line with the 2018 joint declaration on cooperation for African Union peace support operations.

68. The Special Committee encourages the United Nations and the African Union to continue their cooperation, especially in the areas of capacity-building and training, joint peace analysis, disarmament, demobilization and reintegration, security sector reform and mine action.

69. The Special Committee calls upon the United Nations and the African Union to cooperate in supporting regional engagement and national ownership and leadership in the effective and sustainable enhancement of justice and rule of law institutions, including required or needed capacities, based on national strategies.

70. The Special Committee recommends the full implementation of the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security to ensure deepening a systematic and strategic partnership between the two organizations with a view to strengthening and implementing policies, procedures and capacities in order to advance political solutions to conflict in Africa and improve peacekeeping on the continent, including with respect to the areas of activity set out

in the joint declaration of the Secretary-General and the Chairperson of the African Union Commission of 6 December 2018. The Special Committee recognizes the increased partnership between the United Nations and the African Union on a range of issues and requests the Secretary-General to update the Committee on his efforts under way to strengthen and enhance the capacity of the United Nations Office to the African Union in order to meet the demands of the United Nations-African Union partnership.

71. The Special Committee notes the summary by the Secretary-General of the 2020 independent strategic assessment of the United Nations-African Union partnership and the work of the United Nations Office to the African Union and encourages the implementation of the recommendations. The Special Committee recommends that the United Nations Secretariat and the African Union Commission provide support to facilitate enhanced cooperation and collaboration between the Security Council of the United Nations and the Peace and Security Council of the African Union on issues of peace and security in Africa, building on the annual joint consultative meetings between the members of the Security Council of the United Nations and the Peace and Security Council of the African Union.

72. The Special Committee requests that efforts continue to enhance the predictability, sustainability and flexibility of financing for African Union-led peace support operations authorized by the Security Council, and under the authority of the Security Council consistent with Chapter VIII of the Charter.

## **E. Peacebuilding and sustaining peace**

### **General context**

73. The Special Committee recognizes the contribution of peacekeeping operations to a comprehensive strategy for peacebuilding and sustaining peace, and notes with appreciation the contributions that peacekeepers and peacekeeping missions make to peacebuilding. The Special Committee recognizes the importance at all stages of conflict of a comprehensive, coherent and integrated approach to peacekeeping and peacebuilding in support of national efforts to achieve sustainable peace and development, and notes that peacekeeping operations, where mandated, also carry out peacebuilding activities. The Special Committee highlights the importance of coordination between peacekeeping operations and other actors involved in peacebuilding efforts, such as United Nations country teams, relevant United Nations entities, regional and subregional organizations, and international and regional financial institutions, in order to lay the foundations for the consolidation of peace beyond the lifetime of a peacekeeping operation.

74. The Special Committee reaffirms the importance of national ownership and leadership in peacebuilding, whereby the responsibility for sustaining peace is broadly shared by the Government and all other national stakeholders, and underlines the importance, in this regard, of inclusivity in order to ensure that the needs of all segments of society are taken into account. In this regard, the Special Committee underscores the need for the full, effective and meaningful participation of women and youth in peacebuilding as an important factor in the sustainability of efforts to build and sustain peace.

75. Recalling General Assembly resolutions [60/180](#) and [70/262](#) and Security Council resolutions [1645 \(2005\)](#) and [2282 \(2016\)](#) and other relevant resolutions on peacebuilding and sustaining peace, the Special Committee welcomes the presentation of the valuable inputs for the 2020 review of the peacebuilding architecture and reaffirms General Assembly resolution [75/201](#) and Security Council resolution [2558 \(2020\)](#), both adopted on 21 December 2020, noting the ongoing

reform and restructuring aimed at enhancing the performance of the United Nations peace and security pillar. The Special Committee emphasizes the importance of coordination and coherence between peacekeeping, peacebuilding and sustaining peace efforts across all three pillars of the United Nations system, within the respective mandates, at all stages of conflict and, in particular, during preparations for transition and drawdown of peacekeeping missions, as well as of thorough planning and early coordination preceding any transition process with the host country and relevant partners, so as to ensure a smooth transition to lasting peace and sustainable development while ensuring the most efficient and effective allocation of roles, responsibilities and resources. The Special Committee emphasizes the role of the Peacebuilding Commission as an intergovernmental advisory body to provide specific, strategic and targeted recommendations, at the request of the Security Council, on issues relating to peacebuilding and sustaining peace in the formation, review, drawdown and transition of peacekeeping operations. The Special Committee highlights in this regard that United Nations efforts should be underpinned by a joint analysis of the root causes of conflict and risks.

76. The Special Committee emphasizes that security sector reform, disarmament, demobilization and reintegration, and community violence reduction programmes are crucial aspects of peacekeeping operations, where mandated, and notes that the establishment of an effective, professional and accountable security sector is a crucial element for laying the foundation for durable peace and development. Noting the increase of the policing and rule-of-law dimensions in missions, the Special Committee recognizes the important role that former police units and individual police officers play, and the increased use of specialized police teams, in peacekeeping operations. The Special Committee also highlights the importance of peacekeeping operation support to capacity-building of host State rule of law institutions, including police, prosecution, court and correctional institutions.

#### **Reference to relevant United Nations policies and guidelines**

77. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding peacebuilding and sustaining peace to the Special Committee on Peacekeeping Operations, as follows:

- (a) United Nations community engagement guidelines on peacebuilding and sustaining peace (2020);
- (b) Guidelines for specialized police teams on assignment with United Nations peace operations (2019);
- (c) Guide for senior leadership on field entity closure (2019);
- (d) Interim policy on integrated assessment and planning (2018);
- (e) Guidelines on quick-impact projects (2017);
- (f) Guidelines on mandated programmatic activities funded through peacekeeping assessed budgets (2017);
- (g) Manual on police monitoring, mentoring and advising in peace operations (2017);
- (h) Policy on justice support in United Nations peace operations (2016);
- (i) Guidelines on police capacity-building and development (2015);
- (j) Policy on prison support in United Nations peace operations (2015);
- (k) Policy on United Nations Police in peacekeeping operations and special political missions (2014);

- (l) Standard operating procedures for Government-provided corrections personnel on assignment with United Nations peacekeeping operations and special political missions (2014);
- (m) Guidelines on reinsertion programmes (2014);
- (n) Policy on reinsertion programmes (2014);
- (o) Policy on the functions and organization of the United Nations Justice and Corrections Standing Capacity (2013);
- (p) Policy on United Nations transitions in the context of mission drawdown or withdrawal (2013);
- (q) Prison Incident Management Handbook (2013);
- (r) Policy on defence sector reform (2011);
- (s) Policy on human rights in United Nations peace operations and political missions (2011).

### **Proposals, recommendations and conclusions**

78. The Special Committee encourages the Secretariat to plan for United Nations mission transitions as integrated within the wider country-specific transition to peace and to elaborate transition strategies early, well before the drawdown of a peacekeeping mandate, informed by stakeholders at all levels, and to reassess periodically during the lifetime of a mission, in accordance with each peacekeeping mission's respective mandate. The Special Committee calls for early engagement with the United Nations country team, host State authorities and all other relevant stakeholders on the gradual handover, where appropriate, of responsibilities to national authorities, including by conducting regular joint assessments of progress in developing the relevant capacities and capabilities of host State institutions. The Special Committee also requests the Secretariat to organize a briefing on lessons learned from past transitions and encourages the Secretariat to strengthen the implementation and further development of relevant United Nations transition policies and directives. The Special Committee also urges the Secretariat and its field missions to utilize lessons learned from transitions and to develop and implement coordination mechanisms for field missions and United Nations country teams in order for them to work closely together on joint objectives and priorities prior to transitions, including by strengthening connections with the work of the wider peacebuilding architecture, notably the Peacebuilding Commission, as appropriate.

79. The Special Committee calls upon peacekeeping missions, United Nations country teams and all relevant peacebuilding stakeholders to ensure that their activities are aligned with priorities and strategies identified by national governments and authorities. In this regard, the Special Committee calls upon the Secretariat to ensure that peacekeeping operations, where and as mandated, assist national actors in addressing the root causes of conflict, which may include supporting national actors to develop their capacities to deliver basic services, create economic opportunities for their populations and implement necessary rule of law and governance reforms.

80. Recognizing that strengthening representative, responsive and accountable host State rule of law capacities and institutions, in line with host State priorities, to provide citizen security and access to justice is critical for peacebuilding and sustaining peace, the Special Committee encourages the Secretariat to optimize coordination between United Nations police, justice and corrections capacities and United Nations military capacities in its planning processes, particularly in the context of mission transitions. The Special Committee further encourages Member States and the Secretariat to better equip missions and strengthen mandates in support

of host State authorities, to establish representative, responsive and accountable security sector institutions, ensuring the security and justice needs of the entire population and the development of sustainable capacities of national security institutions for them to be able to fulfil their responsibilities, notably through national processes and dialogue, including support for comprehensive security sector reform processes that contribute to ongoing peace and reconciliation efforts. The Special Committee further encourages the Secretariat and United Nations missions to continue to enhance coordination with United Nations agencies, funds and programmes with respect to assistance regarding the rule of law and security sector reform in the field and at Headquarters, including through the Inter-Agency Security Sector Reform Task Force.

81. The Special Committee encourages the consideration of a rule of law perspective in mission mandates, as appropriate, and encourages Member States to support the assessment, restoration and enhancement, where applicable, of representative, responsive and accountable host State rule of law and security institutions and capacities, from the very beginning of a United Nations peacekeeping operation and during the whole conflict cycle. The Special Committee calls upon the Secretariat to support such efforts by drawing on its specialized expertise in the rule of law and security institutions area, including its rapidly deployable standing capacities in police, justice, corrections, security sector reform, disarmament, demobilization and reintegration and mine action, as well as the Global Focal Point for the Rule of Law. The Special Committee further encourages the Secretariat, in cooperation with Member States, to implement the relevant guidelines related to supporting host nation policing expertise, including by ensuring broad participation of police-contributing countries in the deployment of specialized police teams.

82. The Special Committee, while recognizing that it is host States which lead efforts to ensure that the needs and participation of all segments of society, in particular women and young people, are taken into account in building and sustaining peace, continues to encourage the Secretariat, peacekeeping missions and United Nations country teams to support national authorities in their efforts, including by promoting the inclusion and engagement of all segments of the population in the implementation of peacekeeping mandates through consultative processes, takes note of the development of the United Nations community engagement guidelines on peacebuilding and sustaining peace, and requests that the Secretariat, in its next report to the Special Committee, include an update on the engagement of local communities by field missions.

83. The Special Committee recognizes the importance of adequate, predictable and sustained financing for peacebuilding and sustaining peace activities of United Nations peacekeeping operations including during mission transitions and drawdowns, including through voluntary contributions to the Peacebuilding Fund and in coordination with United Nations agencies, funds and programmes; encourages Member States to further advance, explore and consider options for ensuring adequate, predictable and sustained financing for peacebuilding in preparation for the planned high-level meeting of the General Assembly during the seventy-sixth session; and further encourages efforts to mobilize public resources, foster South-South and triangular cooperation, spur private investment and explore innovative financing mechanisms for peacebuilding.

84. The Special Committee underlines the critical contribution that programmatic activities can make to the implementation of peacekeeping mandates and that all such activities must be directly linked to mandates, and requests the Secretariat to provide a briefing on programmatic activities, including the mechanism of planning, implementation and monitoring, information on existing implementing partners, and the evaluation of the impact of those activities on mandate implementation.

85. The Special Committee encourages relevant peacekeeping operations to continue the implementation, in accordance with United Nations guidance, of quick-impact projects and notes their critical role in building confidence between a mission and the local population and in improving the environment for the effective implementation of the mission's mandates and the establishment of peace processes.

86. The Special Committee requests the Secretariat to incorporate, in its analyses submitted to the Security Council, the progress in and quality of delivering on the political and operational aspects of a mission's mandate in a coherent manner; the risks and challenges faced by national and local authorities in building and sustaining peace; and the mission's role in support of national ownership of the political processes.

87. The Special Committee reiterates its call upon the Secretariat to strengthen coordination and coherence between host governments, United Nations peacekeeping operations, United Nations country teams, the Peacebuilding Commission, donor countries, relevant regional and subregional organizations and other relevant actors, including international financial institutions, in order to improve the planning and delivery of peacebuilding support in line with nationally owned priorities and needs. In this regard, the Special Committee recommends that peacekeeping missions, in coordination with host governments, should pursue early engagement with all relevant actors on transition planning, including with respect to ensuring that the mission and all other United Nations actors have a sound understanding of the host State's long-term development plans and needs, including with respect to economic stability. The Special Committee also encourages the Secretariat to place more emphasis on supporting host State priorities aimed at preventing the further outbreak, escalation, continuation and recurrence of conflict, including through making available its capacities for providing support in non-mission settings.

88. The Special Committee reiterates its call upon the Peacebuilding Commission to ensure that its strategic advice to the Security Council, General Assembly and Economic and Social Council promotes a coherent, coordinated, integrated and strategic approach to peacebuilding and sustaining peace, including in peacekeeping and transition settings. In particular, noting the Security Council's expressed intent in a presidential statement dated 21 December 2017 ([S/PRST/2017/27](#)) to regularly request, deliberate and draw upon the advice of the Peacebuilding Commission, the Special Committee continues to encourage the Commission, in formulating its written advice to the Security Council as appropriate, to mainstream feedback coming from host States and the field in terms of implementation challenges with respect to peacebuilding and transition processes in the mandate renewal and future planning cycles.

89. The Special Committee strongly encourages the Peacebuilding Commission to continue to fully utilize its role to convene United Nations bodies, Member States, national authorities and all other relevant stakeholders to ensure an integrated, strategic, coherent and coordinated approach to peacebuilding and sustaining peace. In this regard, the Special Committee encourages the Peacebuilding Commission to continue strengthening engagement with relevant regional and subregional organizations, in particular the African Union and its post-conflict reconstruction and development policy and centre, once established, as well as regional and international financial institutions such as the African Development Bank, the International Monetary Fund and the World Bank.

90. The Special Committee encourages greater coherence on peacebuilding issues between the Peacebuilding Commission and other relevant United Nations bodies, including the Special Committee.

91. The Special Committee takes note of the revision of the Integrated Disarmament, Demobilization and Reintegration Standards, including the set of related tools and reintegration support, and encourages their use to assist governments and regional organizations, where and as mandated, with implementing disarmament, demobilization and reintegration processes, including to ensure integrated planning, effective coordination and the comprehensive mapping of capacities between peacekeeping operations, national authorities and the United Nations country team with the aim of increasing national ownership and sustainability in such processes. In this regard, the Special Committee requests the Secretariat to provide a briefing on the implementation of the Standards, tools and reintegration support before its next substantive session.

## **F. Performance and accountability**

### **General context**

92. The Special Committee underlines the importance of the Secretariat and Member States continuing to work to improve the performance of peacekeeping operations. In this regard, the Special Committee recognizes that the effective implementation of mission mandates is the responsibility of all stakeholders and is contingent upon several critical factors, including well-defined, realistic and achievable mandates, political will, leadership, performance and accountability at all levels, adequate resources, policy, planning and operational guidelines, and training.

93. The Special Committee takes note of the Integrated Peacekeeping Performance and Accountability Framework. The Special Committee acknowledges the ongoing development and roll-out of the Comprehensive Planning and Performance Assessment System to ensure assessment of the whole-of-mission performance against delivery of the mandate. In this regard, the Special Committee underscores that performance evaluation systems should assess and hold accountable all stakeholders at all levels, and such systems should include:

(a) Performance of the Secretariat in guiding and supporting missions in order to enable the delivery of mission mandates, including but not limited to providing effective field support, working with Member States to generate necessary capabilities, providing all necessary strategic, political, operational and management advice, and backstopping peacekeeping operations;

(b) Performance of mission leadership in planning and directing peacekeeping operations;

(c) Performance of the mission as a whole in achieving the mandate;

(d) Performance of uniformed and civilian components.

94. The Special Committee commends the role played and commitment shown by troop- and police-contributing countries in implementing mandates. The Special Committee notes that performance in peacekeeping can face a number of diverse challenges, such as those outlined below:

(a) Ensuring the primacy of politics in the resolution of conflict and the supporting role of peacekeeping operations therein;

(b) Clear, focused, sequenced, prioritized and achievable mandates by the Security Council, matched by appropriate resources taking into account the specificities of each mission;

(c) Caveats which have a detrimental impact on mandate implementation and performance;

(d) A lack of mission-specific training, equipment shortfalls, inadequate command and control of military enabling assets, especially during emergency situations;

(e) Insufficiently integrated planning at all levels, delays in the conclusion of memorandums of understanding and lack of abidance with statements of unit requirements;

(f) The importance of regular updating of training materials and standards, taking into account current operational requirements, to support effective predeployment training, the importance of ensuring peacekeeping training materials and manuals are made available in the six official languages of the United Nations, and the importance of comprehensive assessment and advisory visits and predeployment visits in line with operational readiness guidelines for selecting capabilities for deployment;

(g) A lack of transparent assessment for performance gaps of all actors to ensure timely corrective measures;

(h) Inadequate financial and human resources for the effective and efficient discharge of their mandated tasks, including equipment and other assets.

95. The Special Committee notes with concern the implications of the COVID-19 pandemic for peacekeeping operations, pays tribute to those United Nations personnel who have lost their lives as a result of COVID-19 and, in this regard, commends peacekeepers for their outstanding efforts to continue to deliver on the mandates and to support national authorities, at their request, in their efforts to contain the pandemic, despite the challenging circumstances under which missions are operating.

#### **Reference to relevant United Nations policies and guidelines**

96. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding performance and accountability to the Special Committee on Peacekeeping Operations, as follows:

(a) Standard operating procedure on the handling of detention in United Nations peacekeeping operations and special political missions (2020);

(b) Policy on knowledge management and organizational learning (2020);

(c) Integrated Peacekeeping Performance and Accountability Framework (2020);

(d) Manual on Policies and Procedures concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions (2020) ([A/75/121](#));

(e) United Nations Infantry Battalion Manual (2020);

(f) Policy on guidance development (2020);

(g) United Nations Manual on Ammunition Management (2020);

(h) United Nations Military Engineer Unit and Counter-explosive Threat (CET) Search and Detect Manual (2020);

(i) Standard operating procedure on selection and extension of military senior appointment in field missions (2020);

(j) Peacekeeping-Intelligence, Surveillance and Reconnaissance Staff Handbook (2020);

(k) Military Peacekeeping-Intelligence Handbook (2019);

- (l) Guidelines on the design, delivery and evaluation of training (2019);
- (m) Policy on joint operations centres (2019);
- (n) Guidelines on joint operations centres (2019);
- (o) Policy on authority, command and control in United Nations peacekeeping operations (2019);
- (p) Guidelines on the award of risk premium (formed units) (2019);
- (q) Guidelines on aviation safety assurance (2017);
- (r) Guidelines on combined military and police coordination mechanisms in peace operations (2019);
- (s) Guidelines on the Peacekeeping Capability Readiness System (2019);
- (t) Guidelines on the rapid deployment level of the Peacekeeping Capability Readiness System (2019);
- (u) Guidelines on special investigations (2019);
- (v) Guidelines on specialized police teams on assignment with United Nations peace operations (2019);
- (w) Standard operating procedure on the assessment and evaluation of formed police unit performance (2019);
- (x) Standard operating procedure on the assessment for mission service of individual police officers (2019);
- (y) Standard operating procedures on loss of weapons and ammunition (2019);
- (z) Policy on weapons and ammunition management (2019);
- (aa) Standard operating procedure on the assessment for mission service of individual police officers (2019);
- (bb) Aviation Manual (2021);
- (cc) Guidelines on operational readiness preparation for troop-contributing countries in peacekeeping missions (2018);
- (dd) Effective weapons and ammunition management in a changing disarmament, demobilization and reintegration context: handbook for United Nations disarmament, demobilization and reintegration practitioners (2018);
- (ee) Secretary-General's bulletin on the delegation of authority in the administration of the Staff Regulations and Rules and the Financial Regulations and Rules ([ST/SGB/2019/2](#)) (2018);
- (ff) Standard operating procedure on contract performance reporting (2018);
- (gg) Secretary-General's bulletin on the Financial Regulations and Rules of the United Nations ([ST/SGB/2013/4](#), [ST/SGB/2013/4/Amend.1](#), [ST/SGB/2015/4](#) and [ST/SGB/2015/4/Amend.1](#)) (2018));
- (hh) Guidelines on the use of force by military components in United Nations peacekeeping operations (2017);
- (ii) Standard operating procedure on the assessment of operational capability of formed police units for service in peacekeeping operations and special political missions (2017);
- (jj) Policy on aviation safety (2016);

- (kk) Policy on planning and review of peacekeeping operations (2016);
- (ll) Policy on records management (2016);
- (mm) Standard operating procedure on boards of inquiry (2016);
- (nn) Policy on formed police units in United Nations peacekeeping operations (2016);
- (oo) Guidelines on police administration in United Nations peacekeeping operations and special political missions (2016);
- (pp) Policy on operational readiness assurance and performance improvement (2016);
- (qq) Guidelines on police command in United Nations peacekeeping operations and special political missions (2016);
- (rr) Guidelines on police operations in United Nations peacekeeping operations and special political missions (2015);
- (ss) Policy on national support element (2015);
- (tt) Movement Control Manual (2014);
- (uu) Policy on internal evaluations and inspections of United Nations police (2014);
- (vv) Guidelines on the mission concept (2014);
- (ww) United Nations Force Headquarters Handbook (2014);
- (xx) Manual on Surface Transport Management in the Field (2014);
- (yy) Policy on the functions and organization of the Standing Police Capacity (2013);
- (zz) Policy on Headquarters self-evaluation (2013);
- (aaa) Policy on mission evaluation (2013);
- (bbb) Policy on military capability study (2013);
- (ccc) Interim policy on integrated assessment and planning (2018);
- (ddd) Policy on human rights screening of United Nations personnel (2012);
- (eee) Policy on contract management (2012);
- (fff) Policy on training for all United Nations peacekeeping personnel (2010);
- (ggg) Policy on civil-military coordination in United Nations integrated peacekeeping missions (2010);
- (hhh) Policy on support to military and police predeployment training for United Nations peacekeeping operations (2009);
- (iii) Standard operating procedure on training recognition (2009).

### **Proposals, recommendations and conclusions**

97. The Special Committee notes the development of the Integrated Peacekeeping Performance and Accountability Framework, which outlines measures for accountability for civilian and uniformed personnel, as well as mission leadership, and further addresses factors beyond the control of troop- and police-contributing countries in a comprehensive approach to all aspects of peacekeeping performance, including political, mandating and resourcing aspects, such as the responsibilities of

relevant peacekeeping stakeholders. The Special Committee calls upon the Secretariat to continue to implement the Framework, in cooperation with relevant stakeholders, to better systematize performance evaluation and accountability. The Special Committee requests the Secretariat to provide regular updates to the Committee on these aspects, and further requests the Secretariat to continue reviewing the Framework, in close consultation with Member States.

98. The Special Committee urges the Secretariat to continue to assess instances of underperformance of all uniformed, civilian and Secretariat personnel supporting peacekeeping operations, at all levels, in a transparent manner. Such assessments should take into account political and operational aspects, including but not limited to: well-defined, realistic and achievable mandates, political will, leadership, performance and accountability at all levels, adequate resources, policy, planning, operational guidelines, caveats which have a detrimental impact on mandate implementation and performance, and training.

99. The Special Committee notes that the lack of critical enabling assets, such as attack helicopters, negatively impacts the implementation of mandated peacekeeping tasks by troop- and police-contributing countries. In this regard, the Special Committee encourages all relevant stakeholders to coordinate in a coherent manner to enhance mission capabilities as informed by military capability assessments.

100. The Special Committee encourages the Secretariat, in collaboration with mission leadership, to continue the roll-out and implementation of the Comprehensive Planning and Performance Assessment System across all remaining peacekeeping operations. The Special Committee acknowledges the contribution of United Nations police in the development of the Assessment System, including through implementing recommendations emanating from assessments. The Special Committee further encourages the Secretariat and peacekeeping operations, particularly mission leadership, to fully utilize data collected on integrated mission performance through the Assessment System to improve planning, and to strengthen the evaluation of integrated mission performance, inclusive of civilian components, in delivering against standards, benchmarks and mandated objectives, as well as to use these data to support implementation of the Integrated Peacekeeping Performance and Accountability Framework. The Special Committee welcomes enhanced reporting on integrated mission performance, drawing on data gathered through the Assessment System, and further encourages the Secretariat to continue to improve timely and transparent analysis, reporting and recommendations for relevant Member States.

101. The Special Committee calls upon the Secretariat and missions to continue to improve the evaluation of mission civilian support component contributions to mandate implementation. In this regard, the Special Committee requests the missions to incorporate feedback from missions' uniformed components on the performance of mission support into such evaluations. The Special Committee further stresses that the performance of the Secretariat in guiding and supporting mission mandates should be assessed properly, in a transparent manner. The Special Committee requests the Secretariat to provide a briefing, prior to the next substantive session, on the activities of the peacekeeping operations client board.

102. The Special Committee stresses the importance of avoiding all caveats which have a detrimental impact on mandate implementation and performance, and further requests all Member States to redouble all efforts to identify and clearly communicate any caveats or change in the status of caveats. The Special Committee urges the Secretariat to finalize, without delay, a clear, comprehensive and transparent procedure on caveats, in consultation with Member States. The Special Committee suggests that the Secretariat notes caveats which have a detrimental impact on mandate implementation and performance when selecting contingents.

103. The Special Committee requests the Secretariat and peacekeeping operations to continue to institutionalize integrated planning, including through the development of a dedicated policy to enable integrated mission planning and decision-making processes, in consultation with Member States. To this end, the Special Committee further requests the Secretariat and peacekeeping operations to ensure the implementation of a generic integrated mission planning cell structure within all multidimensional and integrated peacekeeping operations, representing key personnel at the mission and sector levels, and incorporating military, police, corrections and civilian planners, and the United Nations country team, where appropriate, in order to conduct integrated strategic and operational planning, assessment and decision-making, and to work towards a shared set of indicators of progress against mandate implementation informed by data provided through the Comprehensive Planning and Performance Assessment System. The Special Committee encourages all peacekeeping stakeholders to provide the requisite capabilities and training to enable this, and requests the Secretariat to continue to provide updates on progress on this recommendation before its next substantive session. The Special Committee notes that United Nations reforms have been directly aimed at, inter alia, improving the planning of United Nations missions in a way that brought greater attention to peacebuilding during planning processes.

104. The Special Committee calls upon the Secretariat to continue to implement mission adaptation plans, when applicable, in close coordination with troop- and police-contributing countries.

105. Recognizing the complex security environments in which multidimensional peacekeeping missions operate and the asymmetrical threats faced by peacekeepers, the Special Committee requests the Secretariat to review and report to the Committee, before its next substantive session, on where existing United Nations predeployment and in-mission training courses and materials could be updated and/or new United Nations predeployment and in-mission training courses and materials could be developed, with a special focus on leadership at all mission levels, integrated planning and decision-making processes, and crisis response for civilian and uniformed leaders at all levels, in order to complement the United Nations senior mission leadership course, as well as other related courses and modules.

106. The Special Committee notes the role of the Peacekeeping Capability Readiness System as an entry point in the selection, assessment and deployment of troops and police peacekeeping contingents, and underlines the importance of appropriate predeployment training and predeployment visits to ensure that United Nations training requirements necessary for operational readiness are met. The Special Committee reiterates its calls upon the Secretariat to be transparent in selecting contingents to meet specific needs of the United Nations and gaps, as identified in the periodic uniformed capability requirements papers, from the Peacekeeping Capability Readiness System when available. The Special Committee further stresses the need to address shortfalls in the standing force requirement for police personnel in peacekeeping operations, especially for police officers with specialized expertise, in line with the criteria and standards specified by the Strategic Guidance Framework for International Policing. The Special Committee requests the Secretariat to provide a briefing on this issue prior to its next substantive session.

107. The Special Committee, while underlining that responsibility for training and equipping contingents to required United Nations standards rests with Member States, continues to recommend that relevant troop- and police-contributing countries make use of different training mechanisms, including training partnerships, co-deployments and other smart pledging to access all necessary training support so as to build the capacity and capabilities available for United Nations peacekeeping and ensure the verified attainment of United Nations training standards prior to deployment. The

Special Committee calls upon the Secretariat to continue to make full use of the light coordination mechanism structure to encourage increased information-sharing and direct coordination between military and police capacity builders and recipients to eliminate redundancy and focus efforts, and to facilitate training partnerships. The Special Committee recommends continued consultation between the Secretariat and Member States on elaborating a standardized mechanism, including by developing a mobile training team policy document, to deal with commitments of mobile training teams, their legal status and other practical considerations when deployed in peacekeeping missions, recognizing the importance of effective mobile training teams for specific in-mission training in addition to adequate predeployment training. The mechanism should include impact assessment tools to measure the effectiveness of mobile training teams, including through feedback collected from uniformed units in the field.

108. The Special Committee recommends that the Secretariat update training guidelines and materials with mission-specific requirements, including for military, police and corrections personnel, taking into account current operational requirements, best practices and lessons learned, in order to support effective predeployment training. The Special Committee stresses the importance of ensuring peacekeeping training materials and manuals, guidelines, handbooks and other materials are made available in the six official languages of the United Nations, and encourages interested stakeholders to explore possibilities for supporting, through voluntary and in-kind contributions, the translation of those documents into other languages of major troop- and police-contributing countries.

109. The Special Committee urges the Secretariat to ensure that the equipment listed as required in statements of unit requirements is appropriate to the situation on the ground, in order to avoid any potential impact on performance, and further urges the Secretariat and troop- and police-contributing countries to conclude memorandums of understanding in a timely manner, prior to deployment wherever possible.

110. The Special Committee encourages the Secretariat to further improve the speed of mission start-ups and the efficient and timely deployment of all categories of personnel, logistics and equipment, including equipment commensurate to the threat environment, especially medical facilities.

111. The Special Committee recommends that the Secretariat, in accordance with General Assembly resolution [67/261](#), notify the permanent missions of troop- and police-contributing countries, in writing, in an expeditious manner, of cases of absent or non-functional equipment, as specified in the relevant memorandum of understanding, and include a description of absent or non-functional equipment and its associated contingent, in order for troop- and police-contributing countries to undertake corrective measures to fulfil their obligations in this regard.

112. The Special Committee stresses the importance of consulting troop- and police-contributing countries in the event of any changes to agreed memorandums of understanding and/or statements of unit requirements, and further stresses that measurement of the performance of troop- and police-contributing countries must take into account potential changes and allow for adequate time to adjust.

## **G. Politics**

### **General context**

113. The Special Committee reaffirms the primacy of politics in the prevention, mediation and resolution of conflicts, and the supporting role that peacekeeping operations should play in the pursuit of sustainable political solutions, as well as the

need for a stronger and more inclusive peacekeeping partnership. The Special Committee welcomes the efforts undertaken by the Secretary-General to mobilize all stakeholders in support of more effective United Nations peacekeeping, including through his Action for Peacekeeping initiative, recalls the follow-up initiatives to Action for Peacekeeping and emphasizes the importance of taking into account the views and recommendations of Member States, including those expressed during the high-level meeting on Action for Peacekeeping held in September 2018, in advancing this initiative. The Special Committee recognizes the importance of peacekeeping operations being anchored in, and guided by, a political strategy throughout their duration. The Special Committee underlines that, in accordance with their mandates, peacekeeping missions should have realistic goals and objectives and a clear exit strategy, where applicable.

114. The Special Committee stresses that peacekeeping operations are essentially political tools that should be designed and deployed as part of a broader strategy in support of viable political processes and solutions on the ground. The Special Committee reaffirms the important role the United Nations and other relevant stakeholders can play in supporting host States in the pursuit of lasting political solutions, in line with the basic principles of peacekeeping and the principle of sovereignty as contained in the guiding principles of the present report. The Special Committee also recognizes that lasting progress in strengthening security, national reconciliation, the rule of law, human rights, sustainable development, restoring critical infrastructure, revitalizing the economy and creating jobs, restarting basic services and building national capacity needs to occur in parallel. The Special Committee recognizes the meaningful role that women and young people play in the pursuit of lasting political solutions.

115. The Special Committee takes note of the ongoing efforts made by the Secretariat to support system-wide improvements in analysis and planning, including through the conduct of strategic reviews and assessments, and underlines the importance of informing the Committee of their outcomes. The Special Committee stresses that these efforts should provide increased clarity of political objectives for mission mandates, in an effort to support political processes, transition and drawdown strategies and peacebuilding efforts. In this regard, the Special Committee underlines the importance of the Secretary-General's commitment to report to the Security Council on the basis of comprehensive analysis, with frank and realistic recommendations.

116. The Special Committee reiterates that timely and sustained triangular consultations based on existing formal and informal facilitating mechanisms and on inclusive thematic debates on the issues of peacekeeping among the Security Council, the Secretariat and troop- and police-contributing countries are essential to a shared understanding of appropriate responses and their implications for the mandate and conduct of an operation.

#### **Reference to relevant United Nations policies and guidelines**

117. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding politics to the Special Committee on Peacekeeping Operations, as follows:

- (a) Policy on joint mission analysis centres (2020);
- (b) Policy on joint operations centres (2019);
- (c) Guidelines on joint operations centres (2019);
- (d) Standard operating procedure on integrated reporting from peacekeeping operations to United Nations Headquarters (2019);

- (e) Joint Mission Analysis Centre Field Handbook (2018);
- (f) Guidelines on joint mission analysis centres (2015);
- (g) Status-of-forces agreements/status-of-mission agreements (examples can be found in the *United Nations Treaty Series*).

### **Proposals, recommendations and conclusions**

118. The Special Committee reiterates its request that the pursuit of sustainable political solutions guide the design and deployment of United Nations peacekeeping operations. Furthermore, missions should be actively involved in preventing and mediating conflicts, creating an enabling environment and supporting political processes at all levels. That involvement should be firmly anchored in a political strategy, developed in close consultation with all relevant stakeholders on the basis of a comprehensive analysis of the situation, root causes and dynamics of conflict at all levels. The political strategy should be rooted in a whole-of-United Nations approach and provide clarity about how each element in the mission mandate underpins sustainable political solutions.

119. The Special Committee calls upon all relevant stakeholders to redouble their efforts in translating their relevant commitments expressed in the context of the Action for Peacekeeping initiative into positions and practice, including in all relevant United Nations bodies in their consideration of peacekeeping, as well as at the field level, and to meet periodically in relevant formats to review progress. In this regard, the Special Committee reiterates its request that the Secretariat brief Member States on progress under the eight themes of Action for Peacekeeping, focusing on the impact on mandated mission activities and presenting relevant available data on these impacts.

120. The Special Committee calls upon the Secretariat and mission leadership to continue to improve integrated, strategic and operational planning and analysis of mission contexts, priorities, capacities and needs in all missions, drawing on lessons learned from best practices. The Special Committee continues to emphasize the need for greater transparency and calls upon the Secretariat to update the Committee on these efforts. The Special Committee reiterates its requests to the Secretariat to strengthen measures to share the findings of strategic reviews, assessments and special investigations of peacekeeping operations with Member States. The Special Committee further recommends that the Secretariat redouble efforts to institutionalize an integrated planning culture in all missions.

121. The Special Committee calls upon the Secretariat to provide sound, realistic and frank analysis, feedback and recommendations on the mandates of peacekeeping operations to the Security Council. This should include any impact of budgetary decisions by the Fifth Committee. More substantive discussions between the Security Council and field-based actors, including the United Nations country team, should form part of this dialogue.

122. The Special Committee requests the Secretariat to share the findings of strategic reviews, assessments and special investigations of peacekeeping missions commissioned by the Secretary-General with Member States, as appropriate. The Special Committee further urges regular strategic reviews and assessments, based on existing mechanisms, with a focus on analysis, feedback and recommendations.

123. The Special Committee encourages further interaction between all peacekeeping stakeholders with the missions on the ground to ensure better understanding of the situations, including threat dynamics and challenges on the ground, and coordination including through videoconferences, field visits and any other practical means. The Special Committee notes with appreciation the increased use of information and

communications technology in order to mitigate the impacts of the COVID-19 pandemic on the implementation of mission mandates.

124. The Special Committee reiterates its call upon the Secretariat to enhance strategic and operational coordination between United Nations missions and the relevant strategies and policies of national and other relevant regional and international actors, including United Nations country teams, in order to develop a complementary approach, taking into account comparative advantages, towards achieving common objectives. In this regard, the Special Committee urges further sharing of data and analysis between relevant United Nations missions and country teams to support more cohesive regional responses. The Special Committee also calls upon the Secretariat, Member States and regional and subregional organizations to enhance cooperation on conflict prevention and further develop regional capabilities in this regard.

125. The Special Committee continues to encourage the Secretariat to utilize the full range of mechanisms to engage with troop- and police-contributing countries. In this regard, the Special Committee recommends that the Secretariat further expand the range of mechanisms to take place throughout the mandate cycle, including prior to mandate renewals, so as to optimally utilize the knowledge and experience of troop- and police-contributing countries. The Special Committee stresses the importance of continuing informal discussions to evaluate, review and improve the efficiency, timeliness and effectiveness of the triangular consultation mechanisms.

126. The Special Committee encourages the Security Council to continue to engage in consultations with troop- and police-contributing countries and the Secretariat, as well as relevant regional and subregional organizations and actors engaged in support of the political process. The Special Committee further encourages the missions to closely engage with all relevant stakeholders in order to better understand the root causes of conflict and possible political solutions, including with respect to exit strategies. The Special Committee recognizes the continuously growing regionalization of conflict. In this regard, the Special Committee encourages peacekeeping missions to build partnerships in support of peace processes, both within their respective regions and within the wider international community, in order to maximize the chances of their success.

127. The Special Committee encourages greater alignment between the political objectives and peacekeeping operation mandates and their implementation strategies. The Special Committee recognizes the importance of peacekeeping operations having mandates that are clear, focused, sequenced, prioritized and achievable and are matched by adequate and appropriate financial and human resources. In this regard, the Special Committee encourages the Secretariat to finalize its proposal on parameters for the sequencing and prioritization of mandates, thereby supporting the development of clear and focused mandates with a focus on strategic objectives when peacekeeping operations are established or renewed.

## **H. Protection**

### **General context**

128. The Special Committee reaffirms the continued importance of the protection of civilians as a key objective of relevant United Nations peacekeeping operations. The Special Committee recalls that the primary responsibility for the protection of civilians as well as for the protection and promotion of human rights rests with the host State, and emphasizes in this regard the importance of cooperation by United Nations peacekeeping operations, where mandated, with national authorities in support of their efforts. The Special Committee emphasizes the importance of respect

for and observance by all States and other relevant actors of their obligations under the Charter of the United Nations and other international law, including international human rights law, international refugee law and international humanitarian law. The Special Committee takes note of the Kigali Principles on the Protection of Civilians as non-United Nations voluntary principles, as adopted by a number of countries during and after the International Conference on Protection of Civilians held in 2015.

129. The Special Committee emphasizes that the protection of civilians by United Nations peacekeeping operations, where and as mandated, is a whole-of-mission objective that requires a comprehensive and integrated approach among civilian, police, military and corrections components in coordination with national authorities, as well as local communities and relevant humanitarian organizations, as appropriate, in order to create and sustain a protective environment for civilians. The Special Committee notes that the protection of civilians may comprise, in accordance with the Charter, the basic principles of peacekeeping, and a mission's mandate, directives on the use of force and its rules of engagement, the use of force as a last resort when required to prevent and respond to threats of physical violence against civilians.

130. The Special Committee recognizes that the effective implementation of mission mandates, including protection of civilians mandates, is the responsibility of all in-mission stakeholders and is contingent upon several critical factors, including, but not limited to, well-defined, realistic and achievable mandates; political will, leadership and performance and accountability at all levels; adequate resources; mobility assets; well-trained, prepared and appropriately equipped military, police and civilian personnel; and capabilities to assess threats to civilians, policy, planning and operational guidelines and training. The Special Committee emphasizes that United Nations peacekeeping operations must be provided with adequate resources to fully and effectively implement protection of civilians mandates, including personnel who can enable expertise on protection efforts as well as human rights, sexual violence in conflict, gender perspectives and child protection, as mandated. The Special Committee further takes note of efforts to improve the performance of all relevant civilian and uniformed components of peacekeeping operations, as it relates to implementing protection of civilians mandates, and recognizes the importance of accountability at all levels in this regard. The Special Committee reaffirms its previous considerations of peacekeeping-intelligence/information gathering and analysis, and takes note of the 2019 revision of the policy on the matter. The Special Committee reaffirms that peacekeeping-intelligence/information gathering and analysis is the non-clandestine acquisition, verification, processing, analysis and dissemination of information by a United Nations peacekeeping mission within a specific, directed cycle, and within its mandate and area of operation, must be performed in full compliance with the Charter, for the safety and security of United Nations personnel and the protection of civilians tasks of the Security Council mandate.

131. The Special Committee reaffirms the importance of the implementation of the child protection mandate in United Nations peacekeeping, as well as the important role played by senior child protection advisers in all relevant peacekeeping missions, in full compliance with Security Council mandates, including in support of the host State efforts. The Special Committee further emphasizes the need to prioritize the prevention of and response to sexual and gender-based violence, including sexual violence in conflict, as an important component of protection of civilians mandates. The Special Committee emphasizes the need for peacekeeping missions, where and as mandated, to support host State efforts to strengthen justice and accountability and implement survivor-centred approaches for the prevention of and response to sexual violence in conflict.

### **Reference to relevant United Nations policies and guidelines**

132. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding protection to the Special Committee on Peacekeeping Operations, as follows:

- (a) Handbook on the Protection of Civilians in United Nations Peacekeeping (2020);
- (b) Policy on United Nations field missions: preventing and responding to conflict-related sexual violence (2020);
- (c) Policy on the protection of civilians in United Nations peacekeeping (2019);
- (d) Policy on child protection in United Nations peace operations (2017);
- (e) Guidelines on the role of United Nations police in protection of civilians (2017);
- (f) Protection of civilians: implementing guidelines for military components of United Nations peacekeeping missions (2015);
- (g) Human rights due diligence policy on United Nations support to non-United Nations security forces (2011);
- (h) Policy on human rights in United Nations peace operations and political missions (2011).

### **Proposals, recommendations and conclusions**

133. The Special Committee continues to encourage the troop- and police-contributing countries to take all the needed measures concerning the protection of civilians, in accordance with the Charter, international humanitarian law and human rights law, and in line with the basic principles of peacekeeping, taking into consideration the mandate and the relevant rules of engagement.

134. The Special Committee notes the presentation of the Department of Peace Operations policy on the protection of civilians in United Nations peacekeeping operations (2019), and the practical guidance, tools and techniques in the Handbook on the Protection of Civilians in United Nations Peacekeeping (2020). The Special Committee requests the Secretary-General to provide a briefing on the implementation of the protection of civilians mandate, in particular on efforts to ensure an integrated, coordinated and comprehensive whole-of-mission approach, community engagement and the incorporation of best practices and lessons learned, prior to its next substantive session.

135. The Special Committee reiterates its expectations that both the Secretariat and all troop- and police-contributing countries ensure, respectively, that all civilian and uniformed personnel are fully trained prior to deployment and continue to receive in-mission training, including through context-specific and scenario-based training, to required United Nations standards on their roles and responsibilities with respect to human rights and the protection of civilians, including the particular protection needs of children and women, and on prevention of and response to sexual violence in conflict. The Special Committee takes note of the updated revision of the manual on the comprehensive protection of civilians and its use for protection training and encourages Member States to have relevant training courses certified by the United Nations. The Special Committee requests the Secretariat to provide a briefing, prior to its next substantive session, on gaps in and opportunities to enhance training on the protection of civilians for both uniformed and civilian personnel, including senior

mission leadership; on steps taken to ensure that all personnel have been trained to the required standards on core protection tasks, as set out in the manual on the comprehensive protection of civilians, prior to deployment; and on opportunities and steps taken to advance the digitalization of training modules. The Special Committee also requests the Secretariat to provide a briefing, prior to its next substantive session, on how protection of civilians aspects, including child protection and preventing and responding to sexual violence in conflict, have been incorporated into revised training materials for predeployment training.

136. The Special Committee continues to recognize the importance of integrated, coordinated and comprehensive whole-of-mission approaches to the protection of civilians and, in this regard, requests the Secretary-General to improve evaluation, monitoring and reporting with respect to the implementation of protection of civilians mandates. The Special Committee takes note of the development of the guidelines on special investigations into incidents regarding the protection of civilians by United Nations peacekeeping operations, and calls upon the Secretary-General to ensure that the findings of such investigations are shared with pertinent stakeholders, including members of the Security Council and relevant troop- and police-contributing countries, to ensure that issues identified in such investigations can be sufficiently addressed, including through accountability measures where appropriate, and requests the Secretary-General to provide a briefing on actions taken to address shortcomings during its next session.

137. The Special Committee encourages Member States and the Secretariat to better equip missions to support host State authorities in prison sector reforms, where and as mandated, in order to strengthen the implementation of protection of civilians mandates.

138. The Special Committee recognizes the importance of mechanisms to identify and respond to protection threats and urges missions to continually improve timely and effective responses to threats to civilians and protection incidents and needs, including by systematically recording and analysing mission rates of response to confirmed threats, taking into account the risk assessment on the ground. The Special Committee further calls upon all peacekeeping stakeholders to ensure that peacekeeping operations, where and as mandated, have the necessary resources and capabilities to enhance rapid response. The Special Committee requests the Secretariat to provide a briefing on progress made in this respect before its next substantive session.

139. The Special Committee encourages peacekeeping operations with protection of civilians mandates to develop, implement and regularly update their comprehensive protection of civilians strategies for incorporation into overall mission implementation plans and contingency plans. The Special Committee urges the Secretariat and United Nations peacekeeping operations to take into account threat assessments of violence against civilians in operational planning and decision-making processes that determine when and where a peacekeeping operation's capabilities are deployed, and in the assessment of and requests for the human and material resources required to implement their mandates, including in the context of periods of surge, transition and/or mission drawdown, and to provide a briefing during the next session on these efforts.

140. The Special Committee continues to urge the Secretariat to strengthen the systematic collection and analysis of data on threats to civilians and protection incidents and needs in United Nations peacekeeping operations, including the collection of data to enable gender-sensitive threat analyses. The Special Committee takes note of the use of Situational Awareness Geospatial Enterprise SAGE platforms at the mission level, as well as other efforts to strengthen data-driven approaches to

the protection of civilians, and requests a briefing on progress in this regard prior to its next substantive session.

141. The Special Committee encourages United Nations peacekeeping missions to develop capabilities to mitigate the risk to civilians before, during and after any military or police operation, taking into account the risk assessment on the ground, including by tracking, preventing, minimizing and addressing civilian harm resulting from the mission's operations, including those operations that are conducted jointly with or in support of non-United Nations security forces. The Special Committee requests the Secretariat to provide a briefing on these efforts before its next substantive session.

142. The Special Committee urges missions to take into account threat assessments of violence against civilians during operational planning and decision-making processes, including in the context of periods of surge, transition and/or mission drawdown, and to include this aspect in a briefing on the protection of civilians at its next substantive session. The Special Committee calls upon the Secretariat and host States to jointly find measures to ensure that protection threats are addressed during transitions and/or drawdown.

143. The Special Committee recognizes that the implementation of protection of civilians mandates is dependent in part on the availability of sufficient resources and capabilities, particularly in the critical fields of mobility and appropriate air assets, among others. The Special Committee therefore encourages the Secretary-General to provide enhanced information-sharing and reporting on the specific resource and capability requirements for the implementation of the protection of civilians mandates by United Nations peacekeeping operations, with Security Council members and in the context of the Fifth Committee.

144. The Special Committee urges United Nations peacekeeping missions to strengthen the implementation of protection of civilians mandates, where and as mandated, by enhancing, in coordination with national authorities, safe and effective community engagement and confidence-building, and ensuring a good understanding of the protection needs and capacities of the communities, including through consultations with local civil society, strategic communications, quick-impact projects, and other available means, and strengthening analysis of local-level conflict dynamics and threats against civilians. The Special Committee recognizes that analysis and planning for protection of civilians should consider the various protection needs and threats faced by civilians. The Special Committee requests the Secretariat to provide a briefing, prior to its next substantive session, on the impact of these efforts at the mission level, the capabilities necessary to undertake these efforts and the extent to which these capabilities are present.

145. The Special Committee urges the Secretariat to develop integrated strategic communications in coordination with national authorities and other relevant key stakeholders on the mission's protection of civilians mandate and related operational capabilities and resources, with the aim of disseminating accurate information to manage the expectations of local populations.

146. The Special Committee calls for enhanced support from the Secretariat, upon the request of the host State and where and as mandated, to assist national authorities in investigating and prosecuting crimes against civilians, through specialized support to relevant national judicial institutions, including by the Team of Experts on the Rule of Law and Sexual Violence in Conflict.

147. The Special Committee takes note of the release of the United Nations policy on United Nations field missions preventing and responding to conflict-related sexual violence, and emphasizes the need for the further development of mission-wide and

coordinated protection strategies for addressing sexual violence in conflict. The Special Committee views the listing of parties to conflict responsible for patterns of rape or other forms of sexual violence in conflict, in the Secretary-General's annual report on conflict-related sexual violence, as essential to decreasing the number of sexual violence in conflict-related incidents and urges the Secretariat, where mandated, to ensure close coordination between mission leadership and the Special Representative of the Secretary-General on Sexual Violence in Conflict. The Special Committee views strengthening the ability of women's protection advisers and other mission components to deliver on their mandate for addressing sexual violence in conflict as crucial. In line with these aims, the Special Committee requests an update on key initiatives related to addressing sexual violence in conflict prior to its next substantive session. The Special Committee recognizes the positive role that women peacekeepers play in the protection of civilians, including in preventing and responding to sexual violence in conflict.

148. The Special Committee, building on existing United Nations policies and tools, recommends that peacekeeping missions, where and as mandated, should be adequately resourced to fully and effectively implement child protection mandates, including through the speedy deployment of senior child protection advisers and teams, as well as the comprehensive operationalization of the child protection mandate across all civilian and uniformed mission components.

149. The Special Committee requests the Secretariat to continue to undertake close consultations with Member States, drawing on their views and legitimate concerns, including during the implementation of the policy on matters relating to peacekeeping-intelligence/information gathering and analysis, and in developing and reviewing relevant operational guidance documents. The Special Committee encourages troop- and police-contributing countries and the Secretariat to coordinate in order to ensure that relevant content on peacekeeping-intelligence/information gathering and analysis is incorporated in predeployment training. The Special Committee requests the Secretariat to provide regular briefings on the progress of the development and implementation of different operational guidance documents on peacekeeping-intelligence/information gathering and analysis, including its impacts on the protection of civilians.

150. The Special Committee notes that, in situations where a peacekeeping operation operates in parallel with other forces, inter alia, counter-terrorism forces and training missions, the respective roles of each presence should be clearly delineated, and the role of the United Nations clearly communicated to the host State, local population and other stakeholders in order to avoid any possibility of confusion about the functions of the forces' presence.

## **I. Safety and security**

### **General context**

151. The Special Committee condemns in the strongest terms the killing of United Nations peacekeeping personnel and all acts of violence against such personnel. The Special Committee also stresses that the primary responsibility for the safety and security of United Nations personnel and assets rests with the host State. The Special Committee emphasizes the need to take all appropriate measures to bring to justice perpetrators of criminal acts, attacks, abductions and hostage-taking of United Nations personnel. In this regard, the Special Committee reiterates the importance of cooperation and dialogues between the United Nations and host State authorities, to support the resolution of such incidents when they occur. The Special Committee acknowledges that convictions for the murder of United Nations peacekeepers

represent an important milestone in defeating impunity and looks forward to further progress in this regard. The Special Committee condemns violations of status-of-forces agreements by any party, which can present grave risks to the safety and security of peacekeepers, and affirms that the entry of personnel or equipment into the country and freedom of movement within the mandate should not be hindered.

152. The Special Committee notes with concern that United Nations peacekeepers deployed in deteriorating and complex political and security environments face asymmetrical and complex threats, and have increasingly become a target for hostile actors. The Special Committee also notes with concern that a significant number of casualties in peacekeeping operations are related to attacks on mobile and static positions. Recalling that the basic principles of peacekeeping continue to serve a fundamental role in United Nations peacekeeping, the Special Committee takes note of the publication of the independent report entitled “Improving security of United Nations peacekeepers”. It is of critical importance that the Secretariat work closely in consultation with Member States in a transparent manner on the implementation of the action plan to improve the security of peacekeepers, within its authority, in line with the report of the Committee, and with due consideration by the relevant bodies to strengthening the capability of the United Nations system. The Special Committee also acknowledges that caveats which have a detrimental impact on the implementation of mandates and operational effectiveness, and shortfalls in performance of all stakeholders, increase the risks to the safety and security of peacekeepers, in particular in hostile environments. The Special Committee welcomes ongoing efforts by Member States and the Secretariat to focus on integrated planning of operations, an agile and threat-sensitive mission footprint and embedding a culture of accountability. These measures will support missions in achieving their objectives and enhance the safety of United Nations personnel.

153. The Special Committee acknowledges that casualty and medical evacuation and the provision of medical and hospital coverage at all levels are fundamental to the safety and security of United Nations peacekeepers. In this regard, the Special Committee stresses the urgent requirement for improving medical support, with the goal of reducing casualties and deaths of peacekeepers in peacekeeping missions. The Special Committee emphasizes the responsibility of the United Nations and Member States to ensure adequate medical facilities and qualified medical personnel with the required language skills or relevant enablers are in place in accordance with United Nations medical standards, tailored to the operational environment. In this regard, the Special Committee welcomes the efforts of the Secretariat to improve peacekeepers’ medical capabilities through medical training, including the buddy first aid course and the field medical assistant course. The Special Committee stresses the importance of comprehensive contingency planning and exercises, focusing on lessons learned and best practices, and emphasizes the need for the Secretariat to share relevant elements of the emergency plans with troop- and police-contributing countries. The Special Committee also recognizes all Secretariat efforts to help ensure that adequate casualty evacuation procedures are established in all missions. In this regard, the Special Committee takes note of the finalization of the new casualty evacuation policy and looks forward to its effective implementation. The Special Committee notes with concern that a significant number of peacekeeping casualties are caused by occupational safety and health hazards. In some cases, incidents may have a negative effect on operations. The Special Committee stresses the need for the Secretariat to continue to improve workplace safety and health issues.

154. The Special Committee underscores the importance of ensuring that peacekeeping missions evolve their capabilities and systems to remain agile and effective. In this regard, the Special Committee welcomes the cooperation between the Secretariat and Member States to strengthen safety and security capabilities and

the commitments made by Member States to contribute capable personnel. The Special Committee underlines the importance of providing adequate predeployment training (including basic military training, police and corrections training and mission-specific skills) and in-theatre training and briefings, as well as providing peacekeeping personnel with adequate equipment appropriate for deployment, including medical, self-defence and related equipment, in accordance with United Nations standards and in a timely manner, in order to prevent casualties and ensure safety and security. The Special Committee stresses the respective roles and responsibilities of the Secretariat and troop- and police-contributing countries in this regard. The Special Committee reaffirms its previous considerations of peacekeeping-intelligence/information gathering and analysis, and takes note of the 2019 revision of the policy on the matter. The Special Committee reaffirms that peacekeeping-intelligence/information gathering and analysis is the non-clandestine acquisition, verification, processing, analysis and dissemination of information by a United Nations peacekeeping mission within a specific, directed cycle, and within its mandate and area of operation, must be performed in full compliance with the Charter of the United Nations for the safety and security of United Nations personnel and protection of civilians tasks of the Security Council mandate.

#### **Reference to relevant United Nations policies and guidelines**

155. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding safety and security to the Special Committee on Peacekeeping Operations, as follows:

- (a) Policy on casualty evacuation in the field (2020);
- (b) Policy on United Nations standards for health-care quality and patient safety (2020);
- (c) Standard operating procedures on the prevention, investigation and prosecution of serious crimes committed against United Nations personnel in peacekeeping operations and special political missions (2020);
- (d) Policy on peacekeeping-intelligence (2019);
- (e) United Nations Gender Guidelines for Mine Action Programmes (2019);
- (f) Secretary-General's bulletin on the introduction of an occupational safety and health management system ([ST/SGB/2018/5](#));
- (g) Policy on gender-responsive United Nations peacekeeping operations (2018);
- (h) United Nations Improvised Explosive Device Disposal Standards (2018);
- (i) United Nations Peacekeeping Missions Military Explosive Ordnance Disposal Unit Manual (2017);
- (j) Standard operating procedures on Headquarters crisis response in support of peacekeeping operations (2017);
- (k) Policy on United Nations crisis management (2017);
- (l) Policy on strategic communications and public information (2017);
- (m) Guidelines on improvised explosive device threat mitigation in mission settings (2016);
- (n) Policy on the organizational resilience management system (2014);
- (o) Policy on virtual private networks (2013);

- (p) Policy on field occupational safety risk management (2012);
- (q) Policy on enterprise risk management and internal control (2011);
- (r) Policy on information and communications technology (ICT) physical and environmental security (2011);
- (s) Policy on ICT risk assessment (2011);
- (t) Policy on ICT security incident management (2011);
- (u) Policy on monitoring and surveillance technology in field missions (2010).

### **Proposals, recommendations and conclusions**

156. The Special Committee requests the Secretariat to enhance coordination among the relevant departments and divisions of the Secretariat, including the Department of Peace Operations, the Department of Operational Support and the Department of Safety and Security, including considering identifying an overall focal point for the safety and security of peacekeepers, drawn from existing resources, structures and personnel, and to brief the Committee ahead of its next session on progress in this regard.

157. The Special Committee requests that the Secretariat continue to instruct all peacekeeping missions to systematically document attacks against peacekeepers, and mission leadership should use this information to monitor and resolve risks to the safety and security of peacekeepers, as necessary. In this regard, the Special Committee calls upon the Secretariat to establish a single database for the collection of data on attacks against peacekeepers across all peacekeeping operations, relating to safety and security, so as to strengthen the capacity of the United Nations to deal with them and ensure reporting is routinely provided to all relevant stakeholders.

158. The Special Committee reiterates its request that the Secretariat instruct all peacekeeping missions to systematically document violations of status-of-forces agreements and any limitations on freedom of movement, including on entry of equipment and personnel into the country and casualty evacuation. Mission leadership should use this information to monitor and resolve risks to the safety and security of peacekeepers and to mandate implementation. In this regard, the Special Committee calls upon the Secretariat to continue to pursue efforts to establish a single database to systematically document status-of-forces violations across all peacekeeping operations, including their impact on safety and security and casualty and medical evacuation, so as to strengthen the capacity of the United Nations to deal with them. The Special Committee calls upon the Secretariat to provide all stakeholders with clear and systematic documentation on violations of status-of-forces agreements by any party and on all measures taken by the Secretariat to prevent and swiftly resolve these violations. The Special Committee urges all parties, including host countries, to abide by status-of-forces agreements and immediately cease any violations of these agreements.

159. The Special Committee requests the Secretariat to continue to undertake close consultations with Member States, drawing on their views and legitimate concerns, including during the implementation of the policy on matters relating to peacekeeping-intelligence/information gathering and analysis, and in developing and reviewing relevant operational guidance documents. The Special Committee encourages troop- and police-contributing countries and the Secretariat to coordinate in order to ensure that relevant content on peacekeeping-intelligence/information-gathering and analysis is incorporated in predeployment training. The Special Committee requests the Secretariat to provide regular briefings about the progress in the development and implementation of different operational guidance documents on

peacekeeping-intelligence/information gathering and analysis, including its impacts on safety and security.

160. The Special Committee requests the Secretariat to ensure that the introduction and use of new technologies in peacekeeping operations are field-focused, reliable, cost-effective and driven by the practical needs of end users on the ground. The Special Committee calls upon the Secretariat to complete in due course the peacekeeping technology strategy, in close consultation with Member States, to better integrate the use of technologies to improve the safety and security of peacekeepers, improve situational awareness, enhance field support and facilitate substantive mandate implementation. In this regard, the Special Committee also recalls the Organization's commitment to privacy, confidentiality, transparency and respect for State sovereignty.

161. The Special Committee urges that adequate force protection measures be taken to improve the physical security infrastructure of camps, prior to and throughout deployment, including for temporary and remote deployments. The Special Committee welcomes the increasing use of relevant technology to enhance camp security. The Special Committee stresses that temporary operating bases should have a defined time frame and protection plan for deployment by the appropriate mission leadership. The Special Committee notes the initiative of the Secretariat to develop comprehensive guidance material for uniformed personnel on force protection issues and urges the Secretariat to work closely with police- and troop-contributing countries during the development. The Special Committee requests the Secretariat to provide an update on this process.

162. The Special Committee underlines the importance of proper weapon and ammunition management by peacekeeping operations, in line with the safety standards of the relevant United Nations manuals, policies and standard operating procedures. The Special Committee encourages Member States and the Secretariat to better equip peacekeeping operations with regard to weapons and ammunition management, where mandated, to strengthen host government capacities, in accordance with the International Ammunition Technical Guidelines, to address the proliferation of weapons and ammunition, prevent loss and other diversion of military equipment, including of possible precursors for improvised explosive devices, and prevent accidental explosions. This pertains to the military equipment used by the operations themselves as well as to the weapons and ammunition that are seized, found or otherwise recovered by the peacekeeping operation. This emphasizes the importance of small arms and light weapons proliferation policies in conflict prevention.

163. The Special Committee reaffirms that troop- and police-contributing countries must ensure that their military and police are adequately trained for peacekeeping operations, and that the Secretariat is responsible for assisting in this, including by developing relevant training materials. Predeployment training should include, but is not limited to, where applicable, countering improvised explosive devices, mitigating threats from improvised explosive devices, health, basic first aid, force protection, counter-abductions and counter-hostage-taking and gender-specific risk considerations in mission settings, with the support of the Secretariat. The Special Committee urges Member States to ensure peacekeepers receive appropriate and adequate medical training, including the United Nations buddy first aid and field medical assistant courses, where appropriate, and urges the Secretariat to provide the necessary support.

164. The Special Committee notes with concern that improvised explosive devices remain a major threat to peacekeepers and that initiatives to mitigate improvised explosive device threats require continued support. In this regard, the Special

Committee requires the Secretariat to strengthen improvised explosive device threat mitigation and support United Nations peacekeeping missions in degrading improvised explosive device networks. Furthermore, the Special Committee encourages the deployment, in partnership with the Mine Action Service, of specialized mobile training teams focused on improving the skills of troop- and police-contributing countries, where relevant and at their request, in the demining, detection and elimination of improvised explosive devices. Recognizing this very specific threat, the Special Committee encourages strong cooperation between the Secretariat and peacekeeping missions to strengthen the threat mitigation of improvised explosive devices and support United Nations peacekeeping missions to degrade improvised explosive device networks. The Special Committee calls upon the Secretariat to continue to implement the new improvised explosive device disposal standards, continue its roll-out of a counter-improvised explosive device train-the-trainers programme to upskill troop-contributing countries currently deployed, as well as future contingents, and include, where relevant, an assessment of counter-improvised explosive device skills in the Secretariat's predeployment visits. Furthermore, to assist in the development of a counter-improvised explosive device strategy, the Special Committee requests the Secretariat to include troop- and police-contributing countries and requests the Secretariat to provide an update on the progress in the development of the strategy before its next substantive session.

165. The Special Committee reiterates its call upon all Member States hosting peacekeeping operations to promptly investigate and effectively prosecute those responsible for attacks on United Nations personnel, and to keep the relevant troop- or police-contributing country informed of the progress of such investigations and prosecutions. To facilitate this, the Special Committee encourages Member States, the Secretariat and peacekeeping missions, where mandated and requested, to provide appropriate technical assistance and capacity-building support to Member States. The Special Committee also encourages cooperation between the working group on accountability for serious crimes against peacekeepers and Member States in order to drive progress on combating impunity. The Special Committee requests the working group to provide regular briefings to the Committee to update it on the investigations and prosecutions of the perpetrators of crimes against peacekeepers.

166. The Special Committee recommends that the Secretary-General, in consultation with United Nations country teams and other relevant stakeholders, establish a framework for strategic communication in peacekeeping, including how to address the issue of anti-United Nations propaganda, which encourages attacks against peacekeepers and United Nations personnel in the field, and that the Secretariat report on progress in improving strategic communication in peacekeeping missions before its next substantive session.

167. Noting the progress on investigations and prosecutions detailed in the report of the Secretary-General for 2020, the Special Committee renews its request for the Secretariat to fully inform the Member States concerned of all investigations in peacekeeping field missions and stresses the need to improve the prompt dissemination of information, particularly whenever there is an incident in a peacekeeping mission that negatively affects operational effectiveness or results in serious injury to or the death of United Nations peacekeeping personnel. The Special Committee stresses the need to improve the prompt dissemination of information in these cases, including the findings of boards of inquiry, as well as on mitigating actions taken.

168. The Special Committee, in the light of the complex and evolving challenges facing peacekeeping personnel in many missions, stresses the need for United Nations peacekeeping missions to provide accurate and timely information to United Nations Headquarters, and subsequently to the permanent missions of the Member States

concerned, as well as other peacekeeping missions in the same region, on changes in risk exposure in relation to operational incidents and changes in modus operandi of threat forces, and encourages mutual information exchange on security threats. As a risk-mitigating measure, the Special Committee urges United Nations mission leadership to make full use of all applicable operational capabilities available, within the peacekeeping framework. In this regard, the Special Committee requests the Secretariat to examine ways to improve coordination and mission capabilities and encourages the missions to conduct timely reviews of mission footprints and needs.

169. The Special Committee reiterates its call upon the Secretariat to ensure adequate medical facilities to provide a dependable 10-1-2 casualty response on a 24/7 basis, throughout the life of the mission. In this regard, the Special Committee recommends that the Secretariat carry out a mapping exercise of the status of existing medical cover, aeromedical capabilities and medical capabilities within missions and provide a briefing to the Committee on the matter before its next substantive session, with remedial measures to address any gaps in the missions, including in their ability to meet the 10-1-2 casualty response principle. The Special Committee urges the Secretariat to continue its work to establish clear and minimum medical standards, and to further develop clear indicators for evaluating and ensuring that these minimum standards in United Nations peacekeeping operations are met and are assessed in line with the Integrated Peacekeeping Performance and Accountability Framework. This should include, inter alia, minimum standards for level I, level II and level III facilities, combat medics, forward surgical capabilities, aeromedical evacuation teams and the new capabilities being updated accordingly in their respective memorandums of understanding and/or letters of agreement. The Special Committee urges missions to complete casualty evacuation stress testing and initiate urgent remedial action where standards have not been met. The Special Committee urges that force commanders be given direct tasking authority of military air assets for casualty evacuations and medical evacuations in order to minimize response times. The Special Committee requests the Secretariat to provide a briefing on these aspects before its next session.

170. The Special Committee calls upon the Secretariat to ensure that mortal remains of peacekeepers are repatriated at the earliest time possible through the fastest air routes. The Special Committee urges the Secretariat to settle outstanding death and disability claims as soon as possible and in a more transparent manner.

171. The Special Committee requests the Secretariat to continue to strengthen the safety of peacekeepers, including by implementing the occupational safety and health framework. The Special Committee calls for the Secretariat to enhance measures to address peacekeeping casualties caused by occupational safety and health hazards, including through the implementation of the comprehensive Secretariat-wide occupational safety and health framework. The Committee requests the Secretariat to establish a consolidated occupational safety and health incident reporting system to collect information, record data and take remedial action. The Committee also requests the Secretariat, in consultation with troop- and police-contributing countries, to establish well-defined and practical occupational safety and health standards for peacekeeping operations. The Committee recommends increased information-sharing of occupational safety and health compliance data with all Member States on the initial roll-out of the improved occupational safety and health risk management system. The Special Committee requests the Secretariat to continue to provide an update on efforts to address occupational safety hazards in United Nations peacekeeping operations.

172. The Special Committee stresses the need to provide a safe, enabling and gender-sensitive environment in peacekeeping missions. The Special Committee calls for the Secretariat and Member States, where applicable, to provide streamlined access to

essential services and medications and specific medical needs of women peacekeepers, including the provision of sanitary products for the duration of deployment. The Special Committee calls upon all Member States to ensure that all military and police personnel deploy with appropriate and properly fitting equipment for the threat environment, taking into consideration the physiological differences between and among women and men personnel.

173. The Special Committee recognizes the impacts of the COVID-19 pandemic on peacekeeping operations and acknowledges, in this regard, the swift measures taken by missions to adapt and adjust their working practices to mitigate these impacts. The Special Committee welcomes the support provided by peacekeeping operations to help host country authorities, at their request, in their efforts to contain the COVID-19 pandemic, within their mandates and capacities, including by facilitating humanitarian access, combating disinformation and using the Comprehensive Planning and Performance and Assessment System to track and mitigate impacts on mandate delivery. The Special Committee emphasizes the importance of continued contingency planning and lessons-learned exercises, and urges the Secretariat to continue to provide timely updates to Member States on COVID-19-related data from missions, including, but not limited to, data on case numbers, testing, medical equipment shortfalls, personnel rotations and impacts on mandate implementation.

174. The Special Committee also recommends that, in order to address such health and other emergencies in future, missions should be given the appropriate resources to handle medical emergencies. The Special Committee urges the Secretary-General and Member States to continue to take all appropriate steps to protect the safety, security and health of all United Nations personnel in United Nations peace operations, while maintaining the continuity of operations, including by continuing to utilize innovative technologies and remote arrangements and enhancing training for peacekeeping personnel on issues related to preventing the spread of COVID-19.

175. The Special Committee recognizes the importance of ensuring equitable access for all peacekeepers to COVID-19 vaccinations, based on their informed consent, as soon as it is practically feasible, and requests the Secretariat and troop- and police-contributing countries to take urgent measures in this regard. The Special Committee welcomes the pledges of some Member States to donate vaccines to United Nations peacekeepers. The Special Committee notes with appreciation the recommendations of the Group of Friends on COVID-19 vaccines for United Nations uniformed personnel and requests the Secretariat to provide updates on the progress of the vaccination of peacekeepers.

176. The Special Committee requests the Secretary-General, in his next report to the Special Committee, to include an update on the progress in the implementation of the measures set out in the action plan to improve the security of peacekeepers, including, but not limited to, force protection and camp defence, reinforced medical standards, improvised explosive device threat mitigation, training and care. The Special Committee requests the Secretariat to provide a briefing, before its next substantive session, on trends related to safety and security, including those identified by the Office for the Peacekeeping Strategic Partnership in its reviews, and on efforts to implement the action plan to improve the security of peacekeepers.

177. The Special Committee requests the Secretariat to ensure that all transit camps are in line with adequate standards of hygiene and safety, taking into consideration, among other factors, the needs of women peacekeepers, and further urges the Secretariat, in the context of COVID-19, to take all appropriate measures to ensure that all transit camps that are used for quarantine purposes in missions are suitable for 14-day stays.

## **J. Women, peace and security**

### **General context**

178. The Special Committee recognizes the significant contribution of women in peacekeeping operations, in the prevention and resolution of conflicts and in peacebuilding. The Special Committee stresses that ensuring the full, effective and meaningful participation of women in peace processes is vital to finding sustainable solutions to conflict and can change the dynamic around peace and security. The Special Committee underlines the importance of taking into account the distinct experiences of women and girls in conflict situations, and of promoting women's role at all stages of peace processes. This cross-cutting agenda focuses on the essential influence that women have in identifying solutions based on their experiences and situation, and on applying a gender lens to conflict prevention and response.

179. The Special Committee recognizes the significant contribution of women in peacekeeping operations and acknowledges that the presence of women peacekeepers contributes to greater credibility of missions in the communities in which United Nations peacekeepers serve and enables more effective mandate implementation. In this regard, the Special Committee welcomes continuing efforts by all stakeholders to significantly increase the number of women in all categories of personnel and at all levels of United Nations peacekeeping operations at Headquarters and in field missions.

180. The Special Committee recognizes the significance of Security Council resolution [1325 \(2000\)](#), which established the women, peace and security agenda, and welcomes, in this regard, the progress made in its implementation, including through the efforts of the troop- and police-contributing countries to increase the number of women in peacekeeping. The Special Committee reiterates that the continuing implementation of the agenda, including into all stages of analysis, planning, implementation and reporting, is key to the operational effectiveness and success of peacekeeping missions and that sufficient resources and expertise must be allocated thereto. In this regard, the Special Committee recognizes Security Council resolution [2538 \(2020\)](#).

181. Recognizing the challenges facing complex peacekeeping operations, the Special Committee emphasizes the importance of integrating gender issues into all relevant training modules, including those for senior managers, and in predeployment training. The Special Committee also underlines the importance of promoting specific training for women serving as military and police officers, as a means to create further opportunities to increase the meaningful and effective participation of women in peacekeeping operations. The Special Committee takes note of the role of gender advisers and gender focal points in capacity-building and knowledge transfer for gender mainstreaming into peacekeeping missions.

### **Reference to relevant United Nations policies and guidelines**

182. The Secretariat has provided a list of the relevant United Nations policies and guidelines regarding women, peace and security to the Special Committee on Peacekeeping Operations, as follows:

(a) Policy for United Nations field missions on preventing and responding to conflict-related sexual violence (2020);

(b) Handbook for United Nations Field Missions on Preventing and Responding to Conflict-Related Sexual Violence (2020);

(c) Policy on gender-responsive United Nations peacekeeping operations (2018).

### **Proposals, recommendations and conclusions**

183. The Special Committee reiterates its request that peacekeeping missions take fully into account gender mainstreaming as a cross-cutting issue in the implementation of their mandates and integrate a gender perspective across all mission activities and at all stages of analysis, planning, implementation and reporting. The Special Committee further requests that peacekeeping missions do everything they can within their competencies to ensure full, equal and meaningful participation of women at all levels and stages of conflict prevention, peace processes and political solutions to conflict. In this regard, the Special Committee encourages the Secretariat to incorporate evidence-based reporting and analysis into a briefing to the Special Committee on women, peace and security issues in advance of its next substantive session.

184. The Special Committee continues to express its concern at the overall low proportion of women in all categories and at all levels of the United Nations and therefore welcomes the Secretary-General's efforts towards greater gender parity in the United Nations system. The Special Committee continues to encourage the strengthening of efforts to enhance the meaningful and effective participation of women in United Nations peacekeeping operations, in all categories of personnel and at all levels, and to ensure women's participation at all stages of mission planning and implementation. The Special Committee acknowledges the increasing number of women peacekeepers, owing to efforts made by the Secretariat and troop- and police-contributing countries. The Special Committee notes with concern the lack of women in senior leadership positions at Headquarters and in field missions. In this context, the Special Committee urges the Secretariat to address this imbalance in a transparent manner, on the basis of merit and on as wide a geographical distribution as possible, and to support the promotion of women to senior leadership positions in missions, and calls upon Member States to develop strategies and measures, including the provision of adequate training and skills development, to increase the percentage of women deployed in relevant positions and to nominate more women for leadership positions. The Special Committee also underscores the importance of ensuring that women are able to take up the widest possible range of assignments in peacekeeping operations.

185. The Special Committee encourages the Secretariat to continue its efforts, along with Member States, to identify and address challenges and obstacles to the increased deployment of women in peacekeeping so as to further motivate change. The Special Committee encourages the Secretary-General to continue to support its projects related to field mission facilities and infrastructure and, jointly with Member States, the Secretariat and regional organizations, to strengthen their collective efforts to address the obstacles to women's participation, at all levels and in all positions. The Special Committee further requests the Secretariat to provide an update, prior to its next substantive session, on the trends, factors and obstacles affecting women's participation in peacekeeping missions in order to enable effective and sustainable deployment of women peacekeepers.

186. The Special Committee encourages Member States and the Secretariat to foster cooperation on sharing best practices and results from national experiences with respect to the deployment of women peacekeepers. The Special Committee encourages the creation of enabling environments for the deployment of uniformed women peacekeepers, both at Headquarters and in the field. These efforts may include supporting platforms for sharing best practices, facilitating networking opportunities and developing sustainable networks for women peacekeepers, as a means to

exchange experiences and information about participation in peacekeeping operations, with the aim of inspiring more women to participate in peacekeeping operations.

187. The Special Committee commends the Member States that have employed female and mixed engagement teams, which include both men and women, in the past on United Nations-mandated missions to increase women's participation, and encourages the Secretariat to accelerate the institutionalization of these teams into a higher-level command structure within the United Nations infantry battalion construct, in particular through the standardization of the role, training, organization, and equipping of this new structure, as a way to ensure greater participation by women in peacekeeping operations and improve overall operational effectiveness. The Special Committee requests the Secretariat to provide a report on progress before the next session.

188. The Special Committee recognizes the positive role that the United Nations can play, in the context of peacekeeping operations, in promoting gender-sensitive and gender balanced security sector reforms and supporting the development of national security sector institutions that are more responsive to women's needs and more balanced, with increased participation of women. In this regard, the Special Committee encourages peacekeeping missions to support host countries, at their request, in implementing gender-sensitive community violence reduction programmes and disarmament, demobilization and reintegration and security sector reform processes, including by supporting their efforts to enable the meaningful participation of women in the negotiation, design and implementation of such programmes. The Special Committee further recognizes the importance of women's representation in effective community engagement and enhanced protection responses, and in this regard encourages targeted training and capacity-building for women police and justice and correction officers, with a view to ensuring the increased participation of women in peacekeeping.

189. Given the increase in the number of women peacekeepers and the objective to promote the inclusion of more women peacekeepers in the field, the Special Committee recognizes the importance of creating a safe, enabling and gender-sensitive working environment, in this regard, strongly urges the United Nations and, where appropriate, troop- and police-contributing countries, to provide the necessary infrastructure and a conducive living and working environment for women peacekeepers, taking into account the specific needs and requirements of women, including those related to their safety, security and privacy, and to ensure that adequate and appropriate facilities are available in mission areas, and stresses the importance of allocating adequate resources in this regard.

190. The Special Committee calls upon the Secretary-General to make mission leadership accountable for the implementation of the relevant aspects of the women, peace and security agenda, through targeted data collection to inform decision-making and raising the visibility of the agenda.

191. The Special Committee calls upon the Secretariat and the Member States to increase targeted training and capacity-building for women in uniformed components and stresses the need for a greater commitment of all Member States to supporting more women officers and troops to further develop their professional skills with respect to mandate implementation, including through specialized courses and training activities. This is necessary to increase the number of women peacekeepers qualified to deploy as commanders, staff officers and experts in critical specialized positions. Simultaneously, in the case of replacements for contingents deployed in peacekeeping operations, the Special Committee encourages efforts to be made to maintain at least the same number of women.

192. The Special Committee continues to strongly support the recruitment and deployment of gender advisers to United Nations peacekeeping operations and to the Department of Peace Operations, to advise at a strategic level on integrating a gender perspective into mission activities and to actively participate in the strategic planning and decision-making processes of United Nations peacekeeping operations. The Special Committee also strongly supports the role of gender focal points in United Nations peacekeeping operations and recommends that they be nominated at senior levels. The Special Committee urges the Secretariat to reinforce the capacities of gender focal points across mission components to better integrate a gender perspective into all areas of work. In this context, the Special Committee calls for close coordination between military, police and other components and women's protection advisers and gender advisers within missions. The Special Committee encourages Member States to ensure the delivery of mandatory predeployment training on gender perspectives and women, peace and security priorities to all troops, observers, military and police experts, sector commanders and force commanders so as to ensure that gender perspectives are systematically integrated throughout United Nations missions. The Special Committee urges the Secretariat to develop guidelines and training modules for uniformed gender advisers deployed to peacekeeping operations in order to standardize their tasks and goals, including the translation and implementation of virtual training. The Special Committee calls upon the Department of Peace Operations to review and strengthen predeployment training on relevant women, peace and security issues for troops, police and corrections personnel.

## Annex

### Composition of the Special Committee on Peacekeeping Operations

The Special Committee on Peacekeeping Operations currently consists of the following 155 members: Afghanistan, Albania, Algeria, Angola, Argentina, Armenia, Australia, Austria, Azerbaijan, Bangladesh, Belarus, Belgium, Benin, Bhutan, Bolivia (Plurinational State of), Bosnia and Herzegovina, Brazil, Brunei Darussalam, Bulgaria, Burkina Faso, Burundi, Cambodia, Cameroon, Canada, Central African Republic, Chad, Chile, China, Colombia, Congo, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Cyprus, Czechia, Democratic Republic of the Congo, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, El Salvador, Eritrea, Estonia, Eswatini, Ethiopia, Fiji, Finland, France, Gabon, Gambia, Georgia, Germany, Ghana, Greece, Grenada, Guatemala, Guinea, Guyana, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iran (Islamic Republic of), Iraq, Ireland, Israel, Italy, Jamaica, Japan, Jordan, Kazakhstan, Kenya, Kuwait, Kyrgyzstan, Lao People's Democratic Republic, Latvia, Lebanon, Lesotho, Liberia, Libya, Lithuania, Luxembourg, Madagascar, Malawi, Malaysia, Mali, Malta, Mauritania, Mauritius, Mexico, Mongolia, Montenegro, Morocco, Mozambique, Myanmar, Namibia, Nepal, Netherlands, New Zealand, Nicaragua, Niger, Nigeria, North Macedonia, Norway, Pakistan, Palau, Papua New Guinea, Paraguay, Peru, Philippines, Poland, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, Russian Federation, Rwanda, Samoa, Saudi Arabia, Senegal, Serbia, Sierra Leone, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Syrian Arab Republic, Thailand, Timor-Leste, Togo, Tunisia, Turkey, Uganda, Ukraine, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Vanuatu, Venezuela (Bolivarian Republic of), Viet Nam, Yemen, Zambia, Zimbabwe.

The following observers were represented: Botswana, Holy See, African Union, European Union, International Criminal Court, International Organization of la Francophonie, Organization of Islamic Cooperation, Sovereign Order of Malta.

