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Guidelines

Generation of Multinational Military Units and Rotational Mechanisms for Deployment to United Nations Peace Operations

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DPO AND DOS GUIDELINES ON GENERATION OF MULTINATIONAL MILITARY UNITS AND ROTATIONAL MECHANISMS FOR DEPLOYMENT TO UNITED NATIONS PEACE OPERATIONS

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A. PURPOSE AND RATIONALE

1. The purpose of these guidelines is to present to Member States conditions and steps for the generation of Multinational Military Units and Rotational Mechanisms for deployment to a United Nations (UN) Peace Operations by more than one Troop- Contributing Country (TCC).

2. The Force Generation process of the UN was primarily designed for a single country to provide a specific military capability for a future or existing mission; nevertheless, additional modalities for deployments, such as multinational ones, can offer solutions for unique operational requirements as well as to allow TCCs that are facing challenges to independently, either generate or sustain a unit to contribute or continue its contribution to the UN.

3. The Secretariat was requested to develop a guidance document for the generation of critical assets through multinational arrangement and/or on a rotational basis. The Secretariat has also identified the need to standardize these types of mechanisms and joint deployments between Member States, to support the provision and management of critical military capabilities and to allow Member States to maintain or expand their contribution to UN operations when not able to do it alone or for a prolonged period.

4. These guidelines establish clear steps to improve and standardize the generation process for these types of deployment mechanisms, subject to the agreement by the United Nations.

B. SCOPE

5. These guidelines provide a framework for the process of generating Multinational Military Units and Rotational Mechanisms for the deployment of military capabilities integrated by more than one TCC, while aligning with existing UN rules and regulations

6. These guidelines are complementary to the latest United Nations Manual for the Generation and Deployment of Military and Formed Police Units to Peace Operations and the latest Contingent Owned Equipment (COE) Manual. The COE Manual remains the official reference for reimbursement of military and police equipment and self-sustainment capabilities deployed to UN peace operations.

7. To generate forces effectively and efficiently for UN Peacekeeping, it is critical that a consistent, transparent and coherent process is in place, so all Secretariat and Member State actors are aware of their roles and responsibilities and the standards and requirements, especially when deploying under a multinational arrangement.

C. TYPES OF MULTINATIONAL MILITARY UNITS AND ROTATIONAL MECHANISMS

8. There are different degrees of multinational deployments and/or rotational mechanisms that can be established and accepted by the Secretariat. Some have already been done or are currently in place by Member States but conducted in an ad-hoc manner.

9. Multinational military units occur when one or more Member States contribute components to an integrated unit to fulfil a United Nations Statement of Unit Requirement (SUR). Below are some examples:

    9.1. **Embedded Individuals** is the simplest form of a multinational unit. This occurs when one TCC provides the bulk of the unit's contribution, including all COE, and one and/or more TCCs provide a few individual officers/specialists as part of the larger unit. This type of multinational unit allows the main TCC to collaborate with partners to fill gaps and/or specialists' positions in the unit, usually in planning or advisory role, and/or allows secondary TCC/s to deploy individuals to gain experience in a UN peacekeeping environment.

    9.2. **Embedded sub-units/platoons/teams** in units is a more complex example of a multinational unit. Deployment of smaller level operational components within larger units is the next step up in terms of complexity of a multinational unit. In this model one TCC will typically provide the bulk of the unit's COE and part of the personnel, and a secondary TCC will provide sub-components (i.e. a team, section, platoon, company, etc.) of personnel and potentially some COE. Where more than two TCCs form the multinational unit, a combination of the two examples may take place.

10. At times, **Regional Organizations (RO)** have expressed interest in deploying a joint military capability to a UN operation. The UN, however, can only generate units and negotiate Memorandum of Understanding (MOU) for deployment of military contingents as part of UN missions, directly with Member States. The RO may support its members to pledge a capability that is within the identified needs of the UN and may help coordinate the level of contribution of each Member State in the final unit to be pledged/generated to fulfil a UN requirement. Once the composition is clear, the multinational unit will fall under one of the two options stated in paragraph 9.

11. **Rotational Mechanisms** occur when one TCC deploys a capability for a pre-established period with a planned replacement from another TCC (or more than one) on a rotational basis. This mechanism is not always aligned with the existing COE framework and

budget planning for field missions, as a multinational arrangement has an additional cost related to the higher frequency of deployment/rotation of troops and COE, thus requiring each type of situation to be well studied before acceptance by the Secretariat. A rotational mechanism is not optimal for units that have a heavy logistic footprint and considerable amount of COE, unless the TCCs share the same equipment (i.e. personnel are replaced periodically, however COE remains deployed/in use). The primary users of this modality would be specialized units with limited equipment levels, such as an Intelligence analysis unit, a small medical module/team; and naval and aviation units that can more easily have their airframes replaced. The more frequent the proposed replacement of units, the more due diligence is required from the UN, and the more complex the agreements and contracts between the two Member States will become.

D. PROCEDURES

12. If TCCs are considering the pledge and the future generation of a new multinational unit for deployment or create a rotational mechanism, it is important that the pledge for the capability follows the same process as described in the Peacekeeping Capability Readiness System (PCRS) Guidelines and that these options are discussed with the Strategic Force Generation and Capability Planning Cell in the Force Generation Service in DPO.

13. All initiatives of multinational units and rotational mechanisms must be approved by the Secretariat, and Member States must request for the authorization in advance.

14. In case of a multinational unit where the participation of a second or more Member States is only with individuals (i.e., embedded individuals), the nation providing the bulk of personnel and COE will be responsible for making the pledge in the PCRS. This Member State is responsible to provide all the necessary documents and must detail the proposed composition and roles of each country contributing to the unit under the description box in the PCRS on-line form. This is important for the Secretariat when making a future selection decision, to ensure the Host Nation's acceptance of all the participating TCCs, and to make sure there are no other concerns related to human rights, conduct and discipline or historical performance issues that may create a liability for the UN.

15. In the above case, it will be the responsibility of the nation providing the bulk of the personnel and the COE to assess the additional personnel's (from other Member States) readiness and confirm their compliance with all UN standards and requirements for a future deployment. The UN will conduct the regular assessment and advisory process to the unit that was pledged to decide on its elevation in the PCRS.

16. For multinational contributions that go beyond embedded individuals (e.g., embedded sub-units, multi-party provision of COE) and any rotational mechanism, the United Nations will conduct the regular assessment and advisory process to decide on the elevation of the unit in the PCRS. All Member States contributing under this modality should make their pledge in the PCRS and will undergo the assessment and advisory process. The exact nature and extent of this assessment will be determined on a case-by-case basis depending on the modality in question, to provide flexibility to both the UN and to the TCCs.

17. Regardless of the level of the contribution, all Member States that are participating in a multinational unit or rotational mechanism will sign individual MOUs with the UN.

18. If necessary, cooperating Member States may establish bilateral agreements between themselves to details additional conditions of the collaboration for the deployment of the multinational unit or the rotational mechanism.

19. The UN may also, based on its case-by-case analysis, conduct pre-deployment visits to Member States contributing to the unit or rotating a core capability (e.g., aviation units) as part of a rotational mechanism.

20. The normal rotation of personnel and COE and provision of periodic supplies will occur in accordance with the COE and personnel reimbursement framework and the signed MOUs.

21. When Letters of Assists are necessary, they should also be signed individually with each TCC for the duration of their deployment.

22. The National Support Element (NSE) Policy will be applied to multinational units and/or rotational mechanisms in the same manner as regular contingents. The NSE numbers and distribution amongst the TCCs forming the unit should be reflected in the MOU.

23. In cases where the UN is required to apply deductions to personnel reimbursement due to absent or non-functional COE, the deduction will be applied to the Member State for the personnel and major equipment stipulated under its individual MOU with the UN.

24. The multinational unit pledged in the PCRS would follow the same process and criteria as all other pledges when undergoing the selection of military units for deployment as described in the Selection of Military Units Standard Operating Procedure (SOP).

25. For **already deployed units**, if TCCs decide to expand the composition of their units to become multinational, the Secretariat must be consulted on the proposed composition and roles of each additional contributing country, in order to ensure the host nation's acceptance of all the participating TCCs, and to make sure there are no other concerns such as human rights, conduct and discipline or historical performance issues that may create a possible liability for the UN. If the multinational unit is authorized by the Secretariat, the procedures listed in above paragraphs will apply.

26. For an already deployed units, the existing MOU and/or Letter of Assist (LOA) with the UN would be revised to reflect any possible changes to the agreements. The National Support Element Policy will be applied in the same way for the multinational unit and/or rotational mechanism. In case there are changes to NSE numbers and distribution amongst the TCCs that integrate unit, it should be also properly mentioned in the adjusted MOU.

E. ROLES AND RESPONSIBILITIES

27. DPO

27.1. Provide support to TCCs when planning and pledging a multinational unit or propose a rotational mechanism in the PCRS.

27.2. Lead the assessment of all the participant TCCs of the multinational unit and/or the rotational mechanism to determine if the pledge can be elevated to PCRS Level 2 or if the new TCC meets standards to join an already deployed unit, including gender participation.

27.3. Lead the pre-deployment visit to all TCCs that integrate a multinational unit and/or a rotational mechanism.

27.4. Verify if all TCCs that integrate multinational unit and/or a rotational mechanism are accepted by the host nation in case of a new deployment or if a new TCC is being added to an already deployed unit.

27.5. Verify if there are no concerns such as human rights, conduct and discipline or historical performance issues with the participant TCCs of the multinational unit and/or the rotational mechanism.

27.6. Authorize, in coordination with DOS, the deployment of the multinational unit and/or the rotational mechanism.

27.7. Suggest to TCC to establish multinational unit and/or a rotational mechanism when there is a mission requirement, and these types of arrangements are considered an adequate solution.

28. DOS

28.1. Coordinate, negotiate and manage the MOU with the Member States that compose a multinational unit and/or the rotational mechanism.

28.2. Act as the point of contact with all Member States for all reimbursement, logistic and financial issues related to the deployment, rotation and repatriation of the multinational unit and/or the rotational mechanism.

28.3. Support DPO in the assessment of all the participant TCCs of the multinational unit and/or members of the rotational mechanism to determine if the pledge can be elevated to PCRS Level 2 or if the new TCC meets standards to join an already deployed unit.

28.4. Support DPO in the execution of pre-deployment visits to TCCs that integrate a multinational unit and/or a rotational mechanism when required.

28.5. Support DPO in assessing field support demand and provide recommendations to TCC on establishing a multinational unit and/or a rotational mechanism when there is a mission requirement. These types of arrangements are considered an adequate solution.

29. Member States

29.1. Contact DPO (OMA/SFGCPC) when planning to make a pledge of a multinational unit and/or the rotational mechanism or change the status of an already unilaterally deployed unit to a multinational unit and/or a rotational mechanism.

29.2. Present to DPO (OMA/FGS or SFGCPC) all necessary documents and the details of the composition and roles of each contributing country integrating the multinational unit and/or rotational mechanism, including gender participation.

29.3. Negotiate and sign MOUs and/or LOA with the UN and strictly adhere to all UN rules and regulations.

29.4. Comply with all relevant verification and control procedures established to ensure the availability, serviceability, and standards of capability deployment, including technical clearance for medical personnel before the deployment and rotation to field missions.

F. TERMS AND DEFINITIONS

30. Peacekeeping capability Readiness System - is the system administered by DPO to register and maintain capability pledges for UN Peacekeeping. It aims to establish a predictable, efficient and dynamic process of interaction between the UNHQ and T/PCCs for ensuring readiness and timely deployment of quality peacekeeping capabilities.

31. Memorandum of Understanding - an agreement between the United Nations and a Member State to establish the administrative, logistics and financial terms and conditions to govern the contribution of personnel, equipment and services provided in

support of a peace operation and to specify United Nations standards of conduct for personnel provided by the Government.

32. Letter of Assist - a letter of assist is a legally binding contractual document between the United Nations and a Government. It provides the appropriate authority for procurement of services on behalf of the United Nations. It also specifies how reimbursement will be made.

G. REFERENCES

G.1 Normative or superior references

- Financial Regulations and Rules of the UN, ST/SGB/2013/4 dated 1 July 2013, and as supplemented/updated.
- Manual on Policies and Procedures concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Mission (currently A/78/87).
- ST/SGB/1999/13 - Secretary-General's Bulletin on the Observance by United Nations Forces of International Humanitarian Law, (6 August 1999).
- ST/SGB/2003/13 - Special Measures for the Protection from Sexual Exploitation and Sexual Abuse.
- United Nations Security Council Resolution 2272 (2016) – Prevention Sexual Exploitation and Abuse (11 March 2016).
- DPKO/DFS/DPA 2017.11 - Policy on Child Protection in United Nations Peace Operations (1 June 2017).
- A/67/775–S/2013/110 - United Nations Human Rights Due Diligence Policy on United Nations Support to non-United Nations Security Forces (5 March 2013).
- OHCHR/DPKO/DPA/DFS 2011.20 - Policy on Human Rights in UN Peacekeeping Operations and Special Political Missions (1 September 2011).
- UN 2012.18 - United Nations Policy on Human Rights Screening of United Nations Personnel (11 December 2012).
- UN Policy on Integrating Human Rights-Based Approach to United Nations efforts to Prevent and Respond to Sexual Exploitation and Abuse (December 2021).
- UN/DPA/DPKO/DFS 2015.10 - Policy on Accountability for Conduct and Discipline in Field Missions (1 August 2015).
- DPO/DOS 2024.06 – Policy on Operational Readiness Preparation (01 April 2024).
- DPO/DOS 2019.23 - Policy on Authority Command and Control in United Nations Peacekeeping Operations (25 October 2019).

DOS/DPO/DPPA 2022.01 - Environmental Policy for Peacekeeping Operations and Field-based Special Political Missions (1 April 2022)

G.2 Related procedures or guidelines

- DPKO/DFS 2017.03 - SOP on Contributing Country Reconnaissance Visits (1 June 2017).
- DPO/DOS 2025.08 - SOP on Planning and Conducting Pre-Deployment and Pre-Rotation Visits (1 May 2025).

- Generic Guidelines for Troop Contributing Countries Deploying Military Units to the UN Peacekeeping Missions dated 2008 or as updated.
- DPKO/DFS 2014.21 - Movement Control Manual (December 2014).
- DOS 2020.24 – United Nations Aviation Manual.
- DPKO/DFS 2013.06 - Surface Transport Management in the Field (February 2014).
- DPO/D0S 2021.05 - United Nations Manual for the Generation and Deployment of Military and Formed Police Units to Peace Operations (May 2021).
- DPO/DOS 2023.10 – Guidelines on the Peacekeeping Capability Readiness System (PCRS), 1 August 2023.
- DOS/DHMOSH 2024.12 Medical Support Manual for United Nations Field Missions (4th Edition).
- DOS/DHMOSH 2023.04 Guidelines on Technical Clearance Review of Medical Personnel for Deployment to UN Field Duty Stations.
- DPO/DOS 2021.02 - Environmental Management Handbook for Military Commanders in UN Peace Operations (March 2024).

H. MONITORING AND COMPLIANCE

The implementation of these Guidelines is monitored by DPO and DOS. All DPO/DOS staff involved in the generation of Multinational Military Units and Rotational Mechanisms for the deployment of military capabilities shall make arrangements to support the implementation of these guidelines.

I. CONTACT

The point of contact for these Guidelines is the Strategic Force Generation and Capability Planning Cell in DPO.

J. HISTORY

This is the first version of these Guidelines. The current version shall be effective from its approval date. The Guidelines shall be reviewed no later than 1 January 2029.

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