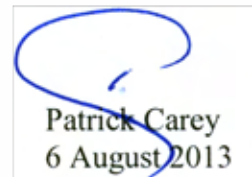


Note to the Chef de Cabinet

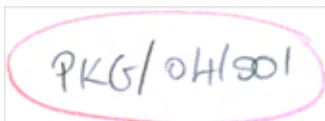
Report of the Secretary-General pursuant to paragraph 7 of General Assembly resolution 67/261 on the report of the Senior Advisory Group on rates of reimbursement to troop contributing countries and related issues, regarding the determination of the operational circumstances and requirements that may demand rotation periods shorter than 12 months

1. Attached note from USG/DPKO and USG/DFS refers. The note proposes approval of a Report of the Secretary-General pursuant to paragraph 7 of GA resolution 67/261 on the report of the Senior Advisory Group.
2. It may be recalled that the General Assembly, in its resolution 67/261, had approved the conclusions and recommendations contained in Chapter IV of the report of the Senior Advisory Group (A/C5/67/10), subject to the provisions contained in the same resolution. While the typical rotation at the expense of the United Nations is to be set at 12 months, the Secretary-General would exercise the discretion accorded to him by the General Assembly to determine exceptions to this standard bearing in mind the considerations set out in paragraph 7 of the draft report.
3. Based on comments received from Member States, it is envisaged that the Secretary-General would apply the criteria in determining the exceptional circumstances whereby there may be a need for a shorter than 12-month rotation cycle at the expense of the United Nations. These have been enunciated in paragraph 7 of the Report and include: demands of the mandate requiring specific operational capability that can only be available or functional for a limited period; High tempo of operations, including the targeting of peacekeepers, that expose troops to high levels of fatigue and risk; High-incidence of illness and casualties; Pro-longed periods of deployment in remote locations, under conditions of isolation and long supply lines, and extreme environmental conditions; Extremely limited life support (e.g. extremely limited medical facilities, lack of infrastructure, lack of hard-walled accommodations); and/or; Other conditions that might arise that would impact on the mission's operational effectiveness and ability to deliver on its mandate.
4. The Report is for information of the General Assembly and it will not take any action on it. The issue of rotation is primarily an operational issue and the criteria outlined in the Report would need to be implemented and operationalized internally.
Recommendation:

3 Based on the foregoing, your approval of Report, on behalf of the Secretary-General is recommended.


Patrick Carey
6 August 2013

13-06997



PKG/03/002

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Report of the Secretary-General pursuant to paragraph 7 of General Assembly resolution 67/261 on the report of the Senior Advisory Group on rates of reimbursement to troop contributing countries and related issues, regarding the determination of the operational circumstances and requirements that may demand rotation periods shorter than 12 months

Introduction

1. By its resolution 67/261, the General Assembly approved the conclusions and recommendations contained in Chapter IV of the report of the Senior Advisory Group (A/C5/67/10), subject to the provisions contained in the same resolution.
2. Recommendation 108(b) of the Senior Advisory Group states that, *"In the interest of both effective peacekeeping and to facilitate this payment¹, the Group further recommends that, from 1 April 2013, the typical rotation period be set at 12 months, except in cases where the Secretary-General determines that operational circumstances and requirements demand otherwise."* With the adoption of General Assembly resolution 67/261, the typical rotation at the expense of the United Nations is set at 12 months. The Secretary-General will exercise the discretion accorded to him by the General Assembly to determine exceptions to this standard bearing in mind the considerations set out in paragraph 7 below.
3. Recalling this recommendation, paragraph 7 of resolution 67/261 requests the Secretary-General to submit to the General Assembly prior to the conclusion of the second resumed part of its sixty-seventh session a report, setting out the criteria by which he would make determinations of the operational circumstances and requirements that may demand rotation periods shorter than 12 months in the future. The General Assembly also requested that the Secretary-General consider comments received from troop- and police-contributing countries and other Member States, including inter alia how to address existing legal impediments. In keeping with this request, a note verbale dated 23 May 2013 was sent from the Secretariat to all Member States seeking comments in order to prepare the report referred to in paragraph 7, section I of General Assembly resolution 67/261. The Secretariat was notified on 30 May 2013 that a number of member states required additional time to offer their comments. As at 25 July 2013, eight countries provided comments.

Overview

4. The determination of the length of deployment to United Nations peacekeeping of contingent personnel and formed police units is the national prerogative of each individual troop or police contributing country. It has been the practice of the United Nations to budget for the rotation of contingents every six months. The rotation of contingent personnel and

¹ A/C5/67/10 Recommendation 108 (a) The Group recommends a continuation of the supplementary payment equal to 6.75 per cent of the base rate of \$1,028 per person per month, from 1 April 2013 to 30 June 2014;

formed police units is conducted either through reimbursement under a letter of assist, through the purchase of commercial air tickets by the United Nations, or by using the United Nations' own air transport arrangements. There has been no established United Nations policy on rotation length defining a "typical" rotation period. Rather, the United Nations has established a financial practice whereby the cost of six-month rotations is financed by the budget of the United Nations mission to which the troops or police are deployed.

5. The decision on the length of deployment is made by each individual contributing country based on its national legislation and/or national practice. Comments received from Member States indicate a number of different factors that determine a contributing country's decision, such as: the need to ensure adequate pre-deployment training, including specialist medical training; the impact of the length of deployment on the health and welfare of troops; the requirements of the national military; and, the need for flexibility in workforce management. Some Member States that currently generate personnel for peacekeeping missions based on a six-month deployment period advise that the change to a 12-month standard rotation would create operational challenges, limit flexibility and serve as an impediment to their continue ability to contribute personnel to UN operations. A number of Member States also commented that a longer rotation period could lead to a decline in individual personnel willing to volunteer to participate, which could in turn have a negative impact on the quality of the personnel deployed.
6. Rotation arrangements are set out in the TCC/PCC guidelines, which are an annex to the memorandum of understanding (MOU) concluded between the troop- or police-contributing country and the United Nations. In addition, operational and logistical aspects are considered when planning the rotation cycles within each mission and with each troop- or police-contributing country to ensure continuity of mission operations.
7. General Assembly resolution 67/261 establishes a typical rotation period of 12 months, whereby the financial practice is being adjusted to cover the costs of rotations every 12-months, except in cases where the Secretary-General determines that operational circumstances and requirements demand otherwise and, as such, would deviate from the typical 12-month financial arrangements for rotation. In exercising this discretion, the primary consideration would be the need to ensure operational effectiveness in the delivery of the mission's mandate and when circumstances on the ground are beyond the usual operational control of the mission. Having taken into account comments received from Member States, the Secretary-General would apply the following criteria in determining the exceptional circumstances whereby there may be a need for a shorter than 12-month rotation cycle at the expense of the United Nations:
 - a. The demands of the mandate require specific operational capability that can only be available or functional for a limited period. For example highly specialized flight crews and mechanics that require

continuous training and in areas of operation that have limited technical support;

- b. High tempo of operations, including the targeting of peacekeepers, that expose troops to high levels of fatigue and risk that has a detrimental impact on the health of contingents;
 - c. High-incidence of illness and casualties;
 - d. Pro-longed periods of deployment in remote locations, under conditions of isolation and long supply lines, and extreme environmental conditions;
 - e. Extremely limited life support (e.g. extremely limited medical facilities, lack of infrastructure, lack of hard-walled accommodations); and/or,
 - f. Other conditions that might arise that would impact on the mission's operational effectiveness and ability to deliver on its mandate
8. Decisions on exceptions to a typical 12-month rotation would be taken on the basis of a review of existing periodic assessment and reporting processes, including technical assessment missions, military capability studies or other mission reviews. A determination that operational circumstances and requirements demand a rotation period other than 12 months financed by the United Nations will be made by the Under-Secretary-General for Peacekeeping Operations, under authority delegated by the Secretary-General and after consultation, as appropriate, with the Special Representative of the Secretary-General/Head of Mission and, through him/her, the Force Commander or Police Commissioner, as appropriate, as well as with the Office of Operations and the Military Advisor or Police Advisor, as appropriate. The decision will be based on and documented with data that is verifiable and transparent. Such data may include mission situation reports, mission reviews, on-site inspections and information contained in notification of casualties (NOTICAS). A troop- or police-contributing country may initiate a request providing the supporting reasons, including data, for the determination of a rotation period of other than 12 months financed by the United Nations.

Legal impediments

9. The Secretariat understands that the legal framework governing the deployment of national troops overseas, including to United Nations field operations, differs from country to country. In accordance with Section I, paragraph 7 of General Assembly resolution 67/261, by note verbale dated 23 May 2013, the Secretariat has also sought the comments of member states on, *inter alia*, how to address existing legal impediments.
10. The comments received from Member States indicate a number of national legal and administrative challenges raised by changing the length of

deployment, including creating an inconsistency with the national regulations on the payment of allowances. In one case, the national legislation governing the deployment of personnel to United Nations operations gives priority to voluntary participation, whereby a 12-month rotation period may lead to a decline in volunteers for peacekeeping that could, in turn, have a negative impact on the countries' ability to contribute troops and police.

Other considerations:

11. The rotation of troops or formed police units for periods other than 12 months will be made under the provisions set out in Section I, paragraphs 4, 5 and 6 of General Assembly resolution 67/261 and against the criteria set out in this report. The duration of deployment would be established in consultation with the concerned troop- or police- contributing country during the force generation process.
13. Section I, paragraph 5 of resolution 67/261 provides that Member States contributing less than 3 per cent of uniformed personnel (as at 31 December 2012) may request a continuation of existing arrangements until 30 June 2015. As of 25 July 2013, 10 eligible countries have requested and been granted this exemption.
14. For operational and budgetary planning purposes and as a general practice, decisions about tours of duty and the duration of deployment need to be made in advance of deployment, to enable adequate planning and budgetary provision on the part of both the United Nations and the troop- or police- contributing country. The timing of rotations also needs to be properly managed to ensure continuity and predictability for the mission to which the troops are deployed, so as to preserve the mission's ability to fulfil its mandate.

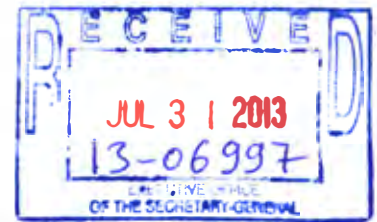
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Note to Ms. Malcorra



Report of the Secretary-General pursuant to paragraph 7 of General Assembly resolution 67/261 on the report of the Senior Advisory Group on rates of reimbursement to troop-contributing countries and related issues, regarding the determination of the operational circumstances and requirements that may demand rotation periods shorter than 12 months

1. By its resolution 67/261, the General Assembly approved the conclusions and recommendations contained in Chapter IV of the report of the Senior Advisory Group (A/C5/67/10), subject to the provisions contained in the same resolution. Recommendation 108(b) of the Senior Advisory Group states that, *"In the interest of both effective peacekeeping and to facilitate this payment¹, the Group further recommends that, from 1 April 2013, the typical rotation period be set at 12 months, except in cases where the Secretary-General determines that operational circumstances and requirements demand otherwise."*
2. Recalling this recommendation, paragraph 7 of resolution 67/261 requests the Secretary-General to submit to the General Assembly prior to the conclusion of the second resumed part of its sixty-seventh session a report, setting out the criteria by which he would make determinations of the operational circumstances and requirements that may demand rotation periods shorter than 12 months in the future. The General Assembly also requested that the Secretary-General consider comments received from troop- and police-contributing countries and other Member States, including inter alia how to address existing legal impediments. In keeping with this request, a note verbale dated 23 May 2013 was sent from the Secretariat to all Member States seeking comments in order to prepare the report referred to in paragraph 7, section I of General Assembly resolution 67/261. The Secretariat was notified on 30 May 2013 that a number of member states required additional time to offer their comments. As at 25 July 2013, eight countries provided comments.
3. Emphasising that the decision on the length of deployment is made by each individual contributing country based on its national legislation and/or national practice, and taking into account comments received from Member States, the report proposes six criteria the Secretary-General would apply in determining the exceptional circumstances whereby there may be a need for a shorter than 12-month rotation cycle at the expense of the United Nations. In exercising this discretion, the primary consideration would be the need to ensure operational effectiveness in the delivery of the mission's mandate and only exceptionally when circumstances on the ground are beyond the usual operational control of the mission.
4. In order to comply with resolution 67/261 and to try to ensure that the rotation issue can be clarified before negotiations in the General Assembly's sixty-eighth session on the other more directly reimbursement related aspects of the SAG recommendations, it is important that the report be submitted before the end of the sixty-seventh session. The report is for the information of the General Assembly and it is not anticipated that it will take any action on the

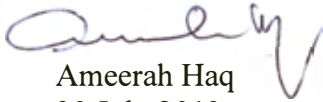
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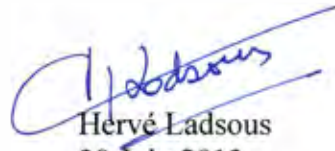
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report.

5. The issue of the rotation period is primarily an operational issue. The criteria outlined in this report will need to be implemented and operationalized internally. A cross-Departmental working group led by OMA, in close collaboration with LSD/MOVCON is developing these internal guidelines. We would be most grateful for the earliest possible review and clearance by the Secretary-General. We stand ready to provide any necessary background or information.



Ameerah Haq
30 July 2013



Hervé Ladsous
30 July 2013

cc: Ms. Van Buerle
Ms. Klugman