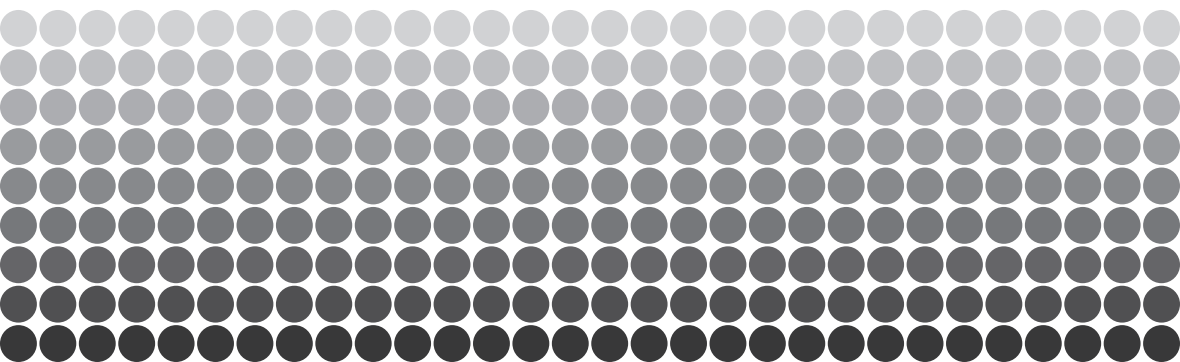**sipri**

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Global and regional trends in peace operations

JAÏR VAN DER LIJN, TIMO SMIT AND XENIA AVEZOV

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Global trends

A total of 57 multilateral peace operations were conducted in 2013, 4 more than in 2012. The continued increase in the number of operations in 2013 suggests that the reversal in 2012 in the downward trend from 2009 to 2011 was structural (see figure 3.1).[1] Nonetheless, 2013 had the fourth lowest number of operations in the period 2004–13.

There were eight new operations in 2013. All of them were in Africa, and seven were in just two countries, Mali and the Central African Republic (CAR). There were four new missions in Mali: the African-led International Support Mission to Mali (AFISMA) led by the Economic Community of West African States (ECOWAS) and the African Union (AU); the French Operation Serval; the European Union (EU) Training Mission Mali (EUTM Mali); and the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). There were three new missions in the CAR: the AU-led International Support Mission to the CAR (MISCA); the French Operation Sangaris; and the UN Integrated Peacebuilding Office in the CAR (BINUCA), an existing mission whose mandate changed in 2013, which meant that it met the criteria of the SIPRI definition of peace operation.[2] The eighth new mission in 2013 was in Somalia: the UN Assistance Mission in Somalia (UNSOM).

Four missions closed during the year: the ad hoc coalition of the International Stabilization Forces (ISF) in Timor-Leste; AFISMA, which was absorbed in MINUSMA; the Communauté Économique des États de l'Afrique Centrale (CEEAC) Mission for the Consolidation of Peace in the CAR (MICOPAX), which was integrated in MISCA; and the EU Integrated Rule of Law Mission for Iraq (EUJUST LEX-Iraq).

Altogether, 201 239 personnel were deployed on peace operations in 2013, a decrease of 14 per cent compared to 2012.[3] Total deployments decreased for the third year in a row and were the fifth-lowest in the period

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[1] The quantitative analysis presented here draws on data collected by SIPRI to examine trends in peace operations in the 10-year period 2004–13. It is limited to operations that meet the SIPRI definition of a peace operation (see section III below). The data presented provides a snapshot of ongoing peace operations in 2013 and is meant to serve as a reference point to enable comparative analysis between 2013 and previous years.

[2] BINUCA's mandate change gives it a bigger role in supporting the peace process and assisting conflict prevention and peacebuilding in the CAR. These efforts now go beyond its previous mandate of good offices and fact-finding.

[3] To avoid double counting, this total does not include personnel deployed on AFISMA and MICOPAX at the time of their closure, in 2013, since they were redeployed on new missions in the same location.
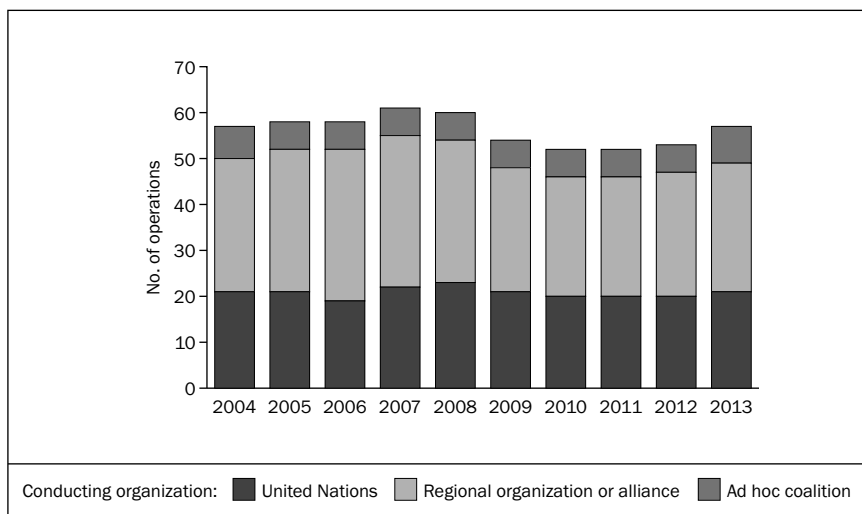
Figure 3.1. Number of multilateral peace operations, by type of conducting organization, 2004–13

2004–13 (see figure 3.2).[4] This marked drop was mainly due to further reductions in the International Security Assistance Force (ISAF) in Afghanistan, which withdrew another 43 923 troops over the course of the year (see below). Nevertheless, with 58 129 troops, ISAF was still by far the largest single mission in 2013, accounting for 29 per cent of total personnel deployed in 2013, down from 44 per cent in 2012 and more than 50 per cent in both 2011 and 2010. In contrast to the trend in total deployments, the number of non-ISAF personnel increased for the second consecutive year, to 143 110 in 2013, a 9 per cent rise since 2012. The increase during 2013 seems to indicate that the declining trend of non-ISAF deployments between 2008 and 2011 has definitely been reversed.

The eight new operations launched in 2013 accounted for 15 771 personnel in total. In addition, several existing missions increased their personnel numbers—most notably the UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) with the deployment of its Force Intervention Brigade (FIB). In addition to ISAF, the operations that reduced their personnel numbers in 2013 included the AU/UN Hybrid Operation in Darfur (UNAMID), the UN Stabilization Mission in Haiti (MINUSTAH), the UN Operation in Côte d'Ivoire (UNOCI) and the UN Mission in Liberia (UNMIL), while the Regional Assistance Mission to Solomon Islands (RAMSI) ended its military component.

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[4] The figures for personnel deployments given here are generally estimates as of 31 Dec. 2013 or the date on which an operation terminated. They do not represent maximum numbers deployed or the total number of personnel deployed during the year.
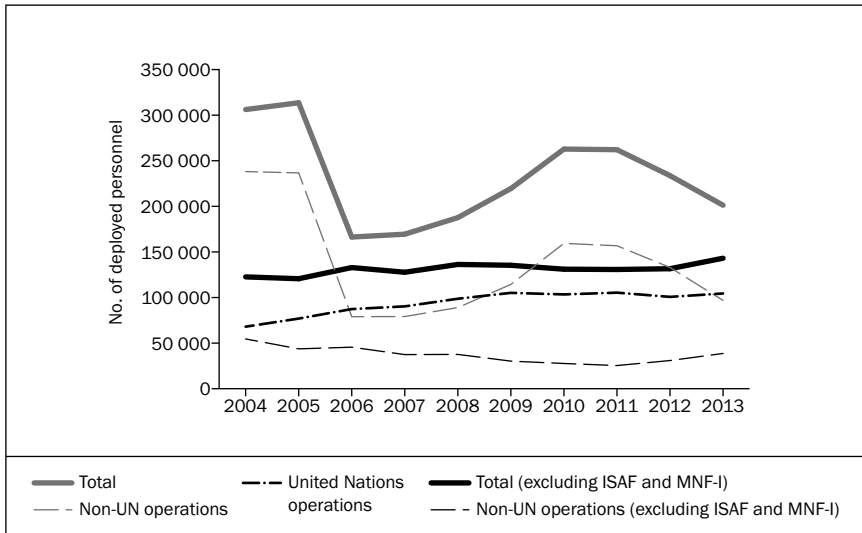
Figure 3.2. Number of personnel deployed to multilateral peace operations, 2004–13

ISAF = International Security Assistance Force; MNF-I = Multinational Force in Iraq.

The United Nations remained the main conducting organization in 2013: including UNAMID, it was responsible for 21 of the 57 peace operations (see figure 3.1).[5] In 2013, for the first time since 2009 (see figure 3.2), the UN also deployed more personnel to peace operations than the North Atlantic Treaty Organization (NATO): it deployed more than half of total personnel (104 451, or 52 per cent). In 2013, 62 891 personnel (31 per cent) were deployed to operations conducted or led by NATO, mainly ISAF.

The 58 129 troops deployed by ISAF in 2013 made it the largest operation for the eighth consecutive year, while the second and third largest missions were MONUSCO (22 186 personnel) and UNAMID (20 504 personnel), respectively. A total of 11 operations deployed more than 5000 personnel: 8 under UN command, 1 led by NATO, 1 AU mission, and 1 led jointly by the AU and ECOWAS (see table 3.2 in section III).

Including ISAF, the largest contributor of troops to multilateral peace operations in 2013 was again the United States. The top 10 troop contributors included only two European countries—France (which returned to the top 10 after a one-year absence, replacing Italy) and the United Kingdom (see figure 3.3). Excluding ISAF, the picture changes: Pakistan becomes the largest contributor, followed by India. Except for France, the top 10 contributors were all South Asian and African countries. Nearly half of all

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[5] UN figures include peace operations led by the UN Department of Peacekeeping Operations, the UN Department of Political Affairs and UNAMID.
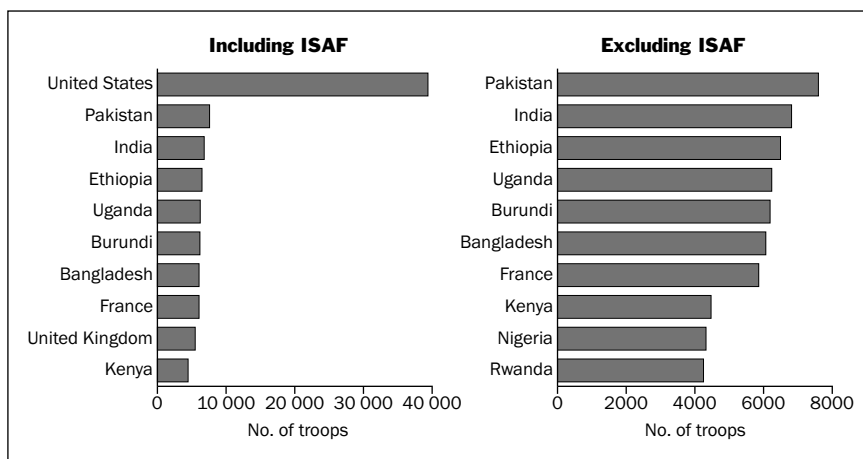
Figure 3.3. The top 10 contributors of troops to multilateral peace operations, 2013

ISAF = International Security Assistance Force.

Figure 3.4. The top 10 contributors of civilian police to multilateral peace operations, 2013

troops deployed on UN missions in 2013 came from countries in the top 10 (excluding ISAF), down from more than two-thirds in 2012. Meanwhile, as in 2012, Burundi, Kenya and Uganda contributed more troops to the AU Mission in Somalia (AMISOM) than they did to UN missions. Three-quarters of the French troops in peace operations were deployed on the French operations Licorne, Sangaris and Serval. The top 10 contributors of civilian police in 2013 were also from South Asia and Africa, along with two Middle Eastern countries (see figure 3.4).

Figure 3.5. Number of multilateral peace operations, by region, 2004–13

Regional developments

Africa

In 2013, as in previous years, the largest concentration of peace operations was in Africa, with 25 operations (see figure 3.5). Moreover, 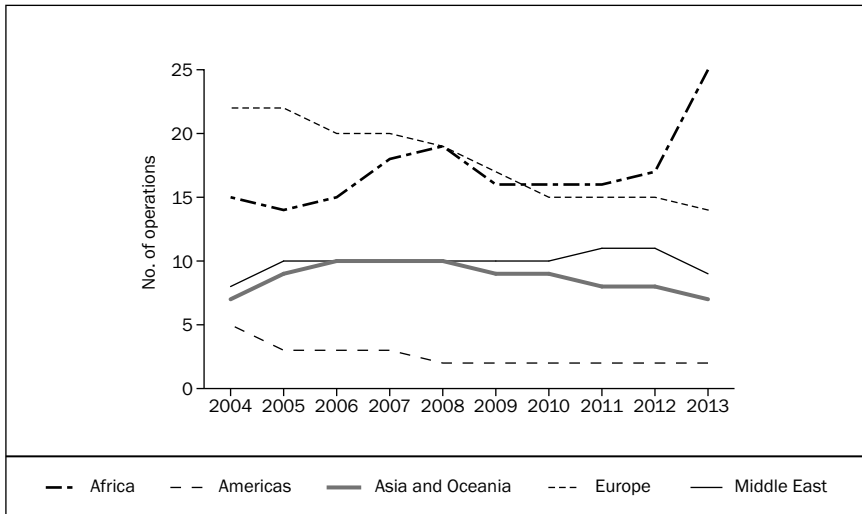although UNAMID, UNOCI and UNMIL all reduced their personnel by between 1000 and 1500, overall deployments in the region increased by more than 14 000 personnel, due to the expansion of MONUSCO and the newly deployed missions. There has been a steady increase of personnel deployed to Africa over the past decade. This, in conjunction with the drawdown of ISAF in Afghanistan, meant that in 2013, for the first time since 2008, Africa hosted the greatest number of personnel, a position previously held by Asia and Oceania (see figure 3.6).

Of the 25 operations deployed in Africa, 12 were under UN command—a significantly smaller proportion than in recent years (see table 3.1). Nonetheless, UN operations continued to account for the clear majority (74 per cent) of all personnel deployed in Africa. About 90 000 of the personnel deployed in Africa were troops.

The Americas

The long-standing operations in the Americas—the Mission to Support the Peace Process in Colombia (MAPP/OEA), led by the Organization of American States (OAS), and the UN Stabilization Mission in Haiti (MINUSTAH)—continued in 2013. The total number of personnel deployed on these operations was 10 per cent lower than in 2012, mainly due to
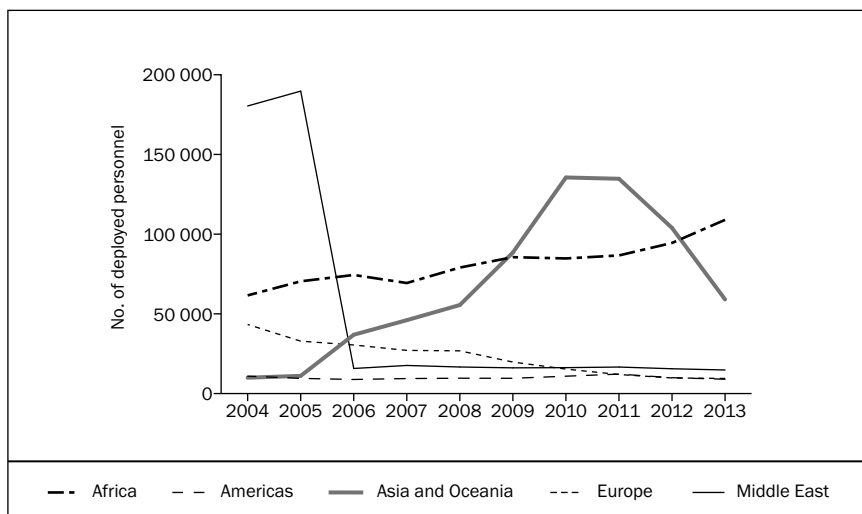
Figure 3.6. Number of personnel deployed to multilateral peace operations, by region, 2004–13

MINUSTAH's continued drawdown following its post-earthquake surge in 2010. As the Haitian security situation remained relatively stable in 2013, the UN Security Council further reduced MINUSTAH's total number of authorized military to 5021 while keeping the authorized number of police personnel at 2601.

In coordination with the UN Country Team, MINUSTAH continued to implement a consolidation plan in which it focused on activities achievable within a reasonable time frame. For this purpose, the Haitian National Police's capacity building—which involved assisting the Haitian Government in addressing gang violence, organized crime, drug trafficking, human trafficking (in particular of children), and sexual violence against women and children—remained a core activity.[6] Nonetheless, MINUSTAH continued to struggle with a lack of trust on the part of the Haitian population.[7]

Asia and Oceania

Seven peace operations were active in Asia and Oceania in 2013, one fewer than in 2012. In total they deployed 44 853 fewer personnel than in 2012. This reduction is primarily the result of the continuing drawdown of ISAF in Afghanistan, by 43 923 personnel. However, ISAF remained by far the largest operation in the region and in the world.

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[6] UN Security Council Resolution 2119, 10 Oct. 2013.
[7] Schneider, M., International Crisis Group (ICG), 'Is it time for MINUSTAH to leave Haiti', Presentation at the Center for Strategic and International Studies, Washington, DC, 25 July 2013, <http://www.crisisgroup.org/en/publication-type/speeches/2013/schneider-is-it-time-for-minustah-to-leave-haiti.aspx>.

Table 3.1. Number of peace operations and personnel deployed, by region and type of organization, 2013

Conducting organization	Africa	Americas	Asia and Oceania	Europe	Middle East	World
Operations	*25*	*2*	*7*	*14*	*9*	*57*
United Nations[a]	12	1	2	2	4	21
Regional organization or alliance	10	1	2	12	3	28
Ad hoc coalition	3	–	3	–	2	8
Personnel	*108 965[b]*	*8 990*	*59 039[c]*	*9 467*	*14 778*	*201 239[b, c]*
United Nations[a]	81 055	8 967	459	1 100	12 870	104 451
Regional organization or alliance	23 360[b]	23	58 421[c]	8 367	105	90 276[b, c]
Ad hoc coalition	4 550	–	159	–	1 803	6 512

[a] United Nations figures include peace operations led by the UN Department of Peacekeeping Operations, the UN Department of Political Affairs and UNAMID.

[b] To avoid double counting, these figures do not include AFISMA (6486 personnel) and MICOPAX (1256 personnel), since personnel deployed on these missions at the time of their closure were redeployed with new missions in the same location.

[c] These figures include ISAF in Afghanistan, which counted 58 129 troops in 2013.

Source: SIPRI Multilateral Peace Operations Database, <http://www.sipri.org/databases/pko>.

In addition to ISAF's continuing transition towards its withdrawal by the end of 2014, two other missions drew down in 2013: ISF in Timor-Leste and RAMSI in Solomon Islands. ISF's last personnel withdrew in March, while some regional military and civilian personnel continued to assist the government and armed forces of Timor-Leste on a bilateral basis. Following RAMSI's military drawdown and the transfer of its capacity-building activities to regional bilateral programmes, the mission only consisted of civilian police personnel.[8]

Europe

There were 14 peace operations active in Europe in 2013, one fewer than in 2012, while the total number of personnel deployed to missions in the region declined modestly. The decrease was largely due to a further fall in troops deployed in the NATO-led Kosovo Force (KFOR).

The Middle East

In 2013 there were nine operations deployed in the Middle East, two fewer than in 2012. The total number of personnel deployed in the region

[8] Regional Assistance Mission to Solomon Islands (RAMSI), Office of the Special Coordinator, 'RAMSI's achievements: 2003–2013', July 2013, <http://www.ramsi.org/Media/docs/Background-Briefing-for-Pacific-Islands-Forum-bd5f3eb9-163e-4b3b-848f-65ad589360a3-0.pdf>.

remained relatively unchanged: while the UN Disengagement Observer Force (UNDOF) increased its personnel by 233, the UN Interim Force in Lebanon (UNIFIL) reduced its numbers by 615. Both missions appeared to be threatened by spillover from the Syrian conflict. However, despite increasing tensions within Lebanon and along the Lebanon–Syria border, the Blue Line and the area of operations of UNIFIL remained calm.[9]

UNDOF was established in 1974 to maintain an area of limitation and separation of Israeli and Syrian forces in the Golan Heights. As in 2012, UNDOF's operations were hindered in 2013 by the military activity of both the Syrian Government and opposition forces in the area of separation. In addition to jeopardizing the ceasefire between the countries, the security of UNDOF personnel was also at stake. In a number of incidents in March and May, observers were taken hostage by Syrian opposition forces. In June intense fighting and an attack on UNDOF positions caused the injury of two peacekeepers, leading Austria, considered the backbone of the operation, to withdraw its forces. Croatia and Japan had already withdrawn from the mission and other countries—including the other main contributor to the mission, the Philippines—threatened to withdraw as well. Russia, a perceived ally of the Syrian Government, is barred from participating in UNDOF since it is a permanent member of the UN Security Council, but it nevertheless made an offer to replace the Austrian forces. This offer was rejected by the UN.[10] Despite the turmoil, the UN Security Council decided to renew the mandate of the mission, calling for sufficient capacity to fulfil this mandate in a safe manner.[11] Fiji, Ireland and Nepal committed replacement troops.[12] Nonetheless, significant military confrontations in the area of separation, as well as attacks on and detention of UNDOF personnel, continued.[13]

The drawdown of the International Security Assistance Force

In June 2013, in its fifth and final transition phase, ISAF handed over its last security responsibilities to the Afghan national security forces, which assumed the lead on security matters nationwide. Nevertheless, many problems persisted in Afghanistan, including links between the drugs trade

[9] United Nations, Security Council, Statement by the President of the Security Council, S/PRST/2013/9, 10 July 2013.
[10] Yoon, S. and Alexander, C., 'Russia offers to replace Austria as UN Golan peacekeepers', Bloomberg News, 8 June 2013, <http://www.bloomberg.com/news/2013-06-08/russia-offers-to-replace-austria-as-un-golan-peacekeepers.html>; and Lynch, C., 'Is the UN peacekeeping mission in the Golan Heights collapsing?', *Foreign Policy*, 7 June 2013, <http://blog.foreignpolicy.com/posts/2013/06/07/is_the_un_peacekeeping_mission_in_the_golan_heights_collapsing>.
[11] UN Security Council Resolution 2108, 27 June 2013.
[12] Burke, E., 'Irish troops need backing and clarity in UNDOF role', *Irish Times*, 5 Aug. 2013.
[13] UN Security Council Resolution 2131, 18 Dec. 2013.

and the activities of armed groups.[14] Opium cultivation, production, trafficking and consumption continued to harm security, development and governance in Afghanistan. The UN Security Council therefore emphasized the role of the UN Office on Drugs and Crime (UNODC) and strove for a 'one UN' approach in which its funds, agencies and programmes would operate through the UN Country Teams mechanism.[15]

The UN stated its long-term commitment to Afghanistan over the so-called transformation decade (2015–24). Nevertheless, uncertainty remained about what would happen following ISAF's withdrawal at the end of 2014. Under the Tokyo Mutual Accountability Framework, further bilateral development assistance and capacity building is dependent on, among other things, accountable and transparent governance.[16] However, corruption in Afghanistan remained endemic.[17] Moreover, although NATO repeatedly stated that it would continue to commit to Afghanistan through the deployment of a training, advisory and assistance mission, the USA was only willing to deploy its forces on the basis of a Bilateral Security Agreement. A draft text was agreed in November 2013, but Afghan President Hamid Karzai delayed signing the document.[18] Consequently, being dependent on the USA, most NATO allies did not announce the size of their post-2014 contributions either.[19] In January 2014, in the absence of an agreement with President Karzai, and with less and less time to plan the follow-up mission, the US administration announced that the so-called zero-option—that is, the option to deploy no US forces in Afghanistan after 2014—although initially not taken seriously, was becoming increasingly realistic.[20]

[14] UN Security Council Resolution 2120, 10 Oct. 2013.

[15] UN Security Council Resolution 2096, 19 Mar. 2013.

[16] See e.g. van der Lijn, J., 'Development assistance in Afghanistan after 2014: from the military exit strategy to a civilian entry strategy', SIPRI Insights on Peace and Security no. 2013/4, Oct. 2013, <http://books.sipri.org/product_info?c_product_id=465>.

[17] UN Security Council Resolution 2096 (note 15).

[18] Security and defense cooperation agreement between the United States of America and the Islamic Republic of Afghanistan, Pre-decisional document, Nov. 2013, <http://mfa.gov.af/en/news/bsa>. On implications of the agreement and withdrawal on US military spending see chapter 4, section II, in this volume.

[19] Croft, A. and Siebold, S., 'Security pact delay hampers NATO plans for post-2014 Afghanistan', Reuters, 23 Oct. 2013.

[20] Jha, L. K., 'White House wants BSA signed in weeks', Pajhwok Afghan News, 7 Jan. 2014, <http://www.pajhwok.com/en/2014/01/07/white-house-wants-bsa-signed-weeks>.