

I. Global trends in peace operations

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Multilateral peace operations in 2015

Various multilateral actors—the United Nations, regional organizations and alliances, and ad hoc coalitions of states—conducted 61 multilateral peace operations in 2015.¹ The number of peace operations decreased by two compared to 2014, as the four new missions in 2015 did not compensate for the six that terminated in 2014. The decrease, albeit slight, was the first since 2010 and reversed the upward trend in mission deployments of the previous three years. Nonetheless, the number of peace operations was still above average compared to other years in the 2006–15 period (see figure 7.1).

New peace operations and mission closures

Four peace operations began in 2015. The Resolute Support Mission (RSM), led by the North Atlantic Treaty Organization (NATO), replaced the International Security Assistance Force (ISAF) in Afghanistan at the start of the year. The European Union (EU) carried out two new peace operations in Mali and the Central African Republic (CAR) in the framework of its Common Security and Defence Policy (CSDP). The EU CSDP Mission in Mali (EUCAP Sahel Mali) was formally launched on 15 January, and the EU Military Advisory Mission in the CAR (EUMAM RCA) replaced the EU Military Operation in the CAR (EUFOR RCA) on 15 March. Finally, the Ceasefire and Transitional Security Arrangements Monitoring Mechanism (CTSAMM) succeeded the Monitoring and Verification Mechanism (MVM) in South Sudan in December. Notably, 2015 was the first year since 2009 that the UN did not establish a new peace operation.

Three operations terminated during the year (but are still included in the total for 2015). France officially ended its Operation Licorne in Côte d'Ivoire on 21 January. As noted above, the mandate of EUFOR RCA ended on 15 March. It handed over its tasks of securing the international airport and certain districts in Bangui to the UN Multidimensional Integrated Stabilization Mission in the CAR (MINUSCA). Finally, the MVM in South Sudan, led

¹ The quantitative analysis draws on data collected by SIPRI to examine trends in peace operations. By definition, a peace operation must have the stated intention of: (a) serving as an instrument to facilitate the implementation of peace agreements already in place; (b) supporting a peace process; or (c) assisting conflict prevention or peacebuilding efforts. Good offices, fact-finding or electoral assistance missions, and missions comprising non-resident individuals or teams of negotiators are not included. Unilateral operations are included only when they are authorized by a UN Security Council resolution to provide support to another peace operation (see section V). All data is reviewed on a continual basis and adjusted when more accurate information becomes available. Therefore, the statistics in this chapter may not always fully correspond with previous editions of the SIPRI Yearbook or the data in SIPRI's Multilateral Peace Operations Database.

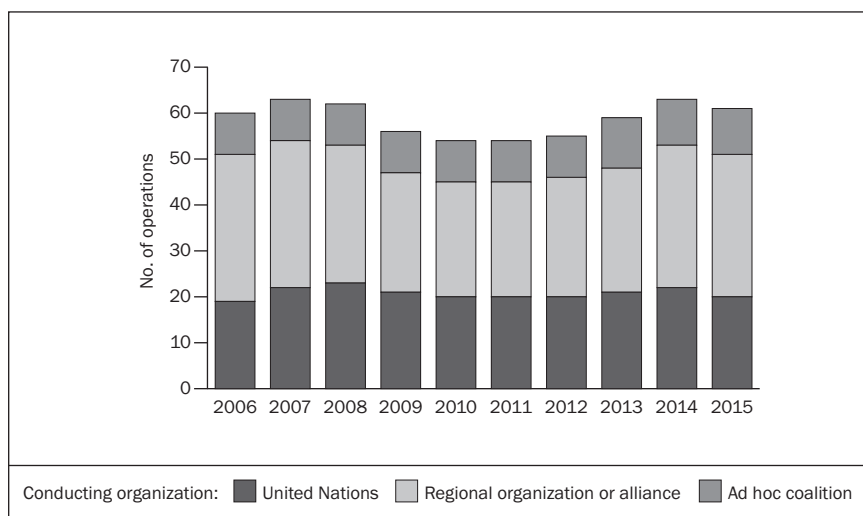


Figure 7.1. Number of multilateral peace operations, by type of conducting organization, 2006–15

by the Intergovernmental Authority on Development (IGAD), transitioned into the CTSAMM in December 2015. Although the CTSAMM is in many ways a continuation of the MVM and maintains a similar structure, it no longer reports to IGAD but to a new body that was created to oversee the implementation of the August 2015 peace agreement on South Sudan (of which IGAD is a member among many other actors).

With four new peace operations and three mission closures, 2015 was a relatively calm year. In comparison, there were eight new missions in 2014, while six were brought to an end. The four missions launched in 2015 are described in more detail in section II.

Mission areas

The 61 multilateral peace operations that were active in 2015 were spread over 33 countries, 1 less country than in 2014.² There were no deployments to new mission areas. All the new missions were deployed to countries that were already hosting one or more ongoing peace operations. The only change in 2015 compared to the previous year was in Sierra Leone. The UN Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) concluded its mandate in 2014. More than half of all missions (33 of the 61) were located alongside two or more other peace operations in the same country. The countries that hosted three or more concurrent peace operations in 2015

² Israel/Palestine (including the Golan Heights), India/Pakistan (Kashmir) and South Sudan/Abyei are each treated as a single country/mission area.

were: Afghanistan, Bosnia and Herzegovina, the CAR, Israel/Palestine, Kosovo, Mali, South Sudan/Abyei and Ukraine (see section V).

The deployment of several peace operations alongside each other in complex constellations seems almost to have become standard practice in recent years, as different actors have deployed separate operations to the same places, either at the same time or in sequence. This trend has been particularly obvious in Mali and the CAR. Indeed, EUCAP Sahel Mali and EUMAM RCA were the sixth and eighth peace operations to have been established in Mali and the CAR respectively since 2013. These 14 missions were conducted by six separate actors.³

Largest peace operations in 2015

Although Africa is not host to the most armed conflicts or to the most violent ones, the five largest peace operations in 2015 were located in Africa.⁴ The African Union Mission in Somalia (AMISOM) was the largest, with 22 126 personnel. This was the first time that AMISOM—or any mission led by the African Union (AU)—was the largest peace operation. The UN Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) dropped one place to become the second largest mission, with 19 543 personnel. The AU/UN Hybrid Operation in Darfur (UNAMID) maintained its position as the third largest peace operation, with 18 518 personnel. The UN Mission in South Sudan (UNMISS) and the UN Multidimensional Integrated Stabilization Mission in the CAR (MINUSCA) completed the top five, with 13 822 and 12 879 personnel respectively. The RSM, the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the UN Interim Force in Lebanon (UNIFIL) also deployed more than 10 000 personnel in 2015 (see section V).

The number of personnel deployed in peace operations

The 61 missions active in 2015 together deployed 162 703 personnel.⁵ The total number of personnel deployed in peace operations in 2015 was only

³ The six actors were: the African Union (AU), the Economic Communities of Central and West African States (ECCAS and ECOWAS), the European Union (EU), the United Nations and France (in support of African-led and UN operations).

⁴ See also chapter 6, sections II and V, in this volume.

⁵ Figures on aggregate personnel are based on data as of 31 Dec. or, for missions that ended during the year, the date on which the mission terminated. The data on peace operation personnel provides a snapshot of the number of personnel in peace operations that were active in 2015 and is meant to serve as a reference point to enable comparative analysis between 2015 and previous years. The figures do not represent maximum or average numbers deployed, or the total number of personnel deployed during the year. Personnel figures exclude locally recruited staff, UN volunteers and subcontractors.

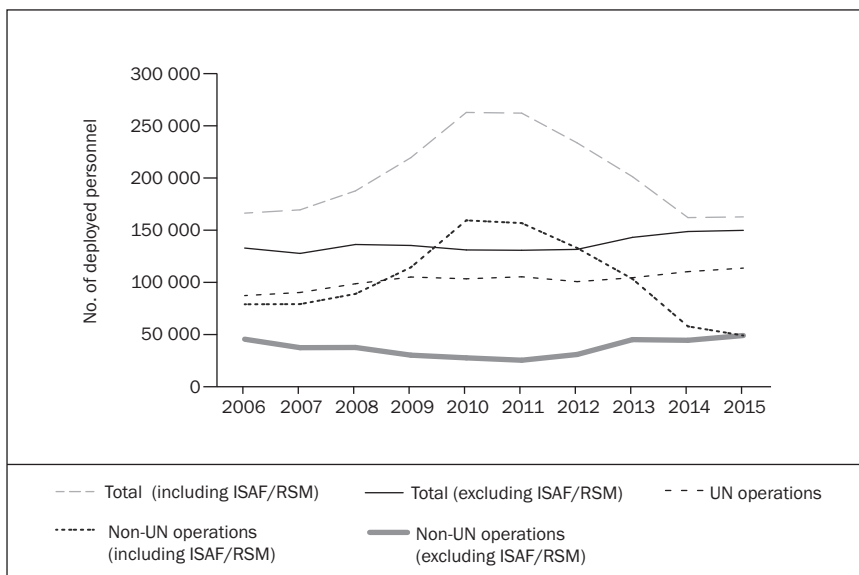


Figure 7.2. Number of personnel deployed in multilateral peace operations, 2006–15

ISAF = International Security Assistance Force; RSM = NATO Resolute Support Mission.

slightly higher than in previous year, when 63 peace operations deployed 162 052 people.

Changes in personnel deployments in 2015

The differences in the total number of personnel deployed in peace operations from year to year are the result of mission launches, mission closures and changes in ongoing missions. Peace operations terminating during the year do not necessarily have an immediate effect on the aggregate figures, as their personnel are still included in the total count for that year. They will, however, affect the total in the subsequent year. Nonetheless, as missions usually commence withdrawal well before their mandates end, personnel decreases within these missions during their final year can still be significant.

The launch of four new missions in 2015 had little effect on the aggregate number of personnel. The two new EU missions together deployed no more than 140 personnel. Meanwhile, the transition from ISAF to the RSM had little impact because the RSM maintained a strength similar to that of ISAF at the end of 2014, when the majority of NATO forces had already withdrawn from Afghanistan. Although the CTSAMM is supposed to become an expanded version of the MVM, by the end of 2015 it had only just started and had therefore not yet been enhanced. Of the missions that terminated

in 2014, only France's Operation Serval in Mali and the African-led International Support Mission to the CAR (Mission Internationale de Soutien à la Centrafrique sous Conduite Africaine, MISCA) fielded a substantial number of personnel (1600 and 6080 respectively). However, the end of MISCA had no significant impact on the number of personnel in 2015 as most of its personnel were incorporated into MINUSCA.⁶

Several missions either increased or reduced significantly in strength during 2015. France not only ended Operation Licorne, but also withdrew 900 troops from Operation Sangaris to reinforce its 3500-strong counterterrorism operation, Operation Barkhane in the Sahel.⁷ Although these French forces based in Mali and forward-deployed in Côte d'Ivoire remain authorized by the UN Security Council to support the UN peacekeeping operations in those countries when necessary and on request, they are no longer counted as peace operation personnel due to the change in character of the operation.

EUFOR RCA withdrew 432 troops from the CAR before pulling out its remaining 313 forces after the end of its mandate. Meanwhile, the Organization for Security and Co-operation in Europe (OSCE) expanded the Special Monitoring Mission (SMM) in Ukraine by an additional 315 personnel. However, the largest personnel changes occurred within UN peacekeeping operations. The net effect of these changes was that the UN deployed 3336 more personnel in 2015 than in the previous year. Due to this increase (see below) the total number of personnel deployed in all multilateral peace operations was still slightly higher in 2015 than in 2014.

Trends in personnel deployments

The slight increase in total personnel deployments in 2015 is a clear break with the trend of the past few years, halting the fall that began in 2012 due to the drawdown of ISAF. The number of personnel in all missions combined is back at approximately the same level as in 2006. In the intermediate period overall personnel deployments increased to more than 260 000 in 2010 and 2011. These dramatic changes resulted almost entirely from developments within ISAF, which was by far the largest operation in the world between mid 2006 and late 2014 (see figure 7.2).

Given ISAF's major impact on the figures for the years 2006–13, and because it is debated whether it qualifies as a peace operation, it is useful to examine trends in the number of personnel deployed in all missions excluding ISAF. ISAF's follow-up mission, the RSM, is also excluded from

⁶ Operation Serval was incorporated into the new French regional counterterrorism operation, Barkhane. Unlike Serval, Operation Barkhane does not qualify as a peace operation.

⁷ France has announced that Operation Sangaris will end after the elections in the CAR in early 2016.

the analysis to prevent what would seem to be a sudden major increase in personnel from 2014 to 2015, while in fact the number of NATO forces in Afghanistan hardly changed following the transition from ISAF to the RSM.

Indeed, excluding the NATO forces in Afghanistan in the period 2006–15 reveals a notably different trend. The number of personnel in peace operations (excluding ISAF and the RSM) increased for the fourth consecutive year in 2015. In 2014 all peace operations excluding ISAF deployed 148 716 personnel, which was unprecedented at the time. In 2015 the number of personnel in all missions, excluding the RSM, deployed 149 798 personnel. This is not only a new record, but also nearly 20 000 more than in 2006. In other words, this trend of ever-increasing numbers of personnel in all other operations continued in 2015, albeit at a slower rate. This development was driven first and foremost by the continual growth in the number of personnel deployed in UN peace operations (see figure 7.2).

Whether this trend will continue remains to be seen. Several major peace operations are expected to downscale and possibly terminate in the near future. UN peacekeeping operations in Côte d'Ivoire, Haiti and Liberia are already in the process of withdrawing, while exit strategies are currently being discussed for the large UN missions in Darfur and the Democratic Republic of the Congo (DRC). Although the future of NATO's involvement in Afghanistan remains uncertain and initial plans for downscaling during 2015 were postponed, current plans still foresee a major reduction in RSM personnel by the end of 2016. Meanwhile, the large ongoing missions in the CAR, Mali, Somalia and South Sudan have either achieved or are approximating their authorized strength. This means that they may not build up much further in strength as they have done in previous years. Whether personnel deployments will fall or continue to grow in the coming years is therefore likely to depend on whether major new peace operations are established for the ongoing conflicts in Burundi, Libya, Syria, Ukraine and Yemen.

Organizations conducting peace operations

The UN remained the principal actor in 2015. It was responsible for roughly one-third of all peace operations (20 of the 61) and more than two-thirds of all personnel (113 660 out of 162 703).⁸ The number of personnel deployed in UN peace operations increased for the third year in a row—the UN deployed 3336 more personnel in 2015 than in 2014 (see figure 7.2). As the UN did not establish any new missions during the year, this increase reflects the net outcome of changes within ongoing UN operations. Four UN missions were bolstered by significant additional deployments: MINUSCA by 3938,

⁸ These operations included UNAMID and special political missions.

MINUSMA by 2235, UNAMID by 1682 and UNMISS by 1571.⁹ Four other UN missions were significantly reduced: MONUSCO by 2382, the UN Stabilization Mission in Haiti (MINUSTAH) by 2376, the UN Mission in Liberia (UNMIL) by 1144 and the UN Operation in Côte d'Ivoire (UNOCI) by 1042.

The AU retained its position as the second largest contributor of personnel to multilateral peace operations. It deployed 22 141 personnel in three missions, compared to 27 368 in four missions in 2014. Almost all the AU personnel were part of AMISOM. The other two missions were small political missions in Mali and the CAR. The AU authorized two new missions to Burundi during 2015—a group of human rights observers and military experts, and a protection and preventive force—but neither of them came into effect before the end of the year. The few AU observers that did deploy to Burundi could not initiate their mandate because the AU and the Burundian Government failed to agree on the terms of their mission (see section II).

NATO conducted two peace operations in 2015—the Kosovo Force (KFOR) and the RSM—deploying 17 514 personnel. The RSM, which succeeded ISAF, was initially supposed to reduce its force and geographical footprint in Afghanistan towards the end of the year. However, the mission was kept at its original strength and in regional bases throughout the year, mainly because the United States Government postponed its scheduled withdrawal in the light of the deteriorating security situation in Afghanistan. As was the case with ISAF, the USA is the lead nation and principal contributor to the RSM.

The EU conducted 14 peace operations, 1 more than in 2014.¹⁰ The total number of personnel in these missions was 3231, compared to 3579 in the year before. The two largest EU-led peace operations were its two long-running missions in Bosnia and Herzegovina and in Kosovo: the EU Military Operation in Bosnia and Herzegovina (EUFOR Althea) and the EU Rule of Law Mission in Kosovo (EULEX Kosovo). Together they account for nearly half of all personnel in EU peace operations (47 per cent). Although the EU deployed most of its personnel in its European neighbourhood, it conducted most of its peace operations outside Europe. The EU conducted seven peace operations in Africa, two in the Middle East (Israel/Palestine) and one in Afghanistan. The deployment of a third CSDP mission in the Sahel region reflects the increasing importance the EU attaches to stability and resilience in its extended southern neighbourhood. The EU deployed 655 personnel in

⁹ Whereas the increases in UN personnel in the CAR, Mali and South Sudan were part of a longer build-up process, UNAMID recovered from a sharp decrease in personnel during 2014, albeit not fully.

¹⁰ Not all EU CSDP missions qualify as peace operations. E.g. this chapter does not cover the naval operation established by the EU in 2015 to counter human trafficking across the Mediterranean Sea (the EU Military Operation in the Southern Central Mediterranean, or EUNAVFOR MED). This operation is discussed in detail in chapter 11, section III, of this volume.

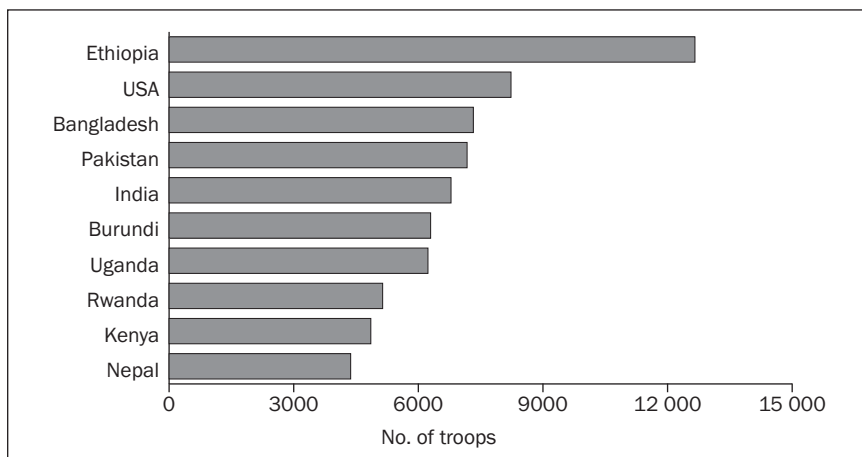


Figure 7.3. The top 10 contributors of troops to multilateral peace operations, 2015

its missions in Mali and Niger—a fifth of all EU personnel in peace operations in 2015.

The OSCE conducted nine peace operations, the same number as in the previous year. Together, these missions comprised 1005 personnel. The expansion of the OSCE SMM in Ukraine, from 423 to 738 personnel, was the only notable change in 2015. The SMM is the largest mission that the OSCE has conducted since the Kosovo Verification Mission (KVM) of 1998–99, and has nearly three times as many personnel as all the other ongoing OSCE missions combined.

The Economic Community of West African States (ECOWAS), the Organization of American States (OAS) and the IGAD each conducted one peace operation in 2015. The remaining 10 peace operations were conducted by ad hoc non-standing coalitions of states. These 13 missions together accounted for 5152 personnel.

Troop and police contributions

Ethiopia was the largest troop contributor to multilateral peace operations for the second year in a row. By the end of 2015 Ethiopia deployed 12 659 military personnel in AMISOM and various UN peacekeeping operations (see figure 7.3). Ethiopia further strengthened its position as the main troop contributor in 2015 by deploying additional units to AMISOM and the UN Interim Security Force for Abyei (UNISFA). It is notable that Ethiopia deployed all but a few of its troops in peace operations in its neighbouring countries of Somalia, South Sudan and Sudan.

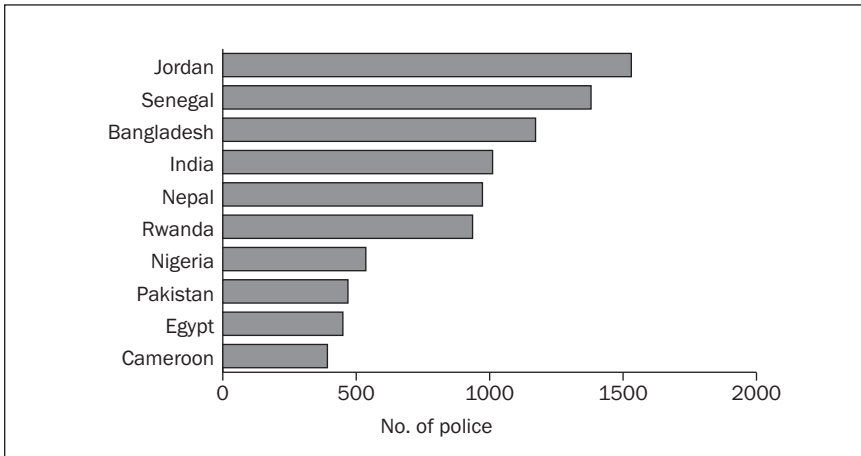


Figure 7.4. The top 10 contributors of police to multilateral peace operations, 2015

The USA was the second largest contributor of troops to peace operations in 2015 with 8231 military personnel. It had been the largest troop contributor between 2006 and 2013, but dropped to fifth place in 2014 as a result of the drawdown of ISAF over the course of that year. The high position of the USA in 2015 is due to its increased number of troops in Afghanistan (ISAF/RSM) compared to the end of 2014, but it also makes sizable contributions to the Multinational Force and Observers (MFO) in the Sinai Peninsula and KFOR. (It contributed only 41 military personnel to UN peace operations in 2015.) The other countries in the top 10 of troop contributors to multilateral peace operations are all African or South Asian states (see Figure 7.3).

Jordan consolidated its position as the largest police contributor to multilateral peace operations in 2015. It contributed 1531 police to various UN peace operations. Senegal was the second largest, contributing 1380 police personnel. Bangladesh dropped one position compared to 2014, contributing 1172 police personnel. Bangladesh had been the largest police contributor in 2013 (see figure 7.4).