

SECRETARIAT

OPERATIONAL ENGAGEMENT PREMIUM

Secretariat Issue Paper # 15 - Mandated Study

1. ISSUE PAPER THEME: Major Equipment

2. SUMMARY / BACKGROUND / PREVIOUS HISTORY

The COE Working Group reviews the rates of reimbursement to troop and police contributing countries for various categories of contingent owned equipment, related policies and standards, and to update the COE Manual, ensuring the system reflects the evolving operational environmental realities in the missions. This issue paper addresses disparities in Major Equipment (ME) use across peacekeeping units by proposing an **Operational Engagement Premium (OEP)** in addition to existing mission **factors to be applied only in exceptional cases**.

The concept of an operational engagement factor has been evolving over several COE Working Groups. The 2017 COE Working Group requested, in its report A/C.5/71/20, the Secretariat to present a revised methodology for calculation of mission factors that addresses the confusion in the intensified operational factor, which at that time, includes more logistics than operational sub-elements. In 2020, the former intensified operational factor shifted focus to logistics and road condition as endorsed by the 2020 COE WG in its report A/74/689. The premium for intensified operations presented to the WG didn't reach consensus and the Member States requested a new study with options for implementation mechanisms for a new factor reflecting the wear and tear of equipment related to the level of activity in the mission area.

The current OEP proposal is **mandated by the 2023 COE WG**, and it further expands the study subject of the Secretariat Issue Paper #11 (2023 COE WG), which aimed to assess the feasibility of formalizing an Operational Engagement Factor (OEF). The OEP was intended to capture higher-than-normal operational engagement activities and the resulting increase in the usage of major equipment.

This issue paper presents the OEP framework proposed for consideration by the 2026 COE Working Group. It aims to provide a balanced and fair compensation mechanism for T/PCCs. The study was conducted in two phases over a period of approximately 02 years from 01 July 2023 – 30 June 2025.

3. DETAILED PROPOSAL

The Operational Engagement Premium is proposed to compensate TPCCs using their equipment above the normal to support the mission mandate

Operational Engagement Premium (OEP). This premium is designed to provide compensation to TPCCs operating above the normal causing additional wear and tear in their major equipment. The OEP aims to encourage continued contributions to peacekeeping efforts while simultaneously promoting the sustainability and efficiency of their operational capacities. The OEP is mandated by the COE 2023 WG.

Unit Performance Ratio (UPR) Methodology

Shift from Baseline: The Study group initially worked to establish baseline conditions of operational engagement of various units. However, this approach was deemed impractical due to several factors. The main reason for the inability to establish a generic baseline is due to the fact that the various units in missions are not identical and therefore incomparable against a set baseline. This would ultimately result in an unfair comparison. Furthermore, unlike United Nations Owned Equipment (UNOE), usage of Contingent Owned Equipment (COE) lacks tracking

mechanism, making it difficult to obtain uniform and credible data on ME usage and resultant spike in consumption of Fuel, Oil, lubricants and spare.

Unit Performance Ratio (UPR) Explanation: the study group proposes the Unit Performance Ratio (UPR) methodology. This methodology focuses on analysing operational engagement data to assess the average number of personnel and equipment actively engaged in operational activities as a function of the total personnel strength. The UPR considers four primary domains:

- Percentage of personnel on base on duty (BD)
- Percentage of personnel off-base engaged in operational activities (OP)
- Percentage of personnel on base off duty (BR)
- Percentage of personnel on leave (LH)

It's important to note that unit performance is not measured in comparison to other units but in comparison to the unit's own capacities and the level of performance it should be able to meet and sustain. The UPR aims to identify instances where the performance of the unit consistently exceeds that level.

Unit Performance Ratio and major equipment usage: The fundamental principle behind UPR is that an increase in operational activities, beyond what could be considered normal for that specific unit, leads to a proportional increase in the usage of major equipment. By collecting data on daily operations and manpower utilization, the UPR provides a measurable metric for assessing the level of operational engagement and its corresponding impact on ME.

Unit Performance Ratio Implementation and Data Analysis

Application and Approval Process: Units can initiate the Operational Engagement Premium application process by tracking and reporting incremental changes in their operational engagement data over the preceding quarter. The application process relies on data collected over three months (one quarter), including daily operations data and UPR metrics. This data includes manpower exploitation, equipment usage, and manpower utilization across various activities.

Mission Data Findings: Data analysis from UNMISS and MINUSCA reveals trends indicating higher operational tempo in specific sectors, demonstrating a greater commitment of manpower and major equipment. While some sectors may experience less activity, the dynamic and unpredictable security environment necessitates maintaining a certain level of operational tempo threshold.

Intensified Operations: It refers to operations when, on average, more than 30 per cent of the unit's strength is out on operations in a reporting quarter.

Addressing Constraints: The methodology was designed to minimize additional burdens on units and utilizes readily available data sources, such as Daily Situation Reports (DSR). The collected data is verifiable at the endorsing headquarters, ensuring accountability and accuracy.

Recommendation

Based on the analysis of data collected from UNMISS and MINUSCA, attached as an annex to this paper, only a few units exceed 30 per cent in their operational ratio. It is recommended that units with an operational ratio of 30 per cent or higher be eligible to apply for an operational engagement premium, with the final decision to grant the premium will be made by the COE MOU Management Review Board (CMMRB) after clearance by the force commander or police commissioner as applicable.

If the Operational Engagement Premium is approved by the 2026 COE WG, an implementation Guidelines to field missions shall be drafted by the Secretariat. The guidelines must include details about eligibility, approval and awarding process.

Enclosures – Operational Engagement Premium (OEP) Study

4. FINANCIAL IMPLICATIONS

The financial implications will depend on the operational tempo in the field missions and the number of cases that

would be recommended by the mission CMMRB. However, an estimate calculated for an Infantry Battalion and an Engineering Company is as follows:

a. Infantry Battalion:

The total MOU quarterly cost of the Infantry Battalion (750) considered for this estimate is USD 937, 524.75. Based on engagement in intensified operations for a period of over 90 days. An estimate based on the engagement of 80 percent of the combat vehicles and armament, and 50 percent of support vehicles, deployable tents, logistics equipment, would result in a premium estimated at around USD **26, 689.02**.

b. Engineering Company:

The total MOU quarterly cost of the engineering company (273) considered for this estimate is USD 894, 034.29. Based on engagement in intensified operations for a period of over 90 days. An estimate calculated based on the engagement of 80 percent of the engineering vehicles and engineering equipment, and 50 percent of support vehicles, deployable tents and logistics equipment, would result in a premium estimated at around USD **23, 877.97**.

5. PROPOSED 2026 COE MANUAL TEXT

Add a new para 30 in Chapter 2, Annex A, Definitions, p. 15 and revise the subsequent para numbering.

30. Operational Engagement Premium: A quarterly incentive provided to military and police units that have been operating at an intensified operational tempo, where on average, more than 30 per cent of the unit's strength is out on operations in a reporting quarter, as certified by the United Nations. The premium is equal to five (5) per cent of the quarterly reimbursement for serviceable major equipment used for intensified operations. The premium will only cover operations taken within a specified quarter. The request for the premium shall be cleared by the Force Commander/Police Commissioner and recommended by mission contingent-owned equipment/memorandum of understanding management review board.

Add two new paras 13 and 14 in Chapter 8, Section II. Major equipment and related minor equipment and consumables, p.180 and revise the subsequent para numbering.

13. Operational Engagement Premium is an incentive provided to military and police units that have been operating at an intensified operational tempo, where on average, more than 30 per cent of the unit's strength is out on operations in a reporting quarter, as certified by the United Nations. The operational engagement premium is intended to be a standalone premium, which will be applied on a quarterly basis in line with the contingent-owned equipment verification and reimbursement period for a specific deployed unit. The premium will only cover operations taken within a quarter and will only apply to the serviceable major equipment used for intensified operations.

14. To be considered to receive this premium, five (5) conditions must be met:

(a) The deployed unit must have an existing signed memorandum of understanding.

(b) Units must have no restrictions or caveats on the operations.

(c) Units must have acquitted themselves well, performing their tasks with a high level of skill and professionalism.

(d) The operating unit should have a level of major equipment serviceability at or above an average of 90 per cent for the quarter within which the premium is to be applied, except when it is beyond control of the troop-and-police contributing country, as decided by the United Nations.

(e) No Premium payment shall be made to units under investigations allegations of misconduct, including, but not restricted to, sexual exploitation and abuse (SEA).

OPERATIONAL ENGAGEMENT PREMIUM (OEP) STUDY

Background

1. Operational Engagement Activities (Operational TEMPO), undertaken by the units in a peacekeeping mission, varies significantly from unit to unit and depends on many intrinsic and extraneous factors. Factors like AOR (which includes size, terrain and population), threat perception (Role of AGs and their modus operandi), AGs incidents, vulnerable hotspots, Role and type of units, Strength of Manpower and resources available and their tasks enumerated in the SUR. Due to these significant differences, the level of Op engagement activities differ from sector to sector and unit to unit and by same measure, the level of usage/utilization of Major Equipment (ME) is also at different levels. Although most of the deviations are already covered by the COE manual under mission factors, no factor/premium exists presently for this uneven utilization of major equipment arising out of mission realities in different missions. This issue paper lays out the proposal of an Operational Engagement Premium (OEP) as mandated by the COE 2023 WG albeit with few modifications. **The Study was conducted by the study group over a period of two years from 01 July 2023- to 30 June 2025** in two phases:

- (a) **Phase I – 01 July 2023 to 30 June 2024** (Adoption and Finalization of Methodology of the study.
- (b) **Phase II – 01 July 2024 – 30 June 2025** (Collection of Data, validation of Methodology and Recommending a framework and mechanism of an OEP)

2. OEP is crucial to address the disparities in the level of operational engagement and associated utilization of Major Equipment (ME) across different units in missions. These operations, crucial for maintaining peace and stability, encounter a range of challenges based on geographical, strategic, and logistical variables, such as the Area of Responsibility (AOR), threat assessments, and the role of Armed Groups (AGs). **Each unit faces a unique set of conditions that significantly influence its operational tempo and, consequently, the wear and tear on its Major equipment.**

3. Currently, the absence of a standardized mechanism to account for these variances results in an inequitable strain on the resources of certain TCCs. This disparity not only affects the longevity and maintenance costs of their equipment but also impacts operational readiness and effectiveness. **By OEP, peacekeeping missions are provided with an instrument to recognize and compensate disparities in utilization of Major Equipment (ME), but also a tool to promote sustainability and efficiency of operations by utilizing the outcomes as planning input.** The proposed OEP would serve as a financial incentive and support mechanism, encouraging TCCs to continue contributing to peacekeeping efforts while addressing the sustainability and efficiency of their operational capacities.

Evolution of Validation Methodology

4. The study group innovated, formulated and utilized the methodology of UPR (Unit performance Ratio) to validate the mandated goals of the study. This modified methodology is explained in the following paragraphs. For the ready reference, the mandate of the study group is produced below:

*The Working Group agrees that the Secretariat conducts a study in at least three (3) representative peacekeeping Missions chosen by the UNHQ, in consultation with interested Member States, and agreed with the Missions' HQ, on the development of an operational engagement factor. Testing shall occur in two phases. **The first phase will take place from 1***

July 2023 to 30 June 2024 and will have a focus on defining a baseline. The second phase will take place from 1 July 2024 to 30 June 2025 and will compare data from phase one, to modify proposed performance indicators and to confer with interested member states on adjustments. No premium is paid during testing. The Secretariat is requested to present to the next COE Working Group, the results of testing with proposals for implementation including calculations and financial implications.

Constraints of the Proposed Mandate of Study and Change in Methodology

5. **Debate of Baseline (Deviation from the Requirements of the COE WG).** As brought out earlier, these variations in the utilization of ME across different units lead to certain TCCs exploiting their ME comparatively much more. If we take a closer look towards parameters contributing to the utilization of ME by various units, it will be evident that arriving at a baseline condition applicable to all units in a mission area is operationally impractical and unavailable. Major factors are as enumerated below:

- (a) Size of Area of Responsibility
- (b) Strength of the unit (Total Personal)
- (c) Size and Role of the unit
- (d) Threat Perception
- (e) Terrain and Climate
- (f) Resources (ME and Manpower)

6. As is evident from the factors enumerated above, it is evident arriving at the average mission conditions /baseline conditions of utilization of ME is practically non-viable. For example, let's assume there are two different units, Unit A and Unit B. Their basic data is as below:

	<u>Unit A</u>	<u>Unit B</u>
Strength	500	900
Role	QRF	Regular Infantry Battalion
Tasks	Tasks specifically related to reaction of unit during contingency. Unit is required to maintain operationally ready troops for employment at short notice.	All tasks related to regular infantry battalion like patrolling, CASEVAC, establishing of a TOB, Base defense, Force protection, engagement and Assurance of PoC.
Size of AOR	Entire Sector AOR (Common extrapolation would mean thrice the size of AOR)	96,432 Kms
Threat	Medium	High
Resources	Lesser as per unit Size	More ME due to larger unit size, role and a greater number of traditional tasks.

7. Both the units are most likely to have different levels of Op engagement inherently due to the difference in roles and other factors enumerated above. The same is also true for the utilization of Major Equipment. However, both the units cannot be pegged at same baseline/or average conditions due to inherent variables involved which are many in numbers.

8. **Non-Availability of Uniform and Credible Data for the Utilization and Consumption of ME.** After initial probing and engagement with missions and other entities, it became clear to the study group that COE equipment by the units lacks any tracking equipment as is the case with UNOE (in case of which, all the data like Km run, Speed, fuel intake and consumption etc., is well tracked and recorded). This was a major challenge, and it necessitated a change/ mid-course correction in the methodology, given these restricting factors.

9. **Additional Limiting Factors.** The data collection for validation of methodology should be of such nature that it does not impose additional burden on units already involved in varied operational activities. The entire mechanism should not be cumbersome and if possible, data should be readily available to the unit so that it can carry out a comparative analysis of its operational activities and resultant additional strain on the Major Equipment (ME). Additionally, Data and facts presented by the units should be verifiable at the endorsing headquarters.

Considering all these factors, study decided to design the methodology around the Daily Situation Reports (DSR), and data of utilization of manpower by the unit for different activities during a day in major domains like operations (people moving out of base for various operational activities), Base Duties (Static Guard and sentries, Offices, communications centers, operations centers etc.), Troops on Rest and Recoup, and troops which are not available in mission areas due to leave or hospitalization. These domains and data related to them would ultimately constitute the new methodology called Unit performance Ratio or (UPR).

UPR Methodology

10. **Unit Performance Ratio (UPR).** The study group was constrained to change the methodology to look at the Operational Engagement data instead. Since incremental utilization of ME would generally be necessitated by the increase in operational activities, they are roughly proportional in simple mathematical terms. This proportionality can then be extrapolated to ME utilization. It simply translates to, **“increase in op activity will lead to increase in the utilization of ME”**. Due to this change in the methodology, the data pertaining to operational domain like daily operations data (as maintained by unit in daily situational reports) and employment of unit manpower on these operational activities was collected. Accordingly, the concept of Unit performance Ratio (UPR) was instituted. It is explained below.

UPR (Unit Performance Ratio)

11. Informs the average number of personnel/equipment that can be/are engaged and sustained in operational activities at any given time as a function of the total number of personnel: Staff / Troops. Data is considered in four major activities/domains: -

- % personnel on Base on duty (BD)
- % personnel off base engaged in operational activities (OP)
- % personnel on base off duty (BR)
- % personnel on leave (LH) /Control of Civil Disturbances

Qualifying Conditions for Various Unit Activities For UPR

<u>OP (Off-base On Operations)</u> - Patrols conducted outside the unit base, including foot, vehicle and air patrols. - Escort and convoy duties outside the base. - Temporary Operating Bases (TOB) manned and supervised. - Quick Reaction Force (QRF) activations beyond the base perimeter. - Sector or area security or stabilization tasks outside the base. - Operations or tasks in support of civilians or other units outside the base. - Verification of information outside the base. - Sustainment tasks involving movement or delivery of supplies outside the base.	<u>BD (On-base On Operations)</u> - Camp or base security functions and guard duties. - Maintenance or logistics tasks related to on-base assets and facilities. - Training, rehearsals, exercises conducted within the base. - Medical or administrative tasks related to base functions. - Receiving, briefings of patrols or parties returning to base. - Preparation for upcoming tasks while inside the base. - Routine guard, QRF and quick response assignments within the base.
<u>BR (On-base Off Duty)</u> - Supervision of barracks, amenities, equipment, vehicles in administrative duties within the base. - Maintenance of assets, facilities and grounds within the base. - Logistical resupply or management related to base functions. - Administrative activities related to base operations and personnel.	<u>LH (On-Leave)</u> - All periods of authorized leave and passes granted to personnel.

Note: Only one category can be selected per duty shift/activity period to avoid double counting. Personnel engaging in rest/recuperation within the base will fall under OB.

UPR = %BD: %OP: %BR: %LH

UPR example

Example: Mobile Infantry Coy: 130 pax in total
Composition: 10 Staff + 120 Troops (3 Platoons, 40 pax each)
Normal Daily Activity:
Staff: command functions= 10 BD
1 platoon recoup (-1 group QRF) = 30 BR + 10
BD 1 platoon of base (patrol, CP, TOB, etc) = 40
OP 1 platoon base duty (Guard duties) = 40 BD
No Personnel on leave.

UPR = 60BD: 40 OP: 30 BR: 0 OL =46.2%: 30.8%: 23.08%: 0%

Data Collection, Trend Analysis and validation of Methodology of OEP (UNMISS & MINUSCA)

Data for the study to validate the OEP Methodology was collected in a manner that it can be corroborated, and its credibility can be maintained so that the findings remained objective and aligned to the operational realities in the mission areas. Data of the Vehicle use, and consumption data though was collected to carry out the trend analysis of all the parameters related to the operational engagement activities and resultant ME utilization; however, its credibility cannot be ascertained.

12. **Participant Missions.** The study was conducted in three missions, namely, MINUSCA, UNMISS and MONUSCO. MONUSCO, however, did not participate in the Study group, limiting the data collection to two missions i.e. UNMISS & MINUSCA.

13. **Duration of Data Collection.** UNMISS provided data for 02 Quarters (6 Months) for all the Infantry Battalions and MINUSCA for 01 Quarter (three months) for all infantry battalions and Engineer Companies.

14. **Type of Data Collected.** Data collected was two types from every unit.

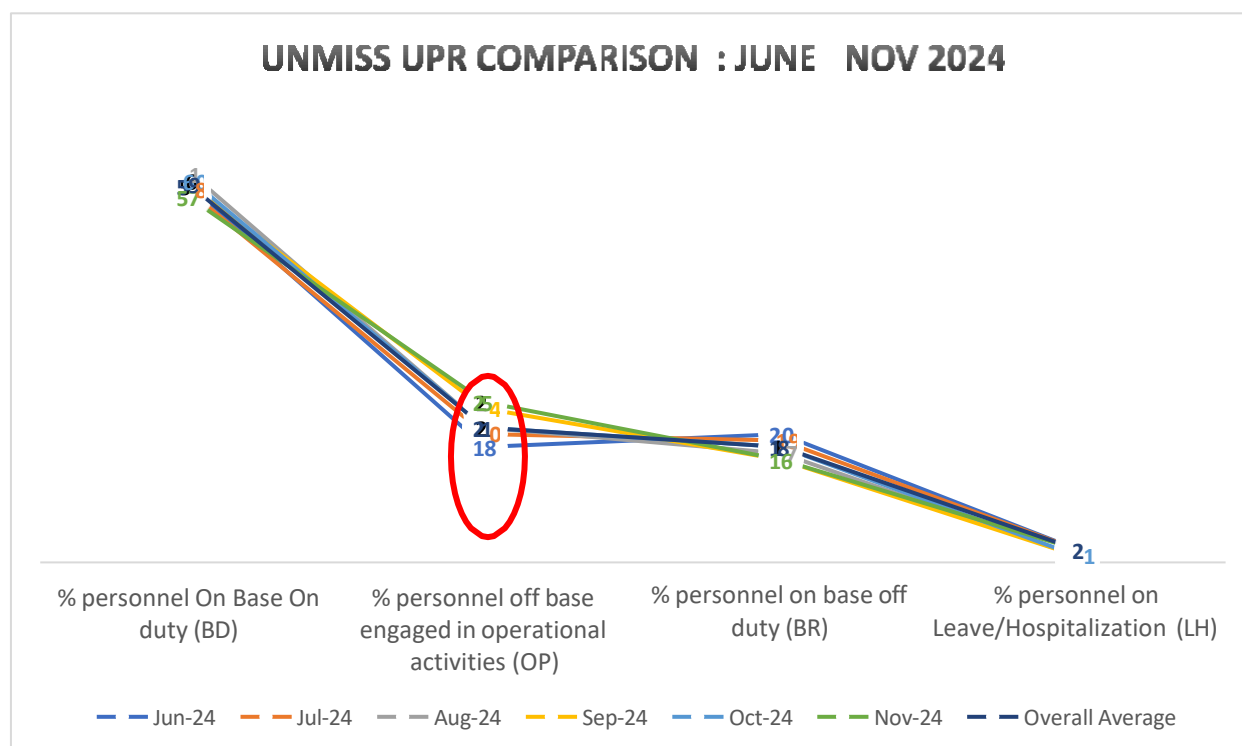
(a) **Daily Operations Data** including utilization of manpower, usage of vehicles, consumption data etc. was collected on monthly basis.

(b) **UPR Data** including the daily utilization of manpower in four major activities like Manpower involved in operation, various base duties, on rest and recoup and finally on leave/hospitalization was collected.

UNMISS (OPERATIONAL ENGAGEMENT DATA FROM JUNE – NOV 2024)

15. Data for UNMISS was collected for 6 months or 02 Quarters. Data was collected unit wise, but later it was collated and analyzed Sector Wise to get a better idea of pockets where the operational engagement is consistently higher comparative to other sectors. A closer look of the 6 monthly Data for “Daily Operations” and UPR Data produced below:

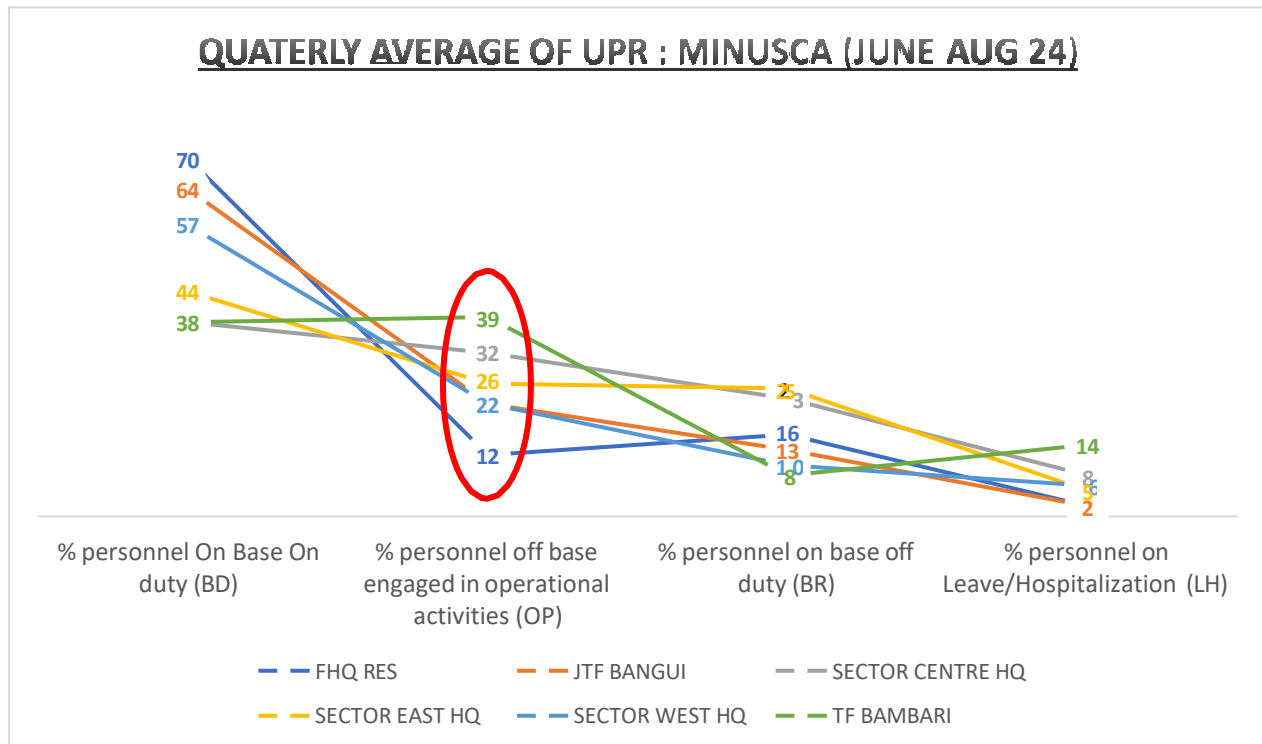
<u>Mission Average</u>	<u>% personnel On Base On duty (BD)</u>	<u>% personnel off base engaged in operational activities (OP)</u>	<u>% personnel on base off duty (BR)</u>	<u>% personnel on Leave/Hospitalization (LH)</u>
June 2024	59	18	20	2
July 2024	58	20	19	2
Aug 2024	61	21	17	1
Sep 2024	59	24	16	1
Oct 2024	60	21	18	1
Nov 2024	57	25	16	2
Overall Average	59	21	18	2



MINUSCA (OPERATIONAL ENGAGEMENT DATA FROM JUNE – AUG 2024)

16. MINUSCA contributed 03 months/One Quarter data for the study. A comparative table of the utilization of Manpower under UPR for different activities by different sectors is produced below

<u>Sector HQ</u>	<u>% personnel On Base On duty (BD)</u>	<u>% personnel off base engaged in operational activities (OP)</u>	<u>% personnel on base off duty (BR)</u>	<u>% personnel on Leave/Hospitalization (LH)</u>
FHQ RES	70	12	16	2
JTF BANGUI	64	22	13	2
SECTOR CENTRE HQ	38	32	23	8
SECTOR EAST HQ	44	26	25	5
SECTOR WEST HQ	57	22	10	6
TF BAMBARI	38	39	8	14



Analysis /Findings

17. Differential Utilization. It is evident that the magnitude of operational engagement differs for different sectors, as well as for different months. The variation can be attributed to many factors, specifically, difference in Perceived threat perception, Size and type of terrain in the AOR, total resources available with the unit etc. **It validates the issue that all missions see differential utilization of Manpower and ME even in different sectors within a Mission.**

18. Average or baseline conditions. The op activity differs for different kinds of units also. The op engagement has been recorded at as low as 9 % to as high as 44 %. Certain sectors in general see high percentages of operational engagement. For example, TF Bambari (Around 40%), Sector Centre in MINUSCA (32%) etc. similarly in the UNMISS, Sector South & Sector North Consistently show more than 30% commitment of manpower for Op engagement duties which is considerably higher than other sectors.

19. Given the difference in almost all parameters of engagement including the factors driving it, it is not viable to have a single average or baseline in the OEP framework. Rather, it is more viable to validate the data of units against their own historical data over time. Hence UPR is the only methodology which is cogent and logical for this study.

20. Use of Data. Units can compare the employment of manpower and vehicles regularly to identify the level of elevations of Op engagement over previous quarter. The data is readily available with the unit and can be used by the units to apply, and by the concerned HQs

Processing of an OEP and its Endorsement and Approval Process

22. **Application and Approval Process for OEP.** Unit is responsible for tracking and bringing out to the notice of concerned HQs, if it feels that the op engagement of the unit has undergone an incremental change based on three previous quarters data and that it intends to request for the application of an **OEP**

(a) Process for application of OEP can be requested by the units. However, in certain special cases, the process for grant of OEP can also be initiated and approved by the FHQ on the directions of the Force Commander.

(b) The process of application should be based on a 3 month/01 Quarter of data.