

GUIDELINES FOR THE MANAGEMENT OF TEMPORARY OPERATING BASES (TOBS) IN UN PEACEKEEPING MISSIONS: INTRODUCTION IN THE COE MANUAL

Sub-Working Group on Self-sustainment

LIST OF ISSUE PAPER(S)

Secretariat Issue Paper #44 - Guidelines for the management of Temporary Operating Bases (TOBs) in UN peacekeeping Missions: introduction in the COE Manual
USA Issue Paper #05 – Removal of the TOB premium

FOCAL POINTS

USA

SUMMARY OF PROPOSAL

Peacekeeping missions are increasingly assigned complex mandates that require robust and agile engagement alongside traditional peacekeeping activities. Company-sized operating bases represent the minimum permanent establishment, while temporary operating bases (TOBs) at the platoon level may be created to enhance operational flexibility on a short-term basis. The maximum number of TOBs permitted for a Unit is detailed in the respective mission specific Statement of Unit Requirement (SUR).

Several efforts have been made during the past to improve the logistic support of the units deploying TOBs. In 2023, it was introduced in the COE Manual specific equipment for TOBs that can be negotiated to be included in the memorandum of understanding (MOU) and reimbursed as major equipment such as Field kitchen, Portable toilets, Tents, generators, water plants, etc. This equipment aims to provide better living conditions and services for the personnel deployed in the TOBs. In addition, the current contingent-owned equipment (COE) reimbursement framework establishes a premium for extended deployments to temporary operating bases (TOBs) beyond 12 months for specific categories of Self sustainment including:

- Still Under Discussion
- Agreed by the sub-working group
- AGREED BY WORKING GROUP ON 26/01/2026 AT 10:43 AM

LAST CHANGED 26 JANUARY 2026 AT 12:47:00 PM

- (a) Catering.
- (b) Communications.
- (c) Explosive ordnance disposal.
- (d) Field defence stores.
- (e) Tentage.

On June 7, 2024, the Department of Peace Operations (DPO) and the Department of Operational Support (DOS) introduced new guidelines for the Management of Temporary Operating Bases (TOBs) in United Nations peacekeeping missions. These guidelines align with the General Assembly resolution on cross-cutting issues (A/RES/76/274) and focus on ensuring the welfare, safety, security, and effectiveness of personnel. Moreover, these guidelines underline the importance of aligning TOBs with mission mandates while adhering to due diligence and strategic priorities in their planning and operations. Notably, the guidelines state that TOBs may exceptionally operate for up to 12 months after this period the mission can decide to convert TOB into a Permanent Operating Base (POB).

It is also proposed to remove a paragraph on the TOB premium for units that have been ordered to deploy to more than three temporary operating bases for a cumulative period of more than 12 months as all TOBs that need to be held beyond 12 months, must be converted to Permanent Operating Base (POB) in accordance with the newly released guidelines on TOB management.

Incorporating these guidelines into the COE Manual will standardize the procedures for setting up and managing TOBs, ensuring that all peacekeeping contingents operate under a unified framework.

PROPOSED TEXT FOR 2026 COE MANUAL

To implement this proposal, the following changes are requested:

Chapter 1, paragraph 7 (p. 4): add text in bold about the TOB guidelines

The COE Manual should be read in conjunction with other related documents, such as, but not limited to, the United Nations Infantry Battalion Manual, the United Nations Military Unit Manuals, the Medical Support Manual for United Nations Field Missions, the guidelines for troop/police contributors (which are mission-specific and issued before the deployment of troops), the Environmental Policy for 3 Peacekeeping Operations and Field-based Special Political Missions, the United Nations Environmental Management Handbook for Military Commanders in

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United Nations Peace Operations (first edition, 2021) , the Strategy for the Digital Transformation of United Nations Peacekeeping and the guidelines on the Temporary Operating Bases (TOBs) in UN peacekeeping missions.

Chapter 2, Annex A, Definitions (p.12): add text in bold regarding the definition of Temporary Operating Base.

Temporary Operating Base (TOB): A tool within UN peacekeeping Missions to extend Mission footprint in response to security situations or pursuant to objective(s) as per Mission strategic priorities while working together with other Mission elements, military, police and civilian substantive components for a duration up to 30 days or more however, not exceeding 180 days.

Chapter 2, Annex A, paragraph 7 (p. 12): remove text in bold with a strikethrough concerning TOB premium

Explosive ordnance disposal: The process of detection, identification, onsite evaluation, rendering safe, recovery and final disposal of unexploded ammunition. It is conducted on behalf of the mission by a specialist unit as a force asset. Force operations to dispose of explosive ordnance may conduct activities in all or part of the mission area. They may also include ammunition that has become hazardous as a result of damage or deterioration.³ In the context of self-sustainment, explosive ordnance disposal means such disposal conducted by a unit within its accommodation or camp area.

~~• Extended temporary operating bases deployment premium: An incentive provided to military and police units that have been ordered to deploy to more than three temporary operating bases for a cumulative period of more than 12 months for mandate related tasks and operational requirements. These extended deployments should be caused by extreme and unpredictable situations that: (a) result in a broader than anticipated deployment footprint; and (b) create a dynamic mission operational environment preventing the timely update of the statement of unit requirements. The request for the premium should be approved by the Force Commander of the mission where the units are deployed. The premium shall be equal to 5 per cent of the quarterly reimbursement owed to the troop/police contributor for five key self-sustainment categories, as agreed in annex C to the memorandum of understanding for the number of personnel deployed to more than three temporary operating bases for more than a year. These five self-sustainment categories are catering, communications, explosive ordnance disposal, field defence stores and tentage.~~

Chapter 3, V. Conduct of verification inspections: add text in bold regarding the temporary operating bases

9. Inspections will be conducted, for all camp locations including **Temporary Operating Bases**, within the framework of the above principles. The main purpose of such inspections is to verify that the terms and conditions of the memorandum of understanding have been met, and to take corrective action when required. At every stage of peacekeeping operations, time and human resources are short, and time cannot be spent in excess of that required to determine that the minimum requirements have been met by the troop/police contributor or the United Nations in each area.

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Chapter 8 III. Self-sustainment (p. 182) Temporary operating base: remove text in bold with a strikethrough concerning TOB premium.

Temporary operating base

~~• The extended temporary operating bases deployment premium is a stand-alone incentive provided to military and police units that have been ordered to deploy to more than three temporary operating bases for a cumulative period of more than 12 months for mandate-related tasks and operational requirements. These extended deployments should be caused by extreme and unpredictable situations that: (a) result in a broader than anticipated deployment footprint; and (b) create a dynamic mission operational environment preventing the timely update of the statement of unit requirements. The request for the premium should be approved by the Force Commander of the mission where the units are deployed. If the extreme conditions stabilize and the dispersed footprint is still operationally required, the statement of unit requirements should be updated to reflect the revised operational requirements.~~

~~• The extended temporary operating bases deployment premium is equal to 5 per cent of the quarterly reimbursement owed to the troop/police contributor for the following key self-sustainment categories, as agreed in annex C to the memorandum of understanding:~~

- ~~(a) Catering.~~
- ~~(b) Communications.~~
- ~~(c) Explosive ordnance disposal;~~
- ~~(d) Field defence stores.~~
- ~~(e) Tentage.~~

~~To be eligible to receive the premium, five conditions must be met:~~

- ~~(a) Formed units that have been ordered to deploy to more than three temporary operating bases for a cumulative period of more than 12 months for mandate-related tasks and operational requirements. This requirement for a dispersed operational footprint should be based on an extreme and unpredictable situation.~~
- ~~(b) All five categories deployed to the temporary operating bases should be serviceable, without support from the mission, unless otherwise agreed on a cost-recovery basis.~~

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~~(c) Units may not have restrictions placed on their operations by their respective troop/police contributors outside of those accepted by the Department of Peace Operations and the Department of Operational Support in the memorandum of understanding. Recommendations submitted by missions should include documented evidence that units are operating without restrictions.~~

~~(d) No premium payment shall be made to units subject to substantiated allegations of misconduct, including, but not limited to, sexual exploitation and abuse;~~

~~(e) The deployed unit should have an existing, signed memorandum of understanding.~~

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