Operational Logistical Support of UN Peacekeeping Missions: Intermediate Course

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Series Editor
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UN Photo #737798 by Herve Serefio. 9 May 2017. Peacekeepers serving with the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), escort a convoy of trucks transporting goods from the border with Cameroon, through the Bangui-Douala corridor.

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As the second course in the Peace Operations Training Institute’s series on logistics support to United Nations peace operations, this course aims to delve deeper into more specific logistics topics than those presented in *Logistical Support to United Nations Peacekeeping Operations: An Introduction*. This course will build on your knowledge and only highlight information from the first course where it is appropriate for the learning objective of a lesson.

This is the fourth edition of this course and probably the most significant due to corresponding changes in the manner in which the UN conducts operational logistics support. Over the past several years, a proliferation of UN logistics-related manuals, directives, and training materials have been released and tied to the Global Field Support Strategy (GFSS). Where *An Introduction* provided students with the evolution, focus, and objectives of the GFSS, this intermediate course explores the practicalities the GFSS has on mission support.

Underpinning UN advancements in managing support for its missions and its overall operations in general, has been the introduction of new technology. The Umoja project has introduced new software and processes to UN Headquarters (UNHQ) and missions around the world. This enterprise resource planning (ERP) software centralizes management of human resources, finance, and logistics in a single information system, replacing many of the non-integrated applications used in the past.

Having worked with the same SAP ERP with military logistics organizations, I can tell you that the impact is significant and the benefits substantial. Getting to the benefits is a challenge; this course includes discussions of the emerging Umoja aspects of logistics. The UN has created a wealth of training material to help users understand how to operate the system and the processes behind the software. This course will illustrate how the technology fits into the overall operational logistics support to UN peacekeeping missions.

Major Don Leslie (Retired)
2018
Method of Study

This self-paced course aims to give students flexibility in their approach to learning. The following steps are meant to provide motivation and guidance about some possible strategies and minimum expectations for completing this course successfully:

• Before you begin studying, first browse through the entire course. Notice the lesson and section titles to get an overall idea of what will be involved as you proceed.

• The material is meant to be relevant and practical. Instead of memorizing individual details, strive to understand concepts and overall perspectives in regard to the United Nations system.

• Set personal guidelines and benchmarks regarding how you want to schedule your time.

• Study the lesson content and the learning objectives. At the beginning of each lesson, orient yourself to the main points. If possible, read the material twice to ensure maximum understanding and retention, and let time elapse between readings.

• At the end of each lesson, take the End-of-Lesson Quiz. Clarify any missed questions by rereading the appropriate sections, and focus on retaining the correct information.

• After you complete all of the lessons, prepare for the End-of-Course Examination by taking time to review the main points of each lesson. Then, when ready, log into your online student classroom and take the End-of-Course Examination in one sitting.

Access your online classroom at
<www.peaceopstraining.org/users/user_login> from virtually anywhere in the world.

• Your exam will be scored electronically. If you achieve a passing grade of 75 per cent or higher on the exam, you will be awarded a Certificate of Completion. If you score below 75 per cent, you will be given one opportunity to take a second version of the End-of-Course Examination.

• A note about language: This course uses English spelling according to the standards of the Oxford English Dictionary (United Kingdom) and the United Nations Editorial Manual.

Key Features of Your Online Classroom »

• Access to all of your courses;

• A secure testing environment in which to complete your training;

• Access to additional training resources, including multimedia course supplements;

• The ability to download your Certificate of Completion for any completed course; and

• Forums where you can discuss relevant topics with the POTI community.
The trend towards larger and more complex UN peace operations, which started in the early 1990s, has continued into the twenty-first century.

UN Photo #27812 by Sophia Paris.
Section 1.1 Introduction

The trend towards larger and more complex UN peace operations, which started in the early 1990s, has continued into the twenty-first century. In the 1992 Report of the Secretary-General An Agenda for Peace, Secretary-General Boutros Boutros-Ghali described the increasing size, scope, and complexity of UN missions and defined the three types of missions collectively referred to as "peacekeeping": preventive diplomacy, peacekeeping, and peacemaking.¹

The 1995 position paper *Supplement to An Agenda for Peace* introduced additional related terms including peacebuilding, peace enforcement, peace enhancement, and disarmament, further broadening the scope of operations now undertaken in whole or in part by the UN.2

In 2000, Secretary-General Kofi Annan, who previously served as Under-Secretary-General for the Department of Peacekeeping Operations (DPKO), convened a high-level panel to undertake a thorough review of UN peace and security activities. The panel aimed to present specific, concrete, and practical recommendations to assist the UN in better managing and conducting such activities in the future. The panel’s conclusions — called the Brahimi Report after its chairman, former Algerian Foreign Minister Lakhdar Brahimi — provided wide-ranging recommendations affecting the conduct and management of the different types of missions and the organization and support they provided.3 The main recommendations focused on the following issues:4

- Experiences of the past;
- Implications for preventive action and peacebuilding: the need for strategy and support;
- Implications for peacekeeping: the need for robust doctrine and realistic mandates;
- New headquarters capacity for information management and strategic analysis;
- Improved mission guidance and leadership;
- Rapid deployment standards and “on-call” expertise;
- Enhancing UN Headquarters (UNHQ) capacity to plan and support peace operations;
- Adapting peace operations to the information age; and
- Challenges to implementation.

In subsequent years, the Brahimi Report’s recommendations, along with other UN initiatives and lessons learned, would shape new concepts, organizations, and advancements in how the UN conducted and supported its peace operations. The following sections describe that transformation with a focus on operational logistics support.

### Section 1.2 Logistics Support Concepts

UN missions can vary in size, ranging from a small group of observers (who may be civilians, police, military, or a mixture) to a combined operation of land, sea, and air forces involving tens of thousands of personnel. Consequently, fulfilling a mission’s logistic needs may require various logistic concepts. Planners will have to tailor any concept to the specific mission by considering the operational task, space and time, labour, materiel, environment, climate, infrastructure, and resources available. The plan may include elements that are mobile or static, civilian or military, with in-theatre warehousing or national resupply lines or, in most cases, a combination of all elements.

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4) UN General Assembly and UN Security Council, *Comprehensive review of the whole question of peacekeeping operations in all their aspects*, Executive Summary, viii-xv.
Integrated support concept

Integrated support has always been the key to coordination operations. Operational logistics support functions at a UN field mission must be “common” to the mission as a whole. These functions should be provided uniformly and equitably, depending on assessed priorities, and irrespective of whether the unit or element dispensing the function consists of military, UN civilian staff, civilian staff provided by governments, commercial contractor personnel, or a combination thereof.

While recent operations have sought to integrate the civilian and military components within the mission support structure, integration with external organizations also has increased. The rise in contracted services provided to missions brings a new level of integrated support — specifically, with industry.

In Somalia, the UN and the African Union (AU) established an integrated support structure for the African Union Mission in Somalia (AMISOM). Memorandums of understanding (MOUs) between the organizations establish areas of responsibility for logistical support and fiscal responsibility and accountability. Similarities between the AU and UN mission organizations and support facilitate this information.

With the Global Field Support Strategy (GFSS), integration extends to the support provided by the UN Global Services Centre (UNGSC) through the UN Logistics Base in Brindisi, Italy (UNLB), and the UN Support Base in Valencia, Spain (UNSBV).

Self-reliance concept

In smaller missions, reliance on the local economy may be the best method of support. A port of entry may require a small reception team to maintain logistic links with the contributing Member States and the UN. Although specialist repairs for vehicles and communications or technical equipment may be achieved out-of-theatre, self-sufficiency is possible in many areas of the world with a relatively modern civilian infrastructure. UN technical staff may also effect repairs.

Force Logistic Support Group Concept

The UN provides bulk supplies (e.g. water, fuel, rations) and common user items (e.g. UN clothing, domestic consumables, batteries, some spare vehicles, accommodation stores) and services (e.g. cleaning, laundry, waste disposal). In the case of all but the smallest missions, this continuing support depends on the UN identifying a Member State or States that may accept the responsibility of forming the structure of the Force Logistic Support Group (FLSG).

Specialized logistic support groups can better support large missions with appropriate equipment and a considerable volume of transactions. One Member State may be required to assume overall responsibility for the coordination of the FLSG and to incorporate logistic units (National Support Elements [NSEs]) from the contributing Member States into the Force Logistic Base. Implementing this concept is a function of the planning process, and the Department of Field Support (DFS) and the force headquarters will coordinate it.
Notwithstanding the formation of an FLSG, the self-sufficiency of Member States concerning elements of resupply — particularly technical spares, national clothing, and replacement national equipment — is essential. Therefore, national lines of supply are always required.

**Lead Member State concept**

Medium-sized missions may centre on one principal Member State’s contingent. In such cases, that Member State may assume responsibility for all logistic support, and it would usually maintain resupply links to its home base. Other elements of the force would rely on the principal Member State for their administrative and logistic needs. Bilateral or UN-negotiated agreements may be required among the different elements of the mission to ensure financial reimbursement for the services provided. A national representation within the lead Member States’ logistic organization will ensure that national interests are met.

**Civilian Contract Support concept**

As missions stay longer in an area, the opportunities to arrange logistic support with civilian contractors increase. When civilian support is possible and cost-effective, the net effect is a release of military personnel for other employment.

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**Section 1.3 Command and Control of UN Logistics**

The responsibility for direct administrative and logistics support to peacekeeping mission operations within UNHQ is detailed below.

**The Department of Peacekeeping Operations**

DPKO is responsible for developing policy, planning and conducting peace operations, and acting as a focal point between the Secretariat and Member States on all operational and administrative aspects of peacekeeping.

**The Department of Field Support**

At the UNHQ level, DFS provides administrative and logistical support services to DPKO and the Department of Political Affairs (DPA), as directed by the Secretary-General, through the delivery of dedicated support to UN peacekeeping operations, special political missions, and other field presences (referred to as “field operations”).

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This includes services in the areas of human resources, finance and budget, conduct and discipline, logistics and information, and communications technology.

An Under-Secretary-General leads DFS. Figure 1-1 shows the DFS organizational structure, including its close and shared relationship with DPKO.6

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DFS divisions and responsibilities

» The Field Personnel Division

The Field Personnel Division (FPD) is responsible for recruiting, managing, developing, and retaining highly qualified civilian staff for service in UN field operations. FPD sets the strategic human resources vision for UN peace operations and exercises overall leadership and responsibility for the conduct of human resources management (HRM) authorities delegated to DFS. FPD is also the primary human resources policy adviser to DPKO and DPA senior leadership at headquarters and in the field. Additionally, it conducts representational duties before legislative bodies, Member States, and the Secretariat leadership.

» The Field Budget and Finance Division

The Field Budget and Finance Division (FBFD) is responsible for managing an efficient budgeting process and providing effective guidance to UN peace operations on the formulation of budget proposals and performance reports. It also provides guidance to the field and senior management in DFS. Additionally, FBFD provides guidance to DPKO and DPA on financial rules and regulations, policies and procedures, results-based budgeting, and recommendations of legislative bodies. FBFD ensures the efficient processing of contingent-owned equipment (COE) and death and disability claims for contingents in field operations. It also ensures communication and interaction with Member States on related MOUs, policies, and procedures, providing strategic direction and oversight in these core activities.

» The Logistics Support Division

The Logistics Support Division (LSD) is responsible for planning and coordinating integrated logistic support activities for new, existing, and expanding field missions; it is the main link between missions and UNHQ for logistics and administration matters. LSD also implements and monitors policies and procedures for all logistic issues in peacekeeping. Its services include:

• Assisting peacekeeping missions in planning and management of materiel and services under a variety of strategic conditions.
• Coordinating engineering, property management, and medical support to missions while establishing arrangements with troop-contributing countries (TCCs) for COE.
• Managing the safety of DPKO air operations and assets to ensure they meet the required international safety standards.
• Ensuring the provision of civilian personnel, cargo, vehicles, and spare parts.
• Ensuring effective logistic capabilities for air support, strategic air, and sealift for movement of military resources in the most efficient manner.

» The Information and Communications Technology Division

The Information and Communications Technology (ICT) Division is responsible for managing and administering the department’s information technology (IT) and communication systems on a global basis. It is also responsible for the operation and support of the UNLB Data Centre, Enterprise Network Systems, and Satellite Communications Hub infrastructure supporting UN operations globally. The ICT Division manages the data used by mission staff in the performance of their duties. The growth in data is managed globally by DFS-supported missions and is backed up in UNLB. They must be able to configure data rapidly for use by mission staff.
Section 1.4 Mission Headquarters Support Structure

A mission’s mandate will determine its organizational structure. As missions mature, this organizational structure may change. Although missions differ in their specific organizational structures, they have common elements, including:

- A head of mission (HOM), usually a Special Representative of the Secretary-General (SRSG), or Force Commander (FC);
- An administrative component;
- A military component;
- A civilian police component; and
- Specialist civilian components (e.g. electoral, referendum, and legal).

Figure 1-2 shows the structure of a typical mission headquarters. The actual composition of the headquarters will vary depending on the size and functions required for the mission.

Figure 1-2

The following paragraphs describe the roles and responsibilities of the sections depicted in Figure 1-2.

**Head of mission**

Depending on the mandate and makeup of an operation, the Secretary-General may appoint an SRSg to exercise overall command of all components of a UN operation (e.g. electoral, civil affairs, military, civilian police, administration, etc.). UN specialist agencies (e.g. the United Nations High Commissioner for Refugees [UNHCR], the World Health Organization [WHO], or the United Nations Children’s Fund [UNICEF]) may also be responsive or accountable to the SRSg for aspects of multi-role missions.

From an operational logistics point of view, two major components under the HOM are responsible for the efficient and effective delivery of logistics services: civilian and military.

**Civilian component**

The following appointments are involved in operational support within the civilian component of mission headquarters:

» **Director of Mission Support**

The Director of Mission Support (DMS) is appointed by and responsible to the Under-Secretary-General for Field Support. The DMS is responsible for carrying out all administrative functions of the mission efficiently and economically. The DMS acts as the principal adviser to the HOM on all matters relating to the administration of the mission. This responsibility relates only to civilians for personnel, technical, and transportation services matters; in financial and procurement matters, this extends to the entire mission including military components. In missions where military support components are not available, the DMS exercises control over these functions through contractual arrangements or with international civilian staff. Depending on the size of the mission, this position may be known as the Chief of Mission Support (CMS).

» **Chief of Administrative Services**

The Chief of Administrative Service (CAS) is responsible to the DMS for the provision of UN personnel and financial administration support to the mission. The CAS main sections are:

- **Personnel Section** – The Chief Civilian Personnel Officer (CCPO) is responsible for the administration of the civilian staff of the mission according to the UN staff rules and regulations and other administrative instructions and provides advice on the interpretation and implementation of UN staff rules and regulations.\(^8\)

- **Finance Section** – The Chief Finance Officer (CFO) is responsible for the maintenance of the mission budget, commitment accounting, and all financial transaction settlements (e.g. travel expenses, per diem payments, locally hired personnel pay and benefits, materiel, and services).

» **The Chief of Service Delivery**

The Chief of Service Delivery (CSD) (formerly the Chief of Integrated Support Services [CISS]) is responsible to the DMS for the provision of UN logistics support to the mission. The CSD main sections are:

- **General Services** – The Chief General Services Officer (CGSO) provides:
  - Mail, courier, and central registry operations;

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• **Procurement Section** – The Chief Procurement Officer (CPO) procures all materiel and services required by all components of the mission.

• **Transport Section** – The Chief Transportation Officer (CTO) is responsible for the coordination, allocation, distribution, accounting, and maintenance of UN-owned vehicles. The CTO may also run a motor pool of UN-owned and rental vehicles.

• **Building Management and Maintenance Section** – The Civilian Chief Engineering Officer (CCEO) is responsible (in conjunction with the Chief Engineering Officer [CEO]) for accommodation and construction services, infrastructure engineering, and electrical and generator services for the mission headquarters area.

• **Communications and Information Technology Section (CITS)** – The Chief Communications Officer (CCO) provides global communications between UN missions and UNHQ and intra-theatre communications services to civilian components and military installations not covered by military signal elements. It also provides maintenance for UN-owned communications equipment. Additionally, CITS handles computer-related services for all components of the mission and arranges for programming and hardware support.

• **Movement Control Unit** – The Chief Movement Control Officer (CMCO) is responsible for the deployment and redeployment of forces to the mission areas. The section also coordinates the intra-theatre movement of personnel and equipment in conjunction with the Joint Logistics Operation Centre (JLOC). A Joint Movement Control Centre (JMCC) will manage all modes of transportation (land, sea, and air).

• **Property Control Unit** – The Property Control Officer (PCO) is responsible for UN property control and inventory management. The Property Control Unit is also responsible for overseeing the compliance with MOUs for COE through verification of units’ inventories of equipment and supplies.

• **Supply Unit** – The Chief Supply Officer (CSO) provides general warehousing, central receipt and issues processing, and order fulfilment services to the mission. They are also responsible for managing bulk force supplies, such as water; rations; and petroleum, oils, and lubricants (POL). They work in conjunction with the Transport Section and the JLOC to coordinate the forward delivery of supplies.

» **Joint Logistics Operation Centre**

The JLOC coordinates the provision of logistics support to the force. The JLOC is staffed by civilian and military component personnel, and it plans and conducts logistics operations. The JLOC has a Movement Control Centre (MCC) staffed by a Movement Control Unit to facilitate transportation requirements for personnel, equipment, and supplies. According to DPKO, “The JLOC often becomes a focal point for cooperation and mutual assistance on logistical issues between the [UN] peacekeeping operations, other agencies and NGOs.”

Military component

» Force Commander

The FC is appointed by and responsible to the Under-Secretary-General for Peacekeeping Operations. The FC is responsible for carrying out all operational functions of the mission efficiently and economically. The FC acts as the principal adviser to the HOM on all matters relating to the administration of the mission.

» The Force Provost Marshal

The Force Provost Marshal (FPM) is responsible to the FC for coordinating security for UN personnel (in consultation with UN security staffs), property, and materiel in consultation with the military operations staff; conducting police investigations (in cooperation with local authorities); and traffic control.

» The Chief of Staff

The Chief of Staff (COS) is responsible to the FC for the coordination of logistics and administrative support to the consignments within a mission. The COS works closely with the CSD to harmonize all aspects of support for the mission.

Within the military headquarters, the following appointments are involved in operational logistics support:

» Chief Logistics Officer

The Chief Logistics Officer (CLO) is responsible to the COS for directing the logistics support for the force. Through JLOC, the CLO works with the Deputy Chief of Service Delivery (DCSD) to ensure that logistics activities conform to the financial constraints set by the UN. The CLO will establish, organize, and operate the force logistics base and prepare the standard operating procedures that will govern the functioning of the mission logistics support...
system. A small policy and planning staff at force headquarters will assist the CLO with this task, and operating staff in the logistics base will coordinate:

- Supply support and services including resupply, replenishment, and warehousing and materiel services with national contingents and the CSD Supply Unit;
- Maintenance, including military vehicle and equipment repair beyond basic/unit capability;
- Food services, including dietary services, catering standards, and hygiene standards in consultation with the medical staff; and
- Postal and courier services in consultation with national contingents and the mail operations section of CAS General Services Section.

» Chief Military Personnel Officer

The Chief Military Personnel Officer (CMPO) is responsible for those aspects of UN logistics related to:

- Personnel administration such as identification, unit personnel status, leave policies, administrative investigations, and boards of inquiry;
- Personnel recreation and welfare to meet prescribed objectives of morale, and recreational and sports activities;
- Maintaining the military component central registry and records section; and
- Coordinating the production and issue of military component publications.

» Chief Medical Officer

The Chief Medical Officer (CMO) is responsible for policies and directives regarding handling and treatment of mission civilian and military personnel, preventive medicine (hygiene), and air medical evacuation (MEDEVAC) in consultation with the Air Staff and according to the personnel directive on Medical Evacuations for UN staff. Additionally, this officer is responsible for the integration of services provided by multiple contingents, medical elements, and air MEDEVAC systems. The CMO coordinates the medical requirements for repatriation or out-of-theatre air MEDEVAC of UN personnel with the DMS.

» Chief Air Operations

The Chief Air Operations (CAirOps) is responsible for the coordination of all air resources in support of operations and issuing air taskings.

» Chief Signals Officer

In consultation with the CSD CITS, the Chief Signals Officer (CSigO) is responsible for coordinating the provision of in-theatre communications for the military component. In addition, they are responsible for providing computer-related services in terms of requirements, training, and maintenance for the military component.

» Chief Engineering Officer

The CEO is responsible for the coordination of field engineer support, accommodation, and construction services in consultation with the CSD Engineering and Building Management Section.
Section 1.5  Type of Units Supporting Field Operations

Logistics support in the field typically follows an integrated civilian and military structure, always headed by a civilian (e.g. CSD). In missions with military formations, the DCSD is usually a senior-ranking military officer (e.g. colonel or lieutenant colonel). The latter, however, cannot make financial commitments on behalf of the UN. The streamlining of integrated structures and elimination of parallel and duplicated military/civilian structures is ongoing in UN peace operations.

Military operational support and enabling units

The extent of the military component’s involvement in operational support is contingent on the offers from TCCs and will depend upon each unit’s level of self-sufficiency, the extent of local and international contracting for materiel and services, and the general infrastructure within the theatre of peacekeeping operations. The following are typical logistics units providing support to the force.

» Supply units

Two types of supply units may be required for a mission. The first kind is mission-wide supply depots in cases where the size of the mission is large in terms of personnel and geography. The second kind is conventional (composite) supply units operating as part of a national multi-role logistics battalion/unit (responsible for supply, transport, and maintenance). In all cases, supply agencies should be capable of requisitioning, receiving, warehousing, packaging, issuing, and disposing of materiel and stores destined for all components of a mission.

» Field and multirole engineer units

These units should be prepared for detached operations. Their operational field engineer tasks include explosive ordnance reconnaissance (EOR) and mine awareness, sweeping, and removal tasks. If construction engineering expertise is required, this will cover the basic requirements of both horizontal and vertical construction engineering. Moreover, multirole engineer units shall be able to provide potable water production and treatment. Units should include technical engineering expertise (e.g. engineer tradesmen, draftsmen, structural design, electrical design, specification writers, and inspectors) where local hiring is limited. For operational reasons, engineer units may be grouped together. Should this occur, the CEO would assume command of the grouping.

» Transport units

Transport units may be part of a larger national or multinational logistic organization. Transport units will manage both contingent-owned and UN-owned vehicles comprising the mission pool of transportation resources beyond unit capability. Although the precise types and quantities of vehicles may vary, transport units will usually deploy with a preponderance of general-purpose vehicles (e.g. cargo and buses).

» Movement control units

Typically, Movement Control Headquarters will be collocated with the JLOC to exercise coordination of this function effectively. The unit will be expected to cater to detached operations. Hence, it is usually composed of several detachments operating at airports, seaports, and railheads.
Air units

These units are generally subdivided into the following components:

- Liaison transport;
- Heavy tactical transport;
- Utility short take-off and landing (STOL) transport;
- Medium tactical transport helicopter;
- Utility tactical transport helicopter; and
- MEDEVAC/Air Rescue fixed-wing planes and helicopters.

Each country and contractor providing air assets and personnel will include sufficient elements to form the mission’s air operations control centre and air staff, air maintenance capabilities, and air-to-ground and air-to-air communications. One of the air units might be expected to deploy with a meteorological element. Traffic control, flight safety, airfield management, and mobile air movement subunits and elements may be called in. Size and final structure will depend upon the role assigned to each unit.

Maintenance and repair units

Maintenance support and resources required for a particular mission will largely depend upon facilities available locally and the level of self-sufficiency of mission units. Maintenance elements may form part of a larger national or multinational logistic group. The principal task of maintenance units is vehicle repair and recovery. They must deploy with sufficient vehicle recovery trucks to cater to the worst-case scenario. Other maintenance units will include the equipment necessary to perform repairs on electromechanical and electronic components.

Medical units

The size, composition, and mission of medical units depend on the following:

- The size of the mission or force;
- The threat against these forces;
- Distances between levels of care and time constraints in an evacuation;
- The medical infrastructure of the country where the mission is deployed;
- The contingent providing the support; and
- The level of self-sufficiency in each of the units.

The structure and configuration of the units will follow international definitions of levels of care, capabilities, and capacities at each of these levels. Lines of communication, transport resource availability and response (including air), and the distances involved between levels of care will determine the medical capabilities required.

Communications units

The Force Signals Unit operates from a central unit headquarters, which is collocated with mission and/or force headquarters. In consultation and coordination with the UN Communications element, the unit fulfils its role by providing global UN communications in the early stages of mission deployment (if required); communications detachments to mission, force, or subordinate headquarters; and repair of military pattern communications equipment if beyond unit capability.
National Support Elements

"Each contingent may include an NSE within its structure to deal with the following tasks:

a. Communication between the National Contingent and its Home Country (at National expense);

b. Contact point for National Contingent Members on National matters;

c. Postal Office for the National contingent, to and from the home country;

d. Travel office for the National Contingent (for e.g. leave, or repatriation for health, compassionate or disciplinary reasons);

e. Service office for the National Contingent Members;

f. National paymaster and money exchange office;

g. Maintenance of records with respect to National reimbursement from UN, including COE procedures;

h. Handling of arrival and replacement of approved COE;

i. Organization of National visits approved by UN HQ, to the mission area;

j. Support for hospitalized National personnel;

k. Handling repatriation of the remains and effects of deceased National personnel;

l. Organization of National social activities;

m. Coordination of supplies from National sources; and

n. Maintenance for all COE and any National equipment, in accordance with the MOU."

Local and regional support

The host country or a neighbouring country’s government may negotiate an MOU for the provision of goods and services, such as:

- Health services;
- Labour;
- Public facilities and installations;
- Search and rescue;
- Telephone services; and
- Interpreters.

Private sector support via contracting arrangements (particularly local arrangements) might be made for:

- Services (e.g. public utilities and services and other infrastructure support);
- Facilities and assistance to procure supplies and petroleum products;
- Laundry and dry cleaning;
- Air transport services; and
- Repair and maintenance contracts.

Section 1.6 Financial Arrangements

This section describes the UN financial system and sets out in broad terms the principles and procedures to be followed to secure reimbursement of eligible costs.

Financial responsibilities within the UN Secretariat

Methods of financing

The methods of financing UN peacekeeping operations may vary depending on the type of operation and on the decisions taken by the Security Council regarding each one. The common denominator is that the General Assembly must approve the budgets of peace operations, taking into account the advice of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the General Assembly Fifth Committee. The General Assembly accomplishes this through:

- A regular UN budget;
- Assessed contributions according to a formula determined by the General Assembly; and
- Voluntary contributions (the UN relies entirely on voluntary contributions to finance its share of the cost of that operation).

After political departments recommend an operation to the Secretary-General, a survey travels to the targeted area to evaluate the required resources. After that, the following steps occur:

1. The Secretary-General submits a report prepared by the political departments to the Security Council. This report indicates the number of resources required.
2. DFS prepares preliminary estimates based on the information provided in the report.
3. The Controller’s office reviews the estimates.
4. The Secretary-General attaches this estimate to the report to the Security Council.
5. The Security Council approves an operation for a specific period of time (often six months).
6. DFS prepares a detailed budget.
7. The Budget Unit reviews the budget and then submits it as the Secretary-General’s proposed total budget.
8. ACABQ reviews the budget.
9. The General Assembly approves the budget.
10. The Secretary-General then has the authority to spend for that particular operation.

Financial responsibilities within a mission area

» DMS

Once funds are allocated to support a mission, the Secretary-General issues instruments of “Delegation of Authority” to the DMS. The financial limits of such authority, including those for the purchase of non-expendable property, shall be specified in each case and will include the authority to enter into support contracts, in addition to limits on property survey and claims review.

The DMS is responsible for overall supervision of financial management systems, budgetary control, preparing and submitting budget estimates for the mission (when required), and reconciliation of the financial and related requirements of the mission.

» CFO

Under the general supervision of the CAS, the CFO is responsible for:

• Approving mission payments and maintaining mission accounts;
• Coordinating preparation and production of budget estimates and programme budgets for the mission; and
• Ensuring full implementation of and compliance with all existing UN financial rules, regulations, instructions, and procedures laid down in the UN Financial Manual.

» Financial agreements with the UN

Financial agreements with the UN will be included as part of the Contribution Agreement negotiated between respective contributing states and the UN. This agreement details the financial responsibilities of each party, among other matters.

» Cost calculation

When calculating costs to charge to the UN, the general practice is to seek recovery only of additional costs to the troop-contributing Member State. In some instances, such as capital purchases, this will equal the full cost of providing a service. Full visibility of all costs that may be subject to reimbursement by the UN is required to authorize any payment. Lack of supporting documentation will likely result in significant delay or even non-payment.
There may be some occasions where a Member State decides not to seek recovery of its legitimate costs from the UN. On other occasions, the UN may agree to credit the costs incurred as an offset against assessed contributions. More commonly, a Member State may decide to deploy more assets than the UN sought as a contribution on the understanding that the additional resources will be funded nationally (and remain under the direct control of the State concerned). Some national deployments in support of the UN incur other costs that the UN does not accept as legitimate charges. These can cover such diverse matters as expenditure on the welfare of troops or the provision of some types of ammunition. Before agreeing to such expenses, contributing States must establish whether they qualify for UN reimbursement or if the cost incurred will be a national funding responsibility. Member States’ permanent missions in New York are responsible for addressing these inquiries.

» Nature of reimbursement

Most cost reimbursement is authorized through New York after the presentation of the necessary documentation by the TCC. The following list, although not exhaustive, details reimbursable costs that a Member State may incur when contributing to a UN mission:

- MOU for COE including loss or write-off of equipment valued over $250,000;11
- Mission subsistence allowance;
- Standard troop cost reimbursements, including elements for personal clothing, equipment, and ammunition;
- Welfare costs including an element for recreational leave;
- Rations;
- Daily allowance to troops;
- Travel to the mission area, rotation, and repatriation;
- Death and disability awards;
- Locally recruited staff salaries;
- Rental and maintenance of premises;
- Renovation of premises;
- Building materials;
- Utilities;
- POL;
- Vehicle insurance (if incurred); and
- Damage sustained in transit.

» Letters of assist

When essential items or services are not available through commercial sources, a requisition, known as a Letter of Assist (LOA), may be raised for acquiring that item from a government, whether or not they are supplying troops to the mission. LOAs can involve both UN-owned equipment (UNOE) and COE and can be used for extraordinary events not covered under an MOU or a Contribution Agreement (e.g. equipment sales). Reimbursement for the provision of the item is processed through UNHQ. The authority for the approval of LOA always remains with DFS at UNHQ.

11) All currencies noted in this course are in United States dollars unless otherwise specified.
1. Which of the following was one of three terms used to describe peacekeeping in *An Agenda for Peace*?
   A. Peace enhancement
   B. Peacemaking
   C. Disarmament
   D. Law enforcement

2. Who is responsible for communications between contingents and their home countries?
   A. Chief Communications Officer
   B. Chief Signals Officer
   C. Communication Units
   D. National Support Elements

3. Which of the following is NOT a UN logistics support concept?
   A. Host Nation Support
   B. Integrated Support
   C. Self-Reliance Support
   D. Force Logistics Support Group

4. Which organization at UNHQ is responsible for developing policy and planning and conducting peacekeeping operations?
   A. DPKO
   B. DFS
   C. Office of Operations
   D. Office of the Military Adviser

5. The DMS is appointed by _______.
   A. the SRSG
   B. the Under-Secretary-General for Field Support
   C. the HOM
   D. the Under-Secretary-General for Peacekeeping Operations

6. UN property control and inventory management of is the responsibility of _______.
   A. the CLO
   B. the CEO
   C. the PCO
   D. the CGSO

7. Who approves the budget for peace operations?
   A. The ACABQ
   B. The General Assembly
   C. The Fifth Committee
   D. The Security Council

8. The Force Commander is appointed by _______.
   A. the HOM
   B. the Under-Secretary-General for Peacekeeping Operations
   C. the Under-Secretary-General for Field Support
   D. the Secretary-General

9. Which of the following is NOT normally reimbursable by the UN?
   A. Loss of equipment over $250,000
   B. Rental and maintenance of premises
   C. Blood products

10. The LOA is a method for requisitioning goods and/or services from which of the following?
    A. Local contractors
    B. DFS
    C. A government
    D. A UN logistics base

Answer Key provided on the next page.
End-of-Lesson Quiz  »

Answer Key  »

1. B
2. D
3. A
4. A
5. B
6. C
7. B
8. B
9. D
10. C
# Appendix A: List of Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ACABQ</td>
<td>Advisory Committee on Administrative and Budgetary Questions</td>
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<tr>
<td>AFISMA</td>
<td>African-led International Support Mission in Mali</td>
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<td>AIS</td>
<td>Aeronautical Information Service</td>
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<td>AMISOM</td>
<td>African Union Mission in Somalia</td>
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<tr>
<td>AOCC</td>
<td>Air Operations Control Centre</td>
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<tr>
<td>APC</td>
<td>armoured personnel carrier</td>
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<tr>
<td>APOD</td>
<td>air point of debarkation</td>
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<tr>
<td>APOE</td>
<td>air point of embarkation</td>
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<tr>
<td>ATC</td>
<td>air traffic control service</td>
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<tr>
<td>AU</td>
<td>African Union</td>
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<tr>
<td>AVFUEL</td>
<td>aviation fuel</td>
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<tr>
<td>C3I</td>
<td>command, control, communications, and information</td>
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<tr>
<td>CAS</td>
<td>Chief of Administrative Services</td>
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<tr>
<td>CASEVAC</td>
<td>casualty evacuation</td>
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<tr>
<td>CCEO</td>
<td>Civilian Chief Engineering Officer</td>
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<tr>
<td>CCO</td>
<td>Chief Communications Officer</td>
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<tr>
<td>CCPO</td>
<td>Chief Civilian Personnel Officer</td>
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<tr>
<td>CEO</td>
<td>Chief Engineering Officer</td>
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<tr>
<td>CEOI</td>
<td>communication-electronics operating instructions</td>
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<tr>
<td>CFO</td>
<td>Chief Finance Officer</td>
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<tr>
<td>CGSO</td>
<td>Chief General Services Officer</td>
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<tr>
<td>CIO</td>
<td>Chief Information Officer</td>
</tr>
<tr>
<td>CISS</td>
<td>Chief of Integrated Support Services</td>
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<td>CITS</td>
<td>Communications and Information Technology Section</td>
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<tr>
<td>CLO</td>
<td>Chief Logistics Officer</td>
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<td>CMaintO</td>
<td>Chief Maintenance Officer</td>
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<td>CMCO</td>
<td>Chief Movement Control Officer</td>
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<tr>
<td>CMO</td>
<td>Chief Medical Officer</td>
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<tr>
<td>CMPO</td>
<td>Chief Military Personnel Officer</td>
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<tr>
<td>CMS</td>
<td>Chief of Mission Support</td>
</tr>
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</table>
CO₂ carbon dioxide
COE contingent-owned equipment
COO Chief Operations Officer
COS Chief of Staff
CPO Chief Procurement Officer
CPR cardiopulmonary resuscitation
CSD Chief of Service Delivery (formerly CISS)
CSigO Chief Signals Officer
CSO Chief Supply Officer
CTO Chief Transportation Officer
CWO Chief Welfare Officer
D/CIO Deputy Chief Information Officer
DCSD Deputy Chief of Service Delivery
DFS United Nations Department of Field Support
DIS Détachement Intégré de Sécurité
DGITT DFS Division for Geospatial, Information and Telecommunications Technologies
DMS Director of Mission Support
DPA United Nations Department of Political Affairs
DPKO United Nations Department of Peacekeeping Operations
DRC The Democratic Republic of the Congo
EBMS Engineering and Building Management Section
EECU Environmental Engineering and Compliance Unit
EOR Explosive Ordnance Reconnaissance
ERP enterprise resource planning (and the Foreword)
FARC-EP Revolutionary Armed Forces of Colombia-People’s Army
FBFD Field Budget and Finance Division (of DFS)
FC Force Commander
FEO Force Engineering Officer
FLSG Force Logistic Support Group
FMC force medical cell
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>FMO</td>
<td>Force Medical Officer</td>
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<tr>
<td>FPD</td>
<td>Field Personnel Division (of DFS)</td>
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<tr>
<td>FPM</td>
<td>Force Provost Marshall</td>
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<tr>
<td>FSO</td>
<td>Force Signals Officer</td>
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<td>GFSS</td>
<td>Global Field Support Strategy</td>
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<td>GHG</td>
<td>greenhouse gases</td>
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<tr>
<td>GIS</td>
<td>geographic information system</td>
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<tr>
<td>HAZMAT</td>
<td>hazardous material</td>
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<tr>
<td>HF</td>
<td>high frequency</td>
</tr>
<tr>
<td>HNS</td>
<td>host nation support</td>
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<tr>
<td>HOM</td>
<td>head of mission</td>
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<tr>
<td>HRM</td>
<td>human resources management</td>
</tr>
<tr>
<td>HSE</td>
<td>health, safety, and environment</td>
</tr>
<tr>
<td>ICT</td>
<td>information and communications technology</td>
</tr>
<tr>
<td>IDMS</td>
<td>International Civil Aviation Organization</td>
</tr>
<tr>
<td>ILS</td>
<td>integrated logistic support</td>
</tr>
<tr>
<td>IOR</td>
<td>Immediate Operational Requirement</td>
</tr>
<tr>
<td>IOR</td>
<td>immediate operational requirement</td>
</tr>
<tr>
<td>JLOC</td>
<td>Joint Logistics Operation Centre</td>
</tr>
<tr>
<td>JMCC</td>
<td>Joint Movement Control Centre</td>
</tr>
<tr>
<td>LAN</td>
<td>local area networks</td>
</tr>
<tr>
<td>LCC</td>
<td>local committee on contracts</td>
</tr>
<tr>
<td>LOA(s)</td>
<td>letter(s) of assist</td>
</tr>
<tr>
<td>LOC</td>
<td>lines of communication</td>
</tr>
<tr>
<td>LSD</td>
<td>Logistics Support Division (of DFS)</td>
</tr>
<tr>
<td>MCC</td>
<td>Movement Control Centre</td>
</tr>
<tr>
<td>MCD</td>
<td>movement control detachments</td>
</tr>
<tr>
<td>MCO</td>
<td>Movement Control Officer</td>
</tr>
<tr>
<td>MCU</td>
<td>Movement Control Unit</td>
</tr>
<tr>
<td>MEDEVAC</td>
<td>medical evacuation</td>
</tr>
</tbody>
</table>
MINURSO  United Nations Mission for the Referendum in Western Sahara
MINUSCA  United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
MINUSMA  United Nations Multidimensional Integrated Stabilization Mission in Mali
MINUSTAH  United Nations Stabilization Mission in Haiti
MONUC    United Nations Organization Mission in the Democratic Republic of Congo
MONUSCO  United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
MOU(s)   memorandum(s) of understanding
MPCC     Mission Provisional Condemnation Certificate
MSD      UN Medical Services Division
MSR      main supply routes
NGO      nongovernmental organization
NSE(s)   national support element(s)
OEM      original equipment manufacturer
OI       operational inspection
OP       observation posts
PAKMED   Pakistan Medical Contingent
PCO      Property Control Officer
PM       permanent mission
POL      petroleum, oils, and lubricants
PSB      Property Survey Board
QM       Unit supply staff
R&I      receipts and issues
RL       reserve level
RMS      Remote Missions Support
ROP      reorder point
RTD      return to duty
RTTY     radioteletype
SAR      search and rescue
SDS      satellite data system
SGITT    Service for Geospatial, Information and Telecommunication Technologies
<table>
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<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>SMO</td>
<td>Senior Medical Officer</td>
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<tr>
<td>SO Maint</td>
<td>Staff Officer Maintenance</td>
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<td>SRM</td>
<td>supplier relationships management</td>
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<tr>
<td>SRSG</td>
<td>Special Representative of the Secretary-General</td>
</tr>
<tr>
<td>SSO Sup</td>
<td>Mission Senior Staff Officer Supply</td>
</tr>
<tr>
<td>STOL</td>
<td>short take-off and landing</td>
</tr>
<tr>
<td>TCC(s)</td>
<td>troop-contributing country/ies</td>
</tr>
<tr>
<td>UHF</td>
<td>ultra high frequency</td>
</tr>
<tr>
<td>UNAMID</td>
<td>United Nations-African Union Hybrid Operation in Darfur</td>
</tr>
<tr>
<td>UNDOF</td>
<td>United Nations Disengagement Observer Force</td>
</tr>
<tr>
<td>UNEP</td>
<td>United Nations Environment Programme</td>
</tr>
<tr>
<td>UNGSC</td>
<td>United Nations Global Services Centre</td>
</tr>
<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
</tr>
<tr>
<td>UNEP</td>
<td>United Nations Environmental Programme</td>
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<tr>
<td>UNLB</td>
<td>United Nations Logistical Base in Brindisi</td>
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<td>UNMEER</td>
<td>United Nations Mission for Ebola Emergency Response</td>
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<tr>
<td>UNMIL</td>
<td>United Nations Mission in Liberia</td>
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<tr>
<td>UNMISS</td>
<td>United Nations Mission in South Sudan</td>
</tr>
<tr>
<td>UNOCI</td>
<td>United Nations Operation in Côte d'Ivoire</td>
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<tr>
<td>UNOE</td>
<td>United Nations-owned equipment</td>
</tr>
<tr>
<td>UNSBV</td>
<td>United Nations Support Base in Valencia</td>
</tr>
<tr>
<td>VHF</td>
<td>very high frequency</td>
</tr>
<tr>
<td>VSAT</td>
<td>Very Small Aperture Terminal</td>
</tr>
<tr>
<td>WAN</td>
<td>wide area networks</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
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</tbody>
</table>
About the Author: Major Don Leslie, Canadian Forces (Retired)

Major Don Leslie (Retired) joined the Canadian Forces in 1975 and was commissioned a lieutenant following his graduation from the College Militaire Royal in 1979. Major Leslie served as an Army Officer in the Logistics Branch of the Canadian Forces until 1997 in assignments across Canada and in Lahr, Germany.

He developed specialities in Transportation and Supply including advanced training with the Canadian Force School of Administration and Logistics, the US Army School of Transportation, the US Navy School of Ocean Transportation and Marine Terminal Management, and the McGill University Transportation Management programme. Major Leslie is also a graduate of the Canadian Land Force Command and Staff College.

In 1993, Major Leslie was posted to the Canadian National Defence Headquarters (NDHQ) Joint Staff Logistics Operations (J4 Log), where he was responsible for planning and implementing administrative and logistics support to Canadian contingents on UN and humanitarian missions. Major Leslie provided liaison service with UNHQ through the Canadian Permanent Mission to the UN and participated in several planning conferences for emerging missions. Major Leslie conducted reconnaissance and assessment missions to UNMIH (Haiti), UNAMIR (Rwanda), and UNPROFOR/UNPF (former Yugoslavia). In addition, he worked extensively on Canadian missions in Cambodia, Cyprus, Iran/Iraq, Kuwait, the Middle East, Mozambique, Nagorny-Karabakh, and Western Sahara.

Major Leslie was a Canadian delegate to the United Nations Working Group on the Reform of the Methodology for Reimbursement for Contingent-Owned Equipment (COE). Starting in early 1995, the Working Group developed a standard rate reimbursement system for equipment and personnel services employed on peacekeeping missions. Major Leslie participated in the creation of a generic list of equipment that calculated the rates and conditions of service for use by all troop contributors. The General Assembly subsequently approved it in 1996 as part of the COE Reform Methodology. Major Leslie was also the NDHQ logistics representative to two projects for the creation of an Operational Level Headquarters at United Nations Headquarters in New York and a UN Stand-by High Readiness Brigade (SHIRBRIG), for which he prepared the initial logistics concept. Major Leslie retired from the Canadian Forces in 1997, working as an independent consultant and assisting DND with negotiations for retroactive claims. He went on to work at Accenture as a Business Process Design Manager in the Supply Chain Management Practice of their Government Market Unit. In 1997, he took time off from this position to be a guest lecturer on the Lester B. Pearson Peacekeeping Centre UN Logistics Course.

In 2001, Major Leslie left Accenture to become a Partner with an HDP group, an Ottawa-based management consulting firm. He has led the firm's supply chain management practice, working primarily with the Department of National Defence, the Department of Transport, and the Canadian Coast Guard.

Major Leslie is also the author of the Advanced Logistics Peace Operations Training Institute's advanced logistics course.