IMPACT OF PARTICIPATION IN UN PEACEKEEPING CONTINGENTS ON OPERATIONAL CAPABILITY OF BAF

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Introduction

The geo-strategic situation of Bangladesh implies her to maintain strong and capable air force with balanced assets. In order to uphold national interest in promoting international peace and security, BAF has extended her services beyond national airspace through deployment of contingents in UN peacekeeping missions. Current BAF deployment in UN mission involves a significant number of air assets in 03 countries of Africa and North America (Mahmud Hossain 2016). In most of the mission areas, BAF peacekeeping contingents conduct air operations in volatile, high-risk and uncertain environment. Deployment of peacekeeping contingents in distant continents and their rotation involves planning, training, staffing, equipping and sustainability. BAF operational capability is likely to have various degrees of impact because of such large participation in UN peacekeeping contingents.

UN maintains a stringent standard of operational readiness for the peacekeeping contingents. Air operation being sophisticated, technical and costly affair, maintaining the UN standard of operational readiness of 06 BAF peacekeeping contingents is associated with numerous challenges. Since BAF has not taken part in any war after the Liberation War, exposure to high-risk combat environment gives the contingent members a wide range of experience, which may significantly contribute to the operational capability of BAF. Hence, it is required to identify and measure the impact of BAF participation in UN peacekeeping contingents on her operational capability.

Operational Capabilities of BAF

The term 'Air Power' inspires a fascinating vision of aeroplane and its capabilities. BAF, being a small nation's air force should strive towards becoming strong with credible deterrence. The flight of progress of BAF has now spanned over 45 years of progressive growth. This has equipped BAF with the means to undertake

a diverse range of combat and combat support operations in support of national interests (Al-Mamun 2016). Besides utilizing these capabilities in national sphere, now BAF has attained certain capacity to support national interest in international arena. The operational capabilities of BAF are briefly discussed below:

- Control of the Air: Control of the air is an intangible condition which gives the air force freedom of manoeuvre in all of the service environments: air, land and maritime (UK, Ministry of Defence, Air Staff, 2009, p. 38). With effective utilization of assets, BAF is capable of achieving a certain degree of control of the air, while denying the same to enemy air force. The primary role of BAF is 'To safeguard/defend the air space of Bangladesh' (Air Headquarters, 2014 p. 2B-1). This implies BAF to prioritize air defence of homeland over other aspects of air power. Along with the combat support units, BAF deploys personnelof combat units in various jobs related to planning and supporting air operations. As such, there is scope of making indirect impact on the control of the air aspect of operational capability of BAF.
- Quality vs Quantity in Operational Functions: In simplistic view, the sheer number of air assets could be the determinant of capability of a strong air force. Alternatively, quantity may be substituted with quality. Although meagre in size, today's fleet of modern aircraft allowsBAF certain capabilities to undertake diverse combat and combat support operations. BAF needs to gain qualitative edge in operational functions to overcome the restraining influence of budget on its ongoing modernization process.
- Operational Tempo: The efficient and comprehensive employment of air force assets would require air force to maintain a high operational tempo. The limited resources and lack of geographical depth posit myriad challenges for BAF.All possible ways to further enhance operational tempoof combat operations and combat support operations of BAF is needed. Participation in UN peacekeeping mission could be one of such ways.
- Capacity Building: A highly trained and professional force would invariably translate to a higher operational capability. Weapon systems can only be as effective as the people operating them. BAF attaches more importance on training of personnel with the aim of producing knowledge-based and 'multi-skilled' professionals. Yet there are areas to improve the professional competence of BAF airmen.



- Sustainability: Logistic considerations are often the decisive factor of
 a campaign. BAF attaches importance on a sound, capable and effective
 operational logistic system. In BAF, engineering and logistic staffs work in
 close coordination to achieve operational tasks (Air Headquarters, 2014 p.
 9-1). Sustainability of BAF needs to overcome certain restraining factors
 like limited capacity of existing logistics personnel, lack of aviation related
 defence industries, dependency on foreign supply etc.
- UN Peace Support Operations (UNPSO): Bangladesh is considered as a 'brand name' in UN peacekeeping (The Daily Star 2014). The national interest in international peace and security implies for BAF to consider UNPSO as one of her core competencies. BAF puts significant importance in developing this core competency (Mustafizur Rahman 2016).

BAF Participation in UN Peacekeeping Contingents

BAF Contingents in Past UN Peacekeeping Missions: BAF has been operating high value air assets in UN peacekeeping contingents for over 02 decades. So far, BAF has deployed 05 contingents in Past UN peacekeeping missions and has generated total 23,222.42 flying hours in Bell-212 helicopters in these missions (Fakruddin Masud 2016).

BAF Contingents in Ongoing UN Peacekeeping Missions: Current BAF participation in UN involve deployment of 06 contingents in 03 countries namely Democratic Republic of Congo, Haiti and Mali. Details of BAF participation in ongoing UN peacekeeping contingents are shown in the table below:

Table 1: BAF Participation in Ongoing UN Peacekeeping Contingents				
UN Mission	Country	Deployment Started	Strength	Air Assets
Banuau, Monusco	DR Congo	August 2003	190	06 MI-17/MI-171/MI- 171SH Helicopters
Banasu, Monusco	DR Congo	August 2003	128	_
Banatu, Monusco	DR Congo	June 2010	40	One C-130 Aircraft
Banuau, Minusma	Mali	December 2014	130	03 MI-171SH Helicopters
Banasmu, Minusma	Mali	December 2014	110	_
Banuau, Minustah	Haiti	September 2015	130	03 MI-171SH Helicopters
Source: Mahmud Hossain (2016)				

Mission Environment: The security situation in UN mission areas are generally characterized by existence of various kinds of threat including acts of aggression, armed violence, ambushes, abductions, attack against government troops and UN peacekeepers etc. (MONUSCO 2016, MINUSMA 2016 and MINUSTAH 2016). BAF peacekeeping contingents are expected to confront asymmetric threats, rebel groups armed with rocket-propelled grenades, mortars, machine guns and various small arms (Mahmud Hossain 2016). 'Case Study – 1'explains security situation of mission area:

Case Study 1: An Airman's Mission Experience in Mali

The UN compound in Kidal is a rebel-held city in Saharan desert area. BAF contingents are located at Kidal. Between October 2014 to February 2016, there were 06 deadly attacks on the Kidal UN compound. Rebels attacked with rockets, mortar shells and once with suicide car bomb. These attacks left 11 UN troops dead. We had to use bulletproof jacket, helmet and carry arms all the time. Most of the attacks involved indirect fire from long distance. We had to stay at underground bunker for prolonged period, especially at night during last phases of the moon. Kidal being in desert region, sand fog and sandstorms lasting for 02 to 03 days and reducing visibility to less than 15 meters seriously affected normal activities.

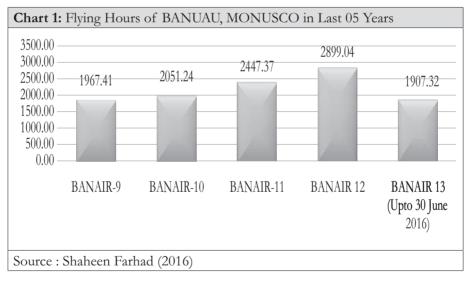
The terrain features differ from one mission with another. Terrain of DR Congo is mostly inaccessible, with characteristics of deep jungles, hills, lack of landmarks, dust and extreme surface condition of few airfields (Atiquzzaman 2016). Terrain of Mali is characterized by mostly rugged hills, desert and semi-deserts (Mazharul Karim 2016). Haiti, the Caribbean Island, has hills all over the country (Mahmud Hossain 2016). Weather in these areas is very unpredictable, changes rapidly and occasionally extreme thunderstorm occurs (Mahmud Hossain 2016).

In UN peacekeeping missions, military and civilian aviation assets have distinct, complementary and sometimes overlapping roles. These are managed and tasked centrally by mission's civilian authorities, although military aviation assets remain under operational control of Force Commander. Thisunique nature of UN military aviation command and control differs from operational environment of air force and often causes hindrances in contingent activities (Mazharul Karim 2016). Pilots need to display utmost efficiency in environment of lack of navigational aids; critical landing and take-off paths; extreme runway conditions; constraints of parking and maintenance space; uncontrolled airspace etc.(Atiquzzaman 2016).

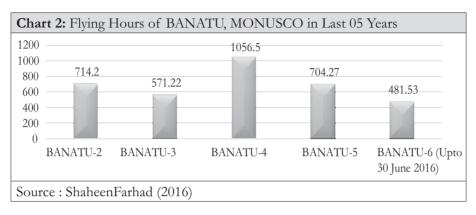


Tasks of BAF Contingents in UN Peacekeeping Missions: The operational tasks of BANUAUs generally include troops transportation, insertion/extraction; air patrol; combat search and rescue; casualty evacuation (CASEVAC) and medical evacuation (MEDEVAC) etc. The contingents also conduct passenger and VIP transportation. The primary task of BANATU is to provide support for the Force Operational Reserves and the Special Forces Task Force Units. Secondary tasks include logistic capability augmentation; VIP and liaison; air operation in emergencies and natural disasters (Mahmud Hossain 2016).

Activities of Banuau, Monusco: Banuau consists of 190 personnel, 06 MI-17 helicopters and operates from Bunia and Dungu. In last 13 years, BANUAU has worked relentlessly in upholding the professionalism of BAF peacekeepers. Till 30 June 2016, BANUAU has maintained 100% serviceability rate; generated 26,520.01 hours without any major incident (Fakruddin Masud 2016). Flying hours of BANUAU in last 05 years is shown in chart – 1:



Activities of Banatu, Monusco: Banatu consists of one C-130 transport aircraft and 40 personnel. With 92 passenger carrying capability, BAF C-130 has higher lifting capability compared to other transport aircraft of MONUSCO. Till 30 June 2016, BANATU has maintained 100% serviceability rate; generated 4,184.30 hours without any major incident (BANAIR 2015, Fakruddin Masud 2016). Flying hours of BANATU in last 05 years is shown in chart – 2:



Banatu operates Monusco strategic air asset. Its special assignments have enabled the contingent to lay their footprints in 19 airfields of 5 African countries (Mahmud Hossain 2016). This exemplifies air power's characteristic of 'reach'. Banatu's performance in UN despite being basedfar away from homeland has created a firm reputation of BAF in multinational environment.

Activities of Banasu, Monusco: Banasu has 128 personnel and works jointly with air operation elements of Monusco to provide essential airfield services. Banasu has successfully handled all civil and Monusco flights operating from Bunia airfield in last 13 years and Dungu airfield for last 06 years without any major incident. In last 05 years, Banasu has handled 67,605 air traffic (ShaheenFarhad 2016).

Activities of Banuau and Banasmu, Minusma: Banuau and Banasmu were deployed in Mali in December 2014. Due to various security issues, helicopters were deployed in September 2016 and Banuau has recently assumed full charter of duties. Meanwhile, Banasmu has been providing essential airfield services at Kidal airfield since 2014. Till 22 June 2016, Banasmu has successfully handled 1,262 flights without any major incident (Mizanur Rahman 2016).

Activities of Banuau, Minustah: Banuau was deployed in Haiti in September 2015. Within this short tenure, the contingent has participated in 02 operations and is providing air support to the ongoing Operation Hurricane. Till 03 June 2016, besides maintaining 100% serviceability rate; generated 1151.17 hours without any major incident (Ashiful Islam 2016 and FakruddinMasud 2016).



Analyzing Operational Impact of BAF Contingents in Mission Area

Image of BAF: Through the peacekeeping contingents, BAF has created a firm footprint in UN as well in global arena. The 2014 deployment of BANUAU's 03 MI-17 from MONUSCO to South Sudan under UN 'Inter Mission Cooperation' status; BANATU's time-critical response to crises of South Sudan, post-coup evacuation of UN personnel from Bujumbura are all testimony of reliance of UN on BAF contingents (Mazharul Karim 2016).

Lead Role in UN Peacekeeping Operations: BAF contingents had been instrumental in performing operational tasks. Flying tasks are never denied by BAF contingents unless weather or minor technical issues arise. Those tasks are also carried out as soon as such issues are over (Mazharul Karim 2016). The operational mindset of BAF contingents has earnedhigh confidence from UN. The 13-year long deployment in Monuscobears true recognition of reliability of UN on operational efficiency of BAF.

Uphold and Promote International Peace and Security: Four decades back, in his maiden speech at the UN General Assembly, Father of the Nation, Bangabandhu Sheikh Mujibur Rahman envisioned, "The Bengali nation is pledgebound to establish a global order based on peaceful coexistence, social justice and freedom from poverty, hunger, exploitation and aggression" (UN 2014). The size of current participation of BAF in UN peacekeeping contingents exemplifies firm commitment of BAF towards national interests in promoting international peace and security.

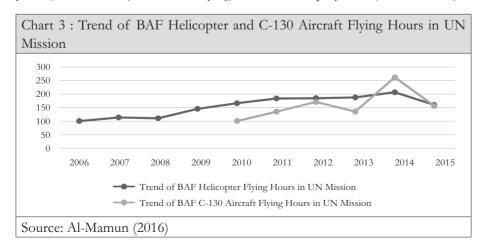
Operational Experience in Combat Environment: Each year BANUAUs take part in a good number of multinational operations. During the last 13 years, there were few incidents where pilot and passengers of BAF helicopter were hit by hostile fire. BAF pilots have shown their true professionalism in such situation (Mahmud Hossain 2016). These operational experiences have contributed on the skill development and capacity building of BAF aircrew. BANUAU's one of the multinational operational experience briefly discussed in 'Case Study – 2'.

Case Study 2: BANUAU's Participation in OPERATION MONGOOSE

Foreseeing requirement of spares, in December 2014, Air Headquarters sent spares of MI-17 helicopters to Mali. In 2015, on request from UN, BAF agreed to deploy MI-171SH to Mali instead of MI-17 helicopters. As such, spares of MI-17 helicopters (08 line items – weight 02 Tons) were not required at Mali. UN did not agree to transport these items back to Bangladesh during the yearly contingent rotation. Through extensive planning and coordination, intermission transportation of the MI-17 spares from Mali to DR Congo was done using commercial courier system.

Quality Vs Quantity: The contingents deployed in UN mission consists of personnel from various trades. Trade wise personnel strength is determined emphasizing quality jobs to be performed by comparatively less manpower. Air Headquarters follows strict selection criteria to ensure quality of jobs. Operational Efficiency Inspection (OEI) is a UN system of measuring capabilities required for optimizing contingent's efficiency. In 2015, OEI of MONUSCO rated BANUAU 88.23%, BANATU 89.11% and BANASU 87.64%. This testifies quality jobs performed by BAF contingents in UN.

BAF contingents in UN mission have a trend of steady growth in achieving flying hours. Flying hours of BAF helicopters deployed in UN Mission was 206% in 2014 compared to that of 2006. Flying hours of BAF C-130 transport aircraft deployed in UN Mission was 260% in 2014 compared to that of 2010. These testifies the stride of all personnel of BAF aviation units in producing quality jobs. The following chart shows trend of BAF helicopter flying hours for last 10 years (baseline 2006) and C-130 flying hours since deployment (baseline 2010):





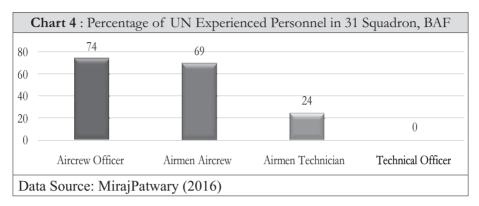
Capability to Operate in Distant Areas: Conduct of sustained air operations far away from Bangladesh gives BAF the priceless experience of overseas basing, which directly contributes to war readiness. The logistic management system of BAF comes under test every time a contingent is deployed to UN mission. Due to deployment in UN mission under 'self-sustainment' status, a large range of COE is required to be carried by BAF contingents. Reimbursement to TCC is made on the basis of the report of the COE inspections (Aziz Khan 2016 and Siddiqur Rahman 2016). Logistic personnel are engaged in establishing and maintaining logistic chain in every UN mission area where BAF operates. Example ofstandardachievedby BAF operational logistic system is shown in 'Case Study – 3'.

Case Study 3: Flexibility of BAF Operational Logistics

OPERATION MONGOOSE was one of the largest joint operation by MONUSCO against armed rebel group Front for Patriotic Resistance in Ituri (FRPI). In January and June 2015, BANUAU flew 91 operational sorties in risky environment involving hostile fire. Despite mandated to provide 04 helicopters at a time for day flying only, during OPERATION MONGOOSE, often BANUAU simultaneously flew all 06 helicopters and flew at night many a times. Among those, most significant was on 15 June 2015, when BANUAU carried out a night CASEVAC in a sharp ridge and jungle area to rescue an Egyptian Special Force patient. Despite unstable strong wind at sharp ridge made the CASEVAC very risky,the helicopter hovered at 6500 ftand rescued the patient by winching at night (Atiquzzaman 2016).

Analyzing Impact on BAF Operations

Impact on BAF Combat Support Capability: Flying hours allotted to air force contingents are limited by UN budgetary allocation. But the actual requirement is much more. Many a times, BAF contingents fly more than LOA hours (Mazharul Karim 2016). Through performing all tasks of UN, BANUAUs and BANATU are enhancing BAF combat support capability. After the mission, these personnel are posted to various BAFunits. A study on 31 Squadron, BAF shows that UN experienceof significant number of aircrew and techniciansbenefit in executing combat support tasks.



Impact on BAF Combat Capability: The personnel of BAF combat units are deployed in BAF contingents work with the UNair operations personnel of various nations. They make significant contribution towards taskachievement of BAF contingents. This gives intangible benefit towards capacity building of combat unitpersonnel and thereby has indirect impact on BAF combat capability.

Impact on BAF Operational Tempo: The sheer volume of flying hours achieved by BAF contingents testifies the positive impact on BAF operational tempo. Comparing flying hours with similar sized air force, operational tempo of BAF is much higher than others (Mazharul Karim 2016). Achieving high rate of flying hours has impact on overall flying hoursachievement of BAF.

Capacity Building: Morale is a critical enabler of warfighting. The branding of BAF in world forum affects the mindset of an airman sitting in Bangladesh, where an individual is inspired to face the complexities of future UN participation. The diverse experiences of UN participation including flying in combat environment, practical exposure to the Laws of Armed Conflict etchave significant contribution towards capacity building of BAF personnel. The cost of each flying hour in MI-17 helicopter, MI-171SH helicopter and C-130 aircraft is Taka 2,19,778.76, Taka 1,96,261.44 and Taka 7,33,659.27 respectively (Ministry of Defence 2013). Thus besides earning foreign currency through flying UNhours' reimbursement; BAF gains intangible benefit of saving huge budgetary cost in operational training of aircrew.

UN mission provides a good opportunity to members of BAF contingents to enhance their individual operational skills. BAF operates MI-series helicopters for more than 3½ decades (Al-Mamun 2016). In 2015, for the first time in the history of BAF, 04 pilots have successfully qualified the prestigious 'Advanced



Test Pilot Course' from the MI-series helicopter manufacturing country Ukraine (Ishtiaque Chowdhury 2016). Flying experience in UN mission area has bolstered the capability and confidence of BAF pilots to undergo the rigorous training requirements of 'Advanced Test Pilot Course'. A pilot who has qualified this course is capable of conducting flight test of MI-17 helicopter after factory level maintenance (Mustafizur Rahman 2016).

Impact of UN participation on Quality Vs Quantity: BAF attaches high priority to develop 'skilled and knowledge based professionals'. BAF utilizes the opportunity of UN participation to develop multi-skilled professionals. Through exposure to multinational environment, these personnel consistently benchmark their expertise against airmen of other air forces.

Challenges for BAF Participation in UN Peacekeeping Contingents

Upholding National Interest: It is one of the key challenges for BAF participation in UN. The recent quantitative and qualitative changes in peacekeeping operations have strained UN's resources and capacity, forcing it to adopt inclined approach towards regional peacekeepingarrangements. BAF follows an orthodox approach to meet all the requirements of UN. But the administrative chain of UN is quite different from military, bureaucratic and slow in nature. Often BAF contingents has to handle challenging situations through professional competency

Maintaining the Operational Status of BAF Contingents: Maintaining 100% serviceability rate and achieve high rate of flying hours in UN missions involve a wide spectrum of activities by Air Headquarters, bases, units. These includes maintaining the required skill of contingent personnel, conduct of timely rotation, addressing the issue of limited spares, rotation of aircraft and helicopters – these are handled by this concerted approach of BAF in a methodical manner.

Effect on Combat Support Operational Tasks in Bangladesh: BAF adopts a holistic approach in maintaining a balance between air assets in Bangladesh and UN deployment. Assessment of in country requirements is normally done before BAF accepts proposal for new UN deployment. Thus BAF makes endeavour to meet in-country requirements at a satisfactory state (Mazharul Karim 2016).

Modernization of BAF: To meet UN requirement, BAFhelicopter and transport fleet are steadily expanding, making significant contribution on modernization of BAF.A significant benefit of UN participation is establishment of major maintenance infrastructure in BAF. BAF has recently established 216 Maintenance, Repair and Overhaul Unit – MRO (U),a dedicated maintenance facility for overhaul and major maintenance of MI series helicopters.

Risk Factor: The tour of duty at BAF contingent in UN mission involves risks to the individual and sacrifices of both individual and family members. Here, financial benefit is a moral factor that inspires a person to weigh benefit over risks and sacrifices. Currentlya wider gap persists between the Consumer Price Index (CPI) vis-à-vis the Index of UN allowance. If this wider gap continues, it may lead to a situation wherein more number of officers may show unwillingness for UN mission.

Pre-Deployment Training: To work in mission area, BAF personnel requires certification from competent authority. Every year, a good number of BAF personnel undergo training at various BAF and civil aviation units. To complete all pre-deployment training in due time sometimes become very challenging for BAF contingents.

BAF Deployment in UN Peacekeeping Contingents visa-vis Optimizing Operational Capability

Knowledge Management: The challenge of developing knowledge-based and 'multi-skilled' professionals requires BAF to adopt a multi-disciplinary approach to make the best use of knowledge. Through a systematic process, their experience on critical issues may be shared with others to enhance the knowledge base.

Representation of BAF at Decision Making Level of UN: Despite significant UN peacekeeping mission, BAF is currently not represented in any of the commanding posts in UN peacekeeping operations. If appropriate representation of BAF at the decision making level of UN could be ensured, it might improve the operational environment of BAF contingents.

Risk Mitigation Measures: The future of peacekeeping operations involves much more complexity and risk. To retain the current pattern of manning the BAF contingents in UN peacekeeping mission require few pragmatic steps so that the 'unwillingness' factor does not surface as a significant issue.



Separate BAF Training Institute for UN Peacekeeping Contingents:

To prepare more skilled and capable personnel for air operations in UN peacekeeping contingents, a separate BAF training institute may be established. This institute would enable BAF to develop a pool of air professionals ready for quick deployment to meet any unforeseen UN requirement.

Increasing Vacancies for BAF Airmen: BAF deploys a significant number of airmen in the UN peacekeeping contingents. But their vacancies are yet to be included in establishment strength of BAF (Hassan Chowdhury 2016). This inhibits generation of more skilled manpower of BAF and denies certain critical benefits of BAF airmen.

Recommendations

Based on the findings of the research, following recommendations are made:

- BAF may adopt a multi-disciplinary approach for the best use of knowledge gained through UN participation.
- Strong persuasion may be done by Bangladesh government to ensure appropriate BAFrepresentation at decision making level of UN.
- Pragmatic steps may be taken for risk mitigation and motivation of future BAFpeacekeepers.
- A separate BAF institute may be established for conducting predeploymenttraining of UN peacekeeping missions.
- The vacancies of airmen in BAF contingents in UN peacekeeping missions may be included in the establishment strength of BAF.

Conclusion

BAF started its journey during the War of Liberation with a scanty inventory. Today it has grown to a state which enables BAF ability to undertake diverse combat and combat support operations. Considering UNPSO as one of the core competencies, BAF has extended her services beyond national airspace through 02 decades of deployment UN peacekeeping contingents.

The security situation of mission areas mostly involves high risk, volatility and uncertainty with threat scenario involving attacks from rockets and mortar. BAF

aircrew are flying in combat environment involving high possibility of hostile fire. BAF aircrew gets practical exposure of adherence to laws of armed conflict. These invaluable experiences contribute towards capacity building of BAF aircrew.

BAF contingents had been instrumental in performing operational tasks of mission areas. Maintaining 100% serviceability rate, achieving high flying hours, participating in operations with forces of various nations, etc. have contributed to branding image of BAF in global forum. UN experience enhances capacity building of BAF of aircrew and technicians. The volume of flying hours achieved by BAF contingents has impact on the operational tempo of BAF as well. The operational training, human resource development, confidence building of individuals, overseas basing experience – all these effect combat support operational capability of BAF.

Deploying large number of air assets in UN peacekeeping contingents involves numerous challenges. Some of these challenges involve coordination with armed forces and the Government. Currently BAF is not represented in any of the commanding posts in UN peacekeeping operations. The risk factor needs a joint approach by the armed forces. To meet the challenges of pre-deployment training BAF peacekeeping contingents, necessity is felt to establish a separate training institute. Addressing all these would allow BAF to optimize impact of UN experience on her operational capability.

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