

## **Working Group on Lessons Learned**

### **Relationship between the PBC and the Security Council: Possible areas and situations for advice**

#### **Transition of UN Missions in PBC agenda countries**

#### **Concept Note**

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#### **Introduction**

The Working Group on Lessons Learned (WGLL) will convene a meeting on 21 November 2012 to address the issue of Transition of UN Mission in PBC agenda countries in the context of relationship between the PBC and the Security Council. The discussion will take place against the backdrop of three recent developments: (a) the continuing discussion between the PBC and the Security Council on strengthening its partnership; (b) the formulation of evolving UN Policy on the Transitions in the Context of Mission Drawdown and Withdrawal; and (c) the envisaged drawdown of Security Council mandated missions in three countries on the Commission's agenda, namely Burundi, Liberia and Sierra Leone.

#### **Recent discussion on the relationship between the PBC and the Security Council**

In paragraph 16 of PBC's founding resolutions [A/RES/60/180 – S/RES/1645 (2005)], the General Assembly and the Security Council underlined that “..... in post-conflict situations on the agenda of the Security Council with which it is actively seized, in particular when there is a United Nations-mandated peacekeeping mission on the ground or under way and given the primary responsibility of the Council for the maintenance of international peace and security in accordance with the Charter, the main purpose of the [Peacebuilding] Commission will be to provide advice to the Council at its request.”

Given the centrality of this task, the PBC Working Group on Lessons Learned (WGLL) explored preliminary ideas during its meeting on 14 Dec 2011 for strengthening the advisory role of the PBC to the Security Council, particularly in situations where timely and qualitative analysis from the PBC would be needed. One such approach included conducting more frequent consultations on the transition of peacekeeping and peacebuilding missions in countries on the PBC's agenda.

In addition, at the Security Council's Open Debate and Informal Interactive Dialogue convened on the occasion of the review of the PBC report on its fifth session (held on 12 and 13 July 2012 respectively), a number of Member States emphasized that the Council could draw on the PBC's assessment of progress in the peacebuilding process ahead of consideration by the Council of decisions on UN transitions from one form of UN engagement to another.

In view of the envisaged drawdown of Security Council mandated missions in three countries on the Commission's agenda, namely Burundi, Liberia and Sierra Leone; there is an increased need for clarity on the scope of the PBC's advisory role to the Security Council with a view to ensuring sustained attention and engagement of the United Nations and the international community to critical peacebuilding priorities beyond the life span of these missions.

## **Evolving UN Lessons and Policy on Transitions in the Context of Mission Drawdown or Withdrawal**

UN transitions triggered by the drawdown or withdrawal of a UN peacekeeping or special political mission are inevitable as Security Council mandates and United Nations presences adapt to national transitions and peacebuilding processes. The issue of UN transitions is not new. However, the issue has regained prominence in UN and Member State discussions since 2010 as a number of UN peacekeeping missions are now undergoing or planning drawdowns, including in Liberia and Timor Leste; mission reconfigurations, including in Cote d'Ivoire and Haiti. Furthermore, a body of lessons continues to be developed from previous and evolving UN transitions from peacekeeping to special political missions (SPMs) and to the exclusive presence of the UN Country Teams (UNCTs), including in Burundi, Chad, Ethiopia and Eritrea and Sierra Leone.

In response to increased demand from the field, headquarters and Member States for improved planning and management of UN transitions, the United Nations Integration Steering Group (ISG) tasked its focal points to develop a system-wide policy on Transitions in the context of mission drawdown and withdrawal. The Policy is expected to be agreed upon in November 2012 and will outline key principles and roles and responsibilities that should apply to the UN system at headquarters and in the field across all transitions.

Transition decisions and timelines are heavily influenced by conditions in the host country and by the views of host governments, and consequently mission transitions are diverse and specific to context. Transitions must be carefully managed, both so as to avoid destabilizing a country during the UN's reconfiguration, and so as to achieve a sustainable impact on strengthening national actors' longer-term peacebuilding strategies and plans. Therefore, five key principles can be applied to all UN transitions.

- ❖ First, **transition planning must start early**, with national and international actors, aligned to national plans, and remain flexible throughout.
- ❖ Second, **UN integration** is essential in order to build national peacebuilding capacities and for the preparedness of the reconfigured UN presence to support national actors in key peacebuilding objectives for the longer-term.
- ❖ Third, **national ownership** is crucial for a successful transition process, and national leaders must be involved in decision-making throughout.
- ❖ Fourth, **national capacity development** is vital, for the success of the mission and to ensure effective handover of peacebuilding tasks to national actors.
- ❖ Fifth, **communication** is critical to managing expectations and anxieties of national stakeholders, UN staff and Member States.

Furthermore, continuity of peacebuilding efforts throughout and beyond the lifespan of UN missions requires the sustained and aligned political and financial commitment of national and international actors. A major task to be undertaken jointly by the UN, wider multilateral system and Member States is to **ensure sustained support for national peacebuilding priorities**.

The Peacebuilding Commission can play an essential advisory role for both the Security Council and the countries on its agenda in the context of transition UN missions by:

- ❖ Promoting a more coherent understanding of short and long-term objectives on the ground, thus ensuring sustainability of UN and other partners' engagement beyond the draw-down of the missions.
- ❖ Becoming a vehicle through which the views and perspectives of all relevant actors (national, international, UN) are factored in the Security Council decision on transitions and that these decisions are grounded in country level realities.
- ❖ Advising the Security Council on national preparedness for assuming key functions performed by the Mission with support of development actors from within and outside the UN.
- ❖ Supporting UNCT preparedness to respond to emerging challenges in post-mission scenarios by initiating early analysis of critical national capacity gaps. This analysis could help inform the Council's design of the transition process and draw early attention to these gaps.
- ❖ Helping to mobilize partnerships which could in turn help in addressing eventual funding gaps following the draw-down and withdrawal of UN missions.

## **Status of UN Mission Transitions in PBC Agenda Countries**

### **BURUNDI (BNUB)**

The national priority areas supported by the PBC Burundi Configurations include promotion of a culture of democracy, dialogue, good governance, human rights and the rule of law. Following section outlines paragraphs from the Security Council resolution on the mandate of BNUB, including the transition of the mission. The role of the PBC in supporting transition is not specified in the resolution.

### **MANDATE**

Set out in Security Council Resolution 1959 (2010) and extended until 15 February 2013 by Resolution 2027 (2011):

(OP 2) Decides that in addition to paragraph 1 above, BNUB shall also continue to support the Government of Burundi in the following areas: (a) Supporting the efforts of the Government and the international community to focus on the socio-economic development of women and youth and the socio-economic reintegration of conflict-affected populations in particular, and advocating for resource mobilization for Burundi; (b) Providing support to Burundi's deepening regional integration, as requested; ...

(OP 4) Encourages the Government of Burundi with the support of BNUB and other international partners to redouble its efforts to pursue structural reforms aimed at improving

political, economic and administrative governance and tackling corruption, with a view to setting up strong drivers for sustained and equitable social and economic growth,

(OP 6) Underscores the importance of security sector reform and urges all international partners, together with BNUB, to continue supporting the Government of Burundi's efforts to professionalize and enhance the capacity of the national security services and the police, in particular in the fields of training on human rights and sexual and gender-based violence, and with the view to consolidating security sector governance;

(OP 7) Calls upon the Government of Burundi, with the support of BNUB and its national and international partners to finalize the new Poverty Reduction Strategy Paper (PRSP II), with clear peacebuilding priorities and an implementation plan;

(OP 12) Encourages the Government of Burundi, with the support of international partners and BNUB as appropriate, to establish transitional justice mechanisms, including the establishment of a Truth and Reconciliation Commission, in accordance with the results of the work of the Technical Committee, the 2009 national consultations, Security Council resolution 1606 (2005) as well as the Arusha agreements 2000;

#### MANDATE ON BNUB TRANSITION:

(OP 13) Takes note of the progress reported by the Secretary-General in the development of benchmarks for the future evolution of BNUB into a United Nations Country Team presence and requests to be updated on these by 31 May 2012;

(OP 14) Requests the Secretary-General to keep the Council informed on the implementation of the mandate of BNUB and this resolution, with a briefing by the end of July 2012 and a report by 18 January 2013;

#### ROLE OF PBC IN SUPPORT OF TRANSITION

None specified in resolution 2027 (2011).

#### **LIBERIA (UNMIL)**

The national priority areas supported by the PBC Liberia Configurations include security sector reform, rule of law and national reconciliation. Following section outlines paragraphs from the Security Council resolution on the mandate of UNMIL, including the transition of the mission, as well as the role of the PBC in supporting transition.

#### MANDATE:

Set out in Security Council Resolution 2066 (2012) extended until 30 September 2013 as follows:

(OP 2) UNMIL's primary tasks are to continue to support the Government in order to solidify peace and stability in Liberia and to protect civilians, and that UNMIL shall also support the Government's efforts, as appropriate, to achieve a successful

transition of complete security responsibility to the Liberian National Police (LNP) by strengthening the LNP's capabilities to manage existing personnel, improve training programs to expedite their readiness to assume security responsibilities, and coordinate these efforts with all partners, including the Government of Liberia, the national police leadership, and donor partners; ...

(OP 3) Encourages the Government of Liberia and UNMIL to continue to make progress in the transition planning process and address the critical gaps that need to be filled in order to facilitate a successful transition, including by prioritizing tasks, to include promotion of human rights and reconciliation, assess security challenges inclusive of the border, strengthen democratic institutions and extend state authority and services throughout the country;

#### MANDATE ON UNMIL TRANSITION:

(OP 4) Decrease UNMIL's current military strength of seven infantry battalions by four infantry battalions and related enablers, totalling approximately 4,200 personnel, in three phases between August 2012 and July 2015, subject to and consistent with conditions in the area of operations, leaving UNMIL's military strength at three infantry battalions and related enablers, totalling approximately 3,750 personnel, by July 2015, and [...] implement the first phase, reducing the military component by 1,990 personnel between October 2012 and September 2013;

(OP 5) Increase the number of UNMIL's authorized formed police units by three additional units, totalling 420 personnel, from its current strength of seven formed police units, totalling 1,375 personnel, for a new authorized ceiling of 1,795 personnel, and further decides that such additional units shall be deployed to Liberia as soon as available, with the first unit deploying no later than January 2013;

(OP 6) Future reconfigurations of UNMIL should be determined on the basis of the evolution of the situation on the ground and on the achievement of an improved capacity of the Government of Liberia to effectively protect the population through the establishment of sustainable and effective security forces with a view to progressively take over UNMIL's security role;

(OP 7) This transition will require qualified specialist advisers to assist and support the SRSG in working with the Government of Liberia to meet transition goals [...] such qualified specialist advisers should be made available to the SRSG to fill gaps that might exist in meeting the goal of increasing the capacity of the Government of Liberia, particularly the LNP, to implement sustainable rule of law, justice, governance and SSR programs, including mechanisms to hold perpetrators of sexual and gender-based violence accountable;

(OP 8) In order to be sustainable, the transition planning process should take into

account broad challenges, including governance and the rule of law as well as the political context, and [...] UNMIL should make the appropriate internal adjustments and, at the request of the Government of Liberia, and consistent with its mandate, support the people and the Government of Liberia in taking forward the identified priorities, including national reconciliation, constitutional reform and decentralization, while enhancing its support for security sector and rule of law reforms;

#### ROLE OF PBC IN SUPPORT OF TRANSITION

(OP 16) Need for coherence between, and integration of, peacekeeping, peacebuilding, and development to achieve an effective response to post-conflict situations, [...] the Secretary-General, in conjunction with the United Nations country team and international partners, [should] continue to coordinate and collaborate with the Peacebuilding Commission (PBC), and [...] the justice and security hubs [should be timely completed], with requisite full staffing to make these hubs fully operational, to contribute to improved access to justice and security services throughout Liberia; [...] the PBC, following close consultation with the Government of Liberia, [should] continue to report on the findings of its missions and its recommendations on how it can accelerate progress on SSR, rule of law, and national reconciliation;

#### **SIERRA LEONE (UNIPSIL)**

The national priority areas supported by the PBC Sierra Leone Configurations include good governance (including support to the elections), youth employment and empowerment, combatting drug trafficking. Following section outlines paragraphs from the Security Council resolution on the mandate of UNIPSIL, including the transition of the mission, as well as the role of the PBC in supporting transition.

#### MANDATE:

Set out in Security Council Resolution 2005 (2011) and extended until 31 March 2013 by Resolution 2065 (2012) as follows:

(OP 6) Requests UNIPSIL, in conjunction with the UNCT and the international community to continue providing assistance to the Government and its electoral, democratic and security institutions, as requested, in the preparation and conduct of the elections and to continue providing advice and assistance to all relevant stakeholders, including civil society and the media, in order to ensure that they are able to make a positive contribution to the electoral process; further requests UNIPSIL to provide assistance to conflict prevention and mitigation efforts, including through promoting the role of women in conflict prevention and supporting genuine and inclusive dialogue among political parties, the Government and all relevant stakeholders; ...

(OP 11) Requests UNIPSIL, in conjunction with the UNCT and bilateral and international partners, to continue providing integrated support to Sierra Leone to meet its peacebuilding and development priorities, as outlined in the Agenda for Change, including through

strengthening capacity building of national political, security, human rights and rule of law institutions, promoting good governance and accountability, promoting gender and social equality, strengthening human rights protection, supporting efforts to improve youth unemployment and strengthening efforts to tackle transnational organized crime including illicit activities such as money-laundering and drug trafficking,

(OP 12) Requests UNIPSIL, in conjunction with the UNCT and bilateral and international partners, to continue engaging constructively with the Sierra Leone national authorities in the formulation of the Agenda for Prosperity and in coordinating and integrated international response to it, in order to ensure that efforts by the UN, bilateral and international partners on the ground continue to be coherent and effectively coordinated;

#### MANDATE ON UNIPSIL TRANSITION:

(OP 14) Requests UNIPSIL, in conjunction with the UNCT and bilateral and international partners to continue preparations for the transition of UNIPSIL, and in this regard requests the SG to deploy and inter-agency technical assessment mission to Sierra Leone to conduct a review of progress made in the implementation of UNIPSIL's mandate and to provide a report, for the consideration of the Council, containing detailed proposals and a recommended timeline for the transition, drawdown and exit strategy of UNIPSIL by no later than 15 February 2013.

#### ROLE OF PBC IN SUPPORT OF TRANSITION

(para 13) ... requests the Peacebuilding Commission to keep the Council regularly updated on progress made and to review its engagement with Sierra Leone following the successful completion of the elections and in line with the drawdown of UNIPSIL;

#### **Questions to be addressed**

- A. What could be the scope of the PBC advisory role to the Security Council?
- B. How and in what form can the PBC deliver its advice to the Security Council, aside from the periodic formal briefings? (see attached for recent meeting schedules of PBC and the SC)
- C. How can the PBC support a more integrated UN transition process, involving all relevant national and international security and development actors?
- D. What are the key measures which the PBC could undertake to sustain political and financial national and international support to long-term peacebuilding efforts throughout and beyond the mission draw-down in the three countries concerned?
- E. How can the role of the PBC in UN mission transitions be better reflected in Council decisions?

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