



2008

United Nations Peace Operations

YEAR IN REVIEW



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Children of Tongo, Massi, North Kivu, DRC. 28 March 2008. UN Photo by Marie Frechon.

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2008: United Nations peacekeeping observes 60 years of operations

As the international community celebrated the 60th anniversary of United Nations peacekeeping during 2008, today's blue helmets found themselves over-stretched and confronted with numerous and increasingly complex operations all across the globe.

"Though they may not resolve all post-conflict issues or challenges, peacekeeping operations certainly can play a central role in reducing the likelihood of future conflict and creating a framework in which normal development can resume", Alain Le Roy, the Under-Secretary-General for Peacekeeping Operations, told the General Assembly's Fourth Committee (which deals with a variety of political issues) in November. "The range and breadth of mandated tasks continues to grow even wider".

In July, after eight years of leading the Department of Peacekeeping Operations (DPKO) into a new era, former Under-Secretary-General Jean-Marie Guéhenno stepped down, having been widely credited with strengthening the reputation of UN peace operations as an effective tool to help war-torn countries return to stability. Under his tenure, the number of peacekeepers deployed topped 100,000, and the Security Council gave them new, more robust mandates to protect civilians and deter 'spoilers' of peace processes. Mr. Guéhenno advanced the professionalization of peacekeeping by further developing peacekeeping doctrine and policy and reforming the UN peacekeeping architecture.

Mr. Guéhenno worked tirelessly to gain political, financial and human support from a wide range of coun-

tries to ensure the successful implementation of peacekeeping missions' mandates and avoid similar failures to those experienced in the 1990s, such as those in Rwanda, Somalia and Srebrenica in the Balkans. In that regard, he was frank in warning the UN Security Council and other Member States that UN peacekeeping was not the right tool for every job and that achievable mandates, adequate resources and political support were needed: Peacekeepers cannot succeed in a situation where there is no peace to keep.

Peacekeeping challenged anew in the Congo

But in 2008, the largest UN peacekeeping operation – MONUC – found itself challenged when violence reignited in August in the volatile eastern region of the Democratic Republic of the Congo (DRC), on the border with Rwanda. In late October, the situation worsened, when the rebel Congrès National pour la Défense du Peuple (CNDP), led by Laurent Nkunda, undertook a major offensive threatening Goma, the provincial capital of North Kivu. Nkunda's forces quickly overwhelmed the government (FARDC) forces and displaced hundreds of thousands of civilians. UN peacekeepers found themselves lodged between warring groups, protecting civilians where they could, with the government army they were there to support basically incapacitated.

MONUC's almost 20,000 peacekeepers were thinly stretched in the vast country of 66 million people and dealing simultaneously with four 'hot' fronts in the eastern DRC alone. Terri-

fied Congolese wanted more, and frustrated local civilians stoned the UN's Goma headquarters. Nonetheless, a study published in November by the US-based Council of Foreign Relations concluded that MONUC was the "single most important factor preventing the full collapse of state authority in the region".

The UN set in motion a series of actions to resolve the conflict: MONUC quickly reconfigured its forces throughout the east, reinforcing its presence in the city of Goma and surrounding areas. In November, following a visit to the DRC, Mr. Le Roy urged the Security Council to send more troops to the beleaguered mission. The Council agreed to authorize an additional 3,100 troops and police. Secretary-General Ban Ki-moon also called for the deployment of a multinational force as a bridging measure until MONUC could be reinforced. He met with regional leaders in Nairobi as the crisis threatened to spill beyond DRC's borders, and he appointed Olusegun Obasanjo, the former President of Nigeria, as his Special Envoy for the Great Lakes Region to work with the parties and the international community on finding a lasting peace. The Security Council on 22 December voted to extend MONUC's mandate by a year, and called on MONUC to make protecting civilians a priority.

UN forces continue to build in Darfur despite challenges

The plea for additional troops for the Congo came as DPKO was still struggling to build up the force in Darfur, Sudan, which is ultimately to exceed MONUC in size, with an authorized 26,000 soldiers and police and a



Susana Malcorra, Under-Secretary-General for Field Support, addresses a Security Council meeting on the work of United Nations peacekeeping operations. United Nations Headquarters, New York. 23 January 2009. UN Photo by Jenny Rockett.

significant civilian component. By the end of 2008, 12,374 troops had been deployed to the African Union/United Nations Hybrid Operation in Darfur (UNAMID), representing 63 per cent of the authorized 19,555 military personnel. Those troops that have deployed have found it challenging to support themselves amid continued fighting and insecurity, and in the inhospitable terrain, and, as a result, the process has taken longer than had been expected when AU troops took up their responsibilities as the first UN peacekeepers on 31 December 2007. In addition, UNAMID continued to lack a number of key assets including transportation, military aviation and in some cases even basic accommodation.

Meanwhile the security situation continued to be of grave concern: 21 UNAMID personnel died on mis-

sion during the year, 13 of them killed in attacks.

The announcement in July by the prosecutor of the International Criminal Court (ICC) that he was seeking an arrest warrant for Sudanese President Omar Al-Bashir on war crimes charges raised the possibility of further challenges to the UN in Sudan in 2009.

Cost-effective peacekeeping still in demand

In 2008, the surge in UN peacekeeping continued, with DPKO and the newly created Department of Field Support (DFS) running 18 operations on five continents. In addition, almost a dozen political and peacebuilding missions and offices, managed by the UN Department of Political Affairs (DPA) and also supported by DFS, were active in the field.

“Peacekeeping has developed into a flagship enterprise of our Organization”, Secretary-General Ban Ki-moon stated on 29 May, the International Day of UN Peacekeepers, which in 2008 commemorated 60 years of UN peacekeeping. “Today we have more than 110,000 men and women deployed in conflict zones around the world. They come from nearly 120 countries – an all-time high, reflecting confidence in UN peacekeeping. They come from nations large and small, rich and poor – some of them countries recently afflicted by war themselves. They bring different cultures and experience to the job, and they are united in their determination to foster peace”.

Despite the huge increase in personnel and operations, peacekeeping remained an extremely cost-effective enterprise. The annual budget for all UN peacekeeping in fiscal year 2008-9 was US\$7.6 billion, which is equal to approximately one half of one per cent of global military spending.

Peacekeeping elsewhere in Africa
The UN Mission in Sudan (UNMIS) – based in Khartoum and Juba in Southern Sudan – and its 10,000 peacekeepers continued to help support the peace process governed by the 2005 Comprehensive Peace Agreement, which ended a 21-year war between North and South Sudan. The Agreement calls for national, Southern Sudan and state elections in 2009, and for a referendum on the future of the country in 2011.

Across the border in Uganda, a political mission led by UN Special Envoy Joaquim Chissano continued to lead efforts to secure a final peace agreement between the Lord's Resistance Army (LRA) and the Government of Uganda.

The role of UN peacekeeping grew in neighbouring Chad and the Central African Republic (CAR), where UN police and military liaison officers worked with a European Union (EU) military force to enhance stability and support human rights and the rule of law. The EU force is to transfer its authority to the UN mission, MINURCAT, in March 2009. An anticipated 4,900 'blue berets' are to be deployed to deter hostilities, reassure the civilian population, enhance the delivery of humanitarian assistance and assist further implementation of the MINURCAT mandate in the fragile and volatile region.

Peacekeepers withdrew from Eritrea and Ethiopia in 2008, however, after the UN peacekeeping operation, UNMEE, had monitored the tense border between the two countries for seven-and-a-half years. In July, the Security Council voted unanimously to terminate UNMEE after restrictions placed on it by Eritrea undermined its ability to carry out its mandate.

The calls for the international community to do more in Somalia grew louder over the year as the UN political office, UNPOS, based in Nairobi, continued to work towards rapprochement in Mogadishu, where violence and chaos continued throughout the year. Following a peace agreement between the Transitional Federal Government and the Alliance for the Re-Liberation of Somalia in Djibouti on 19 August, the Security Council requested the Secretary-General to provide a proposal for a robust multinational force that would hand over to a UN peacekeeping operation once the security situation permitted. The force would replace the 3,400 strong African Union (AU) force, AMISOM, already deployed in Somalia. However, in December, the Secretary-General warned that the situation in Somalia

was not ready for UN peacekeepers, and that he had been unable to find a country willing to lead a robust multinational intervention. Support to the AMISOM and Somali forces would have to increase first, he said.

Meanwhile, in Côte d'Ivoire, the UN-supported peace process passed a significant milestone with the launch of the identification and registration of voters on 15 September 2008. However, the postponement of presidential elections until spring 2009 was a worrying development for the region, and the Security Council will review in early 2009 the role of the UN peacekeeping mission – UNOCI – which has been supporting the peace process, demobilization and reconciliation in the once-divided country.

Successful peacekeeping and peace consolidation in 2008

The peacekeeping mission in Liberia – UNMIL – in cooperation with UN agencies on the ground, can share credit for the fact that Liberia has enjoyed stability for the past five

years, the longest continuous period of peace the country has known in decades. The integrated UN effort continues to support the government in reconciliation, recovery and development, and the peacekeeping operation is anticipating downsizing in 2009.

In Sierra Leone, the last chapter of the UN's peacekeeping presence there closed with the expiration of UNIOSIL's mandate on 30 September. Peacekeepers had come to that war-torn country in 1999, and by 2005 the blue helmets had helped the country demobilize, hold democratic elections and embark on a path of peacebuilding.

The Security Council in October 2008 created a new, smaller, integrated peacebuilding office (called UNIPSIL) to continue the UN's commitment to assisting the country's new government with peace consolidation and economic recovery.

One of the greatest accomplishments of UN peace operations in 2008 was the transition in Nepal, where a po-



Alain Le Roy (right), USG for Peacekeeping Operations, holds discussions with Minni Minawi (left), leader of the Sudan Liberation Army. Darfur, Sudan. 9 October 2008. UN Photo by Josephine Guerrero.

litical mission, UNMIN, run by the Department of Political Affairs, helped the country hold nation-wide Constituent Assembly elections, which effectively ended the civil war as well as monarchy rule.

Far more extensive has been the mandate of UNMIK, the UN peacekeeping mission in Kosovo, deployed in the wake of NATO air strikes on Serbia in 1999. After nine-and-a-half years of administering and policing Kosovo, UNMIK was reconfigured in late 2008, having turned over many of its responsibilities to the Government of Kosovo. Among its accomplishments over the past decade, UNMIK set up the local Kosovo Police Service, as well as provisional institutions of government. The Security Council, in a Presidential Statement issued in November, cleared the way for the European Union to deploy a rule of law mission (EULEX) of 1,800 police and judicial experts to monitor Kosovo's police and judiciary.

Other missions continued to shore up enduring ceasefires or peace agreements.

In southern Lebanon, UNIFIL has made a difference in providing stability and supporting the deployment of the Lebanese Armed Forces, while 80 per cent of the respondents to a public opinion poll in the country praised the UN mission as effective.

In the divided island of Cyprus, major peace talks began again under UN auspices in September, supported by the 34-year-old peacekeeping mission, UNFICYP. In the meantime, UNFICYP continued to implement its mandate by supervising ceasefire lines, maintaining a buffer zone and undertaking humanitarian activities.

In Timor-Leste, signs of economic growth and political stability grew as

the UN mission – UNMIT – continued its support for the country's fledgling institutions, as well as local capacity building, development activities and humanitarian assistance.

The Secretary-General, on visiting India this year, noted that the UN Military Observer Group in India and Pakistan (UNMOGIP), deployed in the state of Jammu and Kashmir, “during the last six decades has been playing a very important role in monitoring the border situation and peace and stability in this region”.

Missions navigate turbulent environments

Increasingly, other peace operations found themselves in fluid and fragile situations not resolvable by peacekeeping alone: in Haiti, with peacekeepers having successfully tackled the problem of armed gangs in the capital of Port-au-Prince, the UN mission, MINUSTAH, turned to addressing some of the other dire needs of the impoverished country. Unemployment, the food crisis, four horrific storms and school collapses ravaged Haiti. The UN called on other international actors to stay the course while taking the lead on helping the Haitian state to become viable.

In Afghanistan, the mandate and scope of the UN political mission expanded, as UNAMA led the coordination of the many international actors, donors and humanitarian organizations in their work to support the Afghan people and their elected government. While violence and insecurity increased in the south, west and east of the country, UNAMA opened its eighteenth provincial office as part of its mandate to coordinate development efforts, monitor human rights issues, strengthen good governance and the rule of law, assist local institutions in combating corruption and facilitate the delivery of humanitarian aid.

In Iraq, as security improved during much of the year, the Security Council re-invigorated the mandate of the UN Assistance Mission for Iraq (UNAMI) to assist with upcoming provincial elections, resolve internal boundary issues such as the eventual status of Kirkuk, promote human rights and provide and coordinate humanitarian assistance.

Reform continues at UN Headquarters

At UNHQ, the Department of Political Affairs (DPA) renewed its efforts to expand into a more field-based operation, and Secretary-General Ban Ki-moon urged greater cohesion and integration between the parts of the UN system involved with conflict prevention, peacekeeping, peace consolidation and peacebuilding. The General Assembly, on 24 December, approved some 50 new staff members to strengthen DPA.

The 2007 ‘split’ of the Department of Peacekeeping Operations into two departments (DPKO and DFS) moved forward, with both new Under-Secretaries-General using DPKO's ‘Peace Operations 2010’ reform strategy as their framework and guide. This reform effort has been aimed at strengthening and professionalizing the planning, management and conduct of UN peace operations. To assist all its personnel in implementing reforms, DPKO produced the ‘UN Peacekeeping Operations Principles and Guidelines’, a capstone doctrine which details the multifarious tasks today's peacekeepers perform.

To facilitate the strengthening and enhancement of UNHQ's support to the field and to promote effective mission management at Headquarters, DPKO and DFS have established seven Integrated Operational Teams (IOTs) in



Secretary-General Ban Ki-moon inspects Filipino peacekeepers with Manila mayor Alfredo Lim during a ceremony at the Rizal Monument, Manila, Philippines. 28 October 2008. UN Photo by Mark Garten.

the four regional divisions covered by UN peacekeeping. Each IOT brings together dedicated political affairs officers, as well as military, police and support specialist officers to serve the UN peacekeeping missions. More IOTs will be created in 2009.

The new Under-Secretary-General for Peacekeeping, Mr. Le Roy, urged the General Assembly to consider how to address demands for peacekeeping more effectively and in doing so, to address “the political and resource problems that lie at the root of the conflicts”.

At the same time, DPKO, DFS and DPA worked to address the new complexities of peace operations: “The more complex the missions are and the more sophisticated they become, the more difficult it becomes for us to be able to support them, not only with the right infrastructure but also with the right profile of staff to enable the missions to deliver their mandates”, Susana

Malcorra, the Under-Secretary-General for Field Support, told the General Assembly’s Fourth Committee, outlining her strategy for increasing the efficiency and effectiveness of DFS.

The UN continued to address the issue of conduct and discipline of its peacekeepers, and in 2008, the Secretariat’s engagement with Member States on follow-up grew. Earlier cases began to reach resolution, and troop and police-contributing countries took on more responsibility for investigations under a new agreement with the UN. On the civilian side, for example, after a long criminal process, a French court sentenced a civilian staff member of MONUC to prison for sex crimes committed in the DRC.

Also during 2008, the Security Council, in resolution 1820, declared sexual violence to be a threat to peace and security, used as a weapon of war, destroying the lives of thousands of

people in ongoing conflicts. The Council instructed DPKO missions to take the lead on reporting and working to prevent sexual violence in conflict or post-conflict situations. Missions in Burundi, Chad/CAR, the DRC and Liberia began active programmes to raise awareness of sexual violence and women’s roles in peace and security, as spelled out in resolution 1325.

The 60th anniversary of UN peacekeeping, which began with unarmed military observers in the Middle East in 1948, was marked globally in events that drew attention to the important work of the men and women who have served with the UN to support millions of people around the world devastated by war. The year’s developments underlined more than ever the need for their continued service, but also the growing challenges facing UN peacekeeping as it evolves to address today’s complex conflicts. ■

As peace in Congo remains elusive, Security Council strengthens MONUC's hand



Hastily erected dwellings for internally displaced persons. Ngungu, North Kivu, DRC. 27 September 2008. UN Photo by Marie Frechon.

The year 2008 began with renewed hope for the people of the Democratic Republic of the Congo (DRC): Peace had taken root in many parts of the country, and the people had a democratically elected government following the first free elections in 40 years. In another promising sign, the government reached two peace agreements in late 2007 and early 2008 that had the potential to once and for all remove the threat of war from the largest remaining crisis area in the country – the long-troubled eastern regions of the Kivus.

The first agreement, called the Nairobi Communiqué, was signed by the DRC and neighbouring Rwanda in a bid to increase cooperation between the two countries to eliminate the threat of armed groups in the

eastern DRC, in particular the former armed groups.

Under the second, called the Actes d'Engagement, or the Goma Agreements, the Government of the DRC, the rebel Congrès National pour la Défense du Peuple (CNDP) and other armed groups from North and South Kivu in eastern DRC established a ceasefire and set out principles for the separation of forces and for the rebels to either disarm and demobilize, or be integrated into the national armed forces through a process known as 'brassage'.

The hope engendered by these pacts waned as the year progressed.

Months after they had been signed, there was little progress in disarming

the disparate armed groups plaguing the region. As the process dragged on without results, chances increased that armed conflict would once again break out.

At a meeting in Goma in early April, the Special Representative of the Secretary-General (SRSG) for the DRC, Alan Doss, appealed to the parties in the Kivus to implement the commitments made in recent accords and help more than 1 million internally displaced persons (IDPs) and refugees try to resume normal life. He told the opening of the mixed technical commission on peace and security of the Amani programme – the framework established by the government to implement the Goma Agreements – that it was time to move into the "realization phase" of the peace process.

Mr. Doss travelled to New York later that month, where he joined Assistant Secretary-General for Peacekeeping Operations Edmond Mulet in chairing a meeting of Congolese and Rwandan officials reviewing progress in implementing the Nairobi Communiqué. Despite their best efforts, the process remained deadlocked.

Around that time, the Secretary-General began to warn the Security Council that in the face of stalemate, the already taxed forces of the United Nations Organization Mission in the DRC (MONUC) were even more overstretched. The mission's top priority remained the protection of civilians, but only 10,000 peacekeepers in the two eastern provinces of South and North Kivu were tasked with protecting 10 million civilians – or one peacekeeper for every 10,000 individuals. The Secretary-General warned the Council that the Mission's current force levels “do not reflect the critical role MONUC is expected to play under the Goma and Nairobi processes”.

Violence re-ignited in the eastern DRC starting in late August, displacing the first wave of hundreds of thousands of civilians who would flee for their lives in the coming weeks and months. Intermittent skirmishes continued until 24 October, when rebel forces loyal to CNDP leader Laurent Nkunda began a major offensive. Nkunda's fighters advanced on Goma, the capital of North Kivu province. The CNDP forces quickly and easily overwhelmed the Government forces, FARDC, which lacked command and control. The FARDC, which MONUC is mandated to assist, proved unable to protect the local population and fled the front lines. Retreating rogue elements of the national army even looted and in some instances raped innocent civilians along the way. MONUC was left to act virtually on its own.

But the fighting between the CNDP and the FARDC was not the only threat. Other ethnic-based rebel groups were getting into the fray, including the infamous Forces Démocratiques de Libération du Rwanda (FDLR), which includes elements that were involved in the genocide in Rwanda in 1994. The threat of a wider regional conflict was also highlighted by a cross-border incident between DRC and Rwanda. Meanwhile, the long-standing threat of the Lord's Resistance Army (LRA), which originated in Uganda, persisted in the DRC's Province Orientale, bordering Sudan. In one instance, an LRA attack on the village of Dungu drove more than 60,000 civilians from their homes.

To address the outbreak of violence, MONUC, despite its overstretched means, quickly reconfigured its forces throughout the east, reinforcing its presence in the city of Goma and surrounding areas.

To protect the key city of Goma itself, peacekeepers from India, Malawi and South Africa were bolstered by the deployment of blue helmets from Guatemala, Uruguay and Senegal, as well as a formed police unit from India. While MONUC reconfigured its force to strengthen the de-

fense of Goma, it also tried to ensure protection of the civilian population throughout the Kivus and not abandon the territory threatened by other rebel groups in Ituri and by the LRA in Province Orientale.

But UN officials in the DRC and at UN Headquarters in New York knew that a military solution alone would never solve the problem: political and diplomatic efforts were needed as well. The Secretary-General dispatched Assistant Secretaries-General Haile Menkerios and Edmond Mulet to the region. Under-Secretary-General for Peacekeeping Operations Alain Le Roy was soon to follow. Next, the Secretary-General participated in a meeting in Nairobi, Kenya, which was attended by key regional and African leaders.

On 3 November, the Secretary-General also appointed Olusegun Obasanjo, the former Nigerian president and one of the most distinguished elder statesmen in Africa, to serve as his Special Envoy for the Great Lakes Region to work with leaders there and in the broader international community to end the crisis. The Secretary-General mandated his Special Envoy to focus on addressing the challenges to peace and security posed by the continued presence and

*Protecting civilians remains MONUC's top priority.
Kiwanja/Rutshuru, North Kivu, DRC.
7 November 2008. UN Photo by Marie Frechon.*



activities of illegal armed groups in the eastern part of the country and on building confidence between the DRC and its neighbours.

In mid-November, the Special Envoy visited the DRC to meet with President Kabila and CNDP leader Nkunda, as well as with the leaders of Angola and Rwanda. Following discussions with the Special Envoy, the CNDP announced on 18 November that it was withdrawing its forces from the Kanyabayonga-Nyanzale and Kabasha-Kiwanja axes, where fighting had recently occurred. Mr. Obasanjo undertook a second round of consultations before the end of November to maintain the momentum on the political and diplomatic tracks.

Back on the military track, it became increasingly obvious to MONUC that reconfiguring its troop presence was not enough, and an increase in the number of soldiers was necessary. In early October, MONUC chief Alan Doss again appealed to the Security Council for additional peacekeepers

beyond the nearly 19,000 military and police already there to prevent the vast country from slipping back into 'horrendous' conflict.

"We are entering a potentially very dangerous phase, tensions are rising and we do not want to see the Congo plunge back into the conflict which spilled over and involved neighbours", Mr. Doss warned, calling for an additional 2,000-plus troops, including special forces, increased air assets and more formed police units.

On 20 November, the UN Security Council passed resolution 1843 which authorized an additional 3,100 troops and police for MONUC, to ensure that it could more effectively carry out its mandate including protection of civilians and ensuring humanitarian access. The Department of Peacekeeping Operations (DPKO) in New York quickly began the process of seeking troop and police contributions.

Throughout this perilous period, UN humanitarian agencies worked tirelessly to provide food, shelter and

medical attention to those displaced in the fighting. MONUC's peacekeepers often provided escorts and logistical support to the humanitarian workers, and they helped to evacuate NGO and UN staff when their lives were at risk.

MONUC also undertook several initiatives to help deal with the issue of sexual violence in the DRC, including training the local police, military investigators, prosecutors and magistrates. The mission also co-hosted an international conference on sexual violence and utilized quick impact project funds for medical centers to treat victims of the scourge.

The year will also be remembered for the loss of seven members of the UN family who were killed in the fatal crash of a humanitarian aircraft in South Kivu in September. Didace Namujimbo, a journalist working for the mission's Okapi Radio station was murdered in Bukavu during the November violence, prompting condemnation from the Secretary-General, who said: "This crime is all the more devastating as it marks the second time in less than two years that a member of Radio Okapi's staff has been brutally killed in the same city".

As the year concluded, the fragile stability that once held in the DRC looked more precarious than ever, but the international community remained resolved to bring peace to this long-suffering country and its people. ■

Olusegun Obasanjo (centre), Special Envoy of the Secretary-General for the Great Lakes Region, and Liberata Mulamula (right), Head of International Conference on the Great Lakes Region, arrive in Jomba, North Kivu, DRC. 16 November 2008. UN Photo by Marie Frechon.



Challenges confront new peacekeeping mission in Darfur



Fighters of the Sudan Liberation Army Unity faction stand in front of a UN helicopter. Hosh, Sudan. 15 January 2008. UN Photo by Stuart Price.

With high hopes for the future of Darfur resting on its shoulders, but little to distinguish itself at first from its predecessor (the African Union Mission in Sudan – AMIS), the world’s first joint African Union/United Nations peacekeeping force, known by its acronym UNAMID, came into being on 31 December 2007. Although UNAMID was initially only cosmetically different from the African Union (AU) force, this moment marked the entrance of substantive UN peacekeeping into the Darfur conflict.

The risks and challenges facing the new mission were obvious from the start. Then Under-Secretary-General for Peacekeeping Operations Jean-Marie Guéhenno spelled them out in early January when he told the Security Council that the convergence of three factors put UNAMID

at the greatest risk of any mission since the peacekeeping setbacks of the 1990s: The ongoing conflict in the region, the lack of a signal from the parties that they wanted a robust peacekeeping operation, and UNAMID’s own ‘tragic’ lack of essential resources.

Although beyond the control of the mission, these three factors were to haunt UNAMID throughout 2008, impeding its ability to carry out its mandate effectively. Repeated calls to Member States by Secretary-General Ban Ki-moon and peacekeeping officials for critical capabilities, such as military utility helicopters, reconnaissance aircraft and logistic support units, largely fell on deaf ears. On the ground, attempts to advance the peace process were stymied by repeated waves of bombing and fighting, the further fragmentation of the

rebel movements, and the general lack of political will among the parties to seek a negotiated solution to the conflict.

By late 2008, there was little sign that Darfur’s misery was any closer to ending. In addition, the possibility of an indictment of Sudanese President Omar Hassan Ahmed Al-Bashir by the International Criminal Court (ICC) cast a shadow of uncertainty over all the UN’s efforts in Sudan, which includes a massive humanitarian operation and another peacekeeping mission in Southern Sudan. Concern grew of a possible backlash against UN personnel and operations should an arrest warrant be issued in The Hague.

Troops and police from a large number of contributing States did continue to arrive in Darfur throughout 2008, although not in the numbers hoped for



A UNAMID peacekeeper examines a damaged vehicle, part of a UN supply convoy attacked in western Darfur. 13 January 2008. UN Photo by David Manyua.

at the beginning of the year. The deployment of support units was given priority, and the first major arrival was the main body of a Chinese engineer company in May, which deployed to Nyala, South Darfur, to prepare camps and conduct other infrastructure projects. The engineer element was complemented by the deployments of Egyptian and Pakistani engineers in July and December respectively. A Nigerian level II hospital and a Pakistani level III hospital deployed in October and December, providing an important boost in medical and health care for the troops. Logistic and transport units from Bangladesh, Egypt and Ethiopia deployed in October, November and December. An Ethiopian infantry battalion and an Ethiopian reconnaissance company deployed in November and December, bringing the number to 12 out of the 18 authorized battalions. Furthermore, six former AMIS battalions were strengthened to 800 personnel according to UN standards.

In October, an Indonesian formed police unit (FPU) joined the mission to work in support of the UNAMID police in providing security to internally displaced persons (IDPs) in the region. It was followed by a Nepalese FPU in November and two Nigerian

FPU in December. Individual police officers arrived in a continuous flow each month.

These deployments took place against a backdrop of increased insecurity and fighting across the region. In February, a rebel attack on N'Djamena, the capital of neighbouring Chad, raised tensions and added to the potential for further destabilization in Darfur itself. On 8 February, the Darfuri towns of Saraf Jidad, Sirba, Silea and Abu Suruj were attacked by Janjaweed militia supported by Sudanese armed forces, resulting in the deaths of at least 115 people and the forced displacement of 30,000 others. In the assaults, civilian homes were burnt to the ground and government helicopters and fixed-wing aircraft conducted air strikes. In a statement condemning the attacks the following day, the Secretary-General stressed that all parties were obliged to adhere to international humanitarian law, especially its prohibitions against attacking civilians.

Aerial bombing by Sudanese government forces continued throughout the year. At the end of February, the UN humanitarian coordinator in Sudan, Ameerah Haq, said that she

was gravely concerned for the safety of thousands of civilians in the Jebel Muun area of West Darfur, following reports of bombing by Government aircraft. In May, UNAMID evacuated villagers in North Darfur who had been wounded in an attack by Sudanese government aircraft that left three dead and at least eight injured. The Secretary-General strongly condemned the incident, saying that the bombing of the villages of Umm Sidir, Ein Bassar and Shegeg Karo was “entirely unacceptable”.

Then on 10 May, the Justice and Equality (JEM) rebel movement shocked the Government of Sudan and the international community by launching a lightning attack across hundreds of miles of desert, threatening the Sudanese capital. JEM fighters reached the outskirts of Khartoum, but were eventually beaten back by Government forces. This led to the Government of Sudan cutting off diplomatic relations with Chad, which it contended had offered support to the JEM.

In a report to the Security Council on 13 May, the Secretary-General expressed his deep disappointment that the parties continued to resort to violence in Darfur, which, he said, was constraining efforts to advance the political process and “presenting a fundamental challenge to UNAMID, which is not a peacekeeping force designed to deploy or function in a war zone”.

The following day, Mr. Guéhenno told the Security Council that Darfur faced another major cycle of violence and large-scale human displacement unless the parties retreated from their state of confrontation.

On 25 August, Sudanese authorities raided the Kalma IDP camp in

South Darfur, leading to an exchange of gunfire inside the camp that killed an estimated 64 people and wounded 117 others. The raid was condemned strongly by the UN as an “excessive, disproportionate use of lethal force” against civilians. The attack’s aftermath was to preoccupy UNAMID for much of the remainder of the year, as the mission made attempts to ease tensions and rebuild confidence among camp inhabitants. This included initiating 24/7 patrols in the camp.

Further fighting in North Darfur and banditry across the region led the Secretary-General to declare in an October report to the Security Council that security conditions were so bad that UNAMID could not operate effectively. He noted that the parties continued to pursue a military solution to the conflict and had made little progress in implementing the 2006 Darfur Peace Agreement.

A unilateral ceasefire declaration on 12 November by President Al-Bashir did nothing to stem the violence in Darfur, with government air strikes reported the following day. The declaration was also immediately rejected by rebels as a propaganda stunt to deflect the possible ICC indictment, and fighting continued on the ground. Two weeks later, the Secretary-General issued another statement condemning aerial bombing by the Government of Sudan in South Darfur, and expressing his disappointment that the military activity by the Government continued, “particularly in light of the...announcement of an immediate ceasefire by the government”.

Attacks against UN peacekeepers and humanitarian workers were consistent throughout the year. On 8 January, elements of the Sudanese armed forces targeted a UNAMID supply convoy in an attack that was condemned by the

Security Council and the Secretary-General. In May, dozens of armed men ambushed Nigerian troops serving with UNAMID. The attack was again deplored by the Secretary-General. Then, barely a week later, on 29 May, the mission was shocked to learn of the cold-blooded murder, the first but not the last, of a Ugandan civilian police inspector, shot to death in a UNAMID vehicle near Zam Zam camp in North Darfur.

However, the most serious incident came on 9 July, when a UNAMID police and military patrol was ambushed by unidentified militia in North Darfur, leaving seven peacekeepers dead and 22 wounded. The Secretary-General condemned the attack in the strongest possible terms, calling on the Government of Sudan to bring the perpetrators to justice.

Attacks continued with depressing frequency throughout the rest of the

A Bangladeshi logistics unit arrives in Nyala, South Darfur. 23 October 2008. UN Photo by Josephine Guerrero.



year, including one that resulted in the death of a peacekeeper in West Darfur in July, the killing of a South African peacekeeper who was attempting to secure a water point with his contingent in North Darfur in October, and a number of incidents in which UN-AMID civilian utility helicopters were shot at.

The humanitarian community also suffered greatly from banditry throughout 2008. By December, 11 humanitarian workers had been killed; there had been 172 assaults on humanitarian premises; 261 vehicles had been hijacked; and 170 staff had been temporarily abducted. All of this meant that vital aid operations had to be curtailed in a number of areas in order to protect aid workers. In August, Under-Secretary-General for Humanitarian Affairs John Holmes spoke out after two attacks against the staff and premises of Médecins Sans Frontières in North Darfur, saying that he was “deeply troubled about the continuing threats and attacks against humanitarian agencies working in Darfur”. He warned that hundreds of thousands of people relied on assistance provided by the aid organizations and that “we cannot afford to have them absent from Darfur”.

In the meantime, efforts continued to make progress on the political front. At the beginning of the year, the UN and AU special envoys, Jan Eliasson and Salim Ahmed Salim, shuttled between the Government of Sudan, the rebel movements and regional and international partners in an attempt to move the parties to a position where formal negotiations could begin. Unfortunately, by April, hopes for a political solution had dimmed as it became apparent that both sides were unwilling to abandon pursuit of their aims through military means. The envoys’ jobs were made all the more difficult by the rebel movements’ tendency to fragment, making it next to impossible to form a sensible negotiating platform from which to engage the government.

In June, Mr. Eliasson told the Security Council that the environment in the region had deteriorated further, and he warned that “a new generation in Sudan may be doomed to a life in conflict, despair and poverty”. He added that “at the end of the day, we will not make progress unless the Sudanese themselves show seriousness, political will and a focused commitment to peace”.

At the end of June, the Secretary-General appointed the former Foreign Minister of Burkina Faso, Djibril Yipènè Bassolé, as the new joint AU-UN Chief Mediator for Darfur, to be based in El Fasher, North Darfur. Messrs. Eliasson and Salim would remain available for advice and engagement as required. Mr. Bassolé arrived in Darfur at the end of August and immediately embarked on a round of wide-ranging consultations.

On 31 July, the Security Council renewed UNAMID’s mandate for another 12 months. By the end of the year, 12,374 troops had been deployed to UNAMID – representing 63 per cent of the mission’s authorized military strength of 19,555 personnel – with a commitment to complete deployments in 2009. On the political front, despite concerted efforts by Mr. Bassolé and a peace initiative by the Government of Qatar to bring the parties together for direct negotiations in Doha, there were few signs of an imminent breakthrough, not least because all parties seemed to favour continued fighting over dialogue. ■

UNMIS helps keep North-South Sudan peace on track

In 2008, the United Nations Mission in Sudan (UNMIS) continued to support implementation of the 2005 Comprehensive Peace Agreement (CPA) between the National Congress Party (NCP) and the Sudan People’s Liberation Movement (SPLM), focusing on the parties’ outstanding commitments, which include the rede-

ployment of forces, a resolution of the dispute over the oil-rich Abyei region, and preparations for national elections in 2009 and the referendum in 2011, which will decide the fate of Southern Sudan.

On 24 April, Secretary-General Ban Ki-moon, in a report to the UN Se-

curity Council, warned that instability and tension in the first quarter of 2008 threatened to undermine the CPA. He urged the parties to “summon the political will to address difficult outstanding issues”.

At the end of April, in a resolution extending the UNMIS mandate for

another 12 months, the Security Council stressed the need for full and expeditious implementation of all elements of the CPA, including “a mutually agreeable solution to the Abyei issue”.

The fragility of peace in areas of the country outside Darfur was underlined by two separate and unrelated incidents in May: A violent confrontation in the disputed town of Abyei and a surprise attack by a Darfur rebel group – the Justice and Equality Movement (JEM) – that reached the outskirts of the Sudanese capital, Khartoum.

The fighting in Abyei between members of the Sudan Armed Forces and the SPLA drove tens of thousands of civilians from their homes, destroyed much of the town and forced UNMIS to evacuate all UN civilian staff from the area. During the crisis, UNMIS was very active in bringing the parties to meet at all levels, both locally and in Khartoum, in order to end the fighting and resolve differences over Abyei.

UN agencies and non-governmental organizations quickly (NGOs) made arrangements to provide humanitarian assistance to those who had fled.

Once the fighting had subsided, the parties negotiated the Abyei Roadmap Agreement, which was signed on 8 June. The two sides agreed to redeploy their forces out of the area, allow UNMIS full freedom of movement, deploy a joint military unit and a civilian administration to Abyei, and refer the issue of the area’s boundaries to the Permanent Court of Arbitration. UNMIS and UN agencies have actively supported the implementation of the Roadmap Agreement, including the establishment of the joint military unit and training of police, as well as the reconstruction of Abyei town and the return of displaced civilians.

The announcement by the prosecutor of the International Criminal Court (ICC) in mid-July that he was seeking an arrest warrant for President Ahmed Al-Bashir of Sudan

sparked some peaceful protests in Khartoum, El Obeid and Kassala, but did not immediately affect UNMIS activities.

In his report at the end of October, the Secretary-General said that a lack of mutual trust between the signatories remained the main challenge to implementation of the CPA. He urged the leaders of both the NCP and the SPLM to make an effort to improve their relationship, saying that the “onus of improving mutual trust and confidence lies with the leadership of both sides”.

After much delay, on 18 November, Sudan’s National Assembly approved the new National Electoral Commission, a vital step in preparation for national, Southern Sudan and State elections, scheduled for 2009. Despite this positive development, UNMIS officials considered that meeting the July 2009 deadline for elections set by the CPA may be difficult. ■

MINURCAT trains police in Chad, prepares to expand

During 2008, the United Nations Mission in the Central African Republic and Chad (MINURCAT) worked to bring attention to and alleviate the abysmal situation of some half a million internally displaced persons (IDPs) and refugees, clustered in the two countries’ volatile border region with Sudan. The UN peacekeeping role will grow dramatically in 2009 when MINURCAT is to expand and take over responsibilities from EUFOR, the European Union (EU) force currently deployed.

MINURCAT’s mandate, established by Security Council resolution 1778 (2008), tasked the mission with continuing to help create conditions conducive to a voluntary, secure and sustainable return of refugees (57,000 from the Central African Republic and 263,000 from Darfur, Sudan) and 180,000 IDPs, currently encamped in eastern Chad.

But MINURCAT has been a small mission, with 863 personnel as of late 2008, including 236 UN police offi-

cers, 46 military liaison officers, and a civilian component consisting of civil affairs, human rights, rule of law and mission support.

Working alongside EUFOR, the mission has specifically focused on training and deployment of the special Chadian police - Détachement Intégré de Sécurité (DIS) - to maintain law and order in refugee camps and for displaced civilians within a 10-kilometre radius of the camps in eastern Chad. As of December, MINURCAT had trained

more than 400 DIS officers, with most already deployed to eastern Chad. The mission is also moving substantive civilian components into eastern Chad under the leadership of Deputy Special Representative of the Secretary-General (DSRSG) Rima Salah.

Recruitment of soldiers by Darfurian rebel groups, sexual violence and banditry have plagued the refugee and IDP camps and the region in which they are located, posing “an acute humanitarian challenge”, Secretary-General Ban Ki-moon reported in December. His Special Representative for Children and Armed Conflict, Radhika Coomaraswamy, visited in May and won a pledge from the Chadian government to release all detained children associated with armed groups.

As part of its determination to tackling gender-based violence in its area of operations, MINURCAT launched

a campaign to focus on the rights of women and girls, following an October workshop on gender-based violence suffered by IDPs and refugees in eastern Chad.

The fragility of the situation in Chad was demonstrated early in the year when, in February, a coalition of Chadian rebels named Résistance Nationale launched an attack on the capital, N’Djamena, resulting in further internal displacement and the temporary relocation of MINURCAT and other international humanitarian staff from the country. The attack was condemned by both the Security Council and the Secretary-General.

On 4 December 2008, the Secretary-General issued a report on MINURCAT, recommending the concept of a United Nations force of at least 4,900 peacekeepers to take over from EUFOR by 15 March 2009. Based on his recom-

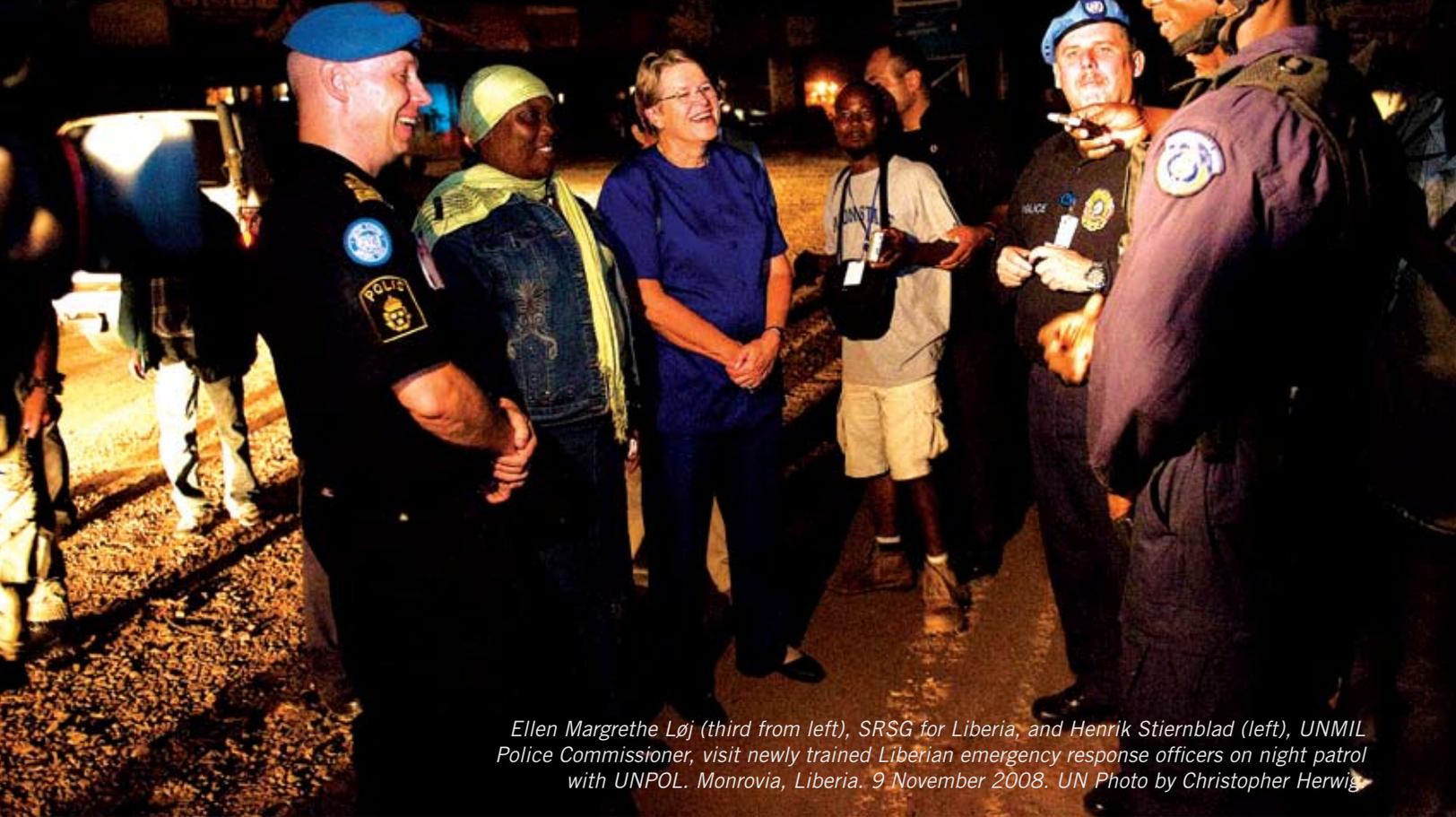
mendations, the Security Council was to decide on the mandate and strength of the UN force in early January 2009, but the Secretary-General recommended that the new UN force be highly mobile, cover a wider area with greater responsibilities than EUFOR had, and be in place for the next year and beyond. With 18 helicopters, it is to be visible by air as well as on land.

In the meantime, force generation and preparations for the transition are under way. In light of the security situation, the logistically challenging nature of the environment and the short time-line prior to the transfer of authority from EUFOR, it is important that commitments from UN Member States to support the force are received as soon as possible. To facilitate the transition, the United Nations is asking the majority of EUFOR contributors to ‘re-hat’, even for a transitional period. ■

Alain Le Roy, USG for Peacekeeping Operations, Victor Angelo, SRSG for Chad and the CAR, Rima Salah, DSRSG for Chad and the CAR, visiting Abéché in the company of Chadian authorities. Abéché, Chad. 15 October 2008. UN Photo by Penangnini Touré.



After gaining ground in Liberia, UN blue helmets start to downsize



Ellen Margrethe Løj (third from left), SRSG for Liberia, and Henrik Stiernblad (left), UNMIL Police Commissioner, visit newly trained Liberian emergency response officers on night patrol with UNPOL. Monrovia, Liberia. 9 November 2008. UN Photo by Christopher Herwig

The United Nations Mission in Liberia (UNMIL) remains one of the UN's most successful operations in recent years. Thanks in large part to the efforts of UNMIL and UN agencies operating in the country, Liberia has now enjoyed its fifth year of peace and stability, which is unprecedented since the start of the conflict two decades ago.

During a visit to the country in April, Secretary-General Ban Ki-moon praised Liberia's "remarkable achievements". Addressing the National Legislature, he pledged the "steadfast commitment to peace, stability and prosperity" in the country.

Since its establishment in 2003, UNMIL, now led by the Secretary-Gen-

eral's Special Representative, Ellen Margrethe Løj, has enabled the return of hundreds of thousands of displaced persons and refugees, disarmed more than 100,000 ex-combatants, and, in 2005, helped organize and carry out the historic elections in which Ellen Johnson-Sirleaf became the first woman elected as Head of State in Africa. The mission's military and police components have also fostered a security environment that paved the way for the long process of reconstruction, economic development and political reconciliation, and for children to return to schools throughout the country.

In August, several months after his visit to Liberia, the Secretary-General recommended to the Security Council the withdrawal of 1,460 UNMIL military personnel – including troops, staff

officers, observers and engineering and administrative units – which will leave UNMIL with just over 10,000 troops in March 2009. The Security Council unanimously endorsed that recommendation, which also called for streamlining UNMIL sectors in the country from four to two.

Reflecting its emphasis on solidifying the rule of law in Liberia, the Council also boosted the number of UNMIL police officers by authorizing an additional 240 personnel in two formed police units "to provide strategic advice and expertise in specialized fields, provide operational support to regular policing activities and react to urgent security incidents".

Future adjustments to UNMIL's force levels will be linked to the

government's ability to assume full responsibility for its national security. "Our common strategic goal is to ensure that Liberia has a solid security sector – one that can stand on its own feet before UNMIL completes its withdrawal", the Secretary-General said in a report to the Security Council.

UNMIL has spent five years helping the country's security forces to stand on their own feet by recruiting and training officers for the Liberian Police Service, which will ultimately be responsible for providing security through the country. To date, UNMIL has provided basic training to more than 3,500 officers, including more than 1,000 who received specialized training. The United Nations, working with its international partners, has also helped build police stations and barracks, as well as purchase vehicles and other logistics for the force.

Aware of the need to promote gender equality, the UN has also ensured that the level of women's representation in the police increases. The all-women formed police unit from India, the first-ever deployed in a UN peacekeeping operation, has sparked interest among local women to serve in law enforcement.

Progress can also be seen in the government's efforts to regain control over, and efficiently manage, Liberia's natural resources – a fundamental requirement for the country's long-term security and financial well-being.

While Liberia, with UNMIL's assistance, has made progress on many fronts, serious problems remain. The high level of unemployment among young people – despite the economic growth of recent years – has the potential to undermine

peace and security. The global economic and food crises have further aggravated the socio-economic situation, which undermines security in the country. The human rights situation remains problematic, with the Independent National Commission on Human Rights not operational because of continued government delays in appointing its commissioners.

"This is truly a success story for a country coming out of so much destruction in such a short time", President Johnson-Sirleaf told the General Assembly in September. "We owe this phenomenal achievement first to our people, the Liberian people, and very strategically and importantly, to the international community led by the United Nations". ■

Progress in Côte d'Ivoire

Since the signing of the Ouagadougou Agreement in March 2007, and in spite of the postponement of the presidential elections initially scheduled to be held in 2008, significant progress has been made in implementing the agreement, and the people of Côte d'Ivoire continue to enjoy relative peace and stability.

The progress made in the identification of the population, which lies at the heart of the Ivorian crisis and has so far allowed for the enrolment of 3 million Ivorian people on the voters' list, is very encouraging, as noted by Assistant Secretary-General for Peacekeeping Operations Edmond Mulet during his visit to Côte d'Ivoire in December 2008. These operations

followed the successful completion of the mobile court operations in September, which issued some 750,000 duplicate birth certificates to Ivorians as a first step in the identification process. Also significant was the complete restoration of the freedom of movement between the North and South, following the lifting in July 2008 of the last observation post of the United Nations Operation in Côte d'Ivoire (UNOCI) along the former zone of confidence that had divided Côte d'Ivoire since 2002.

UNOCI contributed to addressing arising logistical challenges to the government's identification process by providing, at the request of the national institutions, substantial

logistical airlift capacity and transportation of identification agents and materials. In August, UNOCI airlifted 1,500 out of a total 6,000 identification and voter registration kits to Côte d'Ivoire from Europe in order to expedite the launch of the process. Meanwhile, since November, UNOCI has helped the Independent Electoral Commission dispatch its identification and voter registration agents throughout the country. Thanks to financial support from the Peacebuilding Fund (PBF), UNOCI and the UN Development Programme (UNDP) also launched a US\$4 million '1,000 micro-projects' initiative to facilitate the reinsertion of ex-combatants and youth at risk into Ivorian society, and supported



An Ivorian citizen displays his receipt after completing the identification process for the upcoming elections. Dabou, Côte d'Ivoire. 15 September 2008. UN Photo by Ky Chung.

Ivorian institutions in planning for security arrangements during the electoral process.

Ivorian parties have recently agreed on modalities to resolve key outstanding military and security issues, as formalized by the fourth supplementary accord to the Ouagadougou Agreement. As these issues had earlier impeded tangible progress in the disarmament of former combatants and dismantling of the militias, the signing of the this supplementary agreement is an encouraging development which, if strictly adhered to by

the parties, will not only sustain the political momentum created by the Ouagadougou Agreement, but also create the conditions for a secure, credible and transparent election, once a new date is set and agreeable to all the Ivorian parties.

At the same time, as emphasized by the Security Council in November, Côte d'Ivoire continues to face formidable obstacles in consolidating the hard-won peace. Expressing concern over delays in the electoral process and continued human rights violations, the Security Council renewed

the embargo regime against Côte d'Ivoire, as well as the sanctions regime against individuals, with a view to safeguarding the peace process from any threats. The Council urged all the Ivorian political actors to cooperate fully with the regional diplomatic facilitator, President Blaise Compaoré of neighbouring Burkina Faso – who is supported by the Special Representative of the Secretary-General (SRSG) for Côte d'Ivoire, Choi Young-Jin – and to demonstrate their political determination to fulfill all commitments undertaken in the framework of the Ouagadougou Agreement. ■

UN Mission in Ethiopia and Eritrea is withdrawn

On 30 July 2008, the Security Council unanimously adopted resolution 1827 terminating the mandate of the United Nations Mission in Ethiopia and Eritrea (UNMEE) with effect from the following day. The Council decision came in response to crippling restrictions imposed by Eritrea on UNMEE, as well as the discontinuation of fuel supplies – making it impossible for the operation to continue carrying out its mandated tasks, and putting at risk the safety and security of UN personnel.

At the same time, resolution 1827 called on the two Horn of Africa countries “to show maximum restraint and refrain from any threat or use of force against each other and to avoid provocative military activities”.

Earlier, on 3 July, the Council had asked the Secretary-General to engage the Ethiopian and Eritrean governments on the options available for a follow-on UN presence after the expiration of the mandate of UNMEE.

However, both parties rejected all options for this solution.

“The Secretary-General regrets this decision by the parties, but welcomes the decision of the Council to continue to remain actively seized of the matter”, said the spokesperson for the Secretary-General. “He also expresses hope that the parties would be able break the current stalemate and create conditions necessary for the normalization of their relations, which is key to peace and stability in the region. The Secretary-General reaffirms that his offer of good offices remains available to the parties to help them implement the Algiers Agreements”.

The then Acting Special Representative of the Secretary-General for Ethiopia and Eritrea, Azouz Ennifar, praised the work of the several thousand men and women who served in UNMEE over the life of the mission: “The mission was sent at the request of both countries

to keep the peace after a two-year war (1998-2000) claimed at least 70,000 Ethiopian and Eritrean lives. It was a difficult mission in geographically harsh locations, but the men and women who served with UNMEE did not flinch”.

Mr. Ennifar noted that peace was sustained throughout the period UNMEE was operational.

UNMEE was established by the Security Council in July 2000, shortly after Ethiopia and Eritrea had signed a cessation of hostilities agreement following proximity talks led by Algeria on behalf of the Organization of African Unity (OAU), now the African Union (AU). The subsequent Algiers Peace Agreement of 12 December 2000 formed the basis of the normalization of relations between the two countries. UNMEE’s mandate was to monitor the cessation of hostilities and the temporary security zone, thus helping to ensure the observance of security commitments, and to provide support to the Eritrea-Ethiopia Boundary Commission established to delimitate and demarcate the border.

Over a period of seven-and-a-half years, several thousand peacekeeping troops and unarmed military observers from some 46 countries, and hundreds of international and local staff served with UNMEE. Twenty UNMEE personnel lost their lives while serving in the mission. ■

UNMEE military and civilian staff board an aircraft bound for Addis Ababa following the Security Council’s decision not to renew the mission’s mandate. 6 August 2008. UN Photo by Ian Steele.





UNMIN assists Nepal in transition to peace and democracy

Nepalese troops assist the national election commission with the distribution of polling materials in preparation for the 10 April 2008 Constituent Assembly elections. Sankhuwasabha, Nepal. 3 February 2008. UN Photo by Sagar Shrestha.

The holding of the Constituent Assembly election in Nepal was a major peace consolidation success of 2008. After two postponements, the Nepalese people turned out in large numbers on 10 April to elect the most inclusive legislative body in the country's history. Following the election, the Assembly voted to abolish the 240-year-old monarchy, another milestone in Nepal's nationally owned peace process.

Secretary-General Ban Ki-moon noted the "remarkable historic progress" in establishing peace when he addressed the Assembly during his visit to Nepal in November.

In 2006, Nepal emerged from a decade-long conflict between the government and Maoist guerillas that claimed 13,000 lives. The signing of the Comprehensive Peace Agreement

in November 2006 paved the way for the United Nations to establish the UN Mission in Nepal (UNMIN), a special political mission mandated to provide support and assistance during the transitional period.

As Ian Martin, the Special Representative of the Secretary-General (SRSG) for Nepal, said, "Nepal's peace process has been truly indigenous: It has not been mediated or managed by any external third party. The UN has encouraged and facilitated the process – through quiet good offices during the last years of the conflict, through human rights monitoring, through assistance during the Assembly election and through monitoring the arms and armies during the transition."

Since its establishment by the Security Council in January 2007, UNMIN has provided assistance in sev-

eral key areas, including technical advice to Nepal's electoral authorities in the planning and organization of the election, civilian monitoring of the management of arms and armed personnel from the Nepal and Maoist armies in 28 cantonment and satellite sites around the country, and monitoring the ceasefire agreement and election code of conduct. SRSG Martin also provided the good offices and political presence that were useful at crucial junctures in the peace process.

In addition to UNMIN's work, the Electoral Expert Monitoring Team, an independent team of election monitors appointed by the Secretary-General, reviewed all technical aspects of the electoral process and the conduct of the election. Human rights aspects of the peace process have been monitored by Nepal office of



*Electoral material being delivered to Kalikot district. Manma, Nepal.
6 April 2008. UN Photo by Ky Chung.*

the UN High Commissioner for Human Rights (OHCHR).

Despite the achievements thus far, Nepal still faces various challenges in consolidating the peace. The govern-

ment needs to address the integration and rehabilitation of some 19,000 former combatants, in addition to drafting a new constitution and fulfilling peoples' high expectations for peace dividends. During his visit to Nepal,

the Secretary-General encouraged the political parties to continue cooperating to meet these challenges, and he pledged continued international support for Nepal in carrying the peace process forward. ■

Amid increasing insecurity, humanitarian and political work continues in Somalia

In spite of continued kidnappings and armed clashes, and with a notable increase in piracy threatening international aid delivery, the United Nations in 2008 continued its humanitarian and political engagement in Somalia.

Efforts remained on track to create the necessary political and security underpinnings for a stepped-up international engagement on the ground.

The Special Representative of the Secretary-General (SRSG), Ahmedou Ould-Abdallah, continued to carry forward the UN's political agenda to support reconciliation efforts in Somalia. A highpoint of those efforts came in June when he was able to mediate a precarious peace agreement in Djibouti between the Transitional Federal Government (TFG) and the moderate faction of the opposition Alliance for the Re-Libera-

tion of Somalia (ARS). The 'Djibouti process' created a previously missing and much desired positive momentum on the political reconciliation front, with both sides agreeing to establish a unity government, enlarge the transitional parliament to be more representative and create a joint security force. The implementation of the Djibouti accord experienced some difficulties and as a result, by the year's end had only

minimal impact on the situation on the ground, while the security conditions continued to deteriorate, particularly in the capital, Mogadishu.

This insecurity also led the Nairobi-based UN Political Office for Somalia (UNPOS) to keep on the shelf ongoing plans to relocate to Mogadishu. Yet in this regard, SRSG Ould-Abdallah continued to maintain that a real increase in UN credibility and effectiveness would come only through the actual presence on the ground of the UN and its agencies.

This presence is all the more important as the humanitarian challenge remains robust. Continuing instability – coupled with drought, high food prices and the collapse of the local currency – only worsened the dire humanitarian situation during the year. At the end of 2008, the UN estimated that some 3.2 million people, or 40 per cent

of the population, were in need of assistance, and that around one in six children under the age of five in southern and central Somalia was acutely malnourished.

At the same time, some members of the Security Council continued to press for the deployment of a UN peacekeeping mission in the country. In response to the Council's request, Secretary-General Ban Ki-moon – in his report in November 2008 – stated that deployment of a UN peacekeeping operation would only be possible once the minimal security conditions were established in Mogadishu by a multinational force with a robust mandate. Noting that the “danger of anarchy in Somalia is clear and present”, he reported at a December press briefing that after having spoken to leaders of some 50 countries, he was unable to find any nation that would lead a multinational force. He therefore proposed a series of steps

to advance the Djibouti peace process and improve humanitarian access, as well as reinforce the current African Union Mission in Somalia (AMISOM).

However, members of the Security Council were unanimous in agreeing on action against increasing attacks by pirates off the coast of Somalia, seen as another glaring symptom of weak governance and the result of years of economic and social desperation. In a series of resolutions, the Council called on all countries and regional organizations with the necessary capacity to deploy naval ships and military aircraft off the Somali coast to fight rampant piracy. In mid-December, these steps were further enhanced, with the Council authorizing actions against the pirates on land in Somalia. The Council also agreed to uphold and monitor the arms embargo regime it had imposed on the country since 1992. ■

After nearly a decade in Kosovo, UNMIK reconfigures

Ten years ago this coming June, the United Nations embarked on two unique missions for peacekeeping: In both Kosovo and Timor-Leste, on opposite sides of the world, peacekeepers would be nation-builders, administering territories that had been wracked by conflict and left with uncertain status.

While Timor-Leste proceeded to become an independent state and a member of the UN in 2002, Kosovo's path has been less direct and far more complicated.

In adopting resolution 1244 on 10 June 1999, the Security Council

placed Kosovo – a province of Serbia in the then Federal Republic of Yugoslavia – under interim UN administration, pending a resolution of its future status. Following the NATO air strikes which drove Yugoslav forces out of Kosovo, the province was left shattered and chaotic. Hundreds of thousands of Kosovo Albanians who had fled to neighbouring countries returned. Massive rebuilding of Kosovo's infrastructure commenced and the United Nations Interim Administration Mission in Kosovo (UNMIK) began to carry out an unprecedented set of mandated tasks, with all

executive, legislative and judicial powers vested in the Special Representative of the Secretary-General (SRSG) for Kosovo. These tasks included establishing Kosovo's institutions of democratic self-government and interim civil administration and its judiciary and police; assisting in its economic reconstruction; and overseeing its elections.

Reconciliation between the various communities, however, remained elusive. In 1999, attacks on the Kosovo Serb minority drove the majority of Serbs either out of Kosovo or into largely isolated enclaves. This remains



UN Police block the main bridge in the ethnically divided city of Mitrovica in northern Kosovo during a student protest against Kosovo's proclamation of independence on 21 February 2008. Robert Atanasovski/AFP/Getty Images.

the case to this day, with the largest Kosovo Serb-majority area in the Mitrovica region of northern Kosovo.

UNMIK has been a large and unusual peacekeeping operation and, as the first of its kind, included two 'pillars' run by partner organizations. The economic reconstruction pillar, run by the European Union (EU), concluded its activities in 2008. The institution-building pillar, run by the Organization for Security and Cooperation in Europe (OSCE), remains in place. At one stage, UNMIK was staffed by some 3,300 international police and thousands of international and local civilians. The range of its activities has been vast: UNMIK has included judges, agricultural and health specialists, corrections experts, human rights specialists, electoral specialists and monitors, public information production teams, economists,

civil administrators, political advisers, and staff from many other fields – all of whom joined the ranks of peacekeepers in Kosovo. Over time, UNMIK transferred most day-to-day administrative functions to Kosovo's local institutions.

Security has been provided by troops from the North Atlantic Treaty Organization (NATO) — the Kosovo Force, or KFOR — which once numbered more than 47,000. In late 2008, 16,000 troops remained, deployed mainly in border and boundary areas and overseeing the creation of a new Kosovo Security Force.

The Security Council gives most peacekeeping missions fixed mandates with periodic expiration dates. However, under resolution 1244, UNMIK is to exist until the Security Council decides otherwise. Over the years,

the Council remained blocked on the issue of Kosovo's status. This included when a proposal for a solution to Kosovo's status was presented to the Council, following talks between Belgrade and Pristina led by UN Special Envoy Martti Ahtisaari during 2006 and 2007. As a result, the Council has not been able to adopt a new resolution on Kosovo.

Against a background of continuing deadlock in the Council, the Kosovo Assembly declared independence in February 2008, and more than 50 countries have since recognized Kosovo as an independent country.

Violence erupted in March over control of the courthouse in Mitrovica, and it was closed until October 2008. Kosovo Serbs held local elections in May under Serbian law, establishing their own authorities in the Serb-majority

municipalities. A new Kosovo constitution entered into force on 15 June.

These developments meant that UNMIK would no longer be able to perform effectively the vast majority of its tasks as an interim administration, as Secretary-General Ban Ki-moon wrote in a special report to the Security Council in June 2008.

In light of the continuing divisions in the Security Council, the Secretary-General took a decision on UNMIK. He maintained that while the UN remained 'status-neutral', UNMIK's presence would be adapted to the changed situation on the ground and UNMIK would be reconfigured accordingly. In September, UNMIK's reconfiguration began, and at the same time an EU rule of law mission (EULEX) began preparations to assume operational functions in policing, judicial affairs and customs. The UN and the EU agreed that EULEX would deploy under the overall authority of the United Nations, under a UN status-neutral 'umbrella', and within the framework of resolution 1244.

However, Kosovo's authorities, Serbia and the international community disagreed over the modalities for EULEX

deployment. The pace of UNMIK reconfiguration and the completion of EULEX deployment, particularly in areas largely inhabited by Kosovo Serbs, seemed to be at risk, unless there was stronger buy-in for EULEX's full deployment throughout Kosovo by Serbia and more explicit support in the Council for EULEX's role.

In parallel to the decision to reconfigure UNMIK and create the conditions for EULEX's deployment, the Secretary-General in June also launched a dialogue with Serbia on six areas of concern to the Kosovo Serb community. This dialogue continued over several months, in close coordination with the authorities in Kosovo and relevant stakeholders. It led to a six-point plan that included provisions for an interim international role and protection mechanisms in areas of importance to the Kosovo Serb community. The Secretary-General presented this plan – together with an update on UNMIK's reconfiguration and a further delineation of the terms for EULEX's deployment – in his report to the Security Council in November. The Council adopted a Presidential Statement on Kosovo on 26 November, which provides a mandate to move forward with the reconfiguration of UNMIK; the assumption by EULEX

of operational functions in the rule of law area; and the implementation of the arrangements of the six-point plan.

Since then, UNMIK and Kosovo have entered a new phase. As EULEX assumes its responsibilities, the role of the UN in Kosovo is to decrease, while the role of the EU will continue to strengthen. At the end of 2008, UNMIK remained on the ground, but was undergoing a considerable reconfiguration and restructuring. On 9 December, EULEX took over UNMIK's operational functions in the rule of law area.

By early 2009, UNMIK was to have reduced its staff by 70 per cent, and refocused its work on monitoring and reporting, facilitating arrangements for Kosovo's engagement in international agreements and functions related to the implementation of the six-point plan, and facilitating dialogue between Belgrade and Pristina on issues of practical concern.

"This is a complicated phase. UNMIK is doing more political work [...] facilitating the transition process", SRSG Lamberto Zannier said in an interview in early December. How that will work out for UNMIK, and for Kosovo, will be seen in the coming year. ■

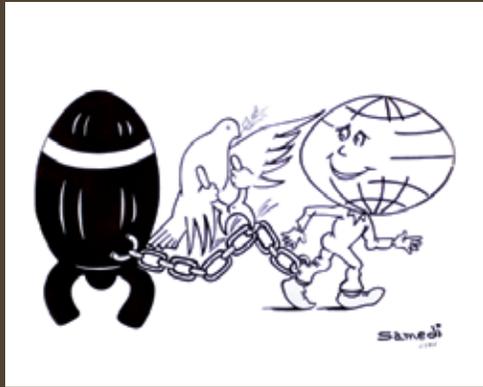
Afghanistan – Room for hope despite challenges

Afghanistan has rarely left the front pages of newspapers over the last year, with regular clashes between international military forces and Taliban insurgents dominating reporting. The security situation in Afghanistan has continued to deteriorate, with more attacks during 2008 than in any year since the fall of the Taliban regime in 2001.

However, behind the headlines, Afghanistan has another story to tell. More than 6 million children attended school during 2008. Women, once banned from public life, increasingly emerged from the shadows to play a full and equal part in rebuilding their shattered communities. Basic health care services are now available to over 80 per cent of the population and Afghanistan's in-

frastructure, decimated by decades of conflict, is being rehabilitated. These are the signs of progress that are making a huge difference to communities across the country, but are rarely communicated to the outside world.

In March 2008, Kai Eide was appointed Special Representative of the Secretary-General (SRSG) for Af-



To observe the International Day of Peace on 21 September, UNAMA commissioned cartoons from Afghan artists.

Afghanistan to spearhead international efforts in support of the Afghan people and their government. The Paris Conference on Afghanistan, in June 2008, launched Afghanistan's first national development strategy, a five-year road map for the security and prosperity of the Afghan people. Donors underscored their commitment to the road map by pledging US\$21.4 billion for Afghanistan's reconstruction, as well as increased aid effectiveness and coordination. SRSG Eide stressed that he would pursue the most implementable projects as his priorities for 2009.

Another positive development during 2008 was the increase in poppy-free provinces, from 13 to 18 (of 34 provinces), with opium poppy cultivation decreasing by nearly 20 per cent across the country due to improved local governance, awareness campaigns targeting farmers, and better law enforcement.

However, drought and global food price hikes during 2008 resulted in a deteriorating humanitarian situation, pushing millions into food insecurity. To meet the growing needs, the UN and the Government of Afghanistan launched two emergency food appeals in January and July. Nearly all of the

US\$81.3 million requested for the first appeal was received, while only about one third of the \$404 million requested for the second had come in at the end of the year.

Attacks against humanitarian aid workers continued through 2008, making it increasingly difficult to deliver assistance to families who most need it. Nearly half the country remains inaccessible to aid workers due to insecurity. In an attempt to reach these communities, the UN stepped up outreach efforts to build support and protection needed to deliver life-saving humanitarian assistance.

Afghan refugees continued to return to their homeland from neighbouring countries: More than 200,000 were repatriated in 2008, with the support of UNHCR, the UN refugee agency.

On 21 September, guns fell silent across Afghanistan as soldiers from national and international forces, as well as the Taliban, stood down from offensive military operations in observance of the International Day of Peace. Millions of Afghans joined the UN in calling for a window of peace to enable aid workers to vaccinate children and deliver humani-

tarian assistance in previously inaccessible areas.

With UN assistance, Afghanistan's Independent Election Commission (IEC) also began preparations for presidential and parliamentary elections to be held in the fall of 2009. The IEC is to register Afghan voters from October 2008 through February 2009. More than 110 political parties had already registered at the time of writing.

The Afghan National Army continued to develop, reaching a strength of more than 62,000. In September, the Afghan government and the international community agreed to raise the recruitment ceiling from 88,000 to 122,000 by 2012, reflecting the readiness of the Government to gradually take on greater responsibility for security. Another important step was taken when the Afghan National Army assumed the lead for ensuring security in Kabul.

In the first half of 2008, the UN-managed Mine Action Centre for Afghanistan, with government support, destroyed 38,297 anti-personnel landmines, 419 anti-tank mines and nearly 1 million explosive remnants of war, as well as provided mine awareness education to over 760,000 civilians.

Across the country, the UN Assistance Mission in Afghanistan (UNAMA) continued to expand its presence with new field offices in Badghis in the North and Uruzghan in the South to support improved governance, delivery of basic services and monitoring of human rights. This growth will continue through 2009 as security conditions permit.

Despite these signs of progress, significant challenges lie ahead. The Paris Conference provided an agenda and road map for Afghanistan, but success or failure will ultimately depend on political will and determination to address the key issues of restoring security, tackling the corrosive influence of corruption, improving aid effectiveness and kick-

starting the economy so that Afghan families can provide for themselves. The challenges are vast, but so is the determination of the Afghan people and their international supporters to ensure that the nation continues on the road to a sustainable peace. ■

Peacekeepers lead response to disasters in Haiti

The United Nations Stabilization Mission in Haiti (MINUSTAH) was deployed in 2004 with a clear mission: To help restore and maintain the rule of law so that the country would be secure and stable enough for the constitutional and political process to flourish. But this year, the peacekeep-

ing mission faced altogether different challenges. Beyond carrying out the core components of its mandate, MINUSTAH played a major role in helping the country deal with a series of disasters, including violent demonstrations over food prices that led to the collapse of the government, four

deadly hurricanes that affected nearly a million people, and a school collapse that took the lives of 100 children.

Haitian government agencies that should address these crises are in poor shape from years of economic stagnation and political turmoil, so it fell to



Major-General Carlos Alberto Dos Santos Cruz (centre), MINUSTAH Force Commander and other military personnel assist in a rescue operation after the collapse of Collège La Promesse. Pétienville, Haiti. 7 November 2008. UN Photo by Marco Dormino.



Brazilian peacekeepers secure the streets around the National Palace following the outbreak of protests against escalating food prices. Port-au-Prince, Haiti. 8 April 2008. UN Photo by Logan Abassi.

MINUSTAH to mobilize its personnel, resources and expertise to help save lives during the emergencies.

In early April, the increasingly high price of imported food and fuel, combined with low domestic production, led to violent anti-government demonstrations that began in Las Cayes and soon spread to several of Haiti's largest cities, including the capital, Port-au-Prince. Six people died and hundreds more were wounded in the riots. On 12 April, Prime Minister Jacques-Edouard Alexis was forced to step down.

During this difficult time, UN police and military were called upon to work with the Haitian National Police (PNH) to restore law and order in neighbourhoods wracked by violence and to protect UN sites and key government buildings in the capital.

Deeply concerned over the plight of the Haitian people, the Secretary-General, together with President Luiz Inacio Lula da Silva of Brazil, organized an international meeting in Rome to discuss the country's food crisis. The Secretary-General called for renewed efforts to help Haiti deal with the impact of the surge in prices of many basic foods. He warned that Haiti's fragile state of governance and deteriorating living conditions "have created a volatile and potentially dangerous atmosphere".

But the difficulties facing Haiti in the spring paled in comparison to what lay ahead. Four tropical storms – Fay, Gustav, Hanna and Ike – battered Haiti with torrential rains and high winds between mid-August and mid-September. The storms left a trail of devastation in their wake – killing more than 1,000 and displacing or directly

affecting more than 800,000. Tens of thousands of houses were damaged or destroyed, and several key roads and bridges – crucial to the country's economy – were washed away.

Gonaïves was particularly hard hit. This coastal city of around 100,000 people, which suffered a similar fate in 2004, was covered in high water and deep mud for weeks. While many of the city's inhabitants fled, others lived on rooftops while the flood waters ebbed. Human corpses and animal carcasses polluted the water, raising the specter of widespread disease outbreaks. The Special Representative of the Secretary-General (SRSG) for Haiti, Hédi Annabi, said Gonaïves "looked like hell on earth".

During this dark period, the UN humanitarian coordinator organized the response by relief workers and blue

helmets, who worked around-the-clock to save Gonaïves. They evacuated victims, shored up crumbling infrastructure, provided security and delivered urgently needed relief supplies such as food and fresh drinking water, all the while providing emergency medical care, including life-saving assistance to pregnant women and infants.

While humanitarian agencies, with the support of peacekeepers, were dealing with the immediate dangers facing the population, the UN system was addressing the longer-term problems. The UN Office for the Coordination of Humanitarian Affairs (OCHA) issued a flash appeal in September for US\$108 million to support recovery and relief efforts over the next six months to address widespread storm damage to agricultural land, which had resulted in the loss of the corn, bean and banana harvests.

In the second half of the year, the Haitian people themselves salvaged prog-

ress from the terrible hurricane season by building their sense of national solidarity and breaking the political stalemate that had lasted for nearly five months, allowing the country's politicians to reach agreement on the appointment of Prime Minister Michèle Pierre-Louis, and the formation of a new government.

Yet as Haiti was beginning to recover from the string of fatal storms, tragedy struck again on 7 November when a school in the Pétionville commune on the outskirts of Port-au-Prince collapsed with hundreds of children trapped in the rubble. UN peacekeepers from Brazil, Chile, Ecuador and the Philippines, as well as personnel from the UN humanitarian agencies, rushed to the scene to clear rubble and help survivors buried under the debris. Among the first responders was MINUSTAH Force Commander Major-General Carlos Alberto Dos Santos Cruz, who raced on foot to the scene before jumping in to help out, swinging a pickaxe to

break up the concrete slabs that covered those trapped underneath.

The invaluable work performed by the peacekeepers during the crises of 2008 proved that the continued deployment of MINUSTAH remains indispensable. As was clear during the April riots and hurricanes, the mission security components continue to play a critical role in ensuring the country's stability while the Haitian National Police is building up. Meanwhile, MINUSTAH is making a key contribution to Haiti's longer-term stabilization through its support for the strengthening of rule of law institutions, while seeking to build the capacity of State administration at the central and local levels. But much remains to be done for Haiti's socio-economic development. As SRSO Annabi told the press in October, "a poor, hungry and desperate population is simply not compatible with peace and security". ■

New SRSO pursues robust UN mandate in electoral assistance, reconstruction and advancing political dialogue in Iraq

With a strengthened United Nations mandate through Security Council resolutions 1770 (2007) and 1830 (2008), and the appointment of Staffan de Mistura as the Special Representative of the Secretary-General (SRSO) for Iraq in November 2007, the UN has used the past year to increase its presence in Iraq and the efforts to foster peace and reconstruction in the country. The new

mandate, while continuing previous tasks such as electoral and constitutional support, human rights and humanitarian assistance, also emphasizes a role for the UN to advance political dialogue and reconciliation among the country's political groups and communities. In briefing the Security Council on 14 November 2008, SRSO de Mistura highlighted the UN's key efforts of the past

year and stressed the importance of the need for continued international engagement for the critical period ahead. The following is an abridged version of his statement:

"With a robust mandate reconfirmed by resolution 1830 and at the request of the Government of Iraq, the focus of the United Nations Assistance Mission for Iraq (UNAMI) in 2008 has

been in areas that could support Iraq's efforts towards political dialogue and national reconciliation. This was largely achieved in recent months by supporting electoral preparations, laying the seeds for a resolution to disputed internal boundaries, supporting the national development strategies and facilitating Iraq's partnership with the international community and its neighbours.

"The past year was dedicated to identifying opportunities in priority areas most likely to yield results; the next year will be the time to consolidate the progress that has been made.

"The summer and fall have witnessed – despite some occasional spikes – a steady reduction in the levels of violence in Iraq. Some sectors of the Iraqi security forces have greatly improved in their professionalism and performance.

"Iraq now enters a delicate electoral period where every small security gain likely to give space to political dialogue should be built upon in order to avoid any electoral-related violence linked to the provincial elections of 31 January 2009.

"Electoral assistance has been the flagship of our current activities. It is our firm duty as the United Nations and an integral part of our mandate to assist Iraqis and the Independent High Electoral Commission (IHEC) – an Iraqi institution responsible for preparing and conducting elections – with a series of electoral events, starting with provincial elections in the immediate future and culminating with parliamentary elections in 2009-2010. The forthcoming elections are rightly viewed as an opportunity to establish a more inclusive sectarian balance and shape a new

political landscape and are the most significant political event in the coming months.

"UNAMI continues to support the IHEC in technical preparations, including the printing and procurement of materials, the planning and logistics of governance elections, public outreach, consultations with security forces to ensure that governorate elections are conducted in safety, placing antifraud measures, and training national staff.

"UNAMI supports renewed efforts by the Constitutional Review Committee to enshrine an agreement on competing visions of Iraq's federal framework, the hydrocarbons and viable revenue- and water-sharing agreements.

"Our human rights office continues to balance its ongoing monitoring and protection activities with emerging human rights challenges from elections and the resolution of the disputed territories. We will continue to devote significant attention to the legislative process related to human rights and rule of law, establishing important institutions, including a National Human Rights Commission.

"Iraq has also made important strides in its reengagement with the international community, primarily through the International Compact for Iraq. The very successful Stockholm meeting in May ended with the message of 'partnership and co-financing'. Greater Iraqi ownership, elevating the compact to the attention of the prime minister, who through his advisory committee has the compact oversight, has given it a new impetus.

"Iraq has also entered into a new cooperation framework for UN assistance through 2010, shifting focus

away from investment in infrastructure to helping mobilize its own substantial resources.

"UNAMI has explored ways to increase its level of support to provincial authorities through the application of the principles of integrated UN missions and an enhanced presence throughout the country. The UN High Commissioner for Refugees (UNHCR), the World Health Organization (WHO), the World Food Programme (WFP), the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Development Programme (UNDP) are the latest agencies to place a permanent senior level international presence in the country and have therefore brought the number of agency representation in Iraq to nine (to include the UN Children's Fund (UNICEF), the UN Office for Project Services (UNOPS), the International Organization for Migration (IOM) and UN Habitat).

"In order to pursue and sustain the level of its presence and extent of its activities, UNAMI necessitates the security support and protection both from the host country and a sustained backing (financial and logistical) from Member States.

"Iraq enters some critical months ahead. The international community should in this critical period stand firm in its support and constructive re-engagement, and the UN will continue to be by the Iraqis' side in this delicate and challenging transition towards stability". ■



UNIFIL provides a window of opportunity for peace in southern Lebanon

UNIFIL peacekeeper and Lebanese army officers review a patrol plan. South Lebanon. 2 January 2008. UN Photo by Francis Assadi.

In March this year, the United Nations Interim Force in Lebanon (UNIFIL) turned 30 – a long haul for an ‘interim’ mission that circumstances conspired to prolong in the quest for an elusive peace.

Even as UN Security Council resolution 425 established UNIFIL in 1978, the essential elements of the peace process envisaged in the resolution quickly fell apart, or rather never came together. A continued presence of a multitude of armed groups, coupled with Israeli control over large parts of southern Lebanon, as well as the inability of the Government of Lebanon to exert its effective authority in the area, presented UNIFIL with a situation where there was no real peace to keep.

Nevertheless, the peacekeepers dug in and remained to establish an impartial presence amidst the mayhem

in southern Lebanon. After Israel withdrew its forces from Lebanon in 2000, the focus of continuing tensions came to be mostly centred along the Line of Withdrawal (‘Blue Line’) that had been identified by the United Nations and that both Israel and Lebanon, despite their reservations, had agreed to respect. The relative calm that prevailed, however, was tentative as long as the fundamental causes of the conflict between Lebanon and Israel remained unresolved.

Simmering tensions ignited in July-August 2006 into a 34-day war between Hezbollah and Israel. Following a cessation of hostilities, Security Council resolution 1701 (2006) paved the way for the largest ever deployment of UNIFIL forces with new, robust rules of engagement. Most importantly, resolution 1701 established the vital cog in the peace machine: The Lebanese

Armed Forces that UNIFIL facilitated in deploying across southern Lebanon for the first time in 30 years.

This served to further the extension of the Government of Lebanon’s control over all Lebanese territory. Moreover, UNIFIL now had a local partner willing and able to ensure security with appropriate support from the peacekeepers. A new strategic military and security environment has since emerged in southern Lebanon, which over the past two years has seen the calmest period since the inception of UNIFIL.

Keeping southern Lebanon free from hostile activities and any unauthorized armed presence is a critical element in security arrangements to reach a permanent ceasefire and a long-term solution as stipulated in resolution 1701. Primary responsibility for implementation of this provision

rests with the Lebanese Armed Forces (LAF), with UNIFIL assistance.

As the strategic partnership with the LAF gathers strength, it is also expanding to include the local communities. UNIFIL invests sustained efforts in furthering grassroots dialogue with the aim of enhancing public understanding of, and hence broader consensus on, the essence of resolution 1701. The Mission has enhanced its public communications capability, enabling it to better inform the population on the mission mandate, as well as share perspectives on related developments that impact on life in South Lebanon.

Similar coordination also extends at sea, where UNIFIL has a Maritime Task Force, the first in the history of United Nations peacekeeping, deployed to support the Lebanese Navy in monitoring its territorial waters,

securing the Lebanese coastline and preventing the unauthorized entry of arms or related material by sea into Lebanon. The deployment of the Maritime Task Force, on the request of the Lebanese government following the conflict of July-August 2006, was the key move that prompted Israel to lift its naval blockade of Lebanon.

At the same time, UNIFIL also maintains effective coordination and liaison with the Israel Defence Forces (IDF). For this purpose UNIFIL has a liaison office located at the IDF Northern Command headquarters in Zefat and a liaison office in Tel Aviv has been under discussions with the Israeli authorities.

The tripartite meetings of the UNIFIL Force Commander with senior representatives of the Lebanese Armed Forces and the Israel Defence Forces address key secu-

urity and military operational issues. This forum is an essential confidence-building mechanism between the parties and a central element of liaison and coordination.

The relative stability brought to south Lebanon with the combined presence of UNIFIL and the LAF has been particularly remarkable in light of the general unrest that prevailed elsewhere in the country through most of last year. After prolonged suffering, the people of southern Lebanon are enjoying a more normal life in safety and security. The momentum for peace is perceptible, but can be sustained only through a political process to achieve a permanent ceasefire and long-term solution to the conflict.

UNIFIL creates an opportunity for peace, but that opportunity has to be seized. ■

A watershed year for Timor-Leste

For Timor-Leste, the past year was a watershed in terms of addressing the remaining consequences of the 2006 crisis that had previously dominated the socio-political scene in the country. Dramatic, unexpected events early in the year created the impetus needed for the country to move forward, supported by the United Nations Integrated Mission in Timor-Leste (UNMIT).

The defining challenge of 2008 came on 11 February when an armed group – led by the former military police commander of the Timorese armed forces, Alfredo Reinado – carried out separate attacks against President

José Ramos-Horta and Prime Minister Kay Rala Xanana Gusmão. The attacks resulted in the nearly fatal injury of the president and in the death of Reinado.

Following the 11 February events and the death of Reinado, who had played a significant role in the intractability of resolution of some of the major consequences of the 2006 crisis, the leaders and people of Timor-Leste made steady progress in overcoming the most visible reminders of that year. The unresolved grievances of the 600 ‘petitioners’, whose dismissal from the armed forces in 2006 had sparked the cri-

sis, were addressed by early August with the acceptance of financial compensation by the petitioners to return to civilian life. The pace of closures of the internally displaced persons (IDP) camps accelerated in late March as a result of the government-led National Recovery Strategy, supported by UNMIT. By December 2008, the majority of IDPs had returned to their communities of origin or had been resettled.

The unanticipated incidents of 11 February tested state institutions. In sharp contrast to the events of 2006, the situation did not precipitate a crisis destabilising the entire soci-



UN peacekeepers patrol the streets of Dili after the assassination attempt against President José Ramos-Horta. Dili, Timor-Leste. 11 February 2008. UN Photo by Martine Perret.

ety. The State institutions responded in a responsible manner that largely respected constitutional procedures. Security was reinforced just after the attacks through a nationwide curfew, while national security forces tracked down the remaining fugitives.

During the course of the year, UNMIT continued to focus its attention on the core substance of its mandate: Review and reform of the security sector and strengthening of the rule of law; economic and social development; and promoting a culture of democratic governance.

Highlights included support by UNMIT and the UN Development Programme (UNDP) for the government-led security sector review and reform process, which was formalised in June 2008 with the signing of a project document that provides for a com-

prehensive evaluation of the security sector. Defining a meaningful role for the armed forces in a peacetime setting, clarifying the armed forces' relationship with the national police, and establishing internal accountability and civilian oversight mechanisms will be essential in strengthening the rule of law.

The United Nations Development Assistance Framework (UNDAF) for 2009-2013 was signed by the Government and UNMIT in August. While the overarching goal of the UNDAF is to consolidate peace and stability, three inter-related areas of cooperation were identified as critical for UN support to the people and government of Timor-Leste during the five-year period: Democratization and social cohesion; poverty reduction and sustainable livelihoods; and basic social services.

Progress was also made in the reconstitution of the national police. While UNMIT police continued to be responsible for interim law enforcement, it substantially increased efforts in support of reform, restructuring and rebuilding of the national police through an ongoing process of training and institutional development. In compliance with the mandate, the certification process for the majority of national police was completed in 2008. Preparations were made for a gradual resumption of police responsibilities by the national police beginning in early 2009. However, the schedule and pace of the handover must be flexible, and mutually agreed upon criteria and clearly defined benchmarks must be met before any handover takes place. In the meantime, a continuing robust

UNMIT police presence across the country is necessary, both to support the resumption of responsibilities and to continue to help guarantee public security while that process is underway.

Overall, while Timor-Leste addressed a number of significant challenges in 2008, others remain. Most importantly, sustained efforts are needed to ensure durable solutions to the underlying causes of the crisis of 2006.

The professionalism and internal stability of the national security and de-

fence forces remain of concern, and there is a widespread perception that they enjoy impunity. This perception was further entrenched with the 94 presidential pardons granted to convicted criminals in May, which, while legal, were considered by many as undermining efforts to promote accountability and justice and to combat impunity in the country.

There are still institutional problems with the judiciary and many hurdles to overcome before all Timorese citizens may fully enjoy their human rights. The government will also need

to deal with the long-term problems caused by a rapidly expanding population coupled with chronic food insecurity.

The fundamental tasks ahead will be to further strengthen state institutions and to improve policy formulation and decision-making processes marked by transparency, accountability and consultation. Sustained support from the international community, including UNMIT, will be required for Timor-Leste to build on the gains made to date and to continue along the path towards peace and prosperity. ■

Under the watchful eye of UNMIT and Timorese police, internally displaced persons return to their homes with the assistance of the Ministry of Social Solidarity and the International Organization for Migration. Dili, Timor-Leste. 29 March 2008. UN Photo by Martine Perret.



UN continues political and peacekeeping efforts in the Middle East



UN military-observers and a Jordanian police officer talk to a camel driver. 1 May 1959. UN Photo.

The Middle East – the region with the first UN peacekeeping operation and the longest history of UN peacekeeping presence – saw the UN's continued engagement in 2008 in defusing tension and advancing political negotiations through the provision of its good offices and participation in the Middle East Quartet, in monitoring cease-fires, and in assisting to provide much needed humanitarian aid and development assistance. Towards the end of the year, the breakdown of the cease-fire between Gaza and Israel and the launch of a major military operation by Israel in the Gaza Strip posed serious challenges to the UN's political and humanitarian work and cast a shadow over the prospects for maintaining or furthering the progress that been achieved in the course of 2008.

The UN Special Coordinator for the Middle East Peace Process (UNSCO), Robert Serry, is the focal point in the region for UN support to peace initiatives – including the work of the Quartet on the Middle East (composed of the United States, Russia, the Euro-

pean Union, and the United Nations). UNSCO is also responsible for coordinating the work of over 20 UN agencies and programmes on humanitarian and development assistance to the Palestinians living in the region.

On the political front, for most of the year, the Special Coordinator continued to actively pursue diplomatic con-

tacts to support the Annapolis process and to promote the implementation of the Road Map, which underpinned the bilateral negotiations between Israelis and Palestinians. While political negotiations between Israel and the Palestinian Authority had continued throughout the year, the situation on the ground did not improve significantly. In the West Bank, a pro-

Nepalese soldiers on foot patrol in South Lebanon. 22 November 1990. UN Photo by John Isaac.





An Austrian peacekeeper patrolling Mount Hermon. Golan Heights, Syria. 30 January 2006. UN Photo.

cess of Palestinian self-empowerment and institution-building was matched by some Israeli measures of relaxing closure and enhancing security cooperation, but continued settlement activity and the maintenance of access and movement restrictions did not contribute to build confidence.

In the Gaza Strip, the humanitarian situation – which in spite of a calm brought about by an Egyptian brokered cease-fire in mid-year deteriorated – required significant UN engagement to contain the crisis and push for solutions to facilitate the delivery of humanitarian assistance to the civilian population. As the ceasefire in effect since June unraveled, and rocket fire by Palestinian militants from Gaza against Israeli civilian targets intensified and Israel launched a major military operation on 27 December, conditions deteriorated significantly. Civilians bore the brunt of the operation, which continued well into 2009 and called into question the continuation of the political process.

Providing stability and continuity for the broader regional peace process, three UN peacekeeping missions – the UN Truce Supervision Organization (UNTSO), the UN Disengagement Observer Force (UNDOF), and the UN Interim Force in Lebanon (UNIFIL) – continued to implement their respective mandates on the ground.

Established in 1948, UNTSO was the UN's first peacekeeping mission and is its longest-running operation. Originally, the unarmed UN military observers of UNTSO were tasked with monitoring the ceasefire lines negotiated after the 1948 conflict between Israel and its Arab neighbours, and assisting the parties in their fulfillment of the 1949 Armistice Agreements. Since then, UNTSO has taken on various tasks entrusted to it by the Security Council, involving ceasefire monitoring, supervising armistice agreements, and preventing isolated incidents from escalating. On establishment of UNDOF in 1974 and UNIFIL in 1978, the UNTSO Observ-

ers serving in those sectors were assigned to support UNDOF and UNIFIL in the implementation of their respective mandates.

UNDOF was established to supervise observance of the Disengagement Agreement between the Israeli and Syrian forces on the Golan. The situation in the Israel-Syria area remained generally quiet in 2008, as it has for many years. UNDOF observed an increase in military training activities by the Israel Defence Forces (IDF) in the aftermath of the 2006 conflict in Lebanon. Over the years, there has been significant growth in the Syrian civilian population in the area of separation. The Secretary-General emphasized that UNDOF's presence remained essential “until a comprehensive settlement covering all aspects of the Middle East problem can be reached”. ■

Renewed hope for a solution in Cyprus

“A whiff of spring”, “a new dynamic”, “breakthrough”. These are some of the phrases that greeted the announcement at the Nicosia headquarters of the United Nations Peacekeeping Force in Cyprus (UNFICYP) on 21 March that the leaders of the Greek Cypriot and Turkish Cypriot communities had agreed to hold full-fledged negotiations to end the decades-long division of this Mediterranean island.

The enthusiasm that the news sparked among Cypriots and many in the international community was understandable. In the years following the failure of the previous UN-sponsored effort to reunite the island in 2004, there was a practical stalemate. Attempts to bring the sides together resulted in a number of declarations of intention and other agreements, but little else. The lack of evident progress in the peace process led the former Special Representative of the Secretary-General (SRSG) for Cyprus, Michael Møller, to wonder earlier last year how much longer the international community would wait for a settlement.

“What more can UNFICYP do after 44 years here?”, he asked. “Can the resources devoted to the search for a solution be put to better use in critical situations elsewhere?”

SRSG Møller answered his own questions by citing the one indispensable element to a solution in Cyprus: A demonstration of political will on the part of the leaders of both communi-



Opening of the Ledra Street crossing point in old Nicosia. Nicosia, Cyprus. 3 April 2008. UN Photo.

ties to sit down and negotiate seriously. The election in late February of Demetris Christofias as President of the Greek Cypriot-dominated Republic of Cyprus, which has effective control of the southern two-thirds of the island, opened a new chapter in the peace

process. Mr. Christofias was elected largely on the promise of reaching a compromise with the Turkish Cypriots, and specifically with their leader, his old trade union comrade, Mehmet Ali Talat. The 21 March agreement, less than a month after the elections in the

Tayé-Brook Zerihoun, SRSG for Cyprus, observes as Turkish Cypriot leader Mehmet Ali Talat shakes hands with Greek Cypriot leader Demetris Christofias. 1 July 2008. Nicosia, Cyprus. UN Photo.



south, was undeniable evidence of the will of the two leaders to forge ahead.

To beef up their March statement, the leaders also agreed to breach the barrier that had come to symbolize the division of the island: The 44-year old wall, the original 'green line', which split historic old Nicosia in two. Speaking at a ceremony to mark the opening of a crossing point on Ledra Street on 3 April, UNFICYP acting head Elizabeth Spehar said the event was "historic for the hope it represents for the renewal of the peace process in Cyprus. Historic as tangible evidence that what has appeared impossible for decades is in fact attainable – if the will to go forward is there. And historic in its symbolism, as the barriers that came to embody the division of this beautiful island finally give way to let all the people of Nicosia come together in the heart of the city".

However, Spehar added that the opening of Ledra Street, which had been in the works for years, did not mean that

the Cyprus problem had been solved. "That will require much more work among Cypriots as well as support from all those who wish to see a just and durable settlement in this country", she said.

More than 20,000 people used the crossing point in the four days that followed its opening. Ledra Street was the sixth crossing point to be opened between the north and south parts of the island since 2003.

Subsequently, things moved quickly: On 18 April, preparatory talks started, under UN auspices, on both overarching questions – governance, property and security, for example – and on day-to-day issues – like road safety, health and the environment. A number of measures designed to make daily life easier for Cypriots on both sides of the divide have since been announced, including facilitating the movement of ambulances between north and south. The two sides have defined the overall goal of the negotiations in language that shows real compromise: the Greek

Cypriots accepted that there would be "two Constituent States", and the Turkish Cypriot side accepted that the new federal state would have a "single international personality".

Further defining the basis for a solution, the two leaders agreed in principle that there would be one citizenship and sovereignty in this new state. In July, the Secretary-General appointed a special adviser to lead efforts to facilitate the talks. Alexander Downer, a former Foreign Minister of Australia, arrived in Cyprus shortly thereafter and has been present at many of the weekly meetings between the leaders, who began direct talks on 3 September.

This is indeed a new beginning in the search for a solution to the Cyprus problem. Hopes have been raised before, only to be dashed, and there remains much work to be done in the search for a solution.

But most observers today agree that the parties are engaging and have in-

deed embarked on a serious effort to reach a settlement.

“The political will the parties have shown ... has changed the state of affairs up to now, so we are very encouraged by the process”, said Tayé-Brook Zerihoun, the current SRSG, as the process was gaining traction in June.

Mr. Downer emphasized that the UN was there to help the parties by doing what they felt would be most useful.

“No one wants foreigners to come to their country and tell them how to govern it. And Cyprus, in this respect, is no different. It is very important ... that the final ownership of this process belongs to the two leaders”.

Negotiations were expected to continue into 2009, with no timeframe for their conclusion, even if everyone agrees that they cannot go on indefinitely. Many also agree that this is a rare opportunity to solve the long-standing conflict in Cyprus. ■

UNOMIG carries out mandate in complex environment

The United Nations Observer Mission in Georgia (UNOMIG) continued to verify the implementation of the 1994 Moscow Agreement on a Ceasefire and Separation of Forces and to facilitate the resumption of dialogue and confidence-building between Georgia and Abkhazia in a year that saw violence erupt in and near the mission area.

In the course of the year, the mission faced an increasingly complex political and security situation as tensions mounted on both sides of the ceasefire line. The dramatic escalation of hostilities around Tskhinvali in August and the Georgian-Russian conflict have profoundly affected the situation in the conflict zone and in the upper Kodori valley. Following Russia's recognition of Abkhazia, the Government of Georgia declared 'void' the 1994 Moscow Agreement. Subsequently, the Commonwealth of Independent States (CIS) decided to suspend the CIS peacekeeping operation in the conflict zone, which UNOMIG was mandated to monitor. Thus the context in which UNOMIG has been operating during the past 14 years changed substantially.

In the European Union (EU) mediated agreement signed in Moscow

on 8 September, it was agreed that “UNOMIG international observers will continue to carry out their mandate in their areas of responsibility with the same number of personnel and deployment blueprint as at 7 August 2008, subject to future adjustments decided by the UN Security Council”. Also, on 12 October, the Security Council decided to extend on a technical basis the mandate of the United Nations mission until 15 February 2009. As a result, the mission has continued its activities, including through active patrolling in its area of responsibility and through regular contacts with the Georgian and Abkhaz sides, and with international stakeholders.

Arriving in Georgia on 1 October in the midst of this challenging time was the newly appointed Special Representative of the Secretary-General (SRSG), Johan Verbeke, who had recently served as the Permanent Representative of Belgium to the United Nations. Belgium was a member of the Security Council at the time of the crisis in Georgia, granting the new SRSG a unique perspective on the mission he was about to lead.

“The perspective from New York is, of course, essentially a policy perspective, and it was quite interesting to see subsequently how that translates into the realities on the ground”, Mr.



UNPOL vehicle patrolling despite inclement weather. Zugdidi, Georgia. 20 February 2008. UN Photo.

Verbeke said. “The Secretary-General had almost daily contacts with the main players: the EU presidency, Moscow, Washington and others. We had to brief him on the latest developments and prepare both public statements and internal notes. It was a challenging experience”.

Since moving from New York to Tbilisi, Mr. Verbeke said “I have learnt a lot about UN activities in Georgia, the situation in the region, and how all this is related to the core business of our organization, i.e. international peace and security”.

With a view to implementing the provisions of the 8 September agreement, the SRSG has been called upon to co-chair, together with his colleagues from the EU and the Organization for Security and Cooperation in Europe (OSCE), the international discussions on security and stability as well as on

the question of internally displaced persons (IDPs) and refugees, which began on 15 October in Geneva.

Throughout the year, UNOMIG continued to perform its observation and monitoring tasks on both sides of the ceasefire line by carrying out regular patrols in the conflict zone and the Kodori valley. The mission also conducted investigations of incidents in its area of responsibility. UN police carried out training courses and joint patrols, liaised with local law enforcement agencies and supported community policing and crime prevention programmes. Through its human rights office in Abkhazia, the mission continued to promote human rights protection and to provide support to local non-governmental organizations, including human rights education and training projects at grass-roots level. The office conducted regular monitoring visits

to detention facilities, monitored court trials and provided legal advisory services to the local population. UNOMIG also implemented various projects funded by the international community through its trust fund, including the rehabilitation of a local power line, the restoration of water supplies, the rehabilitation of a village clinic and the construction of a new police station.

In its efforts to resume political dialogue, UNOMIG facilitated the participation of the Georgian and Abkhaz sides in the Geneva meeting of the Group of Friends of the Secretary-General in February under the chairmanship of Assistant Secretary-General for Peacekeeping Operations Edmond Mulet. In July, the mission also assisted the efforts of Germany as the coordinator of the Group of Friends to advance a plan for the settlement of the conflict. ■

Supporting peace operations

From the moment a possible peace mission appears on the UN Security Council’s horizon, the UN Department of Field Support (DFS) starts planning how to turn a political mandate into an operational reality.

DFS was established in July 2007 to staff and equip UN field-based peace operations, to deploy them quickly and efficiently, and to ensure the responsible stewardship of entrusted resources. Previously these functions were housed in the Department of Peacekeeping Operations (DPKO).

The youngest UN department has promoted a greater understanding within the UN system and amongst Member States of the importance of

getting the right staff in place, securing the appropriate funding, and fielding the most technically appropriate and effective information and communication systems as well as logistics and supplies to ensure that peace operations are able to implement their mandates effectively. DFS now partners DPKO in the mission planning process, providing an additional ‘reality check’ on the international community’s efforts to deploy and sustain field operations, often in inaccessible, austere and dangerous environments.

DFS has been working hard to raise the profile of field support to peace operations in the Security Council and among other Member States, and has

demonstrated how crucial an effective and dynamic support structure is to the success of peace operations. The work of the department, led by Under-Secretary-General Susana Malcorra (appointed in 2007), has been acknowledged as a key strategic element of peacekeeping operations.

Sometimes DFS needs to engage in political discussions with local authorities to ensure the support of UN field missions and the movement of personnel and materials. Most recently, in the case of the mission in Darfur (UNAMID), DFS has engaged in extensive dialogue with both the Government of Sudan and the African Union (AU) in order to begin to establish the mission.



A civilian camp under construction in Goz Beida, Chad. 12 November 2008. UN Photo.

In 2008, DFS supported more than 112,000 personnel in 34 missions led by either DPKO or the Department of Political Affairs (DPA), with a total budget of more than US\$7.2 billion and maintaining more than 17,000 vehicles and operating 280 aircraft, among many other logistical and support functions both at UN Headquarters and in the field.

Where there is no infrastructure, DFS must come up with it. Food, accommodation, water, energy and sanitation systems, transportation and communications—in places like Darfur, all this must be built from scratch, in order for peacekeepers to carry out their tasks. The enormity of the requirements is compounded by the needs of missions of varying size and complexity. DFS must also manage concurrently peace operations with vastly different mandates in various phases of existence.

Hybrid missions and increased partnership with regional organizations, such as those with the European Union (EU)

in Chad and the AU in Darfur, add another layer of logistical complexity.

This complexity provides opportunity as well. DFS has been able to focus its support with specialists dedicated to particular regions or missions, sitting side by side with political, military and police colleagues in new Integrated Operation Teams devoted to each mission. DFS has also undertaken new directions in support by, for example, introducing environment-friendly technologies such as solar panels and sustainable building materials in Southern Sudan, planning regional logistical bases to better serve missions clustered in similar terrains and creating, with the Department of Public Information (DPI), branded and simple-to-maintain websites for all peace operations.

Building on reforms adopted recently by the General Assembly, DFS – together with the Department of Management (DM) – is building a strong and diverse staff for peacekeeping op-

erations, with expanded career prospects and professional development.

Through its Conduct and Discipline Unit, DFS also has the lead responsibility in the development and implementation of prevention, enforcement and remedial strategies regarding misconduct, including sexual exploitation and abuse (SEA) by peacekeepers. Although troubling occurrences of SEA continued to require vigilance, preventive measures and training reduced the number of allegations of misconduct in 2008 by 80 per cent compared to 2006. DFS and DPKO continue to work closely with Member States on how to translate the UN's zero tolerance policy into zero complacency and zero impunity.

DFS' strategy for 2009 will be one of consolidation, locking in the progress made so far, continuously striving for better, faster service to the field, and developing a sustainable and strategic model of delivery over the longer term. ■



Demand grows for UN Police

Indian UNPOL officers perform martial arts exercises. Monrovia, Liberia. 12 November 2008. UN Photo by Christopher Herwig.

Surging demand for United Nations Police (UNPOL) in peace operations fuelled a year of unparalleled growth for UNPOL, marked by new deployments of specialized police contingents to trouble spots around the globe.

“This demand for UN Police officers reflects a global understanding of the beneficial role performed by police in the crucial stabilization phase of peace operations. UN Police bring law and order to countries recovering from conflict, paving the way for democratization”, UN Police Adviser Andrew Hughes said.

The increasing number of intra-state conflicts has also heightened the need for UN policing.

UNPOL is the fastest growing component of UN peacekeeping. The number of authorized police officers has doubled since the beginning of 2006 to 17,000 at the end of 2008. Of the 17,000 authorized, more than 11,000 police officers, hailing from 98 countries, are currently deployed in 18 UN peace operations. The number of female police officers has doubled to eight per cent of UN Police in the past two years, including a significant increase in senior posts.

Seven new formed police units (FPUs) were deployed to Darfur, Haiti and Kosovo, bringing the number of FPUs to 38 in seven missions. FPUs are armed, mobile police units consisting of approximately 140 officers from one country, which take on specific duties such as crowd control and managing mass public disorder.

The Standing Police Capacity (SPC) team – a rapid response unit within the Department of Peacekeeping Operations (DPKO) tasked with providing immediate start-up capability on the ground and supporting and assisting UN police components – arrived in the Chadian capital, N’Djamena, in November 2007 to help set up the police component of the UN Mission in the Central African Republic and Chad (MINURCAT).

The SPC trained recruits for a specialized police unit in Chad, the *Détachement Intégré de Sécurité* (DIS), which is responsible for protecting some 300,000 refugees and internally displaced persons who have fled from Darfur to eastern Chad.

An SPC team also deployed to the UN Mission in Timor-Leste (UNMIT),

from May to July 2008, to assist the mission with the strategic handover of law enforcement responsibility to the national police force.

UNPOL is also mandated with creating stable and secure environments where it is deployed and is working with international policing and law enforcement experts to find ways to prevent, disrupt and dismantle organized crime in post-conflict situations.

“We are able to contribute a unique perspective on transnational organized crime based on our experience in peace operations, and in turn we benefit greatly from the expertise of regional and international policing organizations in tackling organized crime networks”, Mr. Hughes said.

UN peacekeeping operations have been tasked to combat a wide range of organized crime, including gang and drug crime in Haiti, human trafficking and financial crime in Kosovo, drug trafficking in Guinea-Bissau and Sierra Leone, arms trafficking in the Democratic Republic of the Congo (DRC), timber theft in Liberia, and the illegal economy in Timor-Leste. ■

National staff make crucial contributions to UN peace operations

The striking increase in attacks on United Nations staff made headlines in 2008 with the release of a report by the Secretary-General in September on 'Safety and security of humanitarian personnel and protection of United Nations personnel'. The killing of Didace Namujimbo, a staff member of the UN's Radio Okapi, on 21 November, was a tragic illustration of both the upsurge in violence in the eastern Democratic Republic of the Congo (DRC) and the dangers facing locally recruited staff who serve under the UN flag. Serge Maheshe, Namujimbo's colleague at Radio Okapi in Bukavu, the capital of South Kivu province, was murdered in 2007.

Working in a peace operation is by its very nature hazardous, and international staff leave homes and families to serve abroad in often inhospitable places. But statistics in the Secretary-General's report were telling: of the 26 staff killed in malicious acts during the year of June 2007- June 2008, 22 were locally recruited.

UN peace operations employ 15,653 national staff, who perform both support and professional functions. Their jobs range from drivers and security guards to interpreters, media monitors, journalists and human rights officers. Many – such as the public information officers profiled here – gain skills that can be put to use in the future peace-building and development stages of their countries.

Many of them show extreme courage simply by getting to work: Iraqis run a gamut of checkpoints and employ a

set of different IDs to reach the 'Green Zone' in Baghdad. In Darfur, a female security officer walks several kilometres from her office at night, when no vehicles are available, to the camp for internally displaced persons (IDPs) that is now her home. Although the routine is dangerous, she continues to take the risk to support her grandmother and nine children under her care, only one of whom is her own.

Here are two stories of long-serving national staff who are making a difference in their home countries:

Hassan Siklawi: "I am part of UNIFIL's furniture"

"You will meet someone called Hassan Siklawi. If you really want to know what's going on in southern Lebanon, you should speak with him – he has seen it all".

These words are often heard by UN staff heading to work at the UN Interim Force in Lebanon (UNIFIL). But this is only half the story.

As an integral part of UNIFIL throughout most of its 30 years of operations, Hassan has been a witness to, and participant in, some of the most tumultuous events in the history of the UN mission and of his country.

Hassan has been involved with UNIFIL since its inception in 1978. Initially, he covered UNIFIL as a stringer for the Associated Press. This soon led to an offer to work for the mission.

Now, "I am part of UNIFIL's furniture", Hassan jokes.

Most of his work has centred on out-reach activities involving the media and the general public.

"I always felt I was the liaison between them and the mission", he says. "Our relationship with the local media has been a privileged one. We helped them in all kinds of ways – they would always be using our resources when the roads were closed or the conflict was at a critical stage and prevented them from getting to their stories".

Hassan is a walking archive of UNIFIL and its history in southern Lebanon. Accorded respect throughout the area of operations and able to liaise with all people and parties, he has served as the man-on-the-ground for many of UNIFIL's force commanders and senior officials, providing advice and invaluable insights.

It has not been the easiest of jobs. He has lost count of the number of times he has been in danger, describing this as an 'occupational hazard'.

Looking back over his more than 30 years of association with UNIFIL, Hassan says the attack on a UNIFIL compound in Qana on 18 April 1996 was a turning point for him, as a UN employee, as a proud Lebanese citizen, and as a human being. Israeli artillery rained down on a UN compound in the village where 800 Lebanese civilians had taken refuge to escape the fighting. By the time the shelling stopped, there were 106 dead and around 116 others injured, including four Fijian UNIFIL peacekeepers.



UNIFIL staff member Hassan Siklawi helps to evacuate a baby. Yater, Lebanon. 21 April 1996. UN Photo.

“Initially we could not believe that they were shelling our camp. Everybody knew that the UN was there and also civilian families with children were living in the base, but we could definitely hear the sound of bombs going off, people screaming asking for help. Suddenly the radio went quiet. As we arrived in Qana, we realized the proportion of the tragedy. We were walking on top of bodies, surrounded by smoke and by an unreal silence. We spent hours trying to recover injured people, but sadly most of the people we could find were already dead”, Hassan says, adding that the images he saw that day are etched in his mind forever. “This was a UN position, the UN flag was there, civilians were living in that compound and all the parties should have respected it. Soldiers are trained, civilians are not. It’s not easy to make sense out of it and continue working”, Hassan says, almost in a whisper.

But traumatic as the shelling was, it also helped drive home the bonds forged amidst the trauma and con-

fusion of war between peacekeepers and the people of southern Lebanon over the years .

“Together we were shelled and together we lived. Peacekeepers could get killed as well as civilians. We felt the same, we were the same. The UN peacekeepers came here from far away, leaving their families behind, risking their lives for a peaceful future for Lebanon”, Hassan says. “This was really a turning point. UNIFIL was a mission that the people of Lebanon’s south could trust. They were risking their lives for the people of Lebanon”.

Looking back now, Hassan says that the aspect of his experience with UNIFIL that provides him with the most satisfaction is the mission’s deep links with the local population. These links have varied. They range from activities for the public, such as providing villages with electricity during long-running power cuts, to individual acts, such as peacekeepers who have volunteered to pay local children’s school fees.

“When UNIFIL first came, we used to have UN checkpoints and curfews, so villagers had to get permission from UNIFIL to move from village to village and it wasn’t an easy process. But then, over time, we saw peacekeepers protecting farmers while they were harvesting olives. And then there would even be times when peacekeepers used to help the farmers pick the olives. All of this was done by choice, by the peacekeepers, not because they were ordered to, but because they are normal people like anyone else”, Hassan says.

He adds that this spirit of cooperation – or, as he would say, recognition of our common humanity – has evolved, and for the better of the people of southern Lebanon.

Martin Sebuangwe: Proud to be a part of Radio Okapi

On 25 February 2008, Radio Okapi celebrated its first seven years on the air. The anniversary was particularly rewarding for Martin Sebuangwe, one of its founding journalists whose commitment and determination helped the UN Organization Mission in the Democratic Republic of the Congo (MONUC) develop a radio station trusted by millions of Congolese citizens across the country.

Martin says he is doubly pleased – not only to be among the pioneers of Radio Okapi – but also to be part of the senior Congolese staff upon whom the radio relies. Martin first worked as a journalist at Radio Agatashya in 1995, based in the troubled Great Lakes region and run by Fondation Hirondelle, a Swiss non-governmental organization (NGO), which is also MONUC’s partner in managing Radio Okapi. “Hired to be a journalist and a news presenter, I was given a chance to learn the rigors and excitement of reporting from areas of conflict”, Martin recalls.

Against a backdrop of almost permanent warfare in the Democratic Republic of the Congo (DRC), the media plays an important role. But Martin warns that many media are unfortunately tools of propaganda, while others act in good faith. The critical socio-economic situation in the country has often forced journalists into practices considered unethical elsewhere. This could also have been the case with Radio Okapi, he says, if a minimum of safe working conditions had not been guaranteed.

However, the role that Martin continues to play with fellow journalists is to always remind them of the basic



Radio Okapi is trusted by millions of Congolese citizens across the country. InformAction Photo by Pierre Mignault.

rule of professionalism: Facts first. This makes or breaks the credibility of the radio.

“We always ask ourselves how we can best satisfy our listeners, our clients. For example, if the government tells us that it is releasing US\$1 million to renovate a road, we first ask why the government chose this road and not another, why it chose this contractor over another. As uncomfortable as some of these questions may be, they are always appreciated by our listeners. In the DRC, Radio Okapi represents investigative and informative journalism”, says Martin.

The managers of Radio Okapi always need to take the safety of their journalists into consideration, because being a UN civil servant is not protection in itself. And, as noted earlier, two Okapi journalists have been killed

over the past two years, both in South Kivu province.

Radio Okapi is one of the largest media outlets in the DRC, available on FM, short-wave and the Internet. With 100 journalists across a country roughly the size of western Europe, the station features news programmes in local languages and popular shows engaging the public, such as “Dialogue between Congolese”, but also music and sports – all of which link far-flung parts of the country with a national identity.

Martin stresses that to preserve and maintain the standards of Radio Okapi, there is a price to pay: First, the commitment of the UN through MONUC and Fondation Hirondelle to sustain the project. Second, the commitment and desire of all Radio Okapi

journalists and other staff at all levels who agree to work in precarious security conditions. “This is particularly true for colleagues in Goma, Bukavu, Bunia – all in the volatile eastern DRC – as well as at times in the capital, Kinshasa”, Martin notes.

Thinking ahead to the day when MONUC peacekeepers leave the DRC, Martin says he feels it is important for Radio Okapi to train its local staff to improve their professionalism and ensure that they are motivated to carry on with their work.

“Good wages, good working conditions and a serene work atmosphere are essential. From the perspective of sustainability, we must accelerate the transfer of responsibilities to Congolese managers who will continue the work started by the UN”, he concludes. ■



Ahtisaari brings pride to UN peace efforts with 2008 Nobel Prize

Martti Ahtisaari (centre), former UN Special Envoy and laureate of the 2008 Nobel Peace Prize, participates in a meeting with Jordan Ryan (right), DSRSG for Liberia. Monrovia, Liberia. 28 November 2008. UN Photo by Christopher Herwig.

When, on 10 December, former special envoy and senior United Nations official Martti Ahtisaari accepted the Nobel Peace Prize in Oslo, he was lauded around the world for his three decades spent in the pursuit of peace.

The Seattle Times stated that he was “arguably, responsible for negotiating more permanent peace agreements than any other person alive”.

Much of his work involved heading UN peace operations and UN-led negotiations. From 1987 to 1991, Mr. Ahtisaari also served as UN Under-Secretary-General for Administration and Management.

He played a crucial role in settling the conflict in Namibia by helping establish that country’s independence in 1990 in a peace deal which preceded the end of apartheid in neighbouring South Africa.

The next year, he led a United Nations assessment mission to study the state of the Iraqi infrastructure following the first Gulf War and advocated humanitarian aid to the stricken country.

He went on to serve as President of Finland from 1994 to 2000 and, as such, played a part in helping the parties to the conflict engulfing the former Yugoslavia to come up with the 1995 Dayton agreement. In November 2005, the UN Secretary-General appointed Mr. Ahtisaari as Special Envoy for the Kosovo status process, which was to determine whether the province, having been administered by the United Nations since 1999, should become independent or remain a part of Serbia.

Mr. Ahtisaari’s Comprehensive Kosovo Status Settlement Proposal, calling for Kosovo’s supervised independence, was not endorsed by the Security Council, and Kosovo declared independence in early 2008. A UN

mission – UNMIK – remains in place and a recently deployed European Union mission – EULEX – has taken over international support for the police and justice system.

Mr. Ahtisaari also brought together the separatist Free Aceh movement and the Indonesian government in 2005 to sign a peace agreement, ending 29 years of conflict that had cost some 15,000 lives.

In his remarks following receipt of the prize, he remained modest about the role of a mediator: “Parties are responsible for the mess they have made. They should get credit for the success”.

Yet he also acknowledged the many actors involved in building a successful peace: “In a conflict, one party can always claim victory, but building peace must involve everybody: The weak and the powerful, the victors and the vanquished, men and wom-

en, young and old". But he added the caveat that: "You have to talk to those who have power".

He reminded those involved in supporting peace processes that post-conflict assistance must continue for years after the fighting stops,

and that this assistance should include creating employment for young people and offering hope to all as a strategy to sustain peace.

On a more specific note, he argued that world leaders – as well as Israelis and Palestinians –

share responsibility for the lack of peace in the Middle East. "Peace is a question of will. All conflicts can be settled, and there are no excuses for allowing them to become eternal". ■

Security Council addresses sexual violence as threat to international peace and security

Responding to a wave of horrific reports – many from the Democratic Republic of the Congo (DRC) – where the UN has fielded its largest peacekeeping mission – the United Nations Security Council on 19 June 2008 unanimously adopted the ground-breaking resolution 1820, which recognizes that the use of sexual violence as a tactic of warfare is a matter of international peace and security.

Resolution 1820 states that widespread and systematic sexual violence can exacerbate armed conflict, can pose a threat to the restoration of international peace and security, and has an impact on durable peace, reconciliation and development. Sexual violence not only causes grave physical, psychological and health problems for its victims, but also has direct social consequences for communities and entire societies, UN experts argued.

And the UN has found that despite an increasing awareness of violence against women and children in armed conflict, the problem has become even more widespread.

"Violence against women has reached unspeakable and pan-

demographic proportions in some societies attempting to recover from conflict", Secretary-General Ban Ki-moon said at the beginning of the Council's debate. "Sexual violence poses a grave threat to women's security in fragile post-conflict countries and undermines efforts to cement peace".

The resolution reaffirms the political commitment of the Security Council to protect women and girls from sexual violence in conflict by demanding the "immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians". It calls on all parties to armed conflict to "immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence" and notes that "rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide". Resolution 1820 also affirms the Security Council's intention to consider targeted sanctions against perpetrators.

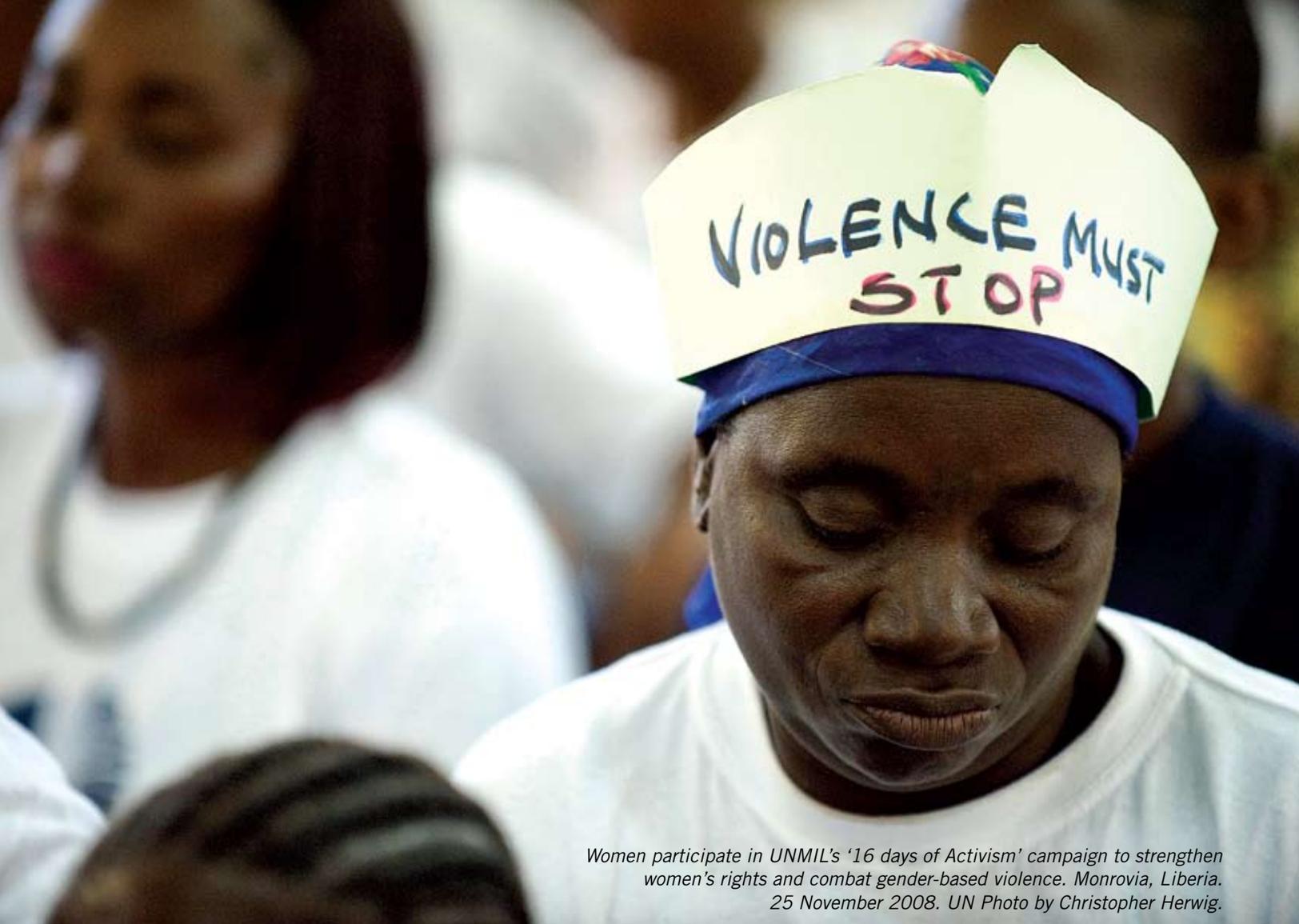
Resolution 1820 was intended to complement Security Council resolution 1325 (2000) on 'Women,

Peace and Security', which encouraged a greater participation of women and a gender perspective in all United Nations peace and security efforts.

Resolution 1325 recognized women's potential role in conflict prevention, conflict resolution and peacebuilding. In calling for special measures to protect women and girls from gender-based violence in situations of armed conflict, resolution 1325 established that sexual violence in conflict is not just a gender issue, but also a security concern.

Implementation

The Secretary-General stressed that combating this "silent war against women and girls" required strong leadership, comprehensive strategies and the involvement of a wide range of actors, from the UN and national governments to non-governmental organizations (NGOs) and the victims themselves. He proposed strengthening awareness-raising as well as the response capacity of national military and police forces; close monitoring of human rights in specific countries; and prosecution of the perpetrators of sexual violence.



Women participate in UNMIL's '16 days of Activism' campaign to strengthen women's rights and combat gender-based violence. Monrovia, Liberia. 25 November 2008. UN Photo by Christopher Herwig.

Resolution 1820 urges Member States and the UN system to strengthen their efforts in providing protection against sexual violence; facilitate the equal and full participation of women at decision-making levels and in capacity-building and training. On the country level, states are to consider imposing “targeted and graduated” measures against warring factions who commit rape and other forms of violence against women and girls. Member States are also urged to deploy female military personnel and personnel trained in dealing with sexual violence.

The resolution also made reference to the issue of sexual exploitation and

abuse by peacekeepers. UN policy forbids its personnel from having sex with anyone under 18 as well as sex with prostitutes, and it discourages sexual relations with ‘beneficiaries’, i.e. members of the host population. Resolution 1820 also stresses the Secretary-General’s zero-tolerance policy against sexual exploitation and abuse by UN personnel and urges troop and police contributing countries to ensure full accountability in cases of misconduct by their personnel. The resolution also requests that all peacekeeping and humanitarian personnel deployed by the UN undergo training to help them better prevent, recognize and respond to sexual violence against civilians.

The Department of Peacekeeping Operations (DPKO) has taken the lead in supporting implementation of resolution 1820 in countries where UN peacekeepers are deployed, and at Headquarters, chairing an inter-agency task force on the issue.

The Secretary-General is to report back to the Security Council on progress in implementing resolution 1820 in June 2009. This should improve the flow of information on sexual violence in conflict to the Security Council, with the objective of improving the UN response to this devastating weapon of war. ■

PEACEKEEPING CONTRIBUTORS (Military observers, police, and troops as of 31 December 2008)

No.	Country	Police	Milob	Troops	Total
1	Albania		3		3
2	Algeria		6		6
3	Argentina	29	11	853	893
4	Australia	75	26	17	118
5	Austria	3	10	388	401
6	Bangladesh	1,102	107	8,358	9,567
7	Belgium		13	329	342
8	Benin	155	31	1,178	1,364
9	Bolivia		39	410	449
10	Bosnia and Herzegovina	18	5		23
11	Botswana	3	5		8
12	Brazil	12	51	1,289	1,352
13	Brunei			5	5
14	Bulgaria	8	3		11
15	Burkina Faso	69	19	4	92
16	Burundi	31	7	2	40
17	Cambodia		9	136	145
18	Cameroon	147			147
19	Canada	112	43	24	179
20	Central African Republic	27			27
21	Chad	26	3		29
22	Chile	22	6	497	525
23	China	204	53	1,889	2,146
24	DR Congo	22			22
25	Colombia	7			7
26	Côte d'Ivoire	166			166
27	Croatia	19	21	112	152
28	Cyprus			2	2
29	Czech Republic	13	9		22
30	Denmark	3	37	4	44
31	Djibouti	51	1		52
32	Ecuador		23	68	91
33	Egypt	134	96	2,201	2,431
34	El Salvador	41	17	51	109
35	Estonia		2		2
36	Ethiopia	15	24	2,452	2,491
37	Fiji	49	8	222	279
38	Finland	8	18	3	29
39	France	118	27	2,053	2,198
40	FYR of Macedonia			1	1
41	Gabon		4		4
42	Gambia	83	9	201	293
43	Germany	53	46	228	327
44	Ghana	687	75	2,600	3,362
45	Greece	2	6	46	54
46	Grenada	3			3
47	Guatemala		17	227	244
48	Guinea	90	14		104
49	Honduras		12		12
50	Hungary	2	14	87	103
51	Iceland	1			1
52	India	640	90	7,963	8,693
53	Indonesia	164	42	1,324	1,530
54	Ireland	19	24	8	51
55	Israel	1			1
56	Italy	30	20	2,447	2,497
57	Jamaica	21			21
58	Japan		6	32	38
59	Jordan	1,006	69	2,000	3,075
60	Kazakhstan		1		1

No.	Country	Police	Milob	Troops	Total
61	Kenya	38	33	909	980
62	Kyrgyzstan	15	15		30
63	Libya	2			2
64	Lithuania	1	2		3
65	Madagascar	48			48
66	Malawi	23	31	118	172
67	Malaysia	259	50	627	936
68	Mali	78	41	15	134
69	Mauritania	9			9
70	Moldova		8		8
71	Mongolia		7	250	257
72	Montenegro		2		2
73	Morocco		5	1,555	1,560
74	Mozambique		10		10
75	Namibia	25	18	15	58
76	Nepal	809	59	3,052	3,920
77	Netherlands	22	19	3	44
78	New Zealand	25	13	1	39
79	Niger	225	26	385	636
80	Nigeria	917	88	4,903	5,908
81	Norway	25	31	11	67
82	Pakistan	813	133	10,189	11,135
83	Palau	2			2
84	Paraguay		48	34	82
85	Peru		31	210	241
86	Phillippines	273	23	330	626
87	Poland	7	16	829	852
88	Portugal	193	6	144	343
89	Qatar			3	3
90	Republic of Korea	1	24	369	394
91	Romania	50	56		106
92	Russia	76	74	121	271
93	Rwanda	119	20	3,496	3,635
94	Samoa	21			21
95	Senegal	514	55	1,335	1,904
96	Serbia	11	9	6	26
97	Sierra Leone	20	6	12	38
98	Singapore	21	2		23
99	Slovakia		3	196	199
100	Slovenia	6	3	14	23
101	South Africa	158	30	1,844	2,032
102	Spain	60	6	1,136	1,202
103	Sri Lanka	94	14	959	1,067
104	Sweden	50	27	3	80
105	Switzerland	6	19		25
106	Tajikistan	5			5
107	Tanzania	9	30	88	127
108	Thailand	12	12	12	36
109	Togo	26	17	317	360
110	Tunisia		42	467	509
111	Turkey	257	5	491	753
112	Uganda	123	18	1	142
113	Ukraine	78	35	286	399
114	United Kingdom	2	11	284	297
115	United States of America	72	9	10	91
116	Uruguay	17	65	2,456	2,538
117	Vanuatu	14			14
118	Yemen	95	62	11	168
119	Zambia	183	60	361	604
120	Zimbabwe	111	19	2	132

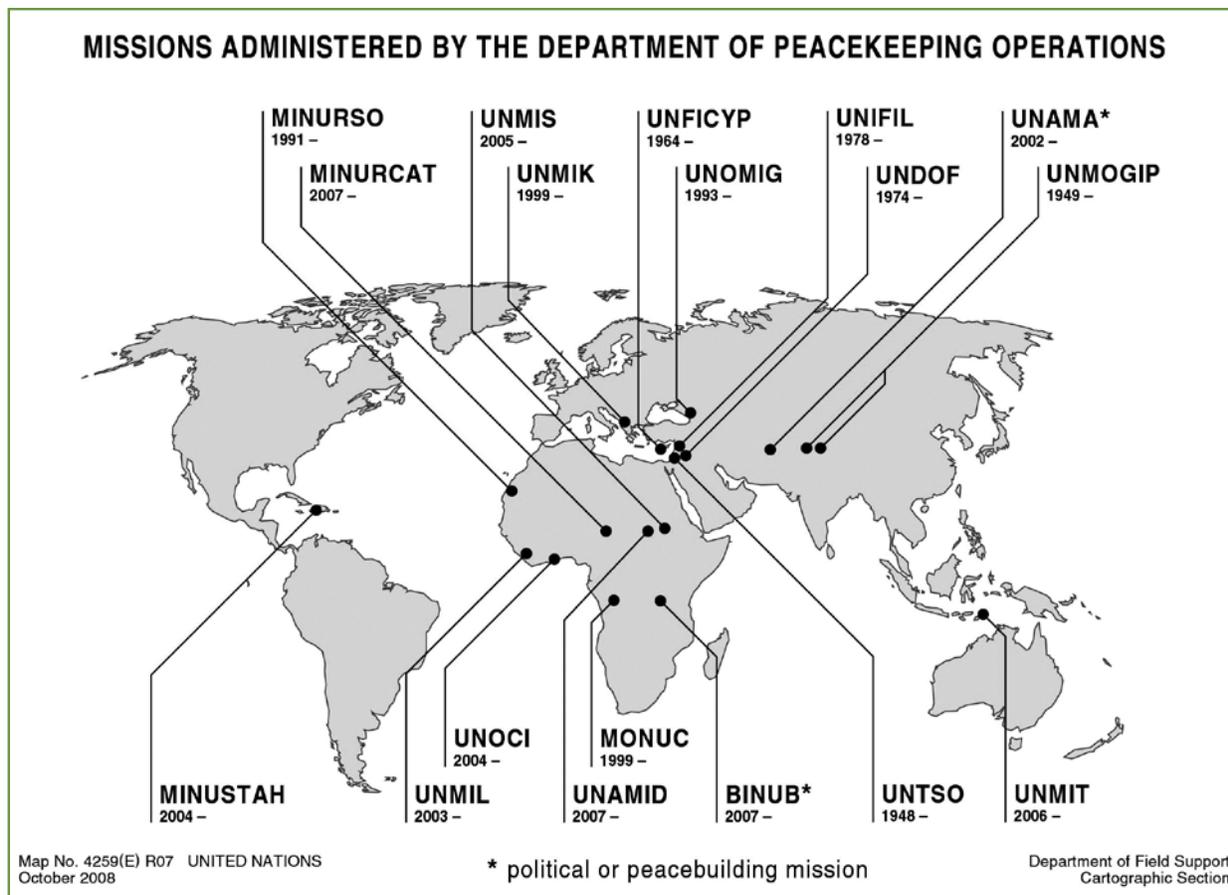
	POLICE	UNMO	TROOP
Totals	11,511	2,630	77,571

Grand total in PKO **91,712**

UNITED NATIONS PEACEKEEPING OPERATIONS

As of 31 December 2008

Peacekeeping operations since 1948	63
Current peacekeeping operations.....	16
Current peace operations directed and supported by the Department of Peacekeeping Operations (DPKO).....	18



PERSONNEL

Uniformed personnel (77,349 troops, 11,494 police and 2,539 military observers)	91,382 *
Countries contributing uniformed personnel	120
International civilian personnel (30 November 2008).....	5,662 *
Local civilian personnel (30 November 2008).....	13,049 *
UN Volunteers	2,214 *
Total number of personnel serving in 16 peacekeeping operations	112,307
Total number of personnel serving in 18 DPKO-led peace operations	114,205 **
Total number of fatalities in peace operations since 1948	2,555 ***

FINANCIAL ASPECTS

Approved resources for the period from 1 July 2008 to 30 June 2009.....	About US\$7.1 billion
Estimated total cost of operations from 1948 to 30 June 2008.....	About US\$54 billion
Outstanding contributions to peacekeeping	About US\$2.88 billion

* Numbers include 16 peacekeeping operations only. Statistics for two special political and/or peacebuilding missions—BINUB and UNAMA—directed and supported by DPKO can be found at <http://www.un.org/Depts/dpko/dpko/ppmb.pdf>

** This figure includes the total number of uniformed and civilian personnel serving in 16 peacekeeping operations and two DPKO-led special political and/or peacebuilding missions—BINUB and UNAMA

*** Includes fatalities for all UN peace operations

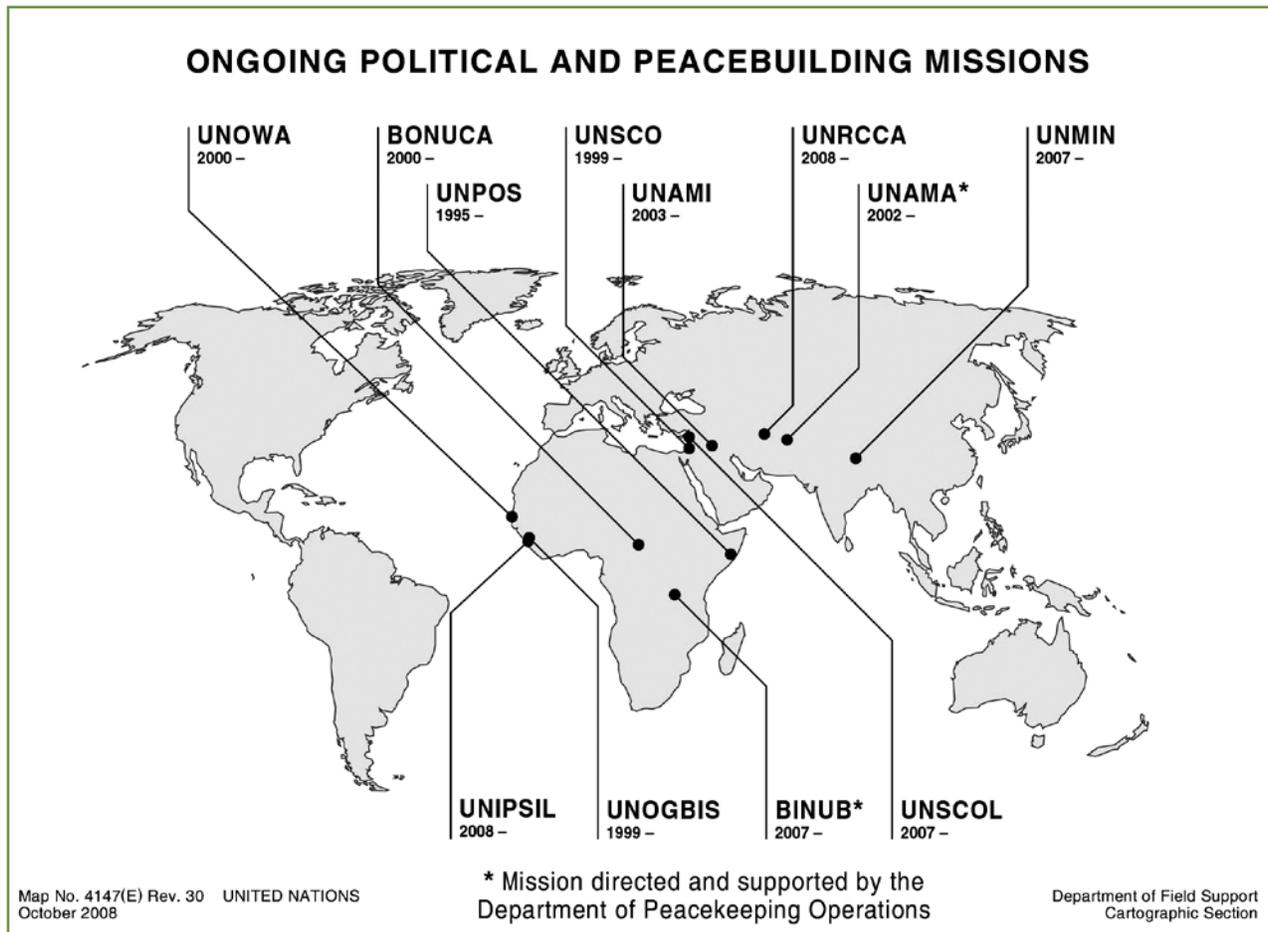
CURRENT PEACEKEEPING OPERATIONS

- UNTSO** Since May 1948
United Nations Truce Supervision Organization
Strength: military observer 151; international civilian 95; local civilian 133; total personnel 379
Fatalities: 49
Appropriation 2008-09: \$66.22 million
- UNMOGIP** Since January 1949
United Nations Military Observer Group in India and Pakistan
Strength: military observer 44; international civilian 23; local civilian 46; total personnel 113
Fatalities: 11
Appropriation 2008-09: \$16.96 million
- UNFICYP** Since March 1964
United Nations Peacekeeping Force in Cyprus
Strength: troop 859; police 68; international civilian 39; local civilian 106; total personnel 1,072
Fatalities: 179
Approved budget 07/08–06/09: \$57.39 million
- UNDOF** Since June 1974
United Nations Disengagement Observer Force
Strength: troop 1,039; international civilian 37; local civilian 100; total personnel 1,176
Fatalities: 43
Approved budget 07/08–06/09: \$47.86 million
- UNIFIL** Since March 1978
United Nations Interim Force in Lebanon
Strength: troop 12,435 international civilian 317; local civilian 640; total personnel 13,392
Fatalities: 279
Approved budget 07/08–06/09: \$680.93 million
- MINURSO** Since April 1991
United Nations Mission for the Referendum in Western Sahara
Strength: military observer 197; troop 20; police 6; international civilian 97; local civilian 153; UN volunteer 18; total personnel 491
Fatalities: 15
Approved budget 07/08–06/09: \$47.70 million
- UNOMIG** Since August 1993
United Nations Observer Mission in Georgia
Strength: military observer 136; police 20; international civilian 103; local civilian 195; UN volunteer 1, total personnel 455
Fatalities: 11
Approved budget 07/08–06/09: \$36.08 million
- UNMIK** Since June 1999
United Nations Interim Administration Mission in Kosovo
Strength: military observer 22; police 841; international civilian 373; local civilian 1,666; UN volunteer 88; total personnel 2,990
Fatalities: 54
Approved budget 07/08–06/09: \$207.20 million
- MONUC** Since November 1999
United Nations Organization Mission in the Democratic Republic of the Congo
Strength: military observer 740; troop 16,603; police 1,079; international civilian 951; local civilian 2,206; UN volunteer 595; total personnel 22,174
Fatalities: 139
Approved budget 07/08–06/09: \$1,242.73 million
- UNMIL** Since September 2003
United Nations Mission in Liberia
Strength: military observer 180; troop 10,607; police 1,066; international civilian 478; local civilian 993; UN volunteer 238; total personnel 13,562
Fatalities: 123
Approved budget 07/08–06/09: \$631.69 million
- UNOCI** Since April 2004
United Nations Operation in Côte d'Ivoire
Strength: military observer 197; troop 7,830; police 1,163; international civilian 430; local civilian 656; UN volunteer 296; total personnel 10,572
Fatalities: 54
Approved budget 07/08–06/09: \$497.46 million
- MINUSTAH** Since June 2004
United Nations Stabilization Mission in Haiti
Strength: troop 7,036; police 2,053; international civilian 492; local civilian 1,211; UN volunteer 210; total personnel 11,002
Fatalities: 39
Approved budget 07/08–06/09: \$601.58 million
- UNMIS** Since March 2005
United Nations Mission in the Sudan
Strength: military observer 620; troop 8,726; police 679; international civilian 774; local civilian 2,475; UN volunteer 271; total personnel 13,545
Fatalities: 42
Approved budget 07/08–06/09: \$858.77 million
- UNMIT** Since August 2006
United Nations Integrated Mission in Timor-Leste
Strength: military observer 33; police 1,517; international civilian 351; local civilian 881; UN volunteer 133; total personnel 2,915
Fatalities: 4
Approved budget 07/08–06/09 \$180.84 million
- UNAMID** Since July 2007
African Union-United Nations Hybrid Operation in Darfur
Current strength: military observer 175; troop 12,194; police 2,767; international civilian 786; local civilian 1,405; UN volunteer 266; total personnel 17,593
Authorized strength: military observer 240; troop 19,315; police 6,432; international civilian 1,579; local civilian 3,455; UN volunteer 548
Fatalities: 25
Approved budget 07/08–06/09 \$1,569.26 million
- MINURCAT** Since September 2007
United Nations Mission in the Central African Republic and Chad
Current strength: military observer 44; police 235; international civilian 316; local civilian 183; UN volunteer 98; total personnel 876
Approved budget 07/08–06/09 \$315.08 million
- Mission Completed in 2008*
- UNMEE** (July 2000 - July 2008)
United Nations Mission in Ethiopia and Eritrea

NOTE: UNTSO and UNMOGIP are funded from the United Nations regular biennial budget. Costs to the United Nations of the other current operations are financed from their own separate accounts on the basis of legally binding assessments on all Member States. For these missions, budget figures are for one year (07/08–06/09) unless otherwise specified. For information on United Nations political missions, see DPI/2166/Rev.66 also available on the web at <http://www.un.org/Depts/dpko/dpko/ppbm.pdf>.

UNITED NATIONS POLITICAL AND PEACEBUILDING MISSIONS

As of 31 December 2008



NUMBER OF MISSIONS 12

PERSONNEL

Uniformed personnel 344

International civilian personnel (30 November 2008)..... 900

Local civilian personnel (30 November 2008).....2,071

UN Volunteers136

Total number of personnel serving in political and peacebuilding missions 3,451

For information on United Nations peacekeeping operations, see DPI/1634 Rev.92 or visit the United Nations website at <http://www.un.org/Depts/dpko/dpko/index.asp>

CURRENT POLITICAL AND PEACEBUILDING MISSIONS

UNPOS Since 15 April 1995
United Nations Political Office for Somalia
Special Representative of the Secretary-General:
Ahmedou Ould-Abdallah (Mauritania)
Strength: international civilian 32; local civilian 16

UNOGBIS Since 3 March 1999
United Nations Peacebuilding Support Office in Guinea-Bissau
Representative of the Secretary-General:
Shola Omoregie (Nigeria)
Strength: international civilian 9; local civilian 14;
military adviser 2; police adviser 1

UNSCO Since 1 October 1999
Office of the United Nations Special Coordinator for the Middle East
Special Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General to the Palestine Liberation Organization and the Palestinian Authority: Robert H. Serry (Netherlands)
Strength: international civilian 29; local civilian 24

BONUCA Since 15 February 2000
United Nations Peacebuilding Office in the Central African Republic
Representative of the Secretary-General:
Francois Lonseny Fall (Guinea)
Strength: international civilian 24; local civilian 54;
military advisers 5; police 6; UN volunteer 3

UNSCOL Since 16 February 2007
Office of the United Nations Special Coordinator for Lebanon
(Formerly known as Office of the Personal Representative of the Secretary-General for Southern Lebanon)
Special Coordinator for Lebanon:
Michael C. Williams (United Kingdom)
Strength: international civilian 14; local civilian 28

UNOWA Since 29 November 2001
Office of the Special Representative of the Secretary-General for West Africa
Special Representative of the Secretary-General:
Said Djinnit (Algeria)
Strength: international civilian 10; local civilian 11

UNAMA* Since 28 March 2002
United Nations Assistance Mission in Afghanistan
Special Representative of the Secretary-General:
Kai Eide (Norway)
Strength: international civilian 250; local civilian 1,163; military observer 16; police 5; UN volunteer 41

UNAMI Since 14 August 2003
United Nations Assistance Mission for Iraq
Special Representative of the Secretary-General for Iraq: Staffan de Mistura (Sweden)
Authorized strength: 1,014 (463 international, 551 local)
Current strength (staff based in Iraq, Jordan and Kuwait): international civilian 296; local civilian 389; troop 222 ; military observer 6

UNIPSIL Since 1 October 2008
United Nations Integrated Peacebuilding Office in Sierra Leone
Executive Representative of the Secretary-General:
Michael von der Schulenburg (Germany)
Strength: international civilian 13; local civilian 1;
UN volunteer 9

BINUB* Since 1 January 2007
United Nations Integrated Office in Burundi
Executive Representative of the Secretary-General:
Youssef Mahmoud (Tunisia)
Strength: international civilian 117; local civilian 213;
military observer 8; police 12; UN volunteer 50

UNMIN Since 23 January 2007
United Nations Mission in Nepal
Special Representative of the Secretary-General:
Ian Martin (United Kingdom)
Strength: international civilian 104; local civilian 158;
military observer 61; UN volunteer 33

UNRCCA Since 10 December 2007
United Nations Regional Centre for Preventive Diplomacy for Central Asia
Special Representative of the Secretary-General:
Miroslav Jenca (Slovakia)
Strength: international civilian 2

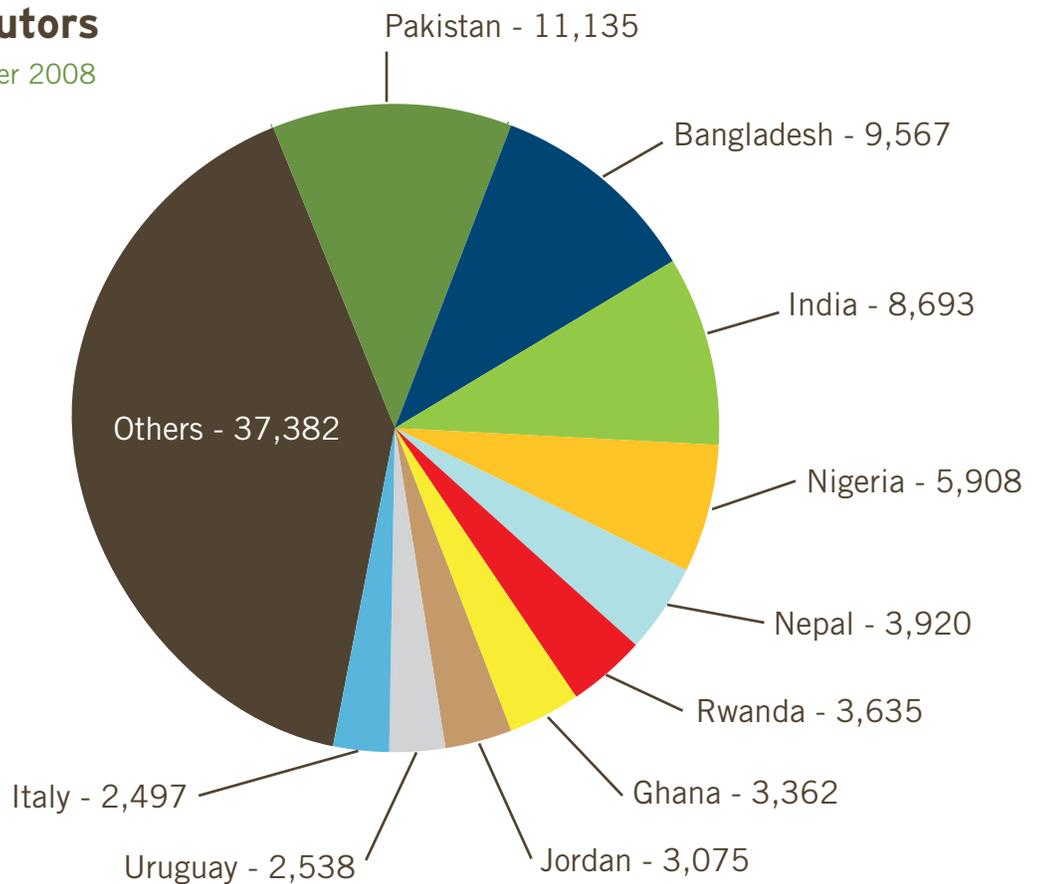
Mission Completed in 2008

UNIOSIL (1 January 2006 - 30 September 2008)
United Nations Integrated Office in Sierra Leone
(It was succeeded by UNIPSIL, see above.)

* Political or peacebuilding mission directed and supported by the Department of Peacekeeping Operations. All other political and peacebuilding missions are directed by the Department of Political Affairs. For information on political and peacebuilding missions, visit the United Nations website at http://www.un.org/Depts/dpa/prev_dip/fst_prev_dip.htm

Top 10 troop contributors

As of 31 December 2008



Surge in uniformed UN Peacekeeping personnel from 1991 to 2008





UN peacekeepers from UNDOF, UNFICYP and UNIFIL participate in the military parade in Paris on Bastille Day, Paris, France. 14 July 2008. UN Photo.



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