

United Nations  
Peace Operations 2009

**YEAR IN REVIEW**



*A military officer of the United Nations Stabilization Mission in Haiti (MINUSTAH) gives food to children. Port-au-Prince, Haiti. 20 March 2009. (UN Photo by Marco Dormino)*

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*Cover photo: A member of the Nepalese contingent participates in a medal award ceremony in recognition of their service to the United Nations Stabilization Mission in Haiti. Port-au-Prince, Haiti. 20 March 2009. (UN Photo by Logan Abassi)*

# One UN, One family grieving



**Hédi Annabi** (Tunisia)  
Special Representative of the  
Secretary-General and Head  
of Mission, MINUSTAH



**Luiz Carlos da Costa** (Brazil)  
Principal Deputy Special  
Representative of the  
Secretary-General



**Douglas Coates** (Canada)  
Acting Police Commissioner

On 12 January 2010, two weeks after this publication, intended to cover events of the previous year, was finished, tragedy befell the country of Haiti and the UN peacekeeping mission deployed there. The true scale of the losses was still unknown at the time of this writing. The mission known as MINUSTAH was decimated. Its top leadership, including two of peacekeeping's most formidable and beloved men, was gone. International civil servants from countries around the world lay under the rubble alongside dozens of their Haitian colleagues. Whatever the ultimate count, the loss of UN staff was by far the greatest for any single event in peacekeeping's 62-year history. And yet as soon as the shaking stopped, the survivors carried on. The people of Haiti, and their colleagues, needed them.

For this edition, we had decided to change the headline of our annual MINUSTAH story. Instead of the usual rendition of "grim but looking better," the 2009 headline reads, "A more promising outlook for Haiti." Indeed, MINUSTAH was making a difference. Security had improved. A better life for Haitians seemed almost imaginable. The cornerstones for a sustainable peace were being laid.

Haiti was not just a "duty station" for rotating peacekeepers. It was a passion and a place where many — especially those who served there recently — believed that peacekeeping could make a difference, even after five different missions to that island country. Haiti challenged the traditional norms and practices of peacekeeping. Peacekeeping became "robust," and challenges were met, creatively and in friendship with the Haitian people.

And now, as Haiti begins to recover from its apocalypse, we think of our colleagues who devoted their lives to peacekeeping and to Haiti. Colleagues, friends, spouses, bosses, assistants, ...soldiers, lawyers, police officers, political analysts, human resources managers, civil administrators — the entire spectrum of a UN peacekeeping mission was represented in this terrible event. As a UN family, we have lost some of our most cherished elders and many, many siblings. And yes, some of their small children as well.

To Hedi Annabi, one of peacekeeping's most respected practitioners, and Luiz Carlos Da Costa, who recruited and sustained many of us in the job, and to our many colleagues in the UN in Haiti, we salute you and bid you farewell. We will always miss you.

# Introduction: New strategies to help peace operations meet today's demands

The United Nations' response to conflict and political crises evolved in 2009, as once again UN peace operations were at the centre of global efforts to protect the vulnerable and nurture fragile peace all over the globe.

With its largest deployment ever on the ground, the Departments of Peacekeeping Operations and Field Support began a major reform effort to perfect the tool of UN peacekeeping as the Organization's flagship peace and security activity.

At the same time, in the Department of Political Affairs (DPA) and the UN peacebuilding entities, other tools were being refined to better prevent

conflicts from emerging or re-emerging and to reduce the dependence and stress upon peacekeeping.

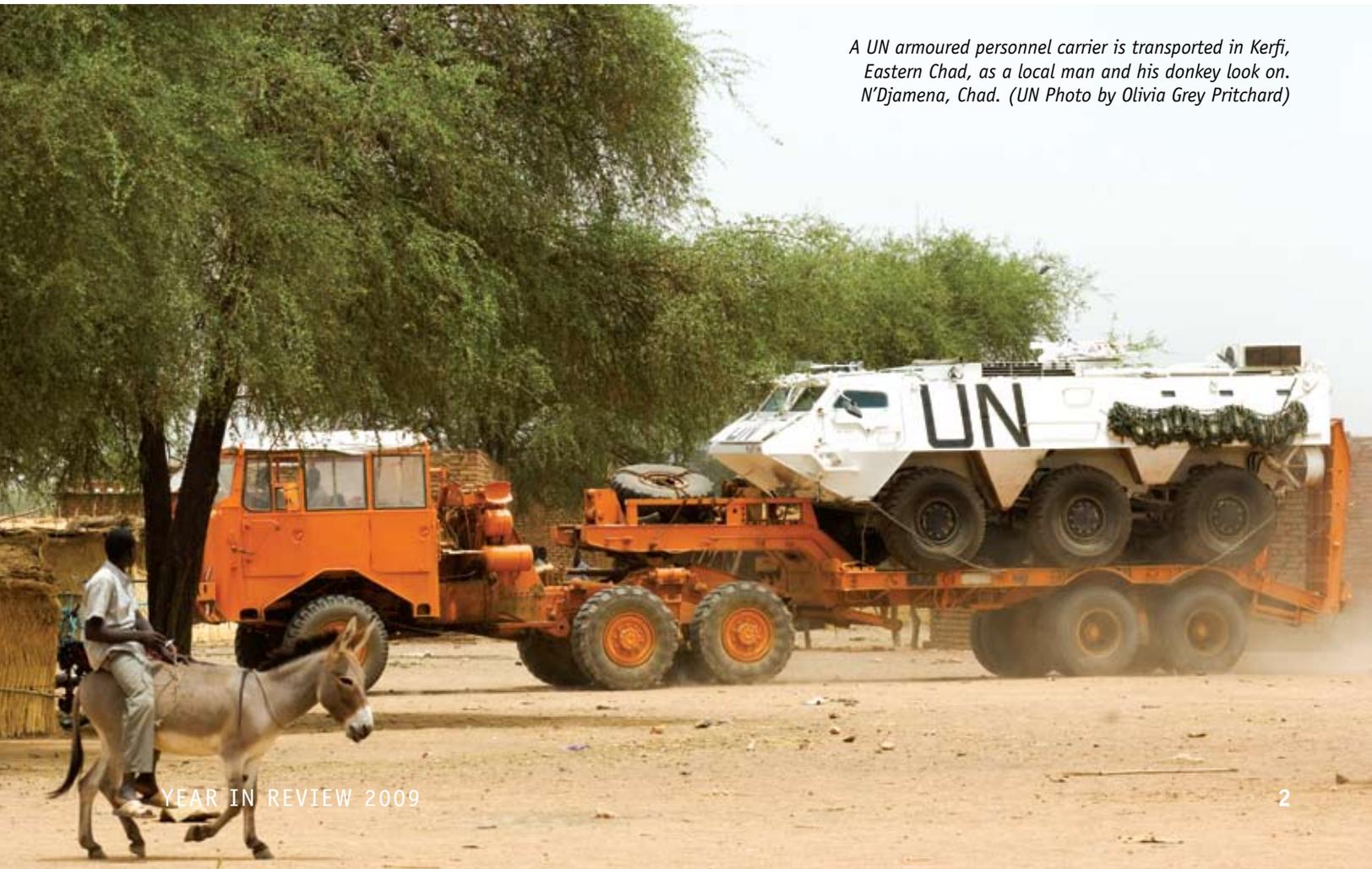
This publication concerns peace operations in the field, including peacekeeping operations led by the Department of Peacekeeping Operations (DPKO) and political missions and peacebuilding support offices led by DPA. Both types of peace operations are supported by the Department of Field Support (DFS), itself in the midst of crafting a new strategy for more efficient support to its vast, diverse and far-flung operations.

Secretary-General Ban Ki-moon compared his vision of changes in

the UN peace and security system to the physical renovations that began at UN Headquarters in New York in 2009, telling world leaders gathered for the September 2009 General Assembly,

"Our United Nations will be completely renovated. Our common ambition is to make this outward renovation the symbol of our inward renewal.

"That is why we have placed such emphasis on building a stronger United Nations for a better world. We have made progress in delivering as one UN. We have made strides in getting peacebuilding right, so that societies emerging



*A UN armoured personnel carrier is transported in Kerfi, Eastern Chad, as a local man and his donkey look on. N'Djamena, Chad. (UN Photo by Olivia Grey Pritchard)*



*Brazilian and Uruguayan boats leave Grosses Cayes Island. Brazilian UN peacekeepers, in coordination with Uruguayan UN peacekeepers, distribute food and provide medical care to two isolated communities in Grosses Cayes Island. Les Cayes, Haiti. January 2009. (UN Photo by Marco Dormino)*

from war do not slide back into conflict. We have sharpened our tools of mediation and diplomacy so that we can stop crises from escalating into broader and more costly tragedies. We created the Department of Field Support, and we are developing the 'New Horizon' strategy to make peacekeeping more agile and effective.

"In this, we need the strong support of Member States, just as we do to secure the safety of our brave staff serving in dangerous places, too many of whom have lost their lives in the causes we all serve."

Today's UN peace operations are truly a global endeavor. At the end of 2009, more

than 120,000 women and men from 116 countries were serving under the blue flag in 15 peacekeeping operations and two special political missions, led by DPKO in Africa, in Asia, in Europe and in the Middle East—an historic high. (DPA was fielding another 11 field-based political missions or peacebuilding support offices.) And this growth is not just numerical: today's peacekeepers and peace operation personnel are increasingly called upon to deploy into desolate and precarious environments and to perform increasingly complex and sensitive tasks. Fulfilling these difficult mandates comes at a high price: more than 100 UN staff died while serving on UN peace operations in 2009 alone.

Defining the parameters of peacekeeping in order to make it more effective in the face of contemporary global conflicts, reduced resources and high expectations of success is part of the objective of the "New Horizon" project, a far-reaching dialogue among all the partners of peacekeeping launched this year by Alain Le Roy and Susana Malcorra, Under-Secretaries-General for Peacekeeping Operations and Field Support.

"Over the course of the last year there has been an intense and broad debate within the United Nations on how we can meet these challenges," Mr. Le Roy said. "What this debate has dem-

onstrated is the strength of the global commitment to UN peacekeeping. Equally, however, it has highlighted the strains on the peacekeeping system.”

Other developments of the past year in peacekeeping include the observance of women’s role in peacekeeping during the International Day of UN Peacekeepers. As 2010 marks the 10-year anniversary of Security Council resolution 1325, the role of women in peace processes is certain to receive even greater attention in the coming year.

Peacekeeping missions gained new mandates to protect women and children from sexual violence during armed conflict, with Security Council resolution 1888, approved unanimously in September 2009. Secretary-General Ban called it “a call to action (and) an ambitious platform for intensifying this struggle.” The previous year, with its resolution 1820, the Council had determined that sexual violence used in conflict constituted a threat to sustainable peace and security. Peacekeeping operations were tasked with reporting on and preventing where possible, sexual violence in conflict and post-conflict situations where they are deployed.

How peacekeepers and others can fulfill Security Council mandates on the protection of civilians in general was also probed and tested in 2009, and an independent report commissioned by DPKO and the Office for the Coordination of Humanitarian Affairs (OCHA) issued in late December promised to form a basis for strengthening

the capacity of UN actors to fulfill these important mandates.

The need for such attention grew particularly critical in the Democratic Republic of the Congo. With mandates both to protect civilians and to support the nationally elected government of the DRC, the UN mission, MONUC, faced an extremely difficult dilemma in fulfilling these core tasks in 2009, when the Congolese army was accused of crimes against civilians during MONUC-backed operations.

Facing complex peace and security challenges in Africa, the UN strengthened its partnership with and support to African Union peacekeeping endeavors, most actively in 2009 in Somalia and Darfur.

The Department of Political Affairs also focused greater emphasis on field operations in 2009.

Secretary-General Ban had tasked DPA with developing the political tools of diplomacy and mediation to reduce the massive cost of conflicts and their aftermath, and to render DPA a more mobile and operational platform for conflict prevention, peacemaking and post-conflict peacebuilding, according to DPA Under-Secretary-General B. Lynn Pascoe.

For DPA, this has meant adopting a stronger culture of action; professionalizing mediation and strengthening electoral assistance—both as tools for conflict prevention; strengthening its management and staffing of field operations and its

partnerships within and outside the UN system.

Working closely with DPA and DPKO, the Peacebuilding Commission, Fund and Support Office also took on new missions and support for post-conflict strategies and projects proposed by national authorities in several countries to keep international support flowing after peacekeepers depart. DPKO also began exploring what peacebuilding tasks should and could be undertaken by peacekeepers and how to deploy civilian staff more quickly to strengthen rule of law in a post-conflict country.

In its second year, the DPKO Office of Rule of Law and Security Institutions (OROLSI) supported UN missions to help national authorities consolidate lasting peace by establishing justice and security systems. Taking a holistic approach to the rule of law within peacekeeping, OROLSI links under one entity disarmament, demobilization and reintegration of combatants; training and support to police, justice officials and correction officers; security sector reform and the removal of mines and unexploded ordinance.

“We are ...the only organization that can deploy comprehensive peace operations integrating military, police and civilian components,” Secretary-General Ban told an audience in Ireland in 2009.

In 2010, the UN will continue to strengthen its comprehensive peace and security apparatus, while the tasks of UN peace operations promise to grow even more crucial, complex and in demand. ■

# Interview with Alain Le Roy

Under-Secretary-General Alain Le Roy leads the world's second largest deployed military force (after that of the US) and thousands of civilian staff working on a wide variety of tasks in 15 peacekeeping missions operating around the globe, and at UN Headquarters. He consented to do an interview on the challenges facing UN peacekeeping.

**Question: You lead the largest peacekeeping deployment ever. How could you characterize your first year in the job at the helm of the Department of Peacekeeping Operations?**

**Alain Le Roy:** I will quote my predecessor, Jean-Marie Guéhenno, who said that the job is both exceptional and overwhelming. It is exceptional because of the level of responsibility involved and the opportunity to provide a contribution to peace and security in a

large number of countries and for people who are in critical need. At the same time, it is an overwhelming responsibility, as leading simultaneously 15 peacekeeping operations is obviously a very delicate challenge. The United Nations is engaged in solving a large number of political crises around the world and is present in some of most difficult areas, such as the Democratic Republic of the Congo (DRC) and Afghanistan.

**Q: What was your greatest surprise in coming to UN headquarters?**

**ALR:** I had previously worked in UN peacekeeping operations in Sarajevo in 1995 and in Kosovo in 1999. I used to regularly come to UN Headquarters then. When I took up my post in New York, I immediately noticed the higher level of experience and professionalism of the entire staff compared with what I had experienced ten years

earlier. Many lessons were learnt from the serious failures of the mid-1990s in Somalia, Rwanda and Bosnia. I was also struck by the outstanding dedication of the peacekeeping staff both at Headquarters and in the field. I was impressed by the scope of our tasks. DPKO and the Department of Field Support together employ about 1,000 staff to support 115,000 peacekeepers deployed in the field. In NATO, the ratio is one headquarters staff member supporting four people on the ground.

**Q: What are some of the recent achievements of peacekeeping?**

**ALR:** The media tend to mostly focus on the difficulties we are facing, for example, in the Sudan and in the Democratic Republic of the Congo. But in these two countries, our peacekeeping operations are providing protection for

*Alain Le Roy (left), Under-Secretary-General for Peacekeeping Operations, during a visit to eastern DR Congo. Here, Mr. Le Roy is escorted to a MONUC military base by Force Commander General Babacar Gaye (right). 31 October 2009. (UN Photo by Ian Steele)*



millions of people. In Darfur, more than two million internally displaced persons need protection. In the Kivu provinces in eastern DRC, over 10 million people may be threatened by violence. Although we try every day to contribute to the protection of civilians in these two countries, this essential task is an extremely complex one to fully implement.

We have also launched a reflection on ways to improve peacekeeping entitled “New Horizon.”

At the operational level, much progress was made in most of our missions. In Liberia, for instance, UNMIL contributed to the extension of state authority throughout the country, the training of the Liberian National Police and the strengthening of rule of law institutions. In Burundi, the implementation of the 2007 Peace Agreement is almost completed, and presidential elections are scheduled for 2010.

In Haiti, MINUSTAH has contributed significantly to the restoration of security. A priority for the United Nations now is to consolidate the security gains by fostering economic development and attracting investment. This is why the Secretary-General appointed former US President Bill Clinton as his Special Envoy to Haiti.

In Timor-Leste, President José Ramos-Horta recently stated in an address to the Security Council that without the United Nations’ assistance, his country would have fallen into chaos. Today, UNMIT (the UN mission in Timor-Leste) is progressively handing over law enforcement responsibilities to the Timorese police.

In Lebanon, UNIFIL allowed the Lebanese Army’s return to the south of the country in 2006 for the first time in years, and on many occasions the mission prevented a deadly escalation of incidents. Since 2006, there have been no casualties along the Blue Line between Israel and Lebanon. These are just a few examples among a host of others of how ‘blue helmets’ are protecting every day hundreds of thousands of lives.

**Q: “New Horizon” is an idea you inspired and is described elsewhere in this publication. Briefly, what was your thinking in creating it and what are you hoping to achieve through this process?**

**ALR:** Before assuming my post here, in August 2008, I reread the Brahimi Report<sup>1</sup>. It appeared to me that while most recommendations remained entirely valid, they dated back to the year 2000, a period when less than 25,000 peacekeepers were deployed on the ground. Therefore, 10 years later, it seemed essential to re-examine the Brahimi report, to review the recommendations that had not been fully implemented and to analyze the new challenges facing peacekeeping, particularly with regard to the surge in demand for personnel and the increased complexity of our peacekeeping mandates.

Today, peacekeeping missions work in a broad range of areas including Security Sector Reform (SSR); Disarmament, Demobilization and Reintegration (DDR) of former combatants; strengthening of rule of law institutions and electoral support. Today, the number of personnel in UNAMID (The UN-African Union Mission in Darfur) alone is higher than that of all the peacekeeping opera-

tions at the time when the Brahimi Report was published.

So, during my first month in office, I launched the “New Horizon” process with the goal of forging a greater consensus on the future direction of UN peacekeeping between three essential partners: the Security Council who decides on the deployment of our peacekeeping operations; the troop and police contributing countries and the UN Secretariat, which plans and manages these operations in order to adapt UN peacekeeping to today’s new realities.

**Q: You traveled to several mission areas this year: what impressed you most?**

**ALR:** This was the acknowledgement expressed by the local population in countries where peacekeeping missions are operating. The people I met in Lebanon, Haiti, Côte d’Ivoire, Liberia, the Sudan, in the DRC....in other words in every county of operation, conveyed to me not only their key concerns, but also their appreciation for the work of the United Nations. Also, while I witnessed extremely diverse situations, each time I noted the incredible enthusiasm and strong dedication of the staff serving, sometimes in very difficult living conditions.

**Q. You have made visiting and talking to Troop-Contributing Countries (TCCs) and potential TCCs a priority. What are the prospects for future TCCs?**

**ALR:** All of the main troop-and police-contributing countries that I visited expressed their pride and their willingness to continue to participate in peacekeeping op-

<sup>1</sup> Report of the Panel on United Nations Peace Operations, 21 August 2000 (A/55/305, S/2000/809)



*Alain Le Roy, Under-Secretary-General for Peacekeeping Operations, greets a representative of a local community in West Darfur, Darfur, Sudan. 14 July 2009. (UN Photo by Nektarios Markogiannis)*

erations and, if possible, to step up their contribution. However, it is important – and this one of the objectives of “New Horizon” – to share more equitably the contribution to peacekeeping, including with developed countries.

**Q. Terrorist and criminal attacks threatened and claimed the lives of UN staff in the field this year. How do these risks affect peacekeeping in general?**

**ALR:** It is clear that over the past few years, UN personnel have often become a target, although they are, by definition, deployed to protect the population. This is a major issue. Therefore, we need to take all the necessary steps to strengthen the security and safety of UN staff. This will require an increased budget for

security, which we have asked of Member States. We also need to strengthen prevention and protection arrangements.

**Q. What should we look forward to in 2010 for UN peacekeeping?**

**ALR:** We are hoping to reach a common position within the Security Council and the General Assembly’s Special Committee on Peacekeeping Operations – the so-called “C34 Committee” on priority issues on today’s peacekeeping agenda such as the protection of civilians, robust peacekeeping and the strengthening of operational capacities and the linkage with peacebuilding activities. We need to reform collectively the peacekeeping tool to make it more effective and more capable of meeting today’s challenges. I sincerely hope that

during the first months of 2010, significant progress will be achieved, drawing on the proposals that we submitted to Member States.

From an operational viewpoint, all current peacekeeping missions must continue to work toward the stabilization of the situations they are facing, so as to be able, sooner or later, to withdraw. Since the origin of UN peacekeeping, 63 missions were established and 48 were closed. Our goal is never to maintain a permanent peacekeeping presence.

For our operations in the DRC and in the Sudan, 2010 will be a particularly challenging year. However, we will continue to do our utmost for peace to persist in all the countries where we are deployed. ■

# Interview with Susana Malcorra

Under-Secretary-General Susana Malcorra heads the Department of Field Support, which provides logistical and operational support to more than 120,000 UN personnel on global field operations.

**Question: Ms. Malcorra, you have come up with a new strategy for supporting peacekeeping. What is the basic objective?**

**Susana Malcorra:** Our people have done an incredible job trying to address the increasing challenges. But we realized that we had to think through a different way of running this business, because the business has changed in the last few years, not only in size, but also in complexity. We are trying to establish a new way to deliver our

services based on a few principles. One is to get there faster at the beginning with a more modularized approach, to do a better job of pre-deployment preparation...and improve services so that we can not only get the goods there, but also get them up and running. We are trying to build rosters to have people available to be deployed, but also to sign agreements with governments and private companies to have a stand-by capacity.

Another important element: we have grown to a size where we have large missions located in areas where we can share certain resources among missions, with regional service centres. This will give us economies of scale, better quality and a more stable base

of services. We hope to get these centres in places that can be defined as family duty stations so our staff will have options to serve on missions...in places that can better accommodate the planning of a career. There would be staff welfare opportunities. We're planning all this to be more effective, but also more efficient, mindful that resources are a key question these days among Member States.

**Q: Give us an idea of the scope of the challenge you face in your job.**

**SM:** We run an operation that is close to \$9 billion. Of that, peacekeeping is close to \$8 billion, and some of the special political missions are also our responsibility. We also support the African Union

*Susana Malcorra, USG for Field Support, visits peacekeepers in Darfur. (UN Photo)*





*Under-Secretary-General Susana Malcorra during a visit to the DR Congo. Here, Ms. Malcorra arrives in Bukavu, South Kivu, accompanied (from left to right) by General Ghumman, Cdr. South Kivu Brigade and Aliou Sene, MONUC Head of Office, Bukavu. 26 August 2009. (MONUC Photo by Jacqueline Chenard)*

in AMISOM (Somalia). So we have a very diverse set of missions that we are responsible for. And they take place in very remote areas, where we literally don't have anything from which we can start growing, areas where security and safety are sometimes very low, where sometimes you're not necessarily welcomed. In that context, being able to establish a mission that will serve 20-30,000 people is our biggest challenge. We need to do that in a way that addresses the needs of the people who are being deployed to live in reasonable accommodations, to have water, to have reasonable food service, to have some welfare capacity. And when you think about

supply lines that sometimes are 2,000 kilometres, partly without roads as in Darfur and Chad, or when you think about getting to Mogadishu, where many of our ships have been shelled, that's the type of challenge we face. All of this, together with the difficulty of bringing people on board, the right people, at the right time, and then retaining them for the long term,...: that is also our challenge.

**Q: What needs to be done to speed up deployment of staff on missions?**

**SM:** I don't see a single answer to this. We need a combination of tools, and that's

what we are trying to put together. We need incentives for people so they can value the fact they are first on the ground. ...We need agreements established with some governments to help us with certain capacities...We're working on agreements with the private sector that will allow us to have certain services on stand-by, such as contractors to build up camps with a much faster turn-around. But we need to do it in a way that isn't very expensive, and we need to make sure we can find contractors in all regions of the world....No single solution will fix all the problems, but that is our target.

**Q. You've proposed reducing the environmental footprint of peacekeeping. How can you green the blue helmets?**

**SM:** .... Peacekeeping operations do have a huge impact on the ground, from the water we need, to the disposal of waste, to the equipment we leave behind. So we are trying to design our camps with the environment in mind. More standardized and modularized approaches are part of it. Another example: we spend a huge amount of money bringing in fuel to light the camps. Today those lights can be served by solar panels or wind power. This would reduce the need for fuel but also make us more efficient and independent, as we wouldn't need a supply line. So there's an environmental impact and a safety impact. The challenge is to be able to produce specifications so that we get the right solutions.

**Q. How will the ongoing changes in staff recruitment affect people interested in joining peacekeeping?**

**SM:** We are working closely with the Office of Human Resource Management (OHRM) on a new system being introduced in 2010 which will be much more open, more user-friendly and will allow people to track their own application. We are working hard to establish solid rosters. A lot of changes are happening at the same time. We may not be able to see the result for a little while. The main thing is to simplify the process. And we need to be able to easily assess the skills and profiles of people and to allow them to see if they fit the profiles required.

**Q. How will the changes benefit field staff?**

**SM:** The Secretary-General was at the helm of the notion of creating a global secretariat, so that people in the field and headquarters will be considered the same. This notion of our staff in the field being second class bothered him, bothered me, bothered all of us. This was something that we did, and it was approved by the General Assembly last year. Now you can apply to a job anywhere in the Secretariat and you are an internal applicant. We were aiming at another piece of reform, to bring our staff to an equivalent level with the funds and programmes, especially in hardship duty stations and non-family missions. That piece was not acceptable to Member States. They felt our proposal was not ready. So we are going back next year to work on this. Our missions are not family duty stations, and the notion of a second household requires some kind of compensation.

**Q. How can we attract more women to peacekeeping?**

**SM:** We are going up in numbers of leaders and that's a good sign as the more women you have in leadership, the more they will be focused on bringing more women on board. Not to say our male colleagues aren't doing that, but it's always good to have a trickle-down from leadership. Our main problem is in mid-career, because retaining women in their thirties, women who have made a choice to have a family, not only to work, and retain them in the places where we serve, is very difficult. We need to first improve the conditions of living in those places, but also we need to improve conditions for them to return should they take some time off. Being able to keep track of those who left and welcome them back and not penalize them is part of what we need to do.

**Q. What has been the effect of changes in UN conduct and discipline policy on sexual exploitation by peacekeepers?**

**SM:** Recognition of the problem is at a much higher level. We discuss it every single time we meet with Member States providing troops or police. We have a very solid system to address the problem and expeditiously get information to Member States so they can follow up. We have a tracking system that shows that feedback is starting to come in. Are we there? No we aren't. The fact that the General Assembly decided the troop-contributing countries should handle this on their own is very important because now they are in charge of raising the bar in their own countries. It's had a very important effect. The difficulty for us is getting the final result (of an investigation) may take a bit longer. We need to persuade everybody that one case is too many, even though when you see that we deploy more than 200,000 military and police in one year, the numbers are very minimal. And we do that by putting on pressure and keeping it at the top of our agenda.

**Q. What is on the agenda in 2010?**

**SM:** Hopefully the Member States will endorse our support strategy so that we have the opportunity to change the way we do business. We have many challenges in the places where we are deployed, and you never know what new ones may come in situations that may deteriorate. Our biggest work will be to streamline human resources reform so we can deliver qualified, skilled people as our missions need them. That will be my first priority. ■



## A New Horizon for peacekeeping

Secretary-General Ban Ki-moon visits the Tavan Tolgoi Peace Operations Support Training Centre, near Ulaanbaatar, Mongolia, where the nation's troops are trained before service with the United Nations. 26 July 2009. (UN Photo by Eskinder Debebe)

As UN peacekeeping entered its 61st year, Member States and the UN Secretariat were asking fundamental questions about the future directions of this flagship activity of the Organization. Begun in 2008 and brought to fruition in 2009, the “New Horizon” process became the main organizing framework for a major review of the future of UN peacekeeping.

Several factors prompted the Secretariat’s decision to launch the *New Horizon* project. First, 2010 would be a key year for two ongoing reform and review efforts. The Peace Operations 2010 agenda laid out by the Department of Peacekeeping Operations (DPKO) in late 2005 would reach its conclusion. And the Report of the High Level Panel on UN Peace Operations (better known as the Brahimi Report,

after its principle author) would have its 10-year anniversary. Both were reviewed in 2009, setting the stage for agreement in 2010 on the way forward.

Second, serious challenges were facing UN peacekeeping on the ground, putting the peacekeeping machinery under real strain. These included new conflict in the Democratic Republic of the Congo; contingency planning for a possible operation in Somalia and the ongoing challenges of deploying operations in Darfur and Chad-Central African Republic. UN peacekeeping was also driving transition efforts in Timor-Leste, Haiti and Liberia, while facing political challenges in Kosovo, Afghanistan and Georgia. This remarkable slate of activity slowed the full implementation of planned structural improvements

and ongoing reforms. In response, the two new Under-Secretaries-General responsible for peace and security issues—Alain Le Roy and Susana Malcorra—embarked on a dialogue with UN Member States about future directions, with the goal of agreement on a set of achievable targets for strengthening UN peacekeeping.

The process commenced at a retreat called by Secretary-General Ban Ki-moon with the Security Council in March 2009. Later that month, New York University’s Center on International Cooperation—a peacekeeping think tank—produced a study entitled *Building on Brahimi*. DPKO and DFS produced their own “non-paper” in July, called *An Agenda for Partnership: Charting a New Horizon for UN Peacekeeping*. “New Horizon” sought to promote

the notion of a global peacekeeping partnership organized around three key themes: (i) renewing the peacekeeping partnership around a shared vision; (ii) translating that partnership into effective action on the ground; and (iii) building together a system that could support UN peacekeeping in the future.

The authors concluded that the success of UN peacekeeping rests on a global peacekeeping partnership between the Security Council, General Assembly, troop-and finance-contributing countries and the Secretariat. But this partnership would have to devise new and better ways of managing peacekeeping. With the unparalleled scale and diversity of operations ongoing in 2008-9, peacekeepers have been required to do more, often in dangerous environments, with more constrained resources than in the past. Meanwhile, the peacekeeping personnel, administrative and financial systems have not kept pace. More flexible and responsive planning for and deployment of peacekeeping missions will be required to meet these challenges. *New Horizon* recognizes the imperative to create a new way of doing business, including a global support system to deliver more effective peacekeeping and to protect the personnel and resources that Member States have provided.

The *New Horizon* document proposed a range of practical recommendations that the peacekeeping partnership should seek to achieve in the coming years. These included: agreement on the role of UN peacekeeping and clarification of what peacekeeping can and cannot do, based on the agreed principles of peacekeeping. To succeed, this partnership will need consensus on key tasks, particularly controversial require-

ments such as robust peacekeeping, protection of civilians and critical peacebuilding tasks.

*New Horizon* also highlights the centrality of a clear political strategy, adequate support, effective mission planning and management, faster and more effective deployment and enhanced generation of donor resources. The base of troop and police contributors should be expanded, as the developing world currently provides the majority of uniformed peacekeepers, and a new field support strategy focused on innovation, flexibility and accountability should be developed.

Not since the year 2000 had there been such activity related to UN peacekeeping.

In parallel to the Secretariat effort and against the backdrop of the still-unfolding global financial crisis, the United Kingdom and France launched a process within the Security Council to examine UN peacekeeping. A series of debates through the first half of the year culminated on 5 August with a Presidential Statement that laid out the Council's recommendations and commitments relating to peacekeeping.

At the same time, the Security Council Working Group on Peacekeeping, chaired by Japan, began its own dialogue, particularly with the troop-contributing countries. Canada also initiated a seminar series for diplomats and field practitioners. Other stakeholders also expressed their concerns. Troop contributors and field missions highlighted the need for more meaningful consultation with the Secretariat and the Security Council; the importance of realistic mandates with sufficient resources to deliver them as well

as requested and better guidance on tasks such as protection of civilians. Troop contributors cited critical capability gaps that constrained the ability of missions to deliver with the mobility and intensity required today, such as intelligence capabilities and air and ground mobility assets, particularly helicopters. They urged better training and more substantial human resources and procurement reforms to ensure that the necessary people, goods and services could be deployed more quickly. Delays in the delivery of UN equipment, logistical support and reimbursements were also noted as issues that sapped the contributors' will and ability to participate.

The major financial contributors wanted the Security Council to be more aware of the budgetary implications of its mandates. While the peacekeeping budget had grown in real terms (to \$7.8 billion in 2009-10), peacekeeping remained inexpensive when compared with other major military expenditures, and the costs reflected real operational necessities. However, they sought a stronger performance culture and more realistic performance expectations, and they wanted to explore alternatives to large peacekeeping operations, as financial constraints seemed sure to grow in 2010.

In late 2009 this process culminated with the delivery by the Secretary-General of two critical reports to the General Assembly, which set the stage for GA action on peacekeeping in 2010. The *Report to the Special Committee on Peacekeeping Operations* presented key policy priorities that would require GA support, such as the protection of civilians, robust peacekeeping and peacebuilding tasks by UN peacekeepers. The report also suggested

a longer term approach to addressing critical capability gaps and aligning training and equipping requirements with the demands of modern UN peacekeeping.

The second report, the *Field Support Strategy*, laid out a comprehensive set of reforms for the business of logistical and administrative support to UN field operations, including options for

faster deployment of goods and services, a new regional service centre concept to provide consolidated support services to multiple missions, as well as reforms to financing mechanisms and human resources management.

Additional priorities emanating from the *New Horizon* effort will continue to be pursued throughout 2010 and beyond. A clear result

of the process thus far has been a commitment to continue meaningful consultation between the three key peacekeeping partners: the UN Secretariat, contributing countries and the Security Council. The challenge in 2010 will be to translate that enhanced commitment into real progress at the policy level and most critically to improve support to peacekeeping missions in the field. ■

## In Memoriam

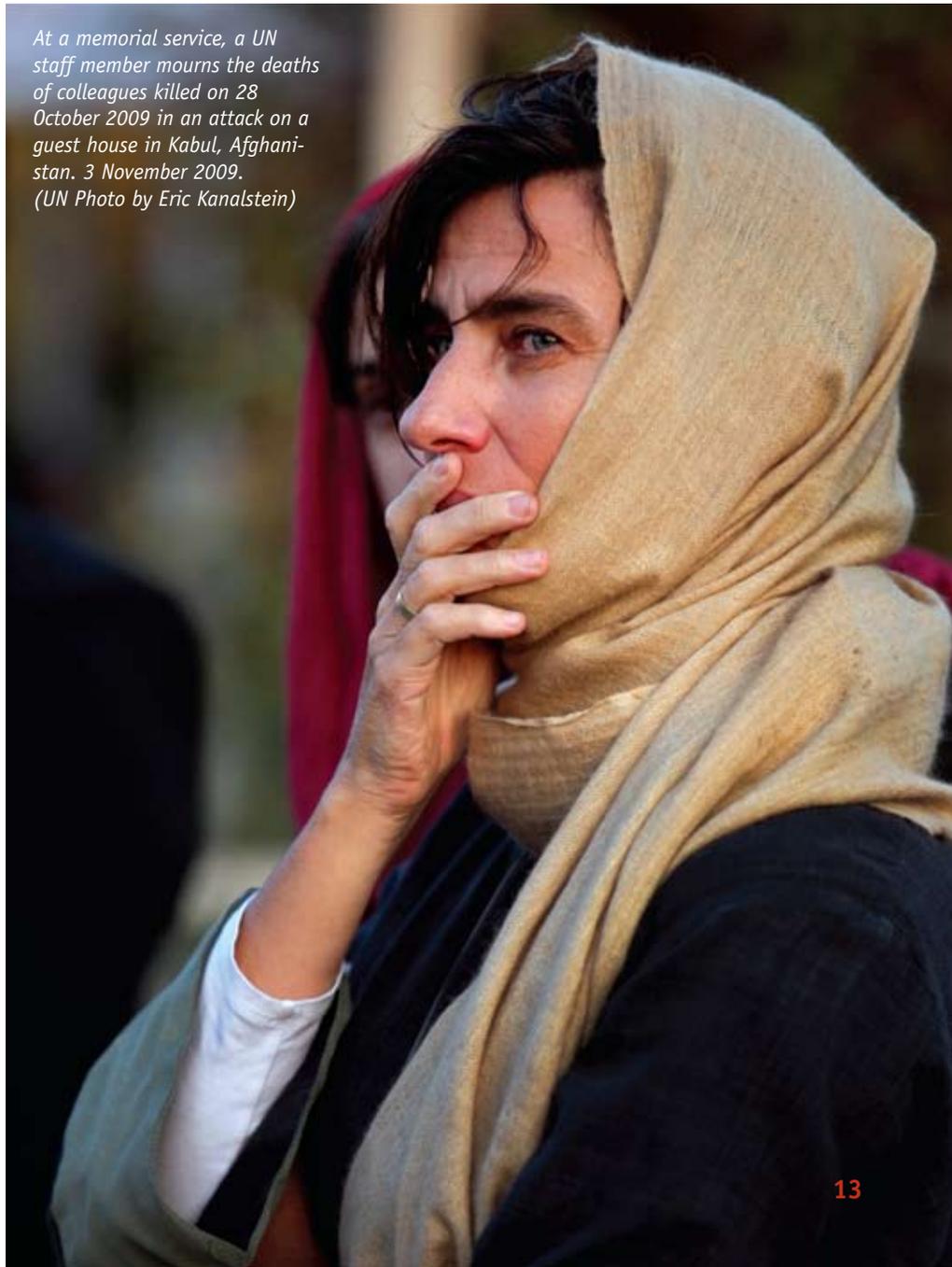
Tragedies in Haiti and Afghanistan underscore sacrifices made by UN personnel

The year 2009 once again demonstrated that the vital work carried out by the United Nations in countries in the throes of or recovering from conflict carries grave risks, as 116 staff members lost their lives while serving with UN peacekeeping or political missions. Some United Nations staff died as a result of direct attacks, including acts of terrorism. Others lost their lives to accidents or illness. The United Nations family mourns their deaths and honours their memory.

Two dreadful days in October highlighted the great dangers that individual UN staff members face on behalf of the global organization.

On 9 October, a horrific accident took the lives of six peacekeepers from Uruguay and five from Jordan when a plane from the UN Stabilization Mission in Haiti (MINUSTAH) crashed in a mountainous area of southeastern Haiti. The plane had been on a regular reconnaissance flight when it crashed into the side of a mountain in the Fonds-Verrettes area, about 45 kilometres

*At a memorial service, a UN staff member mourns the deaths of colleagues killed on 28 October 2009 in an attack on a guest house in Kabul, Afghanistan. 3 November 2009. (UN Photo by Eric Kanalstein)*





*UN peacekeepers pay their respects to 11 of their fellow soldiers killed in an aircraft accident, at a memorial service in Port-au-Prince, Haiti. 13 October 2009. (UN Photo by Marco Dormino)*

from the capital, Port-au-Prince. It was the largest loss of life for UN peacekeeping in a single day in several years.

At a moving ceremony in Port-au-Prince, members of the peacekeeping mission and Haitian officials as well as the public heard a solemn but inspiring message read by MINUSTAH's chief on behalf of Secretary-General Ban Ki-moon.

"Those we remember today were patrolling from the skies, but they could see something farther on the horizon: a brighter and more hopeful future for all the people of Haiti," Secretary-General Ban said.

To show the Organization's solidarity with the fallen peacekeepers, the Secretary-General ordered that the flag at UN Headquarters

be lowered, an honour normally reserved for Heads of State.

Less than one month after that fatal plane crash, terrorists disguised as Afghan police officers attacked a guest house in Kabul and brutally killed five UN staff members and injured nine more. Jossie Esto of the Philippines, a UNV Volunteer who worked with the UN Development Programme (UNDP) election team; Louis Maxwell, a close protection officer from the United States; Lawrence Mefful, a UN security officer from Ghana; Yah Lydia Wonyene, a UNV/UNDP elections officer from Liberia; and Teshome Mendefro Ergete, an Ethiopian national from UNICEF, were killed in the attack.

"The men and women who gave their lives today came to Af-

ghanistan armed not with guns or bullets. They came with a more powerful weapon – hope. Hope for a better day for Afghanistan and a commitment to help its people build a better world and a better future," Secretary-General Ban said.

Less than a week after the attack, the Secretary-General paid an unannounced visit to Kabul to express his solidarity with the UN staff. He also went to Dubai to meet with some of the UN staff members who were injured in the attack.

While these two tragedies—along with the attack on the World Food Programme in Islamabad in October which left five staff dead—may have been the most high-profile deadly incidents, they were certainly not the only ones for UN field

staff. Peacekeepers serving with the African Union – United Nations Mission in Darfur (UNAMID) have faced extreme dangers. The killing of five Rwandan peacekeepers in two separate incidents in early December raised the number to 22 peacekeepers killed in Darfur due to direct acts of violence since the beginning of 2008.

Elsewhere in Africa and around the world, UN military and police personnel have met similar fates. Military and civilian de-miners—

personnel who regularly risk their own safety to remove landmines—have been killed or injured in a number of different locations.

More than 2,500 brave men and women have fallen since the UN first undertook peacekeeping work in 1948.

These UN staff leave behind more than family and friends: they also leave an enduring legacy of courage and compassion that no bullet can ever destroy. The Secretary-

General has urged survivors to draw inspiration from the example of those who have died: “We should be proud of their achievements, and determined to pay meaningful tribute to their sacrifice. They have not only helped populations in dire need, they have also honoured their countries and the United Nations. Their service will remain a source of hope and inspiration to all of us who carry on their life-saving work for peace.” ■

## Women in Peacekeeping: The power to empower

### The special role of women

During wartime, women suffer terrible atrocities, from physical abuse to the collapse of their societies. During peacekeeping, women are not only key beneficiaries of the United Nations presence, they are also often its best asset.

Aware of this, the UN has been working to recruit more women to peacekeeping in all fields and at all levels. The Departments of Peacekeeping Operations and Field Support have joined forces to bring in greater numbers of female troops, police, human rights monitors and other staff.

Secretary-General Ban Ki-moon continued his efforts to increase the number of women in senior

*Signe Poulsen (second from right), a human rights officer of the UN Integrated Mission in Timor-Leste (UNMIT), and two officers of the vulnerable persons unit of the Timorese National Police, interview the mother of a victim of domestic violence, Dili, Timor-Leste. 5 January 2009. (UN Photo by Martine Perret)*



*Women peacekeepers from Nigeria extend a friendly hand to local children as they patrol Martissant, Port au Prince, Haiti. 24 April 2009. (UN Photo by Marco Dormino)*



peacekeeping posts, most recently appointing Ameerah Haq of Bangladesh, a veteran United Nations official with wide experience in crisis areas, to become his Special Representative and Head of the UN Integrated Mission in Timor-Leste.

Experience has proven that women peacekeepers can perform the same roles, to the same standards and under the same difficult conditions as their male counterparts. And in many cases, women are better-placed to carry out peacekeeping tasks. Whether interviewing victims of sexual and gender-based violence, working in women's prisons, assisting female ex-combatants during demobilization and reintegration into civilian life, or mentoring female cadets at police academies, women personnel are at an advantage. They

also play a major role in helping empower women to rebuild their war-torn countries.

"The point is not to achieve gender parity for its own sake. The imperative is to draw on the unique and powerful contribution women can make," said Secretary-General Ban who has implored Member States to contribute more female personnel to the UN. "Female staffers can often better communicate with local women, generating a greater sense of security while serving as an example of women's empowerment."

"We have done a lot but we need to do a great deal more," agreed UN peacekeeping chief Alain Le Roy, noting that women peacekeepers make a critical contribution in areas such as security, reform of state institutions and support to political processes. And their work

encourages others to participate in local peace processes.

Susana Malcorra, Under-Secretary-General for Field Support, concurred: "We have a long way to go both with the military and the police."

### **Civilian peacekeepers**

The UN has had some success recruiting and promoting women civilian peacekeepers—working in civil affairs, human rights, elections, security sector reform, logistics, medicine, public information and beyond. Thirty percent of these staffers are female. A similar percentage of women staff the Departments of Peacekeeping and Field Support at the UN Headquarters in New York. They have helped UN peacekeeping operations achieve tangible results on the ground.

"I know that women can make a huge difference in peacemaking, peacekeeping and peacebuilding because I've seen it and been part of it," said Margaret Novicki, a senior UN Department of Public Information official and a former chief of public information for UN peacekeeping operations in Sierra Leone and Liberia.

At an ceremony dedicated to women peacekeepers in New York, Novicki spoke of her experience upon joining the UN peacekeeping mission in Sierra Leone nearly a decade ago:

"I was acutely aware that something was wrong with the bigger picture: men were in complete control of the instruments of war and peace, and women were the innocent and invisible victims.

Women had no voice whatsoever in what was happening to them, their families, and their country.... So I became determined that we in the UN would give them a voice by whatever means possible."

She teamed up with a grassroots activist, Zainab Bangura, to organize the first nationwide women's mobilization for peace, on International Women's Day, in March 2001. Women from around Sierra Leone came out and marched, demanding that their leaders come back to the peace table.

"They eventually did and with the UN's help, peace came to Sierra Leone," Novicki said. In addition, Ms. Bangura became a UN peacekeeper in next-door Liberia, and then Sierra Leone's first woman foreign minister.

## UN Police

The UN Police have doubled the representation of women in their ranks over the past three years, to 8 percent. But DPKO is far from satisfied with this number. The UN needs more female police officers to better protect and assist women against rampant sexual abuse during armed conflict. "By including female police among our ranks, we foster a safe environment for victims to get the help they need and deserve," stated the Secretary-General. "And by enabling victims to feel secure enough to come forward and press charges against perpetrators, we fight the culture of impunity that has prevailed for too long."

Anne-Marie Orlor, DPKO's deputy police adviser, said that equal par-



*A UN police officer from Thailand and a Timorese national police officer visit the family of a victim of domestic violence in Gleno, Timor-Leste. 16 December 2009. (UN photo by Martine Perret)*

ticipation of female police officers at the United Nations empowers the female population to report cases of sexual and gender-based crimes. “Much more can be done if we have more female officers,” she pointed out.

In seven United Nations peacekeeping missions—Timor-Leste, Liberia, Kosovo, Sudan, Haiti, Burundi and Sierra Leone—UN police divisions have helped create national specialized units that investigate and assist victims of gender-based and sexual violence.

To build on this success, the DPKO police division launched a drive to recruit more female police officers, aiming to reach 20 percent of UN police in 2014. “The long-term goal is, of course, to have 50-50” as the gender ratio, stressed Ms. Orler.

In September 2009, a delegation of female police officers from UN peacekeeping missions and their national counterparts, as well as representatives from police-contributing countries to the UN, reached out to hundreds of female police officers worldwide at a training conference organized by the International Association of Women Police in the US city of Seattle. Some 625 policewomen participated in the conference, expressing a keen interest in UN policing.

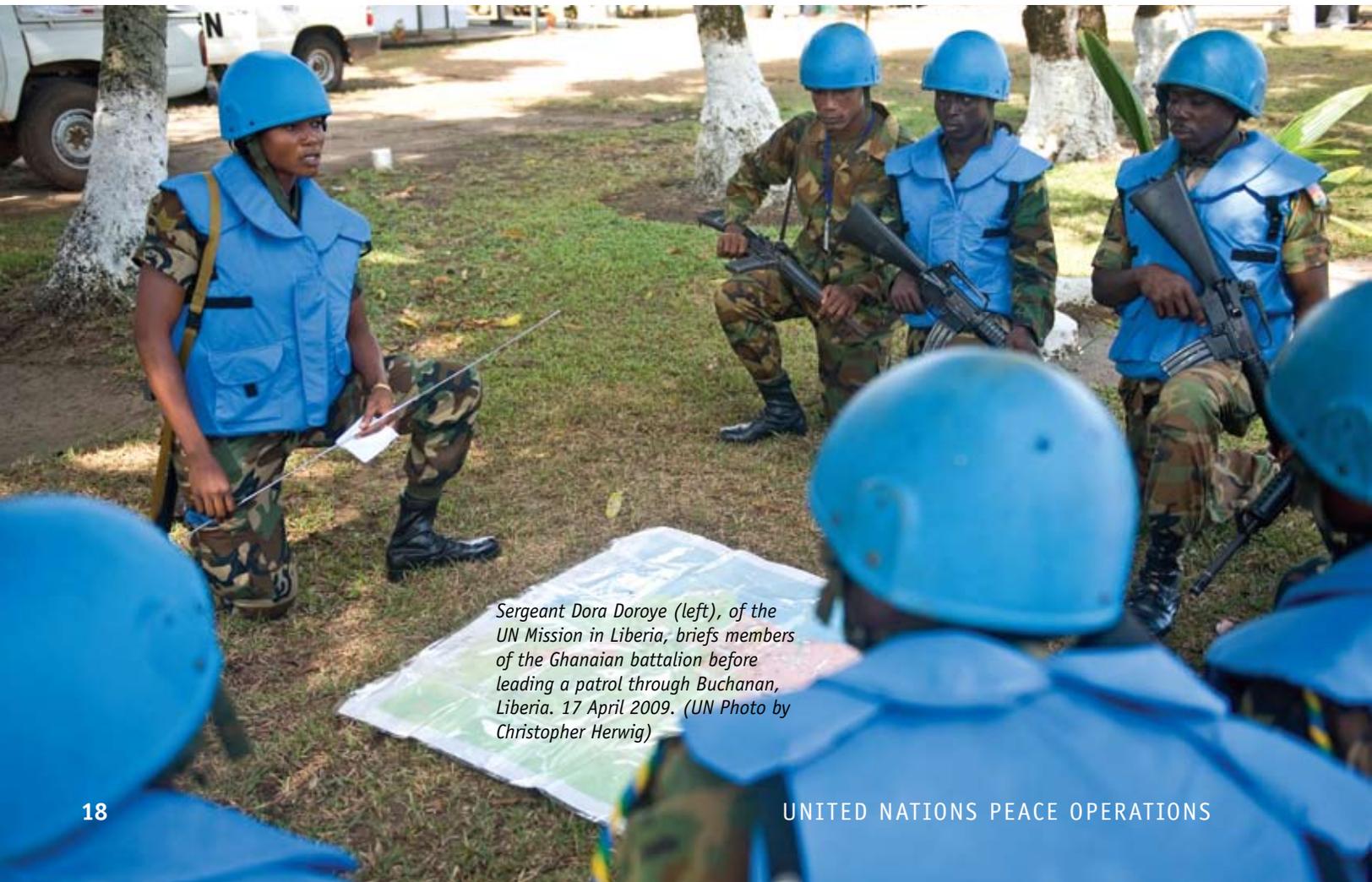
The following month, the UN-INTERPOL Ministerial Meeting adopted a declaration affirming the positive contributions of female police officers in peacekeeping operations.

This interest followed widespread media coverage of the 2007 deployment of an all-female Formed Po-

lice Unit from India to the UN Mission in Liberia. Their deployment still stands as a great success: not only have the officers helped make the streets of Monrovia safer, they have also set a shining example for the women and girls of Liberia, substantially boosting Liberian women’s interest in joining their own police service.

The Indian policewomen’s presence in Liberia “demonstrated that women can play an increasingly crucial role in the establishment of the rule of law in post-conflict countries,” said the Secretary-General’s Special Representative in Liberia, Ellen Margrethe Løj.

“To have strong, confident and capable women police officers in that environment sends all the right messages,” said Andrew Hughes, DPKO’s police adviser until late 2009. “If



*Sergeant Dora Doroye (left), of the UN Mission in Liberia, briefs members of the Ghanaian battalion before leading a patrol through Buchanan, Liberia. 17 April 2009. (UN Photo by Christopher Herwig)*

these women can do it...then why can't women who are in this society do the same thing? The answer is ... they can and they should."

## **Military**

The percentage of women serving as military personnel in UN peacekeeping missions remains at only 2 percent. The small number of women soldiers serving with the UN can be explained by the lack of women serving in militaries around the world (especially in combat units). But many militaries have much higher percentages of women in their national forces than their contributions to the UN indicate. DPKO remains engaged with Member States to ensure that they contribute more women to the UN.

South Africa, Ghana and Nigeria are among the troop-contributing countries that should be commended for sending large numbers of women peacekeepers, according to DPKO's deputy gender adviser, Comfort Lamptey.

"Female peacekeepers inspire, by their very example, women and girls in the often male-dominated world," said UNIFIL Force Commander Major-General Claudio Graziano, where many Ghanaians are deployed.

Sergeant Dora Dordoye, who leads a team of nine Ghanaian soldiers deployed in Liberia, said that just like her male counterparts, she is there to serve the local population. "I am trained to be a professional soldier to be called upon to carry any assignment at any time."

## **Outreach to Member States**

To help raise the profile of this important issue, to thank Member States for providing women peace-

keepers and to encourage them to contribute more, the Departments of Peacekeeping Operations, Field Support, and Public Information decided to dedicate the International Day of UN Peacekeepers, May 29, in 2009 to the theme, "Women in Peacekeeping: The Power to Empower."

The three departments, together with the field operations, organized events at UN Headquarters in New York and at UN offices around the world. A major multi-media exhibit was on display at UN Headquarters, and photo exhibits, lectures and round-table discussions were held in several countries. UN Television created a video ("Women in Peacekeeping: The Power to Empower"), which was viewed in UN sites globally and via YouTube (<http://www.youtube.com/watch?v=vAuFQj9xBYc>).

## **Security Council support for women peacekeepers**

The UN Security Council has passed three resolutions that highlight the importance of deploying women peacekeepers.

The first, adopted on 31 October 2000, was landmark resolution 1325 on "Women and Peace and Security," which recognized that women bear the brunt of armed conflicts, and thus should have a central role in their prevention and resolution. The resolution stressed the importance of women's equal participation and full involvement in peace processes and in efforts for the maintenance and promotion of peace and security. It called for an expansion of the role and contribution of women in UN peacekeeping operations, in military, police, and ci-

vilian roles, as well as in positions of leadership.

On 19 June 2008, the Security Council adopted resolution 1820, encouraging troop and police-contributing countries to deploy a higher percentage of women peacekeepers or police to UN peacekeeping missions to protect civilians, including women and children, and to prevent sexual violence against women and girls.

With resolution 1888 of 2009, which aimed to further strengthen the efforts of the international community to combat sexual violence in armed conflict, the Security Council acknowledged that the presence of women peacekeepers encourages local women to participate in the national armed and security forces, thereby helping to build a security sector that is accessible and responsive to all.

## **Looking ahead**

With the tenth anniversary of resolution 1325 coming in 2010, the United Nations can rightly claim that it has strengthened its commitment to increasing women's participation in UN peacekeeping and made measurable progress in 2009. The Secretary-General, senior peacekeeping officials, the Security Council and Member States have all stressed the need for more women peacekeepers. Progress on this front would enable peacekeeping missions to better serve the communities that they are deployed to help and build lasting peace in countries recovering from war. ■



## Blue helmets prepare to go green

Environmental issues such as competition for dwindling or lucrative resources often lie at the heart of conflict. Conflict in turn can devastate habitats, making recovery to sustainable peace a hard road. Recently, peacekeeping mandates have begun to address these issues. And work is under way at UN Headquarters on ways to deploy large peacekeeping operations with a reduced impact on the environment.

As green consciousness grows among peace operation planners, new ways are being sought to “green” peacekeeping. The goal, according to Susana Malcorra, Under-Secretary-General for Field Support, is to “achieve a more environmentally sensitive,

ecologically mindful mission footprint,” she told the General Assembly this year.

In June 2009, Alain Le Roy, Under-Secretary-General for Peacekeeping, promulgated an *Environmental Policy for UN Field Missions* to develop baselines and objectives for missions on environmental issues. “Each mission will take actions to integrate environmental measures into its planning and operations in order to avoid and minimize the impact of activities carried out by the mission and its staff on the environment and to protect human health from such environmental impact,” according to the policy objectives.

The directive requires that each mission establish envi-

ronmental policy, objectives and control measures to be implemented throughout the lifetime of the operation. Each mission is also required to design an environmental action plan and create a post of environmental officer.

Key areas to be covered by mission environment policies include waste, energy, water, hazardous substances, wild animals and plants and cultural and historical resources management. Each mission also must develop an emergency management plan for environmental crises.

Missions are to follow the environmental laws of host countries and where there are none or only a few, to follow multi-

*Guatemalan peacekeepers conduct a tree-planting campaign at a school in Port-au-Prince, Haiti. 26 January 2009. (UN Photo by Damir Milinovic)*

## Natural resources fuel conflict in DRC

Since 2003, the Security Council has also considered the environment in the context of conflict over natural resources. The Democratic Republic of the Congo (DRC), surrounded by nine neighbouring countries, remains the world's leading example of the financial losses and human suffering caused by illegal trafficking in natural resources. Foreign and local armed groups compete with the Government for the control of metal and mineral deposits in particular. They are extracted and exported illegally, and some of the proceeds from sales abroad are used for the illegal importation of weapons to sustain the fight for control.

On 30 November 2009, Council resolution 1896 on the DRC again recognized the "linkage between the illegal exploitation of natural resources, illicit trade in such resources and the proliferation and trafficking of arms as one of the major factors fuelling and exacerbating conflicts in the Great Lakes region of Africa...."

The November resolution asked the international Group of Experts, established to monitor arms flows, to report on the purchasing, sourcing, acquisition and processing of mineral products from the DRC. It called on the Government of the DRC and neighboring states to exchange information on illegal trafficking with MONUC and the Group of Experts. It also called on Member States to take measures to ensure that importers and consumers of Congolese mineral products "exercise due diligence on their suppliers and on the origin of the minerals they purchase," including by keeping import and export statistics for gold, cassiterite, coltan and wolframite. The Council recommended that importers and processors also adopt policies and codes of conduct to prevent indirect support to armed groups in the DRC through illicit trading.

lateral environmental agreements to set their own minimum standards.

The policy is an attempt to address the fact that peacekeeping can inadvertently contribute to environmental degradation in the rush to deploy. In clearing areas for camps, for example, trees are removed—even in arid environments. In addition to felling hundreds of trees for its camps in Darfur, for example, the UN peacekeeping and humanitarian community decided to help the local economy by purchasing building bricks in situ instead of importing them. This sudden market for bricks and other wood products spurred Darfurians to cut and burn even greater amounts of forest—already in serious decline—to produce them.

This could exacerbate the conflict, which many, including Secretary-General Ban Ki-moon, have said was caused at least in part by dwindling resources. DPKO's "New Horizon" agenda notes, "Threats such as environmental changes.... threaten many States and contribute to growing political and security instability."

The Departments of Peacekeeping Operations and Field Support are joining forces with the UN Environmental Programme (UNEP), whose Executive Director Achim Steiner has taken a keen interest in finding creative ways both to address the environmental roots of conflict and to alleviate any stress on the environment that might be caused by a UN operation.

"The primary role of international peacekeeping forces and aid agencies is to keep the peace and support vulnerable communities during difficult and distressing times. But they also have the

responsibility to ensure that their presence and operations have a minimal ecological footprint and do not aggravate environmental degradation, which may be a dimension of the conflict," said Steiner recently.

"A more environmentally responsible approach requires new thinking and capabilities," notes DPKO's *New Partnership Agenda*.

Some UN operations have embarked on pilot projects to reduce mission impact on the land. In Sudan, UNMIS and the Government of Sweden are investing \$5 million to introduce technologies for the treatment of waste, wastewater and efficient use of water and energy on military posts with a goal of a 30 percent reduction in water consumption, 25 percent in energy expenditures and 60 percent of waste volume.

Thirteen missions are also participating in UNEP's Billion Tree Campaign, having pledged or planted approximately 118,000 trees in 2009.

Also during the past year, DFS completed the field missions' greenhouse gas emissions inventory, requested by the Chief Executives Board of all UN organizations in 2007. Results were published in UNEP's "Moving toward a Climate-Neutral UN: the UN System's Footprint and Efforts to Reduce It," launched at the UN Climate Change Conference in Copenhagen on 15 December.

In preparing the inventory for missions, DFS looked at the greenhouse gases (GHG) and their carbon dioxide equivalent, emitted by air travel (commercial, troop rotation and UN flights), road travel, refrigerants, power generation and

power purchases. (They did not include shipment of materials.)

The findings, which DFS believes are underestimated—indicate that peace operations emitted about 1 million tons CO<sub>2</sub>-equivalent (in 2008), nearly two-thirds of that of the entire UN, or 1.7 million tons.

Roughly speaking, the study showed that the amount of CO<sub>2</sub>eq emitted in 2008 for the whole year (about nine tons per staff member) on a peacekeeping mission was a ton more than that for a resident of the European Union. And when compared to residents of the host countries, the peacekeeping production of CO<sub>2</sub>-equivalent gases was far greater, i.e., 0.04 tons of CO<sub>2</sub>-equivalent per person in the Democratic Republic of the Congo, for example. In short, peacekeeping operations behave like developed countries while operating in developing countries.

In 2008, DFS added a dedicated post at UN Headquarters to coordinate environmental initiatives, to help mainstream the issue in all operational activities and to develop a framework to help the missions implement the environmental policy. It will develop environmental guidelines and a GHG emissions reduction strategy by the end of 2010 along with training materials,—all to raise awareness and understanding of the importance of the environment to peacekeepers' daily lives, to those of the local community they work with and for, and to the resolution of conflict and promotion of peace. ■

*UN Volunteer Filippo Busconi from Italy attends a meeting with village elders to build trust and coordinate future activities, Ganachour IDP Site, Goz Beida, Chad. 15 April 2009 (UNV Photo by Harald Franzen)*

## Thousands join UN Volunteers for the challenge

Conditions in UN peacekeeping and political missions can be very challenging for personnel who must be on alert and operational despite personal discomforts and separation from friends and family. Yet every year thousands of people join UN peace operations as UN Volunteers.

In 2009 more than 2,500 people participated in peacekeeping

operations through the United Nations Volunteers (UNV) programme. Their motivations are as diverse as their talents, yet the common thread binding them together is their desire to contribute to peace and development.

Approximately 30 percent of international civilian peacekeeping personnel are UNVs, and they play an important role in UN



## The volunteers we lost...

On 28 October 2009, an armed attack on the Bekhtar Guest House in Kabul, Afghanistan, claimed the lives of five UN personnel, including two UN Volunteers, Jossie Esto and Yah-Lydia Wonyene. Esto was a mother of two from the Philippines, and Wonyene was a mother of five from Liberia. Both were serving as electoral outreach and training coordinators with the UNDP/ELECT Project. Their role included helping recruit local people as civic educators and district electoral field coordinators or polling officers—critical to the smooth operation of the August elections. UNVs worked directly with teams of Afghan nationals, offering guidance and training on how best to prepare local communities to take part in the elections.

Esto and Wonyene had served previously as UNVs in UN peacekeeping and special political operations in places such as Timor-Leste, Sierra Leone, Liberia and Nepal. Often the conditions they experienced were tough and required a strong degree of commitment and responsibility. As civilian personnel, they often had to don bullet-resistant vests and helmets and travel in armored vehicles. They had the disciplined and strong personalities essential for the work.

Stuart Moran, UNV Programme Manager in Afghanistan, described the commitment of the two women to promoting peace and development through volunteerism: "They came to Afghanistan as UNV Volunteers in solidarity with the people of the country. They shared their skills and lives with their Afghan colleagues and their services embodied the very essence of volunteerism."

For Flavia Pansieri, UNV Executive Coordinator, the loss of volunteer colleagues was tragic: "They gave their lives in pursuit of democracy in Afghanistan. Their commitment is an inspiration to us and volunteers around the world to continue working towards peace and development."

operations. These volunteers perform highly demanding tasks while engaging with communities at the grassroots level.

UNV deploys approximately 8,000 volunteers a year, of which almost 80 percent come from developing countries, providing "South-South" insights and support. Volunteers work in peacekeeping, peacebuilding and political assignments in 15 missions, including the Sudan, the Democratic Republic of Congo (DRC), Côte d'Ivoire, Liberia, Haiti and Timor-Leste. UN Volunteers make a distinctive contribution to the work of UN peacekeeping, and the Department of Peacekeeping Operations has acknowledged their professionalism and dedication.

### From peace to development

Witty Golden Midaya of Malawi has worked in Liberia since October 2004 as a UN Volunteer, firstly as a reintegration field monitor in the disarmament, demobilization, rehabilitation and reintegration joint implementation unit in Monrovia, and subsequently as a UN Development Programme County Coordinator under the community-based recovery and development programme.

"I contributed to the reintegration of close to 120,000 ex-combatants, but also influenced a mindset change, getting people more interested in agriculture and working hard," he says, recalling those days. "I also promoted volunteerism among my team and community members, who are now always willing to do voluntary work..."

"The security situation remains fragile, and living in a very remote and isolated environment can take its toll. But when I look back at the

period I spent in Liberia, I strongly believe I brought positive change to the lives of many people."

### The spirit of volunteerism

UNVs bring a passionate commitment that adds to their contribution to peace and development, bringing positive change in the communities where they work. As professionals, they bring their own experience to bear, while they also benefit from their volunteer work.

"UNV volunteers are motivated by the desire to reach out to communities, and to the vulnerable and marginalized, and to develop their capacities to participate actively and constructively in the development of their societies," says UNV Executive Coordinator Flavia Pansieri. However, "the personal and professional gain of a volunteer assignment comes at a cost; for example, living in difficult field conditions."

One-third of the volunteers work in peacekeeping. Astrede Karimi Mbaka, from Kenya, is assigned to the UN Mission in the Sudan (UNMIS) as a geographic information systems (GIS) specialist. The GIS unit collects, prepares and distributes geospatial information for UNMIS, other UN agencies and international non-governmental organizations. Her work involves providing digital and print mapping services, enabling her UN colleagues to plan the complex logistics of a peacekeeping mission.

"Volunteers such as Ms. Mbaka play a key role in the collection, verification, management, storage, analysis and dissemination of all geospatial data," said unit chief Major Haytham Saied.

Mkaba concedes that the tough weather and working conditions in

the Sudan require flexibility and are not for everyone. Yet, she asserts, "I'd encourage anyone to become a UNV volunteer. I have grown professionally and personally, also managing to volunteer my free time to train local students in GIS."

UNVs also work with development partners to reach out to communities affected by conflict. They work in the UN Mission in the Central African Republic and Chad (MINURCAT), for example to support the creation of security conditions conducive to the voluntary, secure and sustainable return of displaced persons and refugees from the Sudan and DRC. For Victor Angelo, Special Representative of the Secretary General and Head of MINURCAT, the added value of UN volunteers is their commitment.

"Volunteers hit the ground running," he says. "I am very impressed by volunteer engineers or volunteers who work in move-

ment control in extremely harsh conditions and still remain calm, principled and in control, insisting on the respect of rules. Their volunteer spirit is admirable. I have many staff who are professionals, but who could learn a couple of things about dedication from UN Volunteers."

About 800 UNVs are currently serving with the UN mission in the DRC (MONUC). Kristen Petillon, from France, works hand-in-hand with the "Blue Helmets". An associate civil affairs officer, he is one of six UNVs deployed with Joint Protection Teams in North Kivu.

"In practice," he says, "the team assesses situations, identifies threats and, in conjunction with the 'Blue Helmets', formulates appropriate responses."

But the teams must also react with tailored approaches to dramatic situations they encounter in the

field. Shortly after Kristen's team arrived in the village of Walikale, they discovered that a nearby village was under imminent threat of being caught in the crossfire between two warring factions. The Joint Protection Teams had to take action immediately.

"Together with the 'Blue Helmets', we negotiated a ceasefire and asked for a temporary zone of separation and a retreat of the armed units from their positions," he says. "Moreover, thanks to some delicate negotiations, the joint protection team was able to extract two child soldiers from one of the groups."

"What adds value to our contributions within UN operations and gives us strength to reach out to the communities we serve in these tough contexts, is the spirit of volunteerism." ■



*The UNV (United Nations Volunteer) Support Office organizes the annual blood drive at UNOCI Headquarters in Abidjan, Côte d'Ivoire. 17 June 2009. (UN Photo by Ky Chung)*



## Protection of civilians by peacekeepers gets new impetus

For the past 10 years, the United Nations Security Council has required many peacekeeping missions to include “protection of civilians” as a core part of their work. While that might sound like an obvious duty for a peacekeeping force, previous mandates had not included such language, and the current mandates that do have left some missions with either unclear ideas of what “protection” means and/or insufficient resources and capacities to fully implement it. In addition, in 2009, the Security Council also mandated peacekeeping operations to protect women and children from sexual violence during conflict.

Recommending ways to improve the implementation of protection mandates by UN peacekeeping missions, the Department of Peacekeeping Operations and Office for Coordination of Humanitarian Affairs have released a report, *Protecting Civilians in the Context*

*of UN Peacekeeping Operations* (available at [www.unprh.unlb.org](http://www.unprh.unlb.org)). The report identifies gaps between the norms that have come to be accepted and expected in terms of protection of civilians in conflict on the one hand, and the reality of what means UN peacekeepers and humanitarians actually have at their disposal to protect people on the ground, on the other.

Since the crises in Rwanda, Bosnia and Somalia during the 1990s, the Security Council and the UN Secretariat have worked to improve the overall effectiveness of UN peacekeeping operations, including their capabilities to protect civilians, the report notes. A total of 10 UN peacekeeping operations (eight currently) have been explicitly mandated to “protect civilians under imminent threat of physical violence.”

“The security of civilians in post-conflict environments is critical to

the legitimacy and credibility of UN peacekeeping missions, the peace agreements they are deployed to help implement and the institution of the United Nations itself,” according to the report.

“Yet the UN Secretariat, troop- and police-contributing countries, host states, humanitarian actors, human rights professionals and the missions themselves continue to struggle over what it means for a peacekeeping operation to protect civilians, in definition and in practice.”

The “chain of events” to support protection of civilians, from the earliest planning, to Security Council mandates, to implementation by peacekeeping missions—“is broken,” the report states.

The Security Council has established a normative framework for protection of civilians, however, “there is recognition that this process has

not been matched by a corresponding improvement in actual situations where civilians are affected by conflict,” noted the New York NGO Security Council Report.

This dilemma became all the more relevant when the UN mission in the Democratic Republic of the Congo (MONUC) came under fire from NGOs and the media in 2009 after the Congolese armed forces (FARDC) were accused of attacks on civilians. In addition to protecting civilians, MONUC is mandated with supporting the national army.

After an open debate on the protection of civilians issue on 11 November, the Security Council adopted a lengthy resolution (UN-SCR 1894) demanding that parties to a conflict comply with international obligations to protect civilians. The resolution also asked the Secretary-General to ensure that all peacekeeping missions with protection mandates conduct planning

and training on the protection of civilians, and that troop-contributing countries do the same.

Addressing the meeting, Secretary-General Ban Ki-moon said that the Security Council deliberations and decisions on the protection of civilians “have raised global awareness and advanced what is, after all, a key part of this Organization’s cardinal mission: saving and protecting people from the horrors of armed conflict.”

He laid out five “core challenges” for the UN in better protecting civilians during conflict:

- The Security Council must strengthen compliance by all parties to a conflict with international law.
- The UN needs more consistent engagement with non-state armed groups in order to ensure compliance.
- Peacekeeping missions must

discharge their protection mandates more effectively.

- Humanitarian actors must have better and safer access to civilians in need.
- The UN must enhance accountability for individuals who violate humanitarian laws.

During the debate, some Member States who are also troop-contributing-countries called for realistic mandates that clearly delineate the roles and responsibilities of peacekeepers in protecting civilians. Other countries stressed—as did resolution 1894—that the host government bears primary responsibility for its protection of its citizens. Several countries insisted that sufficient resources must be committed to match such mandates.

DPKO and DFS began work in 2009 on an “operational concept” for the protection of civilians in UN peacekeeping operations, which will be-

*UN Peacekeeper with Sudanese refugee children, Oure Cassoni camp, Chad. 16 October 2009. (UN Photo by Olivia Grey Pritchard)*



come the basis for official policy. The Security Council also charged peacekeeping missions with addressing sexual violence against civilians in armed conflict. In 2008, with resolution 1820, the Council had tasked DPKO with collecting evidence of the prevalence of

sexual violence in countries on the agenda of the Council. With resolution 1888 of 30 September 2009, the Council affirmed that “effective steps to prevent and respond to ... acts of sexual violence can significantly contribute to the maintenance of international peace and

security....” The Council expressed its intention to ensure that resolutions establishing or renewing peacekeeping mandates contain provisions on the prevention of and response to sexual violence, including the appointment of women’s protection advisers. ■

## Peacekeeping in Africa >>

# MONUC — A watershed year for the protection of civilians

For the Democratic Republic of the Congo, 2009 marked the tenth year of the deployment of the United Nations peacekeeping operation there (MONUC) and a turning point that ushered in opportunities for peace that were unforeseeable a year earlier.

Armed conflict between the Congrès national pour la défense du peuple (CNDP), Congolese Government forces (FARDC) and dozens of other armed groups sowed chaos in the eastern DRC for most of the previous year despite peace agreements reached at a conference in Goma in January of 2008. Implementation of the 2007 Nairobi Communiqué between the DRC and Rwanda on eliminating the threat of the Forces démocratiques de libération du Rwanda (FDLR), had all but stalled. And on another eastern front, attempts to end violence by the rebels of the Ugandan Lord’s Resistance Army (LRA) remained unfulfilled.

However, by early 2009, relations between the DRC and its eastern neighbours were on the mend. New accords were reached in March between the DRC government and armed groups to end the CNDP re-

bellion and integrate some 20,000 combatants into the ranks of the FARDC and National Police. The FDLR, which the Security Council characterized as one of the principal causes of armed conflict in the region, remained the principal armed obstruction to Congolese state authority in the eastern provinces of North and South Kivu.

### Remarkable diplomacy

This new horizon was opened by bilateral diplomacy and political decisions at the highest levels in Kinshasa, Kigali and Kampala, to mend fences and increase cooperation, especially in dealing with regional threats to security. Political efforts by two international facilitators, former Presidents Olusegun Obasanjo of Nigeria and Benjamin Mkapa of Tanzania, appointed by the UN Secretary-General and the African Union, respectively, helped maintain the momentum of talks, both internationally and among Congolese parties. In December 2008, the DRC and Uganda launched Operation Lightning Thunder, a joint military operation on Congolese soil, in coordination with forces in southern Sudan, in pursuit of the LRA. Shortly after-

wards, the DRC and Rwanda’s also launched Umoja Wetu (Our Unity) against the FDLR. Subsequently, after many years, the neighbouring states of this troubled region fully restored diplomatic relations and made initial steps towards reviving regional economic cooperation.

As mandated by the Security Council, MONUC continued to protect civilians under threat of imminent violence and to assist DRC Government armed forces in their struggle against foreign armed groups, notably the FDLR and LRA, as well as home-grown militias.

### Outrage over attacks on civilians

A joint operational directive between the military commands of MONUC and the FARDC set out the terms of cooperation between them in taking on the FDLR in a campaign dubbed Kimia II. The campaign, launched in North and South Kivu, seriously disrupted the FDLR and its command over some 6,000 militia. In April 2009, Alan Doss—the Special Representative of the Secretary-General and Chief of Mission—told the Security Council that it would be impossible to end the FDLR’s control over large

*Indian peacekeepers from MONUC's North Kivu Brigade escort people at risk of attack by the Forces démocratiques de libération du Rwanda (FDLR) to market in the Kibua Walikale area in North Kivu, DR Congo. 14 August 2009. (UN Photo by Sylvie van den Wildenberg)*



parts of both Kivus without any humanitarian consequences. In effect, military operations cost civilians dearly in remote, undefended areas. FDLR forces torched villages, targeted local authorities and traditional chiefs and displaced thousands of families. Accurate numbers are difficult to obtain, but at least several hundred civilians were killed, and appalling levels of sexual violence were inflicted on women and girls. These reprisals, linked to Kimia II operations and MONUC's mandate to support joint operations with the FARDC, outraged many in the international community and subjected the mission to sharp criticism from humanitarians and intense scrutiny in the international press. Some of the harshest critiques were prompted by the fact that elements within the Gov-

ernment's own forces also engaged in attacks on civilians.

Undisciplined behaviour among some FARDC units was closely related to the fast-track integration of former militias, including the CNDP, into the security forces. Many former combatants and officers have records of serious human rights violations. Violence and allegations of abuses, particularly by some newly integrated CNDP troops against civilians, undermined civilian confidence in the FARDC and heightened ethnic tensions in some areas. Integration of these groups was nonetheless an essential element in arrangements to end internal rebellion within the DRC and to underpin the rapprochement between Kigali and Kinshasa. Corruption and

delays in the payment of soldiers' salaries contributed to indiscipline and abuses, as army units effectively lived off the land and those they were supposed to protect.

As this publication went to press, the integration process was not moving ahead as quickly as hoped. The CNDP facing internal divisions, while some former CNDP combatants threatened to leave the FARDC. The FARDC itself continued to suffer from weak command and control, and capacity for delivering military justice was sorely lacking.

#### **Government responses**

Monitoring from the field showed that in places where MONUC was visible, where government troops were paid on time and where food rations were available, there were

fewer discipline problems within FARDC ranks. Successive reports of the Secretary-General drew sharp attention to the deficiencies, and the worldwide outcry about sexual violence also appeared to have some positive effect. President Joseph Kabila declared “zero tolerance” for acts of sexual and gender-based violence, and the Government began to take action against looting, corruption and other undisciplined behaviour by army personnel. An FARDC military court established for the Kivus initiated more than 30 prosecutions, finding soldiers guilty of human rights violations. Several high-level commanders were relieved of command for misconduct, including corruption. The Government also removed from command five officers whose records of abuse had been brought to its attention by the UN. But Congolese and international NGOs continued to press the Government and MONUC to act against other presumed of-

fenders who had entered the ranks of the FARDC.

SRSRG Doss pressed the DRC and its partners to beef up support for proper training to develop a disciplined army capable of protecting the DRC’s people and its borders. He made clear to Government leaders that MONUC would withhold support from army battalions that showed a blatant disregard for international humanitarian law. He also highlighted the need for security forces capable of establishing state authority over the natural resources that sustain and arm illegal armed groups through illicit sales of minerals, metals and forest resources.

#### **Reinforcing civilian protection**

MONUC’s mandate and operational strategies give priority to the protection of civilians. However, the Special Representative told the

Security Council in October that it would never be possible for the UN and its 12,000 peacekeepers deployed in the east to provide blanket protection for civilians throughout the eastern Congo—a region the size of France, Spain and Germany combined. He noted, nevertheless, that hundreds of thousands of people were protected daily and received direct assistance through MONUC patrols and humanitarian convoys escorted by UN peacekeepers.

MONUC’s strength grew over 2009, with the arrival of some 2,500 of the additional 3,000 uniformed personnel approved by the Council for MONUC’s expansion in 2008. But only three of the 18 additional helicopters promised were delivered. MONUC closed the year with 95 percent of its troop strength of 19,670 and 80 percent of its international civilian personnel (more than 1,000 international civilian

*A South African peacekeeper carries an injured child to a MONUC helicopter in eastern Congo for evacuation and further treatment, Busurungi, DR Congo. 15 May 2009. (UN Photo by Marie Frechon)*



staff plus 628 UN Volunteers) deployed in eastern DRC. Some 400 international police and more than 1,000 members of formed police units are also on the ground.

### Stretching resources to meet challenges

Limited resources led MONUC to innovate in its quest for improved protection. Military and civilian peacekeepers were deployed to extremely remote and isolated areas to get as close as possible to the people. These deployments meant better deterrence, earlier warnings and quicker reaction in moments of crisis. Initiatives ranged from day patrols escorting women villagers to market, to night patrols in high-risk zones, and the distribution of mobile phones pre-loaded with emergency contacts so community leaders could call MONUC in emergencies.

MONUC also continued to safeguard key surface routes, ensuring humanitarian access to populations affected by conflict, and providing escorts to UN agencies as well as NGOs who sought such assistance.

The tempo of operations was unrelenting. MONUC forces established dozens of mobile operating bases in “hot spots”, with the flexibility to move as security demanded. It deployed Joint Protection Teams (JPTs) in sensitive areas to help the military and local authorities analyze, anticipate, and respond to specific threats. JPTs comprise civilian experts in human rights, child protection, civil and political affairs and other fields. They enabled the mission to better understand the needs of local communities so

that field commanders could better direct and position their forces. More than 50 JPT missions were launched during the year, most in North and South Kivu, as well as in Province Orientale.

### Anticipating problems

A rapid response and early warning cell assembled and analyzed information gathered from multiple sources at ground level to help guide deployments by assessing areas of vulnerability, identifying threat patterns and recording the performance of individual battalions of the FARDC. Close monitoring helped MONUC to identify those who violated the rights of civilians and to encourage Congo’s military leaders to take corrective measures.

### Outcomes

As the year drew to a close, progress was evident on a number of fronts:

- FARDC operations in the Kivus and in Orientale province had significantly eroded the strike capacity and domination of the FDLR and the LRA.
- Some 1,500 FDLR combatants had been repatriated by the DDRRR (\*) team - more than double the repatriation rate for the same period in 2008. An additional 11,383 Rwandan civilians, many of whom had been virtually held hostage by the FDLR, returned to Rwanda with the assistance of UNHCR.
- Two major figures wanted by the ICTR (\*\*) for their involvement in the 1994 Rwanda genocide were arrested in the

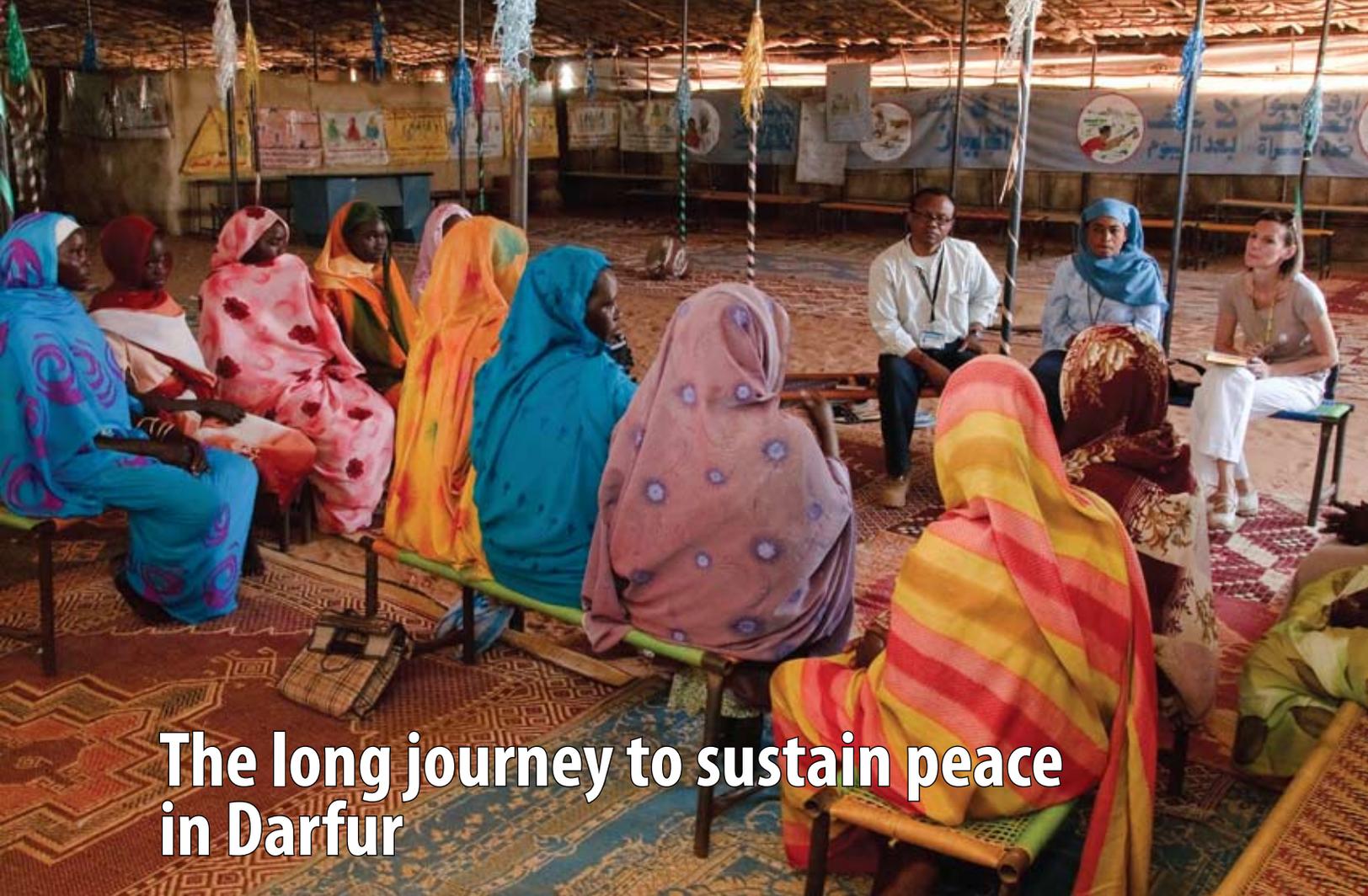
DRC and Uganda and transferred to Arusha.

- Most of the IDPs who had been regrouped in camps at the outskirts of Goma as a result of the earlier conflict with the CNDP returned home, although a very high number of displaced people in North and South Kivu were waiting for further improvements in the security situation before going back to their villages.
- More than 2,000 children were separated from armed groups.
- The integration of the CNDP and other Congolese armed groups was approaching completion. More than 120 political prisoners had been released and returned to the East with MONUC’s assistance.
- A UN-supported stabilization programme was moving into areas freed from the control of armed groups and opening the way for the return of state authority.

The SRSG told representatives of troop-contributing countries in October that if the MONUC reinforcement was successful, and major military operations against foreign armed groups could be concluded in 2010, MONUC could begin a phased troop drawdown, consonant with the security situation on the ground. On 23 December, the Security Council authorized a five-month extension of MONUC’s mandate, through 31 May 2010. Resolution 1906 kept the strength of the force at its current level of 21,000 troops and police. ■

(\*) DDRRR: Disarmament, Demobilization, Repatriation, Reintegration and Resettlement

(\*\*) ICTR: International Criminal Tribunal for Rwanda



## The long journey to sustain peace in Darfur

*UNAMID civil affairs officers meet with a group of internally displaced persons in the Abu-Shouk Camp in northern Darfur, Sudan, to hear about the security and health situation in the camp. 3 February 2009. (UN Photo by Olivier Chassot)*

The African Union–United Nations Hybrid Operation in Darfur (UNAMID) encountered successes, obstacles and tragedy as it closed out its second year amid a delicate peace.

The peacekeeping mission, the UN's costliest and the second largest in personnel, is tasked with helping to bring peace to Darfur, a region of western Sudan roughly the size of France, which has endured one of the world's worst humanitarian crises in recent years.

Despite enormous challenges, UNAMID could count several achievements in 2009. These included encouraging greater dialogue between local Sudanese authorities and internally

displaced persons (IDPs), providing round-the-clock security patrols at IDP camps, and contributing to a substantial reduction in the levels of violence and in the numbers of those affected by violence.

These developments were brought about by an increased deployment of military personnel and assets, as well as significant improvements to the logistical supply chain. In a major initiative to unblock the supply routes from Khartoum to El Fasher, UNAMID managed to reduce the journey for supply convoys from Port Sudan to El Fasher from 11 days to four, largely due to increased cooperation with the Sudanese police who provided escorts in areas outside of Darfur where

the mission is not mandated to operate. In addition to more timely delivery of supplies, the mission received vehicles that were utilized to deliver water to the local population and building materials that enabled the construction of facilities for the mission and the people of Darfur alike.

Other UNAMID initiatives included enhancement of the capacity of the Government and police to address human rights violations and inadequacies in the local judicial services, as well as the establishment of a UNAMID gender crimes special investigation unit to monitor and report on investigations of crimes committed against women and children. The mission also provided logistical support to programmes

for children who had been associated with military activities, and funded more than 30 quick impact projects in agriculture, education, health, water and sanitation and women's empowerment.

However, throughout the year, the mission was sorely tested by the challenges of an ever-volatile security situation and the vagaries of a complex and difficult political process.

Kidnappings and confrontations, tribal clashes, banditry and attacks against its peacekeepers made it increasingly difficult for the mission to conduct its work. In the western town of Zalingei, two UNAMID international civilians were abducted from their accommodation in August and were released on 13 December after 100 days in captivity. UNAMID lost nine peacekeepers to

hostile actions in 2009, bringing the total number of peacekeepers who died as a result of violence since the mission's start two years ago to 22. More than 100 UN vehicles were lost to carjackings.

The humanitarian obstacles UNAMID confronted in 2009 worsened following the 4 March decision by the International Criminal Court (ICC) to indict President Omar Hassan Al-Bashir and three other Sudanese. Sudan retaliated immediately by expelling 13 international NGOs from the country and shutting down many national NGOs. This led to UNAMID, UN agencies and other partners spending much of the year trying to fill the gaps in the delivery of humanitarian services.

On the political front, the year started on a promising note as

the Government of National Unity (GoNU) and the Justice and Equality Movement (JEM) agreed to AU/UN mediated talks in Doha, Qatar. On 17 February, the parties reached an 'Agreement of Good Will and Confidence Building for the Settlement of the Problem in Darfur'. Regrettably, the Agreement was not fully implemented by the parties. In mid-November, the AU-UN mediation made notable progress by bringing together a diverse group of Darfur civil society in Doha to arrive at a consensus on critical issues such as security arrangements, wealth-sharing and power-sharing.

While the Sudan Liberation Army/Abdul Wahid (SLA-AW) and other factions remained outside the talks throughout the year, efforts continued to have them agree upon a common platform in anticipation of joining the GoNU/

*UNAMID peacekeepers from Rwanda patrol in North Darfur, Sudan. 12 October 2009. (UN Photo by Olivier Chassot)*



JEM talks. The Government of Libya and the US Special Envoy to Sudan complemented these efforts by working to reunify some of the smaller movements. The AU High Level Panel on Darfur, headed by former South African President Thabo Mbeki, also made a significant contribution to international efforts to find a solution to the crisis in Darfur.

On Chad-Sudan relations, the war of words, as well as the territorial violations that marked the start of the year, ebbed after the two countries agreed to a cessation of violence on 4 May. This undertaking was reinforced by an official visit to Chad on 10 October by President Bashir's advisor on Darfur, following which the Chadian armed opposition groups moved some 200 kilometres away from the Chadian border into Sudan. There were also fewer military offences by JEM against Sudanese forces as the year came to a close.

Preparations for the April 2010 general elections to be held across Sudan began slowly, and logistical constraints prompted the extension of the voter registration period. In Darfur, the SLA-AW and JEM boycotted voter registration and called on their supporters in IDP camps to do the same, but did not direct major violence or attacks at the exercise. The UN lent some logistical support to the process, which by early December resulted in the registration of approximately 65 per cent of the national population.

By the close of 2009, significant gains had been made in the deployment of UNAMID's military personnel. The mission's total strength of 15,370, representing 53 countries, grew by 35 percent over the previous year and moved close to the authorized strength of 19,555.

UNAMID police and formed police units, tasked mainly with protecting the civilian population and IDPs, also increased in numbers,

with the force rising to 4,574, representing more than 40 countries, and nearly 75 percent of its authorized strength.

While the expansion of both the military and police personnel was encouraging, the military continued to lack aviation assets. The lack of these critical enablers seriously affects the force's capabilities, and thus its ability to fully discharge its mandate. The United Nations is hopeful that in 2010 these assets, which include 18 utility and five tactical helicopters, two surveillance aircraft and two heavy transport units, will be provided by Member States.

The challenges UNAMID faces on all fronts—political, security, humanitarian and logistical—are not insurmountable. Success will require a collaborative effort between UNAMID, the Member States supporting it, the parties to the conflict and the local communities of Darfur. ■

## UNMIS tackles a rough year in Southern Sudan

During an unusually violent and politically unstable year in southern Sudan, the United Nations Mission in Sudan (UNMIS) undertook a new, proactive approach to peacekeeping, which enabled further progress towards implementation of the 2005 Comprehensive Peace Agreement (CPA).

UNMIS helped launch the much-awaited Sudan Disarmament, Demobilization and Reintegration (DDR) programme in 2009 and moved quickly to defuse tensions in the aftermath of violent clashes in several hotspots in the southern region of the country.

As inter-tribal turmoil escalated in southern Sudan, the mission implemented a stabilization programme in Jonglei State that sharply curtailed fighting in one of the most turbulent corners of the country. UNMIS achieved significant headway in its support of crucial milestones of the CPA, such as voter registration, police training, child protection, and on the issue of the disputed boundaries of the oil-rich area of Abyei.

The first signs of what proved to be the most violent year in southern Sudan since the signing of the CPA erupted during celebrations mark-

ing the accord's fourth anniversary in the Upper Nile State capital of Malakal. Fighting between Dinka and Shilluk tribesmen on 9 January triggered clashes that killed 12 people and displaced an estimated 6,000 residents.

UNMIS responded swiftly to the next outbreak of violence in the city in late February. The unexpected arrival in Malakal of former militia commander Gabriel Tangyangi on 24 February triggered deadly clashes between elements of the Joint Integrated Unit (JIU) belonging to the Sudan Armed Forces and the Sudan People's Liberation

Army (SPLA). The violence that left at least 62 people dead and 94 wounded was quickly ended after UNMIS aircraft flew Vice President Riek Machar of the Government of Southern Sudan (GoSS) to Malakal to negotiate a ceasefire. The Ceasefire Joint Military Commission chaired by the UNMIS Force Commander worked closely with the State Security Committee to disengage the warring elements.

The mission reacted quickly again when serious unrest occurred following an attack by Murle tribes-

men against a fishing camp inhabited by Lou Nuer villagers in the Jonglei State county of Akobo on 2 August. The raid killed 161 people, most of whom were women and children, and UNMIS subsequently airlifted 160 SPLA soldiers to the stricken area to stabilize security on the ground.

The mission rendered a similar service after soldiers guarding the compound of SPLA deputy commander-in-chief Lt. Gen. Paulino Matip in the Unity State capital of Bentiu exchanged gunfire with

other SPLA soldiers stationed at the local governor's headquarters on 2 October. An estimated 300 troops assigned to Matip's compound fled the city after the fighting subsided, and UNMIS aircraft later ferried those soldiers to Juba for re-deployment to the SPLA unit assigned to protect GoSS President Salva Kiir Mayardit.

Perhaps the most ambitious instance of pro-active peacekeeping began in Jonglei State with the establishment of two UNMIS temporary operating bases in the flash-

*A female former combatant hands over her weapon at the launch of the disarmament, demobilization and reintegration (DDR) programme sponsored by UNMIS in Ed Damazin, Sudan. 5 May 2009. (UN Photo by Johann Hattingsh)*



points of Akobo and Pibor counties on 10 May. Each base was staffed with some 120 soldiers, and robust air and river patrols were conducted throughout the area for 60 days.

County officials and the state governor later expressed their gratitude to the mission for having brought residents a welcome respite from the wave of violence plaguing their region since early March.

The Sudan DDR programme was launched in the Blue Nile State capital of Ed Damezin on 10 February, and reintegration commenced six weeks later. Similar programmes were later unveiled in the states of Southern Kordofan, Central Equatoria and Lakes, and as of 31 August over 12,000 ex-combatants had been demobilized across the country. Another DDR programme was to kick off in the Northern Bahr El Ghazal state capital of Aweil in December.

In the lead-up to the elections in April 2010, the mission's electoral assistance division (EAD) provided technical help and logistical support to the National Elections Commission (NEC), the Southern Sudan High Committee and the 25 state-level high committees. The EAD played a vital support role in the run-up to the voter registration process, which began in nearly all state capitals across the country on 1 November.

In one of the few positive developments on the political front in 2009, the National Congress Party (NCP) and the Sudan People's Liberation Movement (SPLM) accepted the 22 July ruling by the Permanent Court of Arbitration in The Hague on the Abyei boundary dispute. A boundary demarcation committee was then appointed,

but its work has proceeded extremely slowly.

The annual Misseriya migration into disputed areas inhabited by Dinka Ngok communities went off relatively peacefully. UNMIS supported the convening of meetings among Dinka Ngok, Misseriya leaders and government officials in the aftermath of the arbitration court's ruling on Abyei.

Marauding bands of gunmen belonging to the Lord's Resistance Army (LRA) continued to terrorize communities living near southern Sudan's border with the Democratic Republic of the Congo and the Central African Republic. At least 200 people were killed and another 130 kidnapped during LRA attacks in Western and Central Equatoria states during the first nine months of the year, with tens of thousands of southern Sudanese displaced by these raids. However, the scale and frequency of LRA attacks declined as the year proceeded, and its gunmen broke into small, isolated groups with little ability to mount serious raids deep inside Sudanese territory.

As well as rising tensions between the country's two leading political parties, the Sudanese political calendar was impacted by the arrest warrant against President Omar al-Bashir issued by the International Criminal Court on 4 March. The Sudanese Government responded by expelling 13 international non-governmental organizations (NGOs) from the Darfur region and shutting down three local NGOs.

The SPLM and GoSS President Kiir publicly rejected the official results of the 2008 national census on the grounds that residents in the 10 southern states had been undercounted, while population figures

for the three Darfur states were allegedly inflated.

Continued bickering between the NCP and SPLM stalled efforts in the National Assembly to approve enabling legislation for the southern Sudan and Abyei referenda, slated for January 2011.

In an effort to prompt CPA partners to consider various post-referenda scenarios that they might have to deal with in order to ensure a peaceful implementation of the agreement, UNMIS held a major symposium on "Unity and Prospects of Self-Determination" in November. Sudanese political players, intelligentsia and members of the general public engaged in a lively debate over the future of the country post-2011.

Against this difficult background of political wrangling and the challenges of timelines, mishaps and regional instabilities, UNMIS continued to press on with its mandate within its capabilities. The mission cleared and reopened the Sobat river waterway after a tribal attack sank 120 barges, closing the only lifeline between Nasir and Acobo. It deployed aerial patrols after the clashes in Yambio, Bintue and Awiel, supported JIUs in the Abyei area, managed tensions between the Dinka and Misseriya, and provided training on elections security to police in both northern and southern Sudan, to mention just a few activities.

UNMIS was also affected by tragedy in 2009 when its Deputy Force Commander, Brigadier Moin-Ud-Din Ahmed, was assassinated while on leave in his home country of Pakistan. A memorial service was held at UNMIS HQ in his honour. ■



## A year of transition for MINURCAT

In 2009, the United Nations Mission in the Central African Republic and Chad (MINURCAT) added a large military component to its peacekeeping operation as it assumed responsibility from the European Union force (EUFOR) on 15 March 2009. In January, the Security Council adopted resolution 1861 authorizing the deployment of 5,200 troops to the troubled area and tasked the mission with helping to create conditions conducive to a voluntary, secure and sustainable return of refugees (263,000 from neighbouring Darfur, Sudan) and 180,000 internally displaced persons (IDPs) currently encamped in eastern Chad.

In mid-January 2009, clashes between rebel factions and the Government of the Central African Republic resulted in a new influx of

refugees from northeastern Central African Republic into the Salamat region of Chad. UNHCR estimates that approximately 16,000 new refugees arrived, bringing the total number of refugees receiving humanitarian aid in Chad to approximately 320,000.

At one minute before midnight on 14 March 2009, Force Commander Major-General Elhadji Mouhamedou Kandji (Senegal) assumed operational control of the United Nations force of 2,085 troops. The force comprised 1,877 troops rehatted from eight EUFOR contributors (Albania, Austria, Croatia, Ireland, Finland, France, Poland and Russia), 140 troops from two new contributors (Ghana and Togo), and 68 new force headquarters staff officers from various countries. By year's end, the MINURCAT

force had welcomed troops from Nepal, Cambodia and Mongolia, as well as a state-of-the-art level II deployable hospital and staff from Norway. Challenges still remain for the MINURCAT force to attain its full authorized strength and fulfil its security mandate.

At the beginning of the year, the mission successfully focused on the deployment of the special Chadian security force, the *Détachement Intégré de Sécurité (DIS)*, to maintain law and order in refugee camps, IDP sites and surrounding towns. The 820 men and women of the DIS are now working throughout the mission area in 20 locations in camps, IDP sites and towns in eastern Chad. More than 248 United Nations police officers from 20 countries, including 26 women, mentored, monitored and

advised the DIS. The international police officers supported the DIS in policing refugee camps in eastern Chad and conducted motorized and foot patrols around key towns in eastern Chad. MINURCAT also assisted the recruitment by the Chadian national police of 250 female officers in order to improve the gender balance of the force.

At the year's end, the DIS had conducted more than 3,600 patrols and 1,400 security escorts, primarily benefiting humanitarian actors. It had arrested more than 300 individuals involved in various crimes and offences, and confiscated weapons and recovering vehicles stolen from UN agencies and non-governmental organizations. DIS also recorded several cases of infiltration of armed individuals into refugee camps and has sought to contain this threat by placing security checkpoints around the camps.

UN experts also provided support to the functioning of courts in eastern Chad. In July, the Criminal Court of Abéché, with the support of MINURCAT, the United Nations Development Programme (UNDP) and UNHCR, completed a six-week circuit session that dealt with 42

criminal cases. A total of 107 accused persons were put on trial, represented by defence counsel, with sentences ranging from five years to life imprisonment. MINURCAT also provided technical support to the mobile court hearings in Goz Beïda and Farchana, including the preparation of court documents. During July and August, court facilities in Iriba and Goz Beïda were rehabilitated and equipped with MINURCAT and UNDP support. In order to improve prison infrastructure, MINURCAT implemented projects to bolster security and the living conditions of female inmates in Abéché Prison and the reconstruction of the Iriba detention facility.

MINURCAT launched sensitization campaigns on female genital mutilation, sexual and gender-based violence and forced marriage, targeting internally displaced persons and refugee communities, as well as local authorities. The gendarmerie initiated criminal investigations in three rape cases after DIS arrested the perpetrators and transferred them to the justice of the peace.

MINURCAT, UNICEF, UNHCR and UNDP conducted joint verification

visits in refugee camps and internally displaced person sites to support Government efforts to eradicate the recruitment of children by armed groups.

MINURCAT also supported local reconciliation and intercommunity dialogue in eastern Chad. In much of the east, underlying tribal tensions and disputes between farmers and nomadic herders, triggered by competition for scarce resources, have intensified in recent years with the displacement of communities and prevalence of weapons. Initiatives aimed at intercommunity dialogue have seen the creation of conflict prevention committees and reconciliation ceremonies in various areas of eastern Chad previously mired by ethnic conflict.

While 2009 was a year of transition for the newest UN peacekeeping operation, the coming year should be marked by the consolidation of its presence throughout the area of operations. Preparations continue in earnest to accommodate the remaining incoming troops and civilians needed to achieve the security objectives set out by the Security Council. ■

## Supporting peace operations in Somalia

The newest addition to field operations in 2009 was the UN Support Office for AMISOM (African Union Mission in Somalia). UNSOA is a unique operation in that it is removed from the theatre, and headquartered in Kenya within the United Nations complex in Nairobi (UNON), with a forward support base in Mombasa. The Nairobi location puts UNSOA in close proximity

to AMISOM Mission headquarters, the United Nations Political Office for Somalia (UNPOS) and the UN country team—all in Nairobi.

During the year, UN staff made trips to Mogadishu to work directly with AMISOM, Somalia's Transitional Federal Government and other partners on the ground in Somalia. However, Mogadishu remained

at security level 5 for the United Nations (meaning no international staff can live or work there).

Violence continued to wrack the city, and on 17 September, Al-Shabaab insurgents driving UN-marked vehicles attacked the AMISOM force headquarters and a Dyncorps office, killing 21 people including four Somali civilians

and five Ugandan and 12 Burundian peacekeepers

Overseen by the Department of Field Support, UNSOA is mandated by Security Council resolution 1863 (2009) to deliver a support package to AMISOM similar to that of a traditional UN peacekeeping mission. There are currently just over 5,000 troops from Burundi and Uganda in AMISOM, and discussions are under way with other African Union member states to send troops to reach the mandated strength of 8,000. UNSOA's logistical support is an element of the UN's three-phase plan in Somalia – to strengthen the Transitional Federal Government's security sector, to create a "light footprint" for the UN, and when conditions allow, to transition from AMISOM to a UN peacekeeping operation, pending Security Council approval.

In June, UNSOA delivered the first of multiple support package shipments to Mogadishu, including fresh food and rations, medicine and medical equipment, and an airport fire and rescue truck. Plans were under way for the construction of new sanitation and kitchen facilities. In addition, UNSOA provided AMISOM with training in medical response, movement control, property management, engineering and strategic communication.

In 2010, UNSOA and AMISOM plan to launch a radio station for Mogadishu with production in Kenya. UNSOA has contracted with a private communications company to help implement the radio project as part of an outreach package for Somalis in and outside the country. A mix of news and traditional Somali music, the station is expected to be Somali-owned and operated in the long-term, and to contribute to the country's peace process. ■

## Progress towards peace in Somalia

Somalia continued to dominate world headlines – mostly for negative reasons connected with piracy and violence. But there has been positive progress illustrated by the fact that just nine months after being elected President of Somalia, Sheikh Sharif Sheikh Ahmed addressed world leaders at 64th Session of the United Nations General Assembly in September 2009 to lay out the priority needs of his country.

His election to the presidency on 30 January 2009 was part of the implementation of Article 9 of the Djibouti Peace Agreement, which laid out the framework for political cooperation. The agreement included an amended transitional federal charter, which led to an enlarged Parliament of 550 members with greater participation from groups not previously represented. By the end of February, with the appointment of Prime Minister Omar Sharf, a new Government consisting of 37 ministers was put in place and relocated for the first time in some years to Mogadishu.

The installation of the new Government, together with the withdrawal of the Ethiopian forces in mid-January—reconciliation measures laid out in the Djibouti Agreement—were positive indicators for the direction of the peace process.

The Government, however, faced numerous challenges throughout the year as well as threats from Somali extremists, mainly Al Shabab and Hisbu'l Islam, aided and abetted by foreign fighters,

including an attempted coup d'état by insurgents in May and two deadly attacks carried out by suicide bombers in February and September, killing Burundian and Ugandan peacekeepers as well as Somali officials. With the support of the African Union Mission in Somalia (AMISOM), the Transitional Federal Government (TFG) managed to hold strategic positions and government installations in Mogadishu. These incidents, however, exposed the dire need for strengthened security forces and both increased and accelerated international assistance to the Government and AMISOM.

The Special Representative of the Secretary-General, Ahmedou Ould-Abdallah, who was leading the UN Political Office for Somalia (UNPOS) in consolidating the peace process, advocated for stronger diplomatic support and increased financial backing from regional governments and the international community to strengthen security.

In April, donors pledged more than \$200 million at a United Nations-European Union sponsored conference in Brussels for the support of Somali security institutions and AMISOM. As of late 2009, more than two-thirds of pledges had been collected. In a move towards strengthening transparency and accountability, the TFG signed an agreement with the international accounting firm PricewaterhouseCoopers to help monitor the incoming funds and to build financial capacity. En-

couraging support for the TFG also came in early August when US Secretary of State, Hillary Clinton, in a meeting with President Sharif, reaffirmed the United States' support for the Somali government.

Implementation of the peace process gained further momentum in August with a conference on "Addressing Impunity: Towards Justice and Reconciliation," facilitated by UNPOS under Article 9 of the Djibouti Agreement on Justice and Reconciliation. The two-day conference, which sought ways to move forward on addressing impunity, in-

cluded ministers, parliamentarians, and members of Somali civil society as well as international experts.

Off its shores, high-profile attacks involving large ransoms and increasingly sophisticated equipment continued to focus attention on Somalia. Spurred by Security Council resolutions to expand measures to counter pirate attacks, the international community, in a show of solidarity, increased anti-piracy efforts, making it riskier for pirate ships to run the gauntlet of naval patrols and managing to reduce the number of successful incidents. Piracy and

its effect on the global economy, however, remain a challenge for the international community.

The SRSB maintains that the only durable solution to piracy and the overall instability in Somalia is to address its root causes. The answer lies in establishing effective governance, rule of law and security institutions and economic development including job creation—all pillars within the framework of the Djibouti Agreement. UNPOS, together with its regional and international partners, continued its work in advancing the implementation of the Djibouti Agreement. ■

## Côte d'Ivoire's electoral process moves ahead

The motorboats that crisscrossed the scenic lagoons around Grand Lahou, some 150 kilometres west of Abidjan, in mid-2009 bore a cargo of no mean importance to Côte d'Ivoire's peace process. They carried computers and other equipment to localities accessible only by water for use in a population identification and voter registration operation, part of preparations for the long-awaited national elections. Elsewhere, helicopters and land vehicles—contributed, like the boats, by the UN Operation in Côte d'Ivoire (UNOCI)—were used to take the precious supplies to far-flung villages as part of the mission's "Operation Transport."

Operation Transport is emblematic of the support the UN has provided to the electoral process in Côte d'Ivoire, a key element on the road to peace for the West African nation of some 18 million people. The international community is providing approximately 21 billion CFA francs (about \$46.6 million) of the 36 billion CFA (about \$80 million) budgeted for the electoral process,

with just over 70 percent coming from the European Union. The remaining 15 billion CFA francs is the Ivorian state's responsibility.

The UN has made a commitment to supporting open, free, fair and transparent elections in Côte d'Ivoire, and to this end it has been working with state authorities, especially the Independent Electoral Commission (IEC), the main body tasked with organizing the polls.

While the UN is not organizing the elections, the Special Representative of the Secretary-General is to certify the process as free and fair, a weighty challenge.

The UN Development Programme (UNDP) has contributed \$1.2 million, much of which has been used to buy voting material, computer and office equipment and furniture for the IEC and its local commissions. The remainder has gone largely to training for the electoral process.

UNOCI's involvement also includes providing security for

the process, logistical support, technical assistance, support for training and awareness programmes and fund-raising.

The UN's commitment began in the pre-electoral phase, supporting the public mobile court hearings in 2007, which enabled hundreds of thousands of undocumented persons to obtain substitute birth certificates. For many Ivorians, it was the first identity document they had ever had. UNOCI also transported equipment, officials of the IEC and other bodies linked to the mobile court process, including the Justice Ministry.

The mission also gave technical and logistical assistance to the Ivorian state in reconstituting civil registers that were lost or destroyed as a result of the conflict which broke out in Côte d'Ivoire in September 2002.

The electoral process moved into high gear in September 2008 with the launch of the population identification and voter registration operation, which brought with it

new challenges for the Ivorian state and its partners, including ONUCI. Identification equipment had to be transported. Some of the data collection centres had no electricity, which meant the equipment brought in for the operation could not work. Staff needed transport to remote regions. People had to be informed how and where to register.

Operation Transport mobilized some 300 vehicles and drivers each day to ferry people and equipment to the collection centres. Airplanes, helicopters and boats replaced cars in localities more difficult to reach. In areas off the national electricity grid, the mission supplied generators. More than 6 million people registered throughout the country during the operation which lasted from September 2008 to June 2009. When a few months later the provisional voters' list was drawn up, UNOCI helped the IEC by transporting the list to local

government areas, from where the commission distributed it to the collection centres.

As the countdown to the presidential election progressed, preparations continued for the poll, which had been scheduled for 29 November 2009. The mission collected electoral material which had been shipped in from abroad, and took it from the port to IEC storage depots in Abidjan, Côte d'Ivoire's economic nerve centre, and Yamoussoukro, the political capital. UNOCI then ferried heavy and sensitive equipment from the storage depots to the 70 departmental IEC offices.

Aware that all the work done by the Ivorian institutions and their international partners could come to naught should there be widespread violence, the mission has focused its outreach activities on creating a peaceful environment before, during and after elec-

tion. This has been the main thrust of seminars, workshops and meet-the-people sessions conducted in various parts of the country with media, community chiefs, women's and youth organisations and various interest groups. Conscious of the value of sport as a force for reconciliation and harmony, UNOCI placed special emphasis on sport activities aimed at fostering peace. The mission was asked to present these activities at the Third International Peace and Sport Forum, held in November in Monaco.

Throughout Côte d'Ivoire's peace process, the path to elections has been fraught with delays. Identification and voter registration were completed months behind schedule, as were the production and posting of the voters' roll. The successive delays led to the poll's postponement again in 2009, with early 2010 the most recent target. Whenever it occurs, the UN will continue to provide support. ■



*Movement Control officers of the UN Operation in Côte d'Ivoire (UNOCI) load boxes of provisional voter lists onto a helicopter for transport to various polling stations in Côte d'Ivoire. Abidjan, Côte d'Ivoire. 12 November 2009. (UN Photo by Ky Chung)*



*Graduates of the Liberian National Police Academy, including 104 female officers, are sworn into the police force. Monrovia, Liberia. 17 January 2009. (UN photo by Christopher Herwig)*

## Security Council downsizes UNMIL based on achievements on the ground

How a peacekeeping operation completes its mandate and leaves a country can be as important as how it arrives and begins work. When the “blue helmets” leave prematurely, regardless of their achievements, full-blown violence can resume, prompting the redeployment of international troops. Such a scenario was most recently demonstrated by the arguably premature departure of a UN peacekeeping operation from Timor-Leste in 2005, and the subsequent return of a UN peacekeeping mission backed by an international security force in 2006. Conversely, a mission that stays too long and maintains too high a profile long after the conflict has ended risks undermining support from the host government and the local population.

In the case of the United Nations Mission in Liberia, (UNMIL), the

Security Council and the Secretariat agreed that a phased downsizing and a limited demilitarization of the mission was the smartest way to proceed. In order to lock in the gains in peace and stability realized in the West African country, which had previously hosted several UN and regional peacekeeping operations, this downsizing takes into account measurable developments on the ground in the country as well as the situation in neighboring states.

In September 2009, the Security Council voted unanimously to extend the mandate of UNMIL, which was established in 2003, for a further year and to accept the Secretary-General’s proposed third phase of its drawdown. This process involves cutting back by more than 2,000 military person-

nel and reducing UNMIL’s authorized strength to just under 8,000 troops in Liberia, in addition to its 250-strong presence at the Special Court for Sierra Leone in Freetown. In addition, to lower the mission’s military profile, originally designed to show a robust posture, the Council also called for the removal of three attack helicopters and dozens of armoured personnel carriers. On the ground, the mission removed many static checkpoints and reduced security posts where operationally and logistically feasible.

The country continued to make significant progress in consolidating peace and stability, but its gains remained fragile. The Security Council agreed with the Secretary-General that the elections set for 2011, when the Liberian authori-

ties will have primary responsibility for the polling process, will be a critical test of the sustainability of peace in the country. In 2010, UN efforts will continue to focus on strengthening Liberia's security and rule of law of law institutions and creating employment opportunities, especially for the country's youth and of people of fighting age. Improving the human rights situation, especially for Liberian women, is another high priority.

UNMIL's achievements over the years are indisputable. The "blue helmets" disarmed more than 100,000 ex-combatants, supported the country's first democratic elections in decades (which resulted in Ellen Johnson-Sirleaf becoming Africa's first female elected head of state), and provided the security necessary for reconstruction, economic development and reconciliation. For these achievements and others, UNMIL remains

extremely popular with the democratically elected government and the local population.

When the Security Council ultimately decides that a peacekeeping force is no longer required in Liberia, it will hopefully be not a day to soon or too late. The final withdrawal should be a source of pride for Liberians and for the United Nations, which has helped bring them peace at long last. ■

## Peacebuilding: consolidating the gains of peacekeeping

The components of the United Nations peacebuilding architecture established in 2006—the Peacebuilding Commission, Fund and Support Office,—were particularly active during 2009, to supporting and sustaining UN political and peacekeeping work in post-conflict countries. In addition, Secretary-General Ban Ki-moon laid out a strategy to support national efforts to secure sustainable peace more rapidly and effectively.

In his report on "Peacebuilding in the Immediate Aftermath of Conflict", issued in July, Secretary-General Ban Ki-moon also set out an agenda to "bring peacebuilding upstream and mount a more rapid and effective response in the immediate aftermath of conflict." With the economic crisis which affects the most vulnerable, he said, "there is a new urgency to redouble our efforts and ensure that resources are used more efficiently by promoting a more coherent, effective and focused response."

The Secretary-General's report focused on the first two years after conflict. "By meeting people's

demands for security, shoring up the political process, delivering a peace dividend and strengthening national capacity, we can help national actors in their efforts to set positive dynamics in motion right from the start," he wrote.

The Peacebuilding Commission (PBC) focused attention on the countries currently on its agenda, including Burundi, the Central African Republic, Guinea-Bissau and Sierra Leone. The PBC assists UN peacebuilding efforts by providing sustained international attention, mobilising resources and strengthening partnerships in support of key peacebuilding priorities of countries emerging from conflict.

The Peacebuilding Fund (PBF) contributes to consolidating peace by funding projects that are designed to respond to the imminent threats to the peace process, build or strengthen national capacities to promote peaceful resolution of conflict, stimulate economic revitalization and re-establish essential administrative services. The Peacebuilding Fund, managed by the

Peacebuilding Support Office at UN Headquarters, extended its reach with fast, relevant and catalytic funding in 15 countries. In addition to providing financial assistance to the countries on the agenda of the PBC, the PBF supported peacebuilding projects in Comoros, Côte d'Ivoire, Guinea, Liberia, Nepal, the Democratic Republic of the Congo, Haiti, Timor-Leste, Kenya, Comoros and Somalia.

During its third year of engagement in Sierra Leone, and in support of the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL), the Peacebuilding Commission focused international attention on the country through convening a high-level special session in June 2009. That session produced an outcome document that welcomed the government's Agenda for Change and the United Nations' joint vision for Sierra Leone which supports it. The outcome document adopted in June 2009 at the High Level special Session on Sierra Leone committed the PBC to promoting good governance, the rule of law, combating illegal drug



*Women in Mpimba central prison receive new uniforms and blankets from a Peacebuilding Fund project, Bujumbura, Burundi. 10 November 2009. (UN Photo by Sylvain Liechti)*

trafficking and addressing youth unemployment. The PBC engagement in Sierra Leone has been bolstered by approximately \$37 million from the Peacebuilding Fund.

UNIPSIL, established in 2008, succeeded peacekeeping operations that ended a bloody civil war in Sierra Leone in 2002. As the first country to be addressed by the UN's peacebuilding structures established in 2006, Sierra Leone has been in a sense a laboratory for the UN peacebuilding efforts. UNIPSIL, responsible for coordinating political, development and humanitarian support, has found that peacebuilding takes continuous mediation and a dedicated, coordinated and supported strategy. Political violence between the youth of rival parties in 2009, for example, temporarily threatened to undo the good done by seven years of peacekeeping. UNIPSIL helped mediate a joint

communiqué against further violence, but the future path for peacebuilding in Sierra Leone is not yet fully charted.

Using the model of Sierra Leone, the Security Council has authorized similar transitions from peacekeeping to peacebuilding in other post-conflict operations.. Political missions in the Central African Republic (BONUCA) and Guinea-Bissau (UN-OGBIS) are to become integrated peacebuilding offices in early 2010, while the UN Integrated Office in Burundi, another peacekeeping successor, will also be led by the Department of Political Affairs.

The Peacebuilding Commission and Fund have also supported the United Nations Integrated Office in Burundi (BINUB) in focusing on disarmament, demobilization and reintegration (DDR), and assisting the country as it prepares for elections in 2010. The Peacebuilding

Fund, through its \$37 million allocation to Burundi, has also supported the socio-economic reintegration of ex-combatants.

Support to the security sector was prioritized as crucial in Burundi. The PBF funded two initiatives for improving the defense forces by rehabilitating 14 army barracks for 23,700 military personnel, 94 percent of the country's military force. Also, the PBF ensured that some 90 percent of Burundi's military personnel received training towards the building of a professionalized, peacetime force.

In addition, bringing together key actors for political dialogue was prioritized as important to sustainable peace in Burundi. BINUB initiated a set of dialogue meetings across Burundi's 17 provinces, providing Burundians with a chance to contribute to the debate on building a peaceful future.

The Peacebuilding Commission, working with the United Nations Peacebuilding Support Office in Guinea-Bissau (UNOGBIS), finalized the Strategic Framework for Peacebuilding in Guinea-Bissau covering six areas, including: electoral support; measures to jumpstart the economy and rehabilitate the infrastructure, particularly in the energy sector; security sector reform; strengthening of the justice sector and measures against drug trafficking; public administration reform; and social issues critical to peacebuilding. The PBF has allocated \$6 million to support the strengthening of prisons, army barracks, youth employment and the electoral process.

The Commission has worked with the United Nations Peacebuilding Office in the Central African Republic (BONUCA) in the areas of security sector reform and DDR, rule of law and good governance and the establishment of development hubs. The Central African Republic has also benefited from an initial allocation of \$10 million from the Peacebuilding Fund.

“There are no quick fixes for holding and sustaining peace,” the Secretary-General concluded in his report, “... (I) f the international community, led by the United Nations system, is ready to respond rapidly, coherently and effectively, we can help to give national actors a greater chance of sustaining peace and laying the foundations for sustainable development. All too often it is the innocent men, women and children who pay the price of war. We cannot ask them to pay the price of peace.” ■

*Secretary-General Ban Ki-moon (left) accompanied by former United States President Bill Clinton during a visit to Haiti aimed at raising global awareness of the country's recovery and reconstruction needs. Port-au-Prince, Haiti. 10 March 2009. (UN Photo by Eskinder Debebe)*

## A more promising outlook in Haiti

Five years into the stabilization process, Haiti appeared to be on the right track to advance toward a more promising future for its people, thanks to the combined efforts of the Haitian authorities, the United Nations Stabilization Mission in Haiti (MINUSTAH), and the international community.

“Haiti has a remarkable opportunity to escape the chains of its past,” said former US President Clinton in his first briefing to the Security Council last September as United Nations Special Envoy for Haiti. He noted that the outlook for the country was positive, with a government committed to building a modern state, large pledges of donor assistance, a diaspora willing to assist and goodwill from the international community.

President Clinton was appointed by Secretary-General Ban Ki Moon

following a joint visit to Haiti in March 2009 along with the Security Council to assess how best to assist the country in economic recovery and reconstruction after the 2008 devastating storms.

As Special Envoy, Mr. Clinton's mandate was to include assisting the Government of Haiti in implementing its recovery plan, generating new jobs, improving the delivery of basic services and rebuilding infrastructure, strengthening disaster preparedness, attracting private sector investment and fostering greater international support.

Since assuming his functions, Special Envoy Clinton welcomed a delegation of more than 600 business leaders in Haiti to explore investment opportunities. His Clinton Global Initiative also committed \$428 million for two years (2008-2009) for various projects in Haiti.





*An electoral worker and Jordanian peacekeepers collect and organize ballots at the MINUSTAH's intake centre before sending them for counting, during the second round of the senatorial elections, in Port-au-Prince, Haiti. 24 June 2009. (UN Photo by Logan Abassi)*

The linkage between security, stability and development was reaffirmed by Security Council members during a debate on Haiti in September. While stressing that much progress had been achieved in the political and security sectors since 2006, members emphasized that the dire socio-economic situation remains a key challenge to peace consolidation, and they urged the international community to keep its support steady.

Addressing the Council, Special Representative of the Secretary-General Hédi Annabi highlighted the progress achieved in five key benchmark areas of the consolidation plan endorsed by the Security Council. They include political dialogue and elections, the extension of state authority, ensuring security, strengthening the rule of law and human rights and socio-

economic development. He noted that Haiti's security capacities had increased to nearly 10,000 Haitian National Police (HNP) officers. With the support of MINUSTAH and Haiti's partners, the Haitian state had restored its authority over the entire territory, and the security situation opened a window of opportunity for economic improvement. The peacekeeping mission also contributed to enhancing Haiti's institutional capacity and supporting reforms that increased customs revenues and enhanced local management of resources.

On 13 October, the Security Council unanimously voted to extend MINUSTAH's mandate for an additional year, with a slight adjustment in the force configuration (augmenting the number of UNPOL officers by 120, and reducing the number of troops by the same amount) to

better meet the requirements on the ground.

Council members reiterated their support to the stabilization process and stressed the need to solidify the gains achieved to ensure that progress is irreversible.

"We must not lower our guard prematurely," SRSB Annabi told the Council. "Haiti continues to face threats, including the potential for resumed activity by gangs, criminals and other armed groups and violence associated with illegal trafficking, and the risk of civil unrest." All of those threats may be manipulated to achieve personal or political objectives, he warned, including in the context of forthcoming electoral processes.

On 30 October, a group of 18 senators unexpectedly cast a vote of no

confidence against Prime Minister Michèle Pierre-Louis, accusing her of failing to take effective steps in her one year in office to address high unemployment and more broadly the Government's lack of socio-economic results. The move raised concerns within the international community of a lengthy political gap. However,

the selection process for a new prime minister was completed in less than two weeks. Led by Jean-Max Bellerive, the Minister of Planning and External Relations and renowned economist, the new cabinet—the third during the present term of President Préval—included 11 ministers of the previous team. Bellerive

pledged to attract more investment and create jobs.

Elections to renew Haiti's Lower House and one-third of the Senate, seen as a critical test for furthering the stabilization and democratic process, were scheduled for the first quarter of 2010. ■

## DDR evolves to meet new challenges

Disarmament, demobilization and reintegration (DDR) is a key post-conflict activity that aims to reinforce peace processes, build confidence among parties involved, and contribute to stabilization and early recovery. Spanning the whole spectrum of peacemaking, peacekeeping and peacebuilding, DDR is a multi-dimensional process which has been constantly evolving, in the field and at UN Headquarters.

In 2009, the DDR section of the Department of Peacekeeping Operations (DPKO) continued to support DDR processes in BINUB (Burundi), MONUC (the Democratic Republic of the Congo), UNOCI (Côte d'Ivoire), UNMIS (Sudan), UNMIL (Liberia) and UN-AMID (Darfur), as well as a community violence reduction Programme in MINUSTAH (Haiti), with a caseload of more than 520,000 ex-combatants. DPKO also assisted planning for DDR in Somalia.

In southern Sudan, the DDR process was launched in February 2009, and as of December, some 18,000 ex-combatants and members of special needs groups had been demobilized in five sites with the assistance of the United Nations Mission in Sudan (UNMIS) as part of the nationally owned DDR programme. According to the Sudan National DDR Strategic Plan, up to 180,000 participants are to be demobilized over three years,

*A former combatant registers to disarm at the launch of the disarmament, demobilization and reintegration (DDR) programme sponsored by UNMIS in Ed Damazin, Sudan. 5 May 2009. (UN Photo by Johann Hattingh)*



which will make it the world's largest DDR programme.

In October, in Darfur, representatives from four peacekeeping operations in the region, DPKO and UNDP gathered in El Fasher for a three-day simulation exercise aimed at team-building and undertaking pre-planning on possible scenarios for DDR in Darfur and the wider region.

From eastern DRC, the UN mission MONUC repatriated more than 4,000 ex-combatants and dependents to Rwanda this year. "This is more than triple the repatriation rate for the same period last year," noted Gregory "Gromo" Alex, who leads DDR programmes for MONUC. The mission managed the disarmament, demobilization, repatriation, resettlement and reintegration operations (DDRRR) for foreign combatants, and continued to support the

national government's DDR processes for Congolese combatants. In 2009, the national DDR program processed some 13,600 combatants, of whom about 8,080 were integrated in the national armed forces (FARDC) and about 5,530 were demobilized.

The President of Liberia officially ended the DDRR programme in that country on 15 July 2009. In less than five years, some 101,000 ex-combatants were disarmed and demobilised, including 20,200 women, 9,000 boys and 2,700 girls. The DDRR programme contributed to the peace consolidation process in Liberia, while using new approaches such as employing ex-combatants in infrastructure development projects conducted in partnership with the World Bank and UNDP.

Other innovative approaches that helped stabilization efforts of

peacekeeping operations in 2009 included the "1,000 micro-projects" in Côte d'Ivoire and the community violence reduction programme in Haiti. The "Second Generation DDR" report to be published in early 2010 will include an evolving set of practices that promote and sustain the objectives of DDR in peace operation contexts where the preconditions for the traditional model of DDR don't exist and where irregular armed groups are prevalent.

"This year, integration and innovation have been the name of the game. By thinking out of the box, and also looking at non-traditional approaches to DDR, we hope to overcome some of the challenges we are faced with in peace operations," concluded Ayaaka Suzuki, chief of the DDR Section in DPKO. ■

## Training and transparency in conduct and discipline

In addressing misconduct by peacekeeping personnel in 2009, the Conduct and Discipline Unit (CDU) of the Department of Field Support prioritized prevention activities, and in particular training. The UN's strategy to eliminate sexual exploitation and abuse is three-pronged: prevention, enforcement of UN standards of conduct and remedial action.

Together with the Integrated Training Service of the Department of Peacekeeping Operations, the CDU launched new core pre-deployment training material, which is available to all troop and police contributing countries. Pilot testing was carried out in Germany, Nepal and in regional peacekeeping training centers in Ghana and Guatemala, where training in the delivery of this material was also conducted. In addition, a new induction training

module on standards of conduct was tested with mission staff responsible for conduct and discipline training.

CDU's priorities in 2009 also focused on explaining its mandate and further disseminating the UN's zero tolerance policy towards sexual exploitation and abuse.

A new website was launched in November to provide added transparency and more comprehensive information on the status of conduct and discipline allegations. The new conduct and discipline website (<http://cdu.unlb.org>) provides aggregated data on allegations of misconduct and results of investigations.

In 2009, the UN received 95 allegations of sexual exploitation and abuse (as of 30 November) compared

with 83 such allegations in 2008 and 127 in 2007.

Remedial action in 2009 centered on establishing the foundations for implementation of the victims assistance strategy, as detailed in the Secretary-General's "Report on the Implementation of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel."

The strategy, adopted in 2007, ensures that victims of sexual exploitation and abuse by UN personnel receive timely assistance and support, in the form of medical care, legal services, support for psychological and social care and immediate material care, including food, clothing and shelter. ■



*Spanish peacekeepers serving with UNIFIL on a foot patrol in the village of Khiam, South Lebanon. 6 August 2009. (UN Photo by Pasqual Gorriz)*

## On alert in the Middle East >>

# UNIFIL's strategic communications: Actions speak louder than words

25 December 2008: High alert is sounded across southern Lebanon where the United Nations Interim Force in Lebanon (UNIFIL) is deployed, after the Lebanese Armed Forces (LAF) discover and defuse, with UNIFIL's assistance, eight rockets ready to be launched in the direction of Israel.

In this atmosphere, when hostilities break out in Gaza in late December and escalate through January 2009, raised tensions in the area bear heavily on public

perceptions in southern Lebanon. Media speculation is rife on a possible second front opening up against Israel from Lebanon, where more than 400,000 Palestinian refugees reside. Public apprehensions are particularly intense along the villages that string the UN-drawn Line of (Israeli) Withdrawal (from Lebanon in 2000) known as the Blue Line, an area just recovering from the devastating consequences of the summer 2006 war between Hezbollah and Israel.

8 January: Unknown perpetrators in southern Lebanon fire two rockets into Israel; the Israel Defence Forces (IDF) retaliate with artillery shells directed at the rocket launch site. The next day, a UNIFIL patrol finds a hidden bunker with 34 rockets in the mountain fold of Kfar Shouba overlooking the disputed Shebaa Farms (that Lebanon claims) along the Israeli-occupied Golan. It is an old weapons cache dating from the 2006 war, but the timing of the find adds to the tensions.

14 January: More rockets are fired towards Israel from the eastern sector. The IDF fires back artillery shells. In follow-up operations in the area, UNIFIL and LAF discover and disarm three more rockets equipped with timers, ready to be fired in the direction of Israel.

As tensions mount, UNIFIL and LAF adopt a high operational tempo across southern Lebanon and especially along the Blue Line. A particular concern of the mission is that the large troop presence, although necessary for security and public confidence, could in turn fuel public apprehensions of an imminent war, besides other negative consequences of military operations on the civilian population. It is therefore important to talk to the people, find out their concerns, explain to them the security initiatives and generally allay apprehensions.

Time is of the essence here; there are already reports of people wanting to pack and leave the area – as many did during the 2006 war – and that could potentially precipitate a new humanitarian crisis. Feedback must be quickly obtained on public perceptions on the ground, their fears and concerns analysed to develop appropriate messages to address them and the messages then disseminated across the communities in a consistent and comprehensive way. The mission's handful of communications staff cannot do that so quickly. Therefore troops must be used as they are already out there among the people. But soldiers are not trained communicators: they need clear guidelines on what to ask and what to say to the people they meet.

As a first step therefore, UNIFIL troops are given guidelines from mission headquarters to find out what the people's fears and concerns are; how they view developments in southern

## UN Special Coordinator contributes to peace in Lebanon

The 12,300 "blue helmets" patrolling the Blue Line in southern Lebanon are the most visible aspect of the United Nations' presence in that country. However, the UN has political, developmental and humanitarian roles in addition to peacekeeping, which are coordinated and provided with political direction by the UN Special Coordinator for Lebanon (UNSCOL), based in Beirut. Under his guidance, the more than 20 agencies all seek to work together as 'one UN,' in order to support peace and development in Lebanon, which the United Nations views as complimentary and inextricably linked.

While the UN involvement in Lebanon dates back to the early years after the founding of the Organization, Special Coordinator Michael Williams works particularly closely with UNIFIL on the implementation of Security Council resolution 1701, which ended a 34-day conflict with Israel in 2006.

The resolution, which led to a cessation of hostilities between the parties, saw the Lebanese Armed Forces deployed in South Lebanon for the first time in decades, and imposed an arms embargo on forces other than the Lebanese government and UNIFIL, remain a top priority for the United Nations. It has created a largely stable situation along the Blue Line that separates Lebanon and Israel, and has brought about the longest period of calm, without casualties on either side, in more than a quarter of a century. At the same time, the three-year-old cessation of hostilities does remain fragile, as a number of incidents in the summer and autumn of 2009 underscored. UN Special Coordinator Michael Williams thus remains in close contact with Lebanon's diverse political leadership and with the Israeli government, to keep tensions at bay and solidify the arrangements put in place under resolution 1701.

Williams has also been proactive on the domestic stage in Lebanon. Recognising that the effort to build and strengthen Lebanese institutions and the regular political process is an important outcome envisaged by resolution 1701 and other Security Council resolutions on Lebanon, the UN Special Coordinator worked with Lebanese political leaders, encouraging peaceful parliamentary elections that took place in early June this year. Prolonged negotiations between the different sides produced a national unity government that received parliamentary endorsement in December 2009.

UNSCOL continues to engage with the Lebanese authorities, encouraging them to pursue further-ranging reforms for the welfare and benefit of the population, and offering the UN system's coordinated assistance. Williams' Office also continues to work on other aspects of resolution 1701, coordinating the international community's assistance to improve Lebanon's management of its borders, seeking to halt all violations of the resolution, including regular overflights by Israeli reconnaissance aircraft, and encouraging the delineation of the land border between Lebanon and Syria, which remains uncertain in many areas, including the so-called Sheb'a Farms in the tri-border region between Israel, Lebanon and Syria.

Special Coordinator Williams remained confident that, taking into account the tensions and tests of the past, stability would continue to prevail along the Blue Line. As he told the Department of Political Affairs' Politically Speaking, "Despite the fears and strong feelings that exist, both countries have seen it in their interest to remain committed to 1701. There's real hope for the future, provided they take it forward and implement the remaining aspects."

Lebanon, the response of UNIFIL and the Lebanese Army, and, more broadly, how they view the outbreak of hostilities in Gaza. The feedback so obtained is then integrated at mission headquarters to identify communications priorities. Key messages are issued for dissemination, not just by the specialized communications components, but by all civilian and military elements on the ground.

This typifies UNIFIL's new approach to strategic communications that combines civilian and military capabilities to enable an information-driven response to the needs and concerns of the communities in a way that integrates the mission's operational and humanitarian initiatives. Most importantly, the approach focuses on actions more than words: what we are doing must be consistent with what we are saying.

Synergy of words and actions across the different mission components is ensured through a coordination mechanism that brings together all units having any form of public interface in the normal course of their work. The central coordinating body constantly reviews communications priorities, determining not just what to say, but also what to do, i.e. specific

actions or initiatives to be taken by units on the ground, as these have a bearing on the public's perception through the message inherent in the action.

The operative communications principle is centralised messaging and decentralised delivery. Messages so formulated have a mission-wide perspective while incorporating specific inputs from ground units on particular localized concerns. This also ensures that whereas all UNIFIL components speak from the same page, their combined involvement in delivering the message maximizes its reach, while at the same time serving as guidelines for commanders and troops on the ground to tailor their own activities and general conduct so that the force posture corresponds to the "message" of the Mission.

While addressing specific issues as they emerge, the basic key messages drawn from UNIFIL's mandate and explaining related activities remain the basis for all media and outreach communications. Repeating the same messages in different situations helps position the mission's relevance in the context of the expansive public concerns relating to security and stability in southern Lebanon.

UNIFIL also carries out targeted communications. Specialists within the mission identify and analyze the concerns and information needs of specific audiences. This could be related to particular incidents or developments in a certain part of UNIFIL's area of operations that need to be explained to the residents. Specific concerns may emanate from perceptions prevailing among certain communities by virtue of their location – whether rural or urban, or residing along the Blue Line and so on. Socio-religious and political factors may also play a role. Such specific information needs are addressed by packaging relevant messages for high-impact delivery using multi-media channels.

The preferred means of dissemination though is face-to-face communications that place a premium on inter-personal relations between peacekeepers and the people among whom they operate. This is done in the context of UNIFIL's community relations that include regular liaison with local authorities and key leaders, as well as a range of humanitarian projects undertaken by the mission across southern Lebanon.

Quarterly public perception surveys conducted by UNIFIL through an independent Lebanese consultancy indicate the effectiveness of the communications initiative. This is demonstrated by the high level of public acceptance of UNIFIL's heavy military presence and its operations in civilian areas. ■

*Indonesian peacekeepers serving with UNIFIL distribute toys to Lebanese children, Srfifa, South Lebanon. 11 August 2009. (UN Photo)*





Secretary-General Ban Ki-moon addresses a press conference in front of the damaged warehouse of the Gaza headquarters of the UN Relief and Works Agency (UNRWA). 20 January 2009. (UN Photo by Eskinder Debebe)

## UNSCO helps Gaza recover from January conflict

With offices in Jerusalem, Ramallah and Gaza, the United Nations Special Coordinator Office for the Middle East (UNSCO) represents the Secretary-General and leads the UN system in all political and diplomatic efforts related to the peace process, including in the Middle East Quartet. UNSCO also coordinates the humanitarian and development work of UN agencies and programmes in the occupied Palestinian territory, in support of the Palestinian Authority (PA) and the Palestinian people.

This past year began with intense fighting between the Israeli Army and Hamas in Gaza. The Israeli Government launched “Operation Cast Lead” and fierce conflict ensued in the Gaza Strip with rocket fire also hitting various communities inside Israel. Secretary-General Ban Ki-moon arrived in region in the midst of the January crisis, meeting with both the Israeli leadership and the Palestinian Authority. He also went to Gaza, the first international lead-

er to do so in several years, just as the hostilities had ceased and literally while the embers from the conflict were still smoking.

UNSCO worked feverishly throughout this time, supporting the Secretary-General’s diplomatic endeavors, as well as the operations of UN agencies which attempted to maintain their essential humanitarian work in the most difficult and dangerous of circumstances. Facilities and personnel from the United Nations Relief and Work Agency for Palestine Refugees (UNWRA) were caught up directly in the fighting. Some schools serving as public shelters were struck by Israeli fire, with significant numbers of people both killed and injured.

“I have come to Gaza to see for myself the extent of the damage caused by the last three weeks of fighting and to demonstrate my solidarity to the population of Gaza, and to assure you of the United Nations and the international community’s

full support to help you overcome this difficulty,” Secretary-General Ban said at a press briefing in Gaza on 20 January 2009.

The UN Country Team and UNSCO were also trying to bring relief to the people of Gaza in the wake of the conflict. Robert Serry, the Special Coordinator, supported by the Secretary-General was instrumental in trying get agreement from the Israeli authorities to bring into Gaza urgently needed materials to begin reconstruction of clinics, schools and other facilities destroyed during the fighting. Despite significant efforts, UN requests were to date refused, but UNSCO laid the ground-work for reconstruction to begin when permission is granted.

UNSCO continued its role helping the Palestinian Authority and Palestinian Prime Minister Salam Fayyad’s plan to establish the fundamental infrastructure of a Palestinian State. UNSCO has provided

political and practical assistance to the PA leadership, supporting its objectives and also facilitating capacity-building in the West Bank, vital to the plan. The Special Coordinator also supported the efforts of regional players for Palestinian reconciliation.

Throughout the year, UNSCO continued its mediation efforts in support of Security Council resolutions and agreements, bilaterally with the parties and involving the wider international communi-

ty. In all his contacts Robert Serry underlined the growing urgency of reaching a two-state solution and how its viability is at risk if an agreement is not reached soon. Mr Serry's efforts kept him on the move in Israel, the Occupied Palestinian Territories, and throughout the region. In his contacts, the Special Coordinator was assisted by UNSCO staff who have developed an acute understanding of the political currents in the region and a network of key contacts.

2009 was a particularly busy year for UNSCO, noted for both the military and enduring political crisis. The absence of negotiations between Israel and the Palestinian Authority was the focus of significant international attention, and the UN along with its Quartet partners has underscored the importance of a diplomatic solution, and what needs to be done to get the parties moving in the right direction. UNSCO offices in Jerusalem, Ramallah and Gaza have prepared for what promises to be a challenging year ahead. ■

## UNTSO remains active in the Middle East

Over the past year, military observers with the oldest UN peacekeeping operation, the UN Truce Supervision Organization (UNTSO), continued to conduct inspections, patrols and liaison in the area of limitation of forces and armaments and maintain observation posts on or near the perimeter of the area of separation between Israeli and Syrian forces.

In 2009, some 150 UNTSO military observers were deployed in the Golan and southern Lebanon, at the mission's headquarters in Jerusalem and at its liaison offices in Beirut, Ismailia (Egypt) and Damascus.

UNTSO observers also conducted liaison activities and patrols with the United Nations Interim Force in Lebanon in the UNIFIL area of responsibility.

Set up in May 1948, UNTSO was the first peacekeeping operation established by the United Nations. Over the years, UNTSO military observers have remained in the Middle East to monitor ceasefires, supervise armistice agreements, prevent isolated incidents from escalating and assist other UN peacekeeping operations in the region.

The functions of UNTSO have been modified from time to time in light of changing circumstances. Since the establishment of the United Nations Disengagement Observer Force (UNDOF) in 1974 and UNIFIL in 1978, UNTSO military observers assigned to the Israel-Lebanon and the Israel-Syrian Arab Republic sectors have been placed under the operational control of the commanders of UNIFIL and UNDOF to assist them in the fulfillment of their tasks. ■

## UNDOF acts to keep the peace in the Golan Heights

Patrols were reinforced and UNDOF stepped up its liaison with local leaders during 2009 as the 35-year-old mission adopted a more flexible and mobile operational concept of its mission to monitor the increasingly busy area of separation between Syria and Israel.

Over the past year, the situation in the Israel-Syria region of the Golan Heights remained generally quiet. UNDOF, which was established in May 1974 to supervise the ceasefire called for by the Security Council and the agreement on disengagement between Syrian

and Israeli forces of 31 May 1974, continued to perform its functions effectively, with the cooperation of the parties.

UNDOF supervises the area of separation by means of fixed positions and patrols to ensure that



*An Austrian peacekeeper checks a patrol track in the area of separation near the Golan Heights, Syria. 14 July 2009. (UN Photo by Martin Austerhuber)*

military forces of either party were excluded from it. The force also carried out fortnightly inspections of equipment and force levels in the areas of limitation. A battalion from the Philippines joined the 1,430-member force in 2009, and Poland withdrew its contingent which had served throughout the mission's history until this year.

Due in part to the results of UNDOF's presence, development activities in the area of separation increased, and UNDOF continued to adapt its operational posture to the ongoing Israel Defense Forces (IDF) training activities and Syrian civilian growth in proximity to the ceasefire line. Both sides continued to construct new and renovate

existing defensive positions in the respective areas of limitation.

In calling for a six-month extension of the UNDOF mandate in December 2009, Secretary-General Ban Ki-moon wrote that: "Under the prevailing circumstances, I consider the continued presence of UNDOF in the area to be essential."

The Secretary-General called on the Israeli and Syrian governments to resume dialogue in indirect talks initiated by Turkey, and noted that both sides have continued to impede UN peacekeepers from performing their full duties in some locations.

"Both sides continued to construct new and renovate existing

defensive positions in the respective areas of limitation," he wrote. He also warned of an increased threat to UNDOF personnel and local inhabitants from long-planted mines with deteriorating detonation systems.

In December, he also warned that the mission faced a financial shortfall of nearly one half of its \$45 million budget approved by the General Assembly.

"The outstanding contributions impede the ability of the Secretariat to support the operations of the Force and to reimburse Member States contributing troops to the Force," he wrote. ■

# Helping pave the road to peace in Cyprus

The United Nations Peacekeeping Force in Cyprus (UNFICYP), the Organization's third oldest peacekeeping operation (after UNTSO and UNMOGIP), marked its 45th anniversary in 2009. Although the occasion in itself was not a cause for celebration, it did serve as testament to the success of the thousands of men and women from

around the world who have helped maintain stability and calm for decades on the troubled eastern Mediterranean island under the blue UN flag.

What puts the anniversary in greater relief, however, was the fact that it came as the two main communities of the island once again were

engaging in a process to overcome their differences and re-unite the country. This latest attempt at a comprehensive settlement in Cyprus raised hope in the international community. A year since they began, direct peace talks may not have moved as quickly as some expected. However, considerable progress has been made, which led the Secretary-General to emphasize while in Greece in November 2009 that, despite the many challenges, he remained "cautiously optimistic" over prospects for a settlement.

One of the main challenges facing the peace process is the mistrust that still prevails in many aspects of the relationship between Greek and Turkish Cypriots. This was exemplified by the delay in opening a highly symbolic crossing point between the two sides situated in the northwest of the island. The opening of the Limnitis/Yesilirmak crossing – considered economically vital by local residents from both sides of the divide – had been agreed in March 2008, when the two leaders met to kick off the series of encounters that led to full-fledged negotiations starting in September of that year. Over a year later, following months of recrimination and accusations, the crossing was still to be opened. An initiative designed to build confidence between the two sides seemed instead to erode trust.

And the Limnitis/Yesilirmak crossing was not the only confidence-building measure in abeyance. In May 2009, the Secretary-General wrote in his semi-annual report on UNFICYP that he was disappointed that since the agreement on nearly



*Special Representative of the Secretary-General, Alexander Downer, together with the Cyprus leaders Demetris Christofias (left) and Mehmet Ali Talat (right) address media as peace talks gathered momentum in January 2009. UN Protected Area, Nicosia, Cyprus. (UN Photo)*

two dozen confidence-building measures during the preparatory phase of the talks, the parties had made little progress on their implementation. “The apparent lack of political will to implement the agreed measures constitutes a missed opportunity in building public support within the communities for the process and creating an improved inter-communal atmosphere crucial to a future united Cyprus,” he wrote.

Amid mounting concern over the prospects for the peace talks, the eventual opening of the Limnitis/Yesilirmak crossing – which UNFICYP will help operate – was greeted not only with relief but with a renewed sense of optimism over the possibility of a lasting accord. As

with the opening of the famous Ledra Street crossing over a year earlier, what once had been seen as insurmountable obstacles were overcome, potentially an indication of future cooperation between the two sides.

The agreement to open this newest crossing point was another demonstration of the political will and leadership the Secretary-General commended in the leaders of the two communities, Greek Cypriot Demetris Christofias and Turkish-Cypriot Mehmet Ali Talat. The Secretary-General’s Special Adviser on Cyprus, Alexander Downer, was leading the United Nations political effort on the ground, bringing the Cypriot lead-

ers together on over 50 occasions for direct talks so far.

As 2009 came to an end, there was no scheduled date for the conclusion of the peace talks, which had entered their second round. UNFICYP and the Secretary-General’s good offices mission in Cyprus were working hand-in-hand to facilitate the negotiations, with the Secretary-General’s assurance that he would continue to give unwavering support to the two sides in their search for a settlement. When, and if, one is reached and approved by voters on both sides of the island, it is likely that UNFICYP’s almost half-century of experience will be tapped to help Cyprus make the transition to a united country at last. ■

## The UN mission in Georgia ends

The UN peacekeeping mission in Georgia came to an end when the Security Council, on 15 June 2009, failed to extend the mandate of the United Nations Observer Mission in Georgia (UNOMIG), due to the veto by one of the permanent Council members. Ten countries had voted in favor of a resolution extending the Mission, while four countries abstained.

In a statement issued by his Spokesperson after the vote, Secretary-General Ban Ki-moon said that he “regrets that the Security Council has been unable to reach agreement on the basis of a package of practical and realistic proposals he submitted to the Security Council aimed at contributing to a stabilization of the situation on the ground.” He also expressed deep appreciation for the Mission’s commitment and contribution to peace and security over the last decade and a half.

UNOMIG was originally established in August 1993 to verify compliance with the ceasefire agreement following the outbreak of hostilities between the Georgian Government and the Abkhaz authorities striving to separate Abkhazia from the Republic of Georgia. Its mandate was subsequently expanded to monitor and verify the implementation by the parties of the Agreement on a Ceasefire and Separation of Forces signed in Moscow on 14 May 1994.

While UNOMIG had no role in nearby South Ossetia, another independence-driven region of Georgia, the dramatic developments there in August 2008 and subsequent events, — such as the recognition by the Russian Federation of Abkhazia’s and South Ossetia’s independence and Georgia’s withdrawal from the 1994 Moscow Agreement on a Ceasefire

and Separation of Forces, — considerably affected the context in which UNOMIG carried out its mandated tasks.

The security regime in the Georgian-Abkhaz conflict zone, based on the Moscow Agreement, saw further signs of erosion. The Collective Peacekeeping Forces of the Commonwealth of Independent States (CIS), which had been in place in the conflict zone for the past 14 years, was officially terminated by the CIS as of 15 October 2008. Armed forces of the Russian Federation remained deployed on the Abkhaz-controlled side of the zone of conflict. Georgian and Abkhaz forces, including heavy weapons, were deployed on their respective sides of the ceasefire line, facing each other in a potentially dangerous stand-off. Persisting tensions in Georgian-Russian relations continued to affect the overall situation in the region.

Twice, on 9 October 2008 and 15 February 2009, the Security Council extended the mandate of the mission for four-month periods, with the last extension terminating on 15 June 2009. As a result of those extensions and notwithstanding the new challenges in the aftermath of the August 2008 events, the mission continued its activities in the area of responsibility, including through active patrolling, observation and liaison with the parties.

During the first six months of 2009, the military component of UNOMIG continued to monitor and verify the parties' compliance with the 1994 Moscow Agreement. The military observers conducted patrols in the Gali and Zugdidi sectors to observe the situation and investigate incidents. Fewer patrols, however, were conducted in the Kodori Valley owing to the withdrawal of the CIS Peacekeeping Forces and Georgian forces who provided security guarantees for United Nations patrols. Participation in the quadripartite meetings of the joint fact-finding group and meetings of working group I of the coordinating council did not take place owing to the suspension of the dialogue between the sides and



the withdrawal of Georgia from the 1994 Moscow Agreement.

The United Nations police component provided assistance to both parties to enhance law and order in the Gali and Zugdidi districts. The main priorities were to contribute to the creation of conditions conducive to the safe, secure and dignified return of internally displaced persons and refugees. This was carried out through advising, monitoring, training and equipping local law enforcement agencies as well as facilitating cross-ceasefire line cooperation in improving order and combating crime.

UNOMIG also continued to support the process aimed at the political settlement of the Georgian-Abkhaz conflict, the safe, secure and dignified return of refugees and internally displaced persons to their places of

previous permanent residence and increased respect for human rights. This component covered activities in the areas of political and civil affairs as well as human rights in mandated areas. The main priority remained the engagement of the parties in direct dialogue on substantive issues, economic cooperation, confidence-building measures, humanitarian issues and the monitoring and protection of human rights.

In accordance with the agreements reached on 12 August and 8 September 2008 under the auspices of the European Union presidency, the sides engaged in international discussions in Geneva, beginning on 15 October 2008 under the co-chairmanship of the European Union, the Organization for Security and Cooperation in Europe and the United Nations, represented by the Special Representative of the Secretary-General. The discussions



*Members of the Security Council fail to extend the mandate of the UN Observer Mission in Georgia (UNOMIG).  
15 June 2009.  
(UN Photo by Mark Garten)*

proceeded in two working groups: working group I on stability and security and working group II on the return of internally displaced persons and refugees.

The activities of the human rights office covered the monitoring of the human rights situation throughout the mandated area, particularly in the Gali district, with a focus on the prevention of human rights violations, as well as the provision of legal advisory services to the local population and the monitoring of court trials and detention facilities. In addition, the office implemented capacity-building projects and other grass-roots initiatives for the local population, including initiatives for disadvantaged groups in isolated areas.

In May 2009, the Secretary-General submitted to the Security Council a package of recommendations relating to the future activities of the mission and a future security regime in UNOMIG's area of operations. However, the Council members were not able to reach an agreement on the basis of those recommendations and the mandate of the mission was not extended beyond 15 June 2009.

After the closure of UNOMIG, the United Nations has continued to play a role within the framework of the Geneva discussions, to liaise with the parties and international stakeholders, and continued its activities on the humanitarian front.

The maximum authorized strength of UNOMIG was 136 military observers, 20 police officers, 114 international staff, 211 local staff and one UN Volunteer. Over a period of almost 16 years, hundreds of United Nations military observers, police, and international and local staff served with UNOMIG. Twelve UNOMIG personnel lost their lives while serving in the mission. ■

## Timor-Leste: towards self-sustainability, social cohesion and development

Timor-Leste today looks very different from the days of mid-2006, when a political, humanitarian and security crisis of major dimensions threatened the fledgling state. The security situation as of late 2009 was calm, and the country had been able to celebrate on 30 August the tenth anniversary of the 1999 UN-organised Popular Consultation in a peaceful atmosphere.

This year also saw further progress in addressing the two major residual consequences of the 2006 crisis: the re-integration of the Timorese Armed Forces (F-FDTL) "petitioners" into civilian life, and the closure of all 65 internally displaced persons (IDP) camps without significant incident.

The resumption of primary policing responsibilities by the Polícia Nacional de Timor-Leste (PNTL) through a gradual, phased approach based on mutually-agreed criteria between the Government and UNMIT began on 14 May 2009, with four districts, the police training centre, the maritime unit, and the police intelligence service handed over to the PNTL as of 22 December.



*A national police officer participates in Independence Day celebrations in front of the Palácio do Governo, Dili, Timor-Leste. 20 May 2009. (UN Photo by Martine Perret)*

The current peacekeeping mission, the United Nations Integrated Mission in Timor-Leste (UNMIT), established in the wake of the 2006 crisis, has been providing critical assistance to the Timorese authorities in its four mandated priority areas: review and reform of the security sector; strengthening of the rule of law; promotion of a culture of democratic governance and dialogue; and economic and social development.

Secretary-General Ban Ki-moon presented a medium-term strategy in his 4 February 2009 report to the Security Council, with benchmarks informed by the national priorities process and other planning exercises such as the UN development assistance framework and the plan for the resumption of responsibilities by the national police.

However, progress and stability have been fragile, as many of the underlying factors contributing to the 2006 crisis have remained, including poverty (which increased) and unemployment, lack of an effective land and property regime and still-developing institutions, including in the justice and security sectors.

While the return and resettlement process of IDPs was largely successful, tensions in some communities persisted. Also, while the commencement of the PNTL resumption process was encouraging and the security environment continued to be stable, much remains to be done to fully develop and strengthen Timor-Leste's security institutions. Long-term security and stability will depend on the capacity of the security institutions

to function in an accountable and effective manner, with respect for the rule of law and human rights. A package of draft legislation on the security sector was submitted to parliament for consideration, and UNMIT continued to offer advice and support. Some of the main challenges for the government in seeking consensus on such legislation include defining a meaningful role for the F-FDTL in a peacetime setting, clarifying its relationship with the PNTL and establishing accountability mechanisms and civilian oversight.

During 2009, then Special Representative of the Secretary-General Atul Khare continued to encourage consultative and democratic decision-making processes involving a broad range of stakeholders. While Fretilin, the largest opposition

party, continued to publicly deny the legitimacy of the Alliance for a Parliamentary Majority (AMP) Government, all political parties continued to demonstrate respect for the state institutions. Timor-Leste President Jose Ramos-Horta continued to promote dialogue across the political spectrum and among all segments of society to address priority issues facing the country.

On 9 October, Timor-Leste held village (“sucó”) elections in a generally peaceful atmosphere with only minor security-related incidents. The UN electoral support team, comprised of UNMIT and UNDP staff, gave advice and support through an integrated “One UN” approach. The ability of the Timorese electoral bodies to organize the elections successfully demonstrated their increasing capacities and the public’s continuing faith in democratic electoral processes.

On 13 October, Parliament debated a “motion of no confidence” tabled by Fretilin and its ally, KOTA, because of their opposition to the release by Timorese authorities to the Indonesian authorities of former Laksaur militia leader Maternus Bere, against whom there was an outstanding warrant for crimes against humanity. The motion was defeated by a vote of 39 to 25. The Secretary-General noted in his report of 2 October that the manner in which the case has been handled could have serious consequences for the prospects of accountability for the serious crimes which occurred in 1999. He reiterated the UN position that there can be no amnesty or impunity for war crimes, crimes against humanity or genocide.

While the renewed political dialogue was promising on issues such as reparations to victims,

justice and reconciliation, and implementation of the recommendations of the reports of the Commission for Reception, Truth and Reconciliation (CAVR) and the Commission of Truth and Friendship (CTF), victims and their families continued to search for justice and reparations for criminal acts committed from 1974 to 1999. On 14 December, Parliament called on its Committee A to assess the CAVR and CTF reports within three months and to propose the establishment of an institution that would generate concrete measures for implementation of the reports’ recommendations.

Weaknesses in the judiciary continued to affect public confidence in the entire rule of law system, including in the PNTL. An independent comprehensive needs assessment of the justice sector was

*A family prepares to return home after spending three years in the Metinaro camp for internally displaced people following the Timor-Leste crisis of April/May 2006. 18 June 2009. (UN Photo by Antoninho Bernardino)*



completed in 2009, and its recommendations should contribute to justice sector reform and facilitate the identification and provision of assistance needed from the international community. On 8 June, the new penal code entered into force, incorporating core international criminal law and human rights standards and making domestic violence a public crime.

Economic and social development continued to remain critical to long-term peace and stability in Timor-Leste. While the country's Petroleum Fund has been the major source of income, UNMIT and other UN partners continued to support fiscal prudence as well as the expansion of the non-oil sector of the economy. In 2009, Parliament adopted legislation aimed at enhancing democratic governance, including the establishment of anti-corruption and civil service commissions.

With regard to the future presence of UNMIT, the Secretary-General, in his 2 October report, stated that any adjustments in the numbers of UNMIT police should be carried out in a gradual, step-by-step manner that helps maintain public confidence in the stable security situation. A technical assessment mission from UN headquarters was to visit Timor-Leste in January 2010 to develop medium-term recommendations for the configuration of UNMIT. The Secretary-General was to make proposals for possible adjustments in the Mission's mandate, composition and strength in his report scheduled for February 2010.

In his last address to the Security Council on 23 October, then Special Representative Khare noted that "UNMIT and the UN country team have consciously endeav-

oured to work in a manner that enhances the capacity and credibility of the institutions of this young nation," instead of taking the lead in any activity. "This approach means that progress is not linear, but depends on the pace at which national institutions develop....The touchstone for success in Timor-Leste is not whether or not crises occur, but how future crises are met and resolved. The goal should be to ensure that they are handled in a responsible manner that does not threaten the state and instead provides an opportunity for enhanced social cohesion and development."

In December, the Secretary-General appointed Ameerah Haq of Bangladesh as SRSG for Timor-Leste and head of the UN Integrated Mission there. She took up her appointment in Dili on 5 January 2010. ■

## An unsettling year for the mission in Afghanistan

Of the seven years that the United Nations Assistance Mission in Afghanistan (UNAMA) has been in existence, 2009 would probably qualify as the most difficult yet.

As a political mission mandated to provide political and strategic advice for the peace process and also to help the Government implement the Afghanistan Compact, UNAMA and its leadership in 2009 faced a crucible of purpose and resolve through the challenges that were to confront it in the months to come. Undeterred by these enormous events, the mission has continued to cleave to its principles and to serve the people of Afghanistan.

Amidst a worsening security situation in Afghanistan and a rising number of civilian casualties—1,013 deaths for the first six months of 2009, up by 24 percent from the previous year—the Afghan authorities, with support from the international community, began preparations for the presidential and provincial council elections.

The elections were fully Afghan-led and organized. However, the international community provided funding and technical support through UNDP/ELECT, and the international military forces supported Afghan security institutions. UNAMA mobilized and coordinated the international support,

providing a crucial link between the international community and Afghans on the ground.

In the run-up to the polling day on 20 August, doubts were raised about how many polling centres could actually be opened. Would anti-government elements act upon their repeated threats to disrupt the process? How much fraud would occur? And how many voters would turn out to cast their votes?

There were achievements on election day: approximately 6,200 polling centres opened and the stringent security apparatus across the country prevented any major attack



*An Afghan citizen votes in the country's presidential and provincial council elections, Herat, Afghanistan. 20 August 2009. (UN Photo by Tim Page)*

although, by government estimates, 73 incidents took place country-wide on 20 August. An initial official figure put the turnout at 39 per cent of registered voters.

However, the Independent Election Commission (IEC) was unable to prevent widespread fraud. The international community and UNAMA were chastised by the media for being incapable of stopping fraud, although it was not in their mandate to do so.

The mission's reputation suffered a further blow, after the Special Representative of the Secretary-General for Afghanistan, Kai Eide, was accused by his deputy Peter Galbraith of allowing so-called "ghost polling stations" in the south of the country to exist on Election Day.

Just days before a run-off election was scheduled, terror struck the UN when five staff members were

killed in a dawn attack by gunmen who stormed a guesthouse in Kabul. Survivors and eyewitnesses of the attack recounted stories of heroism by UN security officers Louis Maxwell and Lawrence Mefful, who were killed while saving many lives.

Yet 2009 was also a year of some achievement. While the presidential elections were far from perfect, SRSG Eide had emphasized before the first ballot was cast, that this was "the most difficult and complex election" he had seen. Afghanistan's was a fledgling democracy plagued with insecurity, poor infrastructure and low literacy levels. However, 4.5 million people registered for new voting cards. Men and women and first-time voters came out and voted – even in the embattled south – where they defied the Taliban's threats, bombs, and bullets. The public debates between candidates and the discourse in the media were robust and civil.

Progress was being made by a maturing democratic state. Although the country's election body was unable to prevent fraud, the process was followed, and the mechanisms to detect it worked successfully when the Electoral Complaints Commission threw out 18 per cent of total votes.

In welcoming the IEC's decision to forego a run-off in the presidential race on 2 November, Secretary-General Ban Ki-moon said, "The United Nations remains committed to providing every support and assistance to the new Government in helping to push forward progress for all peoples of Afghanistan."

This was also the third year in which UNAMA spearheaded efforts during a month-long campaign leading up to the International Day of Peace on 21 September. The campaign not only encouraged civil society to participate in promoting the urgent need for peace in Afghanistan, but

also directly led to a substantial drop in security incidents (similar to the 70 percent fall in 2008 on Peace Day), after pro-government forces declared a 24-hour ceasefire. The Taliban also allowed health workers access to insecure areas by agreeing to support a Peace Day polio immunisation drive.

UNAMA's efforts toward improving the situation in detention centres such as Bagram air base also moved forward in November, when the US

military inaugurated a new prison, replacing the existing facility with one providing detainees with improved living conditions and reintegration programmes.

As coordinator of the humanitarian assistance to Afghanistan, UNAMA also launched a \$604 million humanitarian action plan to benefit the country's most vulnerable

The year 2009 in Afghanistan may eventually be seen as cli-

macteric, when progress and mistakes were made and communities were empowered and lessons learnt through the historic elections in August. The UN in 2010 faces an opportunity to address these challenges. A high-level international conference to be held in late January in London was to provide an opportunity for the international community to set that agenda, with their Afghan partners. ■

## Iraq: Coping with a “Herculean task”

In 2009, the United Nations Assistance Mission for Iraq (UNAMI) made significant progress in implementing its mandate from the Security Council, under resolution 1830 (2008) and the subsequent resolution 1883 (2009), in the areas of political facilitation, elections, regional dialogue, human rights, and reconstruction and development.

### Elections

A priority activity for UNAMI this year was supporting preparations for the forthcoming national elections, scheduled on 7 March 2010. These elections were to mark the end of the first full-term of a freely elected parliament in the country's history. Secretary-General Ban Ki-moon stated his firm belief that these elections “represent an historic opportunity for Iraq and a crucial step forward for national reconciliation. They will also contribute to Iraq's political progress and could go a long way towards strengthening Iraq's sovereignty and independence.” UNAMI was also involved in supporting the conduct of provincial elections in 14 of the country's 18 governorates, as well as presidential and parliamentary elections in the Iraqi Kurdistan Region.

Given the challenging political and security environment in Iraq, the Secretary-General called the progress made on the election front a “remarkable achievement.”

UNAMI has been mandated by the Security Council to advise, support, and assist the Government of Iraq and the Independent High Electoral Commission (IHEC) on the development of processes for holding elections and referenda. UNAMI has focused on capacity and institution-building for the IHEC and heads the International Electoral Assistance Team (IEAT), which is comprised of international advisors from various organizations. UNAMI electoral advisers have been sharing best practices in electoral administration in order to help the IHEC to undertake elections that will be credible and accepted by the Iraqi people. The IEAT also strives to support processes that enhance the independence, transparency and credibility of the IHEC. This support included the voter registration update exercise, accompanied by a national voter education campaign. More than 1.5 million Iraqis visited one of 1,082 voter registration centres to register or confirm

their personal data, and 18 million voter information cards were distributed nationwide.

Ensuring that basic standards would be met for the national elections would be, according to the Special Representative of the Secretary-General, Ad Melkert, during his briefing to the Security Council in November, a “herculean task.” (Melkert succeeded SRSG Staffan di Mistura in July.)

Briefing the Security Council in November, went on to say that “success is far from guaranteed as inside and outside forces continue their efforts to impose an agenda of division and destruction. Opposed to this stands the will of the Iraqi people to participate in the design of the future and to democratically mandate its leaders.”

Disagreements in the Iraqi Council of Representatives led to delays in the passage of the electoral law, which set back the timetable for national elections by several months. These elections must be held before 15 March 2010 – the end of the legislative term of the



current parliament. In December, through the mediation efforts of SRSG Melkert, UNAMI helped Iraqi leaders reach compromises on a number of contentious issues, including the allocation of seats, and agreed on a number of amendments to the electoral law. Subsequently, the Council of Representatives adopted the amended law, and the Presidency Council set the date for the election on 7 March 2010.

### **Disputed internal boundaries**

In 2009, UNAMI was actively engaged in seeking a resolution to the issue of disputed internal boundaries. This involved addressing a range of issues including territorial boundary delineation, federal and provincial competencies and responsibilities, revenue-sharing and oil extraction, service delivery and security arrangements. Without resolving these issues, SRSG Melkert stressed

to the Council, “the new Iraq will be permanently at risk of being pulled back or dragged into a fundamentally destabilizing conflict.”

Under UNAMI’s auspices, a high-level task force was established in July to bring together representatives of the Government of Iraq and the Iraqi Kurdistan Regional Government to find common ground on issues of mutual concern and identify possible confidence-building measures. At the end of the year, some progress was made on addressing measures to expedite property claims, improve detention procedures and guarantee the right to education in children’s mother tongue.

### **Economic growth and social progress**

The aim of UNAMI’s political efforts has been to create an environment

for economic growth and social progress, including by assisting the Government of Iraq in the formulation of a national development plan (NDP). The UN Country Team launched the first common country assessment (CCA) for Iraq, focusing on three key areas: governance, inclusive economic growth and essential services. In turn, both the NDP and CCA were incorporated under the UN development assistance framework (UNDAF) 2010-2014, to provide a harmonised approach to sustainable development in the coming years.

A new period of potential investment in economic growth and social progress began in November with the International Reconstruction Fund Facility for Iraq (IRFFI) Donor Committee meeting, where options were discussed for a new funding and coordination mecha-

nism, including the establishment of a new UN multi-donor trust fund that would build on the achievements of the Reconstruction Fund. In November, during a meeting in Baghdad between the Government of Iraq and representatives of the donor community, a decision was reached to begin a new partnership between Iraq and the international community, with Iraq in the lead, building on the accomplishments of the International Compact with Iraq (ICI).

The United Nations also embarked on a number of activities to strengthen governance and the rule of law in Iraq, helping in the preparation of the first Iraqi national anti-corruption strategy, which identified several key areas of engagement, including political party and elections financing and a civil service code of conduct.

### Regional cooperation

The promotion of regional cooperation has also been a key activity for UNAMI. The mission has tried to assist Iraq and Kuwait in normalizing their relations and addressing Iraq's outstanding Security Council obligations to its neighbour. The hope is that progress in this regard could in turn help create a positive momentum for the normalization of Iraq's standing in the international community including, and subject to the Security Council's approval, the eventual lifting of all outstanding Chapter VII mandates on Iraq since resolution 661 (1990). UNAMI also continued to work on promoting and supporting regional cooperation in other areas, in particular in relation to water issues involving Turkey, Syria and Iran.

### Promotion of human rights

Throughout the year, the protection and promotion of human rights was a key priority for UNAMI. It issued its 15th human rights report for the period covering January to June 2009 which highlighted improvements as well as raised concerns on the situation of human rights in the country. It also made special emphasis on the areas of rule of law and impunity, the reimplementation of the death penalty, the situation in prisons and detention centres, and allegations of torture. UNAMI also continued to provide capacity-building assistance to Iraqi ministries, including support for the establishment of an Iraqi Human Rights Commission.

The United Nations remains committed to assist the people of Iraq to rebuild their country and achieve lasting peace and stability. ■

## Nepal's peace process falters

The peace process in Nepal, so hopeful after a peace agreement in 2006 and democratic elections in 2008, stalled in 2009 when relations between the party of the former Maoist insurgents and Nepal's other major political parties deteriorated, and the Prime Minister—the former Maoist leader known as Prachanda—resigned in May.

The Maoist party UCPN-M went on to block parliament and hold numerous street protests and strikes throughout the rest of the year, with the political situation deteriorating further in late December.

Karin Landgren, Representative of the Secretary-General in Nepal, carried out continuous quiet diplomacy throughout the year. She headed

the United Nations political mission in Nepal (UNMIN) which had supported Nepalis with the electoral process as well as with monitoring the cantonment sites of the Maoist army personnel.

One of the unfulfilled provisions of the peace process has been the rehabilitation or integration into the government security forces of some 19,000 Maoist army personnel—including 3,000 children—who remained cantoned in camps around the country since the end of the civil war. The ex-combatants were to have been discharged after completion of a verification process. But the army had resisted integrating them.

However, in late 2009, a high-level committee on the future of the

cantoned personnel was re-constituted. And on 16 December, the United Nations, the Government of Nepal and the Unified Communist Party of Nepal-Maoists (UCPN-M) signed an action plan for the discharge of Maoist army personnel disqualified in the United Nations-led verification process in 2007.

The UN and the government will assist their rehabilitation, once they have been officially discharged. The ex-combatants will have access to a range of rehabilitation options developed by UN agencies. The action plan will be monitored by a UN-led team to ensure that those disqualified are given the choice to partake in programmes to assist their return to a civilian environment, and that they are not exposed to recruitment

by groups who engage in violence or criminal activities.

The Secretary-General's Special Representative for Children and Armed Conflict, Radhika Coomaraswamy, attended the signing event, and said that the minors who spent the last three years in cantonments with their lives on hold will finally be able to take the next step towards a more positive future. The agreement was the first step in re-

moving the UCPN-M from the list of parties which recruit and use children in conflict.

It was an "historic step" in Nepal's peace process, Landgren said. "We hope that it will encourage other steps to unblock the current political stalemate."

In November, Landgren addressed the Security Council, reporting little progress in overcoming the political

impasse that emerged earlier this year when the President revoked the army chief's dismissal by the then-Maoist-led Government and Prime Minister Kamal Dahal. At issue was the fate of the cantoned Maoists.

Other critical key objectives in the peace process, such as the finalization of a new constitution by May 2010, must take place for the confidence of Nepalis to be restored, she said. ■

## Stability maintained in Kosovo

In 2009, its 10th year in operation, the United Nations Interim Administration Mission in Kosovo (UNMIK) continued to contribute to maintaining stability in the region as it transformed into a smaller, more politically-focused mission. At the end of June, the mission completed its reconfiguration, which the Secretary-General had initiated in response to the changed situation on the ground, notably the deployment of the European Union rule of law mission in Kosovo (EULEX) in December 2008. EULEX declared itself fully operational in April 2009.

Largely as a result of EULEX assuming responsibilities in the fields of police, justice and customs, UNMIK staff was reduced to about 500, a 90 percent cut from the previous year.

While continuing to operate under Security Council resolution 1244 of 1999, UNMIK has concentrated its resources on facilitating practical cooperation between Kosovo's communities and between the authorities in Pristina and Belgrade, monitoring and reporting with an emphasis on community issues, and facilitating Kosovo's participation in regional and international

mechanisms important for Kosovo's development, such as the Central European Free Trade Agreement, the Regional Cooperation Council and Interpol.

UNMIK maintains strict neutrality regarding the legality of Kosovo's 2008 declaration of independence, on which the International Court of Justice (ICJ) is expected to issue a non-binding opinion in 2010. Sixty-four UN member states had recognized Kosovo as of December 2009, when the ICJ held nine days of public hearings on the matter. ■

## UNMOGIP monitors ceasefire in Jammu and Kashmir

UNMOGIP, the second oldest UN peacekeeping operation after UNTSO in the Middle East, was deployed in January 1949 to supervise the ceasefire agreed between India and Pakistan in the state of Jammu and Kashmir. Until today, UNMOGIP's functions have been to observe and report, investigate complaints of ceasefire violations and submit its findings to

each party and to the Secretary-General.

Over the past year, UNMOGIP continued to observe and report developments pertaining to the strict observance of the ceasefire. The activity in the field is coordinated by a main headquarters in Islamabad, and a rear headquarters in Srinagar during the winter (and the reverse in sum-

mer), and carried out by 43 military observers deployed in field stations and mobile observation teams. A liaison office is located in New Delhi (India). In addition, international United Nations staff, assisted by local staff, provide administrative and logistical support. Military personnel from the Indian and Pakistani armies provide drivers, security and field station domestic services. ■

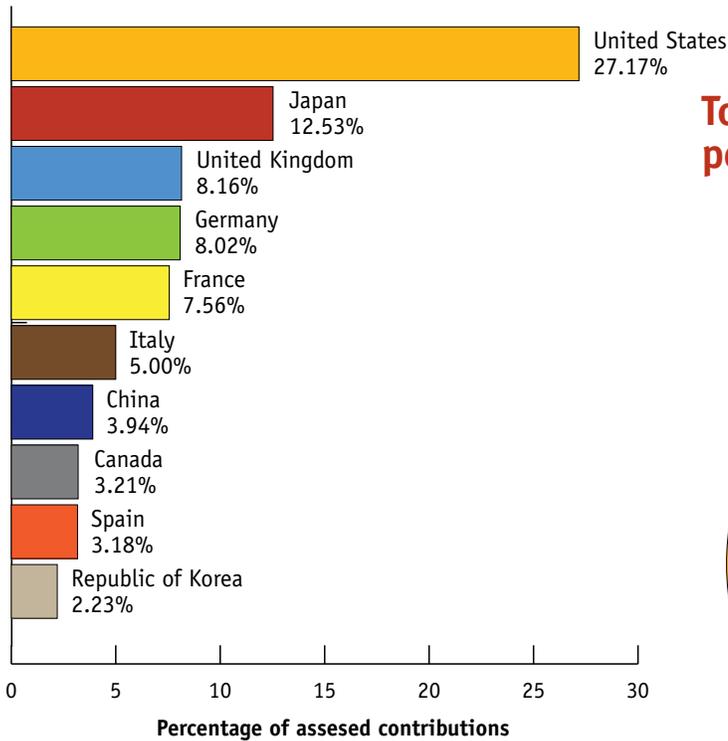
Postscript:

Disaster struck Haiti in early 2010. Badly damaged, with scores of peacekeepers lost, the UN mission worked to help the country recover.

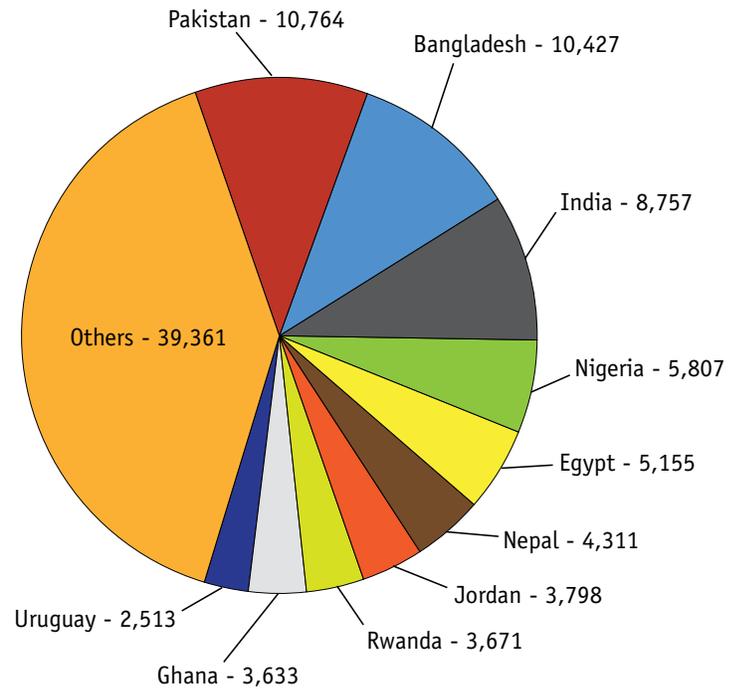
Here are a few images from MINUSTAH, January 12-20, 2010.



## Top 10 Providers of Assessed Financial Contributions to UN Peacekeeping Operations



## Top 10 contributors of uniformed personnel to UN peacekeeping operations (31 December 2009)



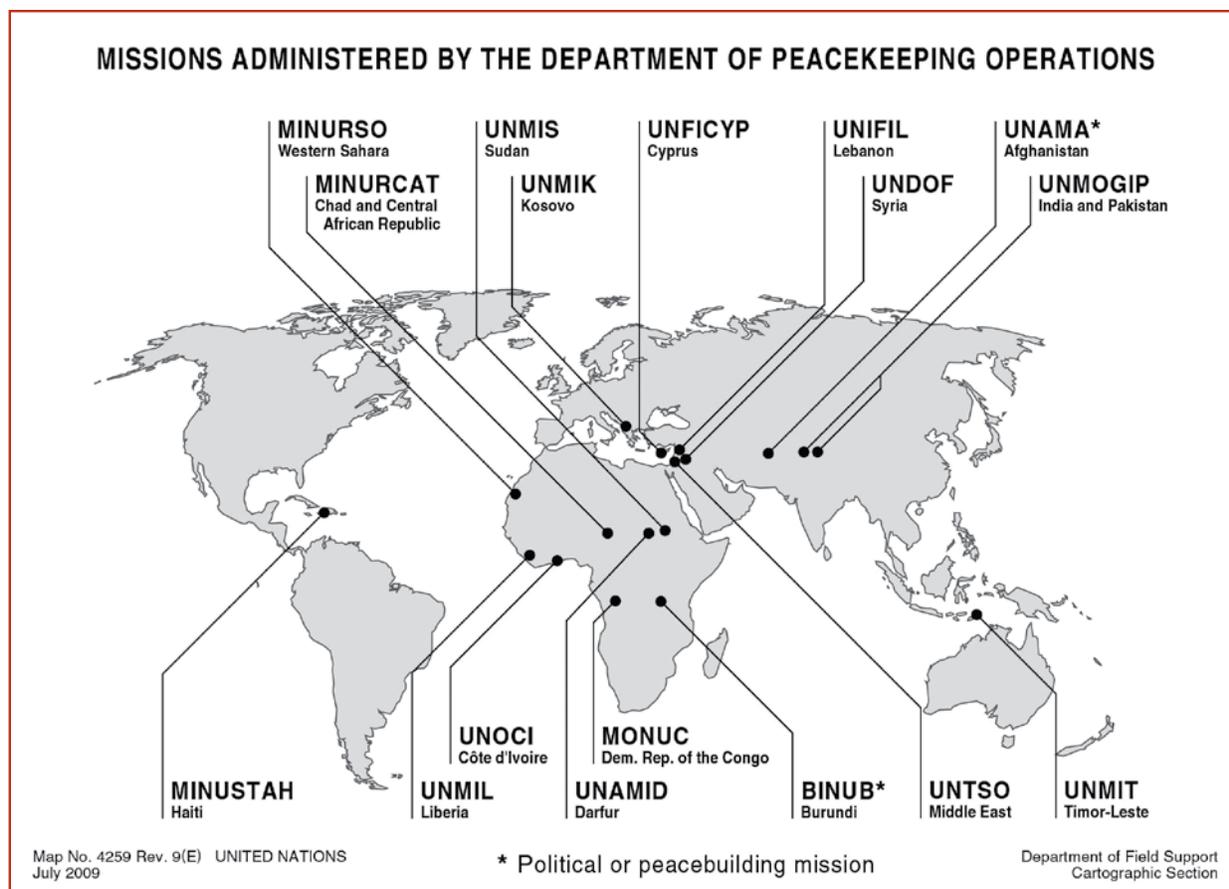
## Surge in uniformed UN Peacekeeping personnel from 1991 to 2009



# UNITED NATIONS PEACEKEEPING OPERATIONS

As of 31 December 2009

Peacekeeping operations since 1948.....63  
 Current peacekeeping operations.....15  
 Current peace operations directed and supported by the Dept.of Peacekeeping Operations (DPKO).....17



## PERSONNEL

Uniformed personnel (82,868 troops, 12,781 police and 2,209 military observers) .....	97,858 *
Countries contributing uniformed personnel .....	115
International civilian personnel (31 October 2009).....	5,827 *
Local civilian personnel (31 October 2009).....	13,330 *
UNV Volunteers.....	2,562 *
Total number of personnel serving in 15 peacekeeping operations .....	119,577
Total number of personnel serving in 17 DPKO-led peace operations .....	121,716 **
Total number of fatalities in peace operations since 1948 .....	2,677 ***

## FINANCIAL ASPECTS

Approved resources for the period from 1 July 2009 to 30 June 2010.....	About US\$7.75 billion
Estimated total cost of operations from 1948 to 30 June 2009.....	About US\$61 billion
Outstanding contributions to peacekeeping.....	About US\$1.85 billion

\* Numbers include 15 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/en/peacekeeping/documents/ppbm.pdf>.

\*\* This figure includes the total number of uniformed and civilian personnel serving in 15 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

<b>UNTSO</b> <b>United Nations Truce Supervision Organization</b> Strength: military observer 151; international civilian 96; local civilian 129; total personnel 376 Fatalities: 50 Appropriation 2008-09: \$66.22 million	Since May 1948	<b>UNOCI</b> <b>United Nations Operation in Côte d'Ivoire</b> Strength: military observer 189; troop 7,202; police 1,145; international civilian 400 ; local civilian 682; UN volunteer 304; total personnel 9,922 Fatalities: 64 Approved budget 07/09-06/10: \$491.77 million	Since April 2004
<b>UNMOGIP</b> <b>United Nations Military Observer Group in India and Pakistan</b> Strength: military observer 43; international civilian 25; local civilian 47; total personnel 115 Fatalities: 11 Appropriation 2008-09: \$16.96 million	Since January 1949	<b>MINUSTAH</b> <b>United Nations Stabilization Mission in Haiti</b> Strength: troop 7,032; police 2,025; international civilian 482; local civilian 1,228; UN volunteer 215; total personnel 10,982 Fatalities: 59 Approved budget 07/09-06/10: \$611.75 million	Since June 2004
<b>UNFICYP</b> <b>United Nations Peacekeeping Force in Cyprus</b> Strength: troop 855; police 66; international civilian 40; local civilian 112; total personnel 1,073 Fatalities: 180 Approved budget 07/09-06/10: \$54.41million	Since March 1964	<b>UNMIS</b> <b>United Nations Mission in the Sudan</b> Strength: military observer 476; troop 9,093; police 693; international civilian 827; local civilian 2,555; UN volunteer 367; total personnel 14,011 Fatalities: 50 Approved budget 07/09-06/10: \$958.35 million	Since March 2005
<b>UNDOF</b> <b>United Nations Disengagement Observer Force</b> Strength: troop 1,043; international civilian 40; local civilian 103; total personnel 1,186 Fatalities: 43 Approved budget 07/09-06/10: \$45.03 million	Since June 1974	<b>UNMIT</b> <b>United Nations Integrated Mission in Timor-Leste</b> Strength: military observer 35; police 1,517; international civilian 366; local civilian 895; UN volunteer 198; total personnel 3,011 Fatalities: 7 Approved budget 07/09-06/10 \$205.94 million	Since August 2006
<b>UNIFIL</b> <b>United Nations Interim Force in Lebanon</b> Strength: troop 11,862 international civilian 324; local civilian 663; total personnel 12,849 Fatalities: 282 Approved budget 07/09-06/10: \$589.80 million	Since March 1978	<b>UNAMID</b> <b>African Union-United Nations Hybrid Operation in Darfur</b> Current strength: military observer 260; troop 15,114; police 4,575; international civilian 1,093; local civilian 2,481; UN volunteer 410; total personnel 23,933 Authorized strength: military observer 240; troop 19,315; police 6,432; international civilian 1,579; local civilian 3,455; UN volunteer 548 Fatalities: 55 Approved budget 07/09-06/10 \$1,598.94 million	Since July 2007
<b>MINURSO</b> <b>United Nations Mission for the Referendum in Western Sahara</b> Strength: military observer 199; troop 27; police 6; international civilian 97; local civilian 157; UN volunteer 19; total personnel 505 Fatalities: 15 Approved budget 07/09-06/10: \$53.53 million	Since April 1991	<b>MINURCAT</b> <b>United Nations Mission in the Central African Republic and Chad</b> Current strength: military observer 24; troop 2,489; police 264; international civilian 429; local civilian 398; UN volunteer 148; total personnel 3,752 Fatalities: 3 Approved budget 07/09-06/10 \$690.75 million	Since September 2007
<b>UNMIK</b> <b>United Nations Interim Administration Mission in Kosovo</b> Strength: military observer 9; police 8; international civilian 148; local civilian 283; UN volunteer 25; total personnel 473 Fatalities: 54 Approved budget 07/09-06/10: \$46.81 million	Since June 1999	<b>Mission ended in 2009:</b> <b>UNOMIG</b> <b>United Nations Observer Mission in Georgia</b>	August 1993 - June 2009
<b>MONUC</b> <b>United Nations Organization Mission in the Democratic Republic of the Congo</b> Strength: military observer 705; troop 18,646; police 1,158; international civilian 1,005; local civilian 2,613; UN volunteer 648; total personnel 24,775 Fatalities: 155 Approved budget 07/09-06/10: \$1,346.58 million	Since November 1999		
<b>UNMIL</b> <b>United Nations Mission in Liberia</b> Strength: military observer 118; troop 9,505; police 1,324; international civilian 455; local civilian 984; UN volunteer 228; total personnel 12,614 Fatalities: 143 Approved budget 07/09-06/10: \$560.98 million	Since September 2003		

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 (07/09—06/10) unless otherwise specified. For information on United Nations political missions, see DPI/2166/Rev.79 also available on the web at <http://www.un.org/en/peacekeeping/documents/ppbm.pdf>.

# UNITED NATIONS POLITICAL AND PEACEBUILDING MISSIONS

As of 31 December 2009



**NUMBER OF MISSIONS** .....12

## PERSONNEL

Uniformed personnel.....357

International civilian personnel (31 October 2009).....1,010

Local civilian personnel (31 October 2009).....2,322

UNV Volunteers .....125

Total number of personnel serving in political and peacebuilding missions .....3,814

For information on United Nations peacekeeping operations, visit the United Nations website at <http://www.un.org/en/peacekeeping/bnote.htm>

# 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 43; local civilian 15

**UNOGBIS** Since 3 March 1999  
**United Nations Peacebuilding Support Office in Guinea-Bissau**  
Representative of the Secretary-General:  
Joseph Mutaboba (Rwanda)  
Strength: international civilian 12; local civilian 13;  
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 26

**BONUCA** Since 15 February 2000  
**United Nations Peacebuilding Office in the Central African Republic**  
Representative of the Secretary-General:  
Sahle-Work Zewde (Ethiopia)  
Strength: international civilian 24; local civilian 53;  
military adviser 5; police 6; UNV 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 20; local civilian 51

**UNOWA** Since 29 November 2001  
**Office of the Special Representative of the Secretary-General for West Africa**  
Special Representative of the Secretary-General:  
Saïd Djinnit (Algeria)  
Strength: international civilian 13; local civilian 10;  
military adviser 4

\* 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/index.html>

**UNAMA\*** Since 28 March 2002  
**United Nations Assistance Mission in Afghanistan**  
Special Representative of the Secretary-General:  
Kai Eide (Norway)  
Strength: international civilian 339; local civilian 1,298; military observer 17; police 3; UNV volunteer 53

**UNAMI** Since 14 August 2003  
**United Nations Assistance Mission for Iraq**  
Special Representative of the Secretary-General for Iraq: Ad Melkert (Netherlands)  
Authorized strength: 1,014 (463 international, 551 local)  
Current strength (staff based in Iraq, Jordan and Kuwait): international civilian 321; local civilian 456; troop 221; military observer 11

**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 29; local civilian 29

**BINUB\*** Since 1 January 2007  
**United Nations Integrated Office in Burundi**  
Executive Representative of the Secretary-General:  
Youssef Mahmoud (Tunisia)  
Strength: international civilian 125; local civilian 239; military observer 5; police 10; UNV volunteer 50

**UNMIN** Since 23 January 2007  
**United Nations Mission in Nepal**  
Special Representative of the Secretary-General:  
Karin Landgren (Sweden)  
Strength: international civilian 48; local civilian 119;  
military observer 72; UNV volunteer 19

**UNRCCA** Since 10 December 2007  
**United Nations Regional Centre for Preventive Diplomacy for Central Asia**  
Special Representative of the Secretary-General:  
Miroslav Jenča (Slovakia)  
Strength: international civilian 7; local civilian 13

## Missions ended in 2009:

**UNOGBIS** March 1999 – December 2009  
**United Nations Peacebuilding Support Office in Guinea-Bissau**  
It was succeeded by UNIOGBIS (United Nations Integrated Peacebuilding Office in Guinea-Bissau)

**BONUCA** February 2000 – December 2009  
**United Nations Peacebuilding Office in the Central African Republic**  
It was succeeded by BINUCA (United Nations Integrated Peacebuilding Office in the Central African Republic)

## PEACEKEEPING CONTRIBUTORS (Police, Military Experts on Mission and Troops as of 31 December 2009)

No.	Country	Police	MEM	Troops	Total
1	Albania			63	63
2	Argentina	32	8	821	861
3	Australia	25	24	9	58
4	Austria	49	11	391	451
5	Bangladesh	1,614	98	8,715	10,427
6	Belgium		10	257	267
7	Benin	135	27	1,178	1,340
8	Bolivia		31	410	441
9	Bosnia and Herzegovina	23	5		28
10	Brazil	10	46	1,288	1,344
11	Brunei			7	7
12	Bulgaria		1		1
13	Burkina Faso	60	17	627	704
14	Burundi	65	7	4	76
15	Cambodia		5	93	98
16	Cameroon	145	9		154
17	Canada	115	39	16	170
18	Central African Republic	17			17
19	Chad	56	3	1	60
20	Chile	3	7	515	525
21	China	191	53	1,892	2,136
22	Congo			1	1
23	Colombia	26			26
24	Côte d'Ivoire	132			132
25	Croatia	11	16	110	137
26	Cyprus			2	2
27	Czech Republic	5	5		10
28	Denmark		27	148	175
29	Djibouti	51	2		53
30	Ecuador		14	68	82
31	Egypt	286	99	4,770	5,155
32	El Salvador	47	15	52	114
33	Estonia		1		1
34	Ethiopia	10	19	2,143	2,172
35	Fiji	43	7	221	271
36	Finland	6	19	76	101
37	France	99	26	1,485	1,610
38	FYR of Macedonia			1	1
39	Gabon		1		1
40	Gambia	147	3	199	349
41	Germany	17	27	244	288
42	Ghana	444	56	3,133	3,633
43	Greece		4	51	55
44	Grenada	1			1
45	Guatemala		14	270	284
46	Guinea	72	14		86
47	Honduras		12		12
48	Hungary		6	88	94
49	Iceland	2			2
50	India	738	77	7,942	8,757
51	Indonesia	156	28	1,473	1,657
52	Iran		2		2
53	Ireland	18	20	426	464
54	Italy	5	21	2,425	2,451
55	Jamaica	29			29
56	Japan		6	33	39
57	Jordan	1,607	59	2,132	3,798
58	Kenya	40	28	811	879

No.	Country	Police	MEM	Troops	Total
59	Kyrgyzstan	15	9		24
60	Libya	3			3
61	Madagascar	50			50
62	Malawi	52	26	124	202
63	Malaysia	243	48	776	1,067
64	Mali	56	18	2	76
65	Moldova		8		8
66	Mongolia		8	386	394
67	Montenegro	1	2		3
68	Morocco		5	1,557	1,562
69	Mozambique		3		3
70	Namibia	33	14	9	56
71	Nepal	814	60	3,437	4,311
72	Netherlands	19	18	3	40
73	New Zealand	25	12	1	38
74	Niger	131	24	387	542
75	Nigeria	806	86	4,915	5,807
76	Norway	23	28	163	214
77	Pakistan	866	115	9,783	10,764
78	Palau	2			2
79	Paraguay		48	48	96
80	Peru		25	213	238
81	Philippines	405	23	634	1,062
82	Poland	3	14	19	36
83	Portugal	200	4	146	350
84	Qatar			3	3
85	Republic of Korea	4	25	368	397
86	Romania	44	50	1	95
87	Russia	50	76	239	365
88	Rwanda	157	20	3,494	3,671
89	Samoa	16			16
90	Senegal	583	52	1,610	2,245
91	Serbia	11	7	27	45
92	Sierra Leone	63	12	60	135
93	Singapore	21	2		23
94	Slovakia		2	196	198
95	Slovenia	1	2	14	17
96	South Africa	154	32	1,992	2,178
97	Spain	39	3	1,050	1,092
98	Sri Lanka	98	13	959	1,070
99	Sweden	34	24	2	60
100	Switzerland	7	18		25
101	Tajikistan	9			9
102	Tanzania	62	27	365	454
103	Thailand	18	17	10	45
104	Togo	48	17	773	838
105	Tunisia		38	467	505
106	Turkey	169	1	582	752
107	Uganda	186	5	2	193
108	Ukraine	64	27	279	370
109	United Kingdom		7	275	282
110	United States of America	55	8	12	75
111	Uruguay	17	56	2,440	2,513
112	Vanuatu	46			46
113	Yemen	150	63	12	225
114	Zambia	300	56	659	1,015
115	Zimbabwe	109	27	4	140

# UN Day Concert 2009: A Tribute to Peacekeeping



23 October 2009

# UN

## DAY CONCERT



23 OCTOBER 2009  
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