



Under Secretary-General's Planning Directive Carana Planning for a United Nations Operation

8 May 2015

SITUATION

- The conflict in Carana has reached a stalemate in which the government can no longer control significant portions of the country and militias and other non-state actors have stepped in to fill the vacuum. In the west an alternative structure is evolving in areas controlled by the MPC while the south is increasingly fragmented, lacking any structure and reverting to control by individual local leaders under the general banner of the CISC. No single entity is capable of achieving a successful military outcome to the conflict, resources are tight, and ethnic tensions have been increasingly evident with atrocities being committed in a number of areas.
- The worst-case scenario would see the stalemate that exists now sliding into a state of general anarchy, or see a de facto break-up of the country under individual factions; while the latter may be a viable option in the eyes of the MPC, it is not so in CISC areas which would witness a probable end to any sort of order. The ongoing Kalari peace process offers the only real option for sustainable peace, and is an essential precursor to any long-term ability to address the root causes of the conflict.
- The 8th Continent Regional Coalition (CRC) has played a significant role in moving the peace process forward and is increasingly optimistic that an agreement will be reached in the near future, key aspects of are likely to include:
 - Mechanisms for disengagement, implementation and monitoring of a ceasefire;
 - Confidence building measures, including the release of prisoners;
 - Respect for human rights;
 - The establishment of a Government of National Reconciliation;
 - Commitment to the longer-term establishment of a democratically elected government;
 - Disarmament of armed groups;
 - Restructured military and police forces.

- United Nations Security Council PRST of 26 April 2015 confirmed the Council's readiness to consider active UN involvement to support the implementation of a ceasefire and a long-term political settlement.
- A Secretary-General's Planning Directive was issued on 26 April 2015.
- DPKO has assumed lead responsibility for planning and an Integrated Task Force (ITF) has been formed.
- The UN system must be prepared to act quickly and deploy an integrated mission as soon as the terms of a ceasefire agreement are confirmed. The conditions for such a deployment are generally good, but any delay will create an opportunity for disaffected groups to undermine the process, and result in a renewed cycle of violence with consequences both for the long-term political situation and the immediate humanitarian problem.
- The plan must synchronise immediate stabilisation objectives within the overall framework of recovery, reconstruction and development, which is essential for long-term stability in Carana.

STRATEGIC DIRECTION

- Strategic direction was given by the Secretary-General's Planning Directive which stated that:

“The objective of the United Nations should be to contribute to the creation of an environment conducive to national reconciliation, lasting peace and stability in a united Carana, where human rights are respected, the protection of all citizens assured and in which internally displaced persons and refugees can return home in safety and dignity; and to contribute to the protection of civilians at risk.”
- This constitutes the UN system objective for Carana, the achievement of which will include:
 - The provision of advice and assistance to a transitional government to enable it to:
 - Re-establish rule of law;
 - Address the demands of re-establishing the 1991 Constitution;
 - Prepare for elections on whatever timescale is established by a peace agreement;
 - Address the economic needs of Carana;
 - Restructure its future military and police forces;
 - Rectify the damage to the education system resulting from the conflict.
 - A peacekeeping force with the capability:

- To monitor the ceasefire, report violations and take appropriate action to prevent breaches;
 - To provide protection to civilians under imminent threat of physical violence, including all forms of sexual and gender based violence;
 - To provide protection to UN personnel and facilities;
 - To provide assistance in support of programmes to disarm armed groups;
 - To provide support to humanitarian assistance, which is defined as providing physical protection when necessary or requested, and ensuring that the general environment is conducive to conduct humanitarian assistance;
 - To plan to support an election process to include the provision of logistic assistance and security during registration, campaigning and voting.
- The provision of humanitarian assistance to address:
 - Immediate needs arising from shortages of food, shelter and basic commodities;
 - The needs of 200,000 IDP and refugees and to support their return;
 - The shortcomings in the provision of basic services such as medical care, water and sanitation;
 - Proper coordination and execution to ensure resources are appropriately utilized
 - The re-establishment of acceptable standards of human rights to include:
 - Recognition of individual rights;
 - Recognition of the rights of children;
 - Recognition of the rights of women.

STAKEHOLDERS

- Achieving the objective will require a concerted effort by all stakeholders. The full involvement of the UN Country Team (UNCT) in the work of the ITF is essential from the outset.
- In addition to those represented in the IMTF, it is essential to ensure that:
 - The Government of National Reconciliation is included, and that its responsibilities are clearly understood by all parties;
 - The CRC remains engaged as a full partner in the process;
 - Individual Member States, International Organisations and donors are encouraged and engaged at an early stage in the reconstruction process.

ASSUMPTIONS

- The cooperation of key stakeholders and the Government of National Unity is required for meaningful planning to take place. All parties agree not to put obstacles in the way of a UN deployment, or forcefully oppose it. Military and police personnel required for a possible United Nations operation in Carana will be forthcoming from troop and police contributing countries, and will be authorised to the necessary level as determined by the Technical Survey Team.
- Required capabilities for a possible United Nations operation, particularly in the area of aviation, logistics, intelligence and communications, would be provided by member states.
- Only those tasks that are clearly indicated by this directive will be included in the planning process; tasks emerging from that planning will be approved by DPKO before execution.
- A peace agreement will be achieved as the result of the ongoing negotiations in Kalari, and that the terms will receive full and timely international support.
- The current humanitarian operation currently taking place in Carana will continue.
- The efforts of the CRC will continue to ensure that ethnic sympathisers in neighbouring Sumora, Katasi and Rimosa do not interfere in the internal affairs of Carana.

CRITERIA FOR SUCCESS

- It is not for this directive to lay down the criteria for success in every functional area but the following items represent initial events that need to occur:
 - Deployment of a Technical Assessment Mission within 14 days of the signing of a peace agreement;
 - Deployment of a peacekeeping mission within 90 days of a Security Council Resolution;
 - Stabilisation of the current humanitarian crisis within 6 months of a Security Council Resolution. Stabilisation will be defined as when it is no longer necessary to provide large scale emergency relief;
 - Cessation of hostilities as specified by a peace agreement;
 - Implementation of the terms of a peace agreement as specified by that agreement;
 - Commencement of a disarmament programme of armed groups within 3 months of a peace agreement, coordinated with all relevant actors including those responsible for demobilisation and reintegration;

- Completion of an inclusive planning for support to an election process within six months of a Security Council Resolution;
- Return of all IDPs and refugees within two years, and provision for displaced voters to participate in the election should it occur before they are able to return.

CONSTRAINTS

- The general state of the Caranian infrastructure presents significant operational and logistical challenges. Road movement can become a major problem in the rainy season, particularly in the more remote parts of the country; this creates a dependence on the movement of goods and personnel by air, particularly by helicopter at certain times of the year.
- The timeline that is likely to emerge out of the peace negotiations envisages elections within 12 months; this is probably a *fait accompli* and will place the mission under significant pressure. Plans to support the elections need to be coordinated with national, provincial and local officials. Organizations and potentially spoilers need to be addressed and contingencies need to be in place, should the elections need to occur at a later date.
- The scenario described in the preceding point is likely to be exacerbated by a Government of National Unity that will initially lack the capability to undertake its own responsibilities, both in preparing for elections but potentially in other areas such as institutional reform, protection of civilians, disarmament and demobilization and security sector reform.

PROCESS

- Planning for a possible deployment will be led from United Nations Headquarters, under the direction of the ITF that has been established for this purpose.
- The process will be guided by the Integrated Assessment and Planning Process [IAPP], whose major benchmarks and outputs include:
 - Secretary-General's Planning Directive
 - Under-Secretary-General's Planning Directive
 - Strategic Assessment
 - Decision on Strategic Option
 - Secretary-General's Report
 - Security Council resolution
 - Directive to SRSG, RC and HC
 - Establishment of an Integrated Strategic Framework
 - Assumption of operational planning responsibilities by the Mission HQ, validation and endorsement of the Mission Plan,
 - Review/update of the Mission Plan.

TIMELINE

- Strategic Assessment with Draft Mission Plan: Concurrent with Peace Process
- Strategic Assessment Report: within 14 days of the signing of a peace agreement;
- Secretary-General submits report to the Security Council: One week after SA;
- Security Council resolution;
- Directive to the SRSG/RC/HC;
- Integrated Strategic Framework: three weeks after Security Council resolution;
- Establishment of mission headquarters, integrated structures;
- Validation of the Integrated Mission Plan within eight weeks of the Security Council resolution.

RESPONSIBILITIES & DEADLINES

DPKO/ITF:

- DPKO designates a lead representative to the ITF. The representative reports to the USG and is to lead all UN planning activities during the Foundation and Operational Planning Phases (as defined under the IAP) until a SG Directive to the SRSG is issued to establish an integrated peacekeeping operation in Carana. The representative is also responsible to ensure the integration of all clusters of the Resident Coordinator system.
- The representative is to conduct a Strategic Assessment for Carana.
- The DPKO representative provides the USG with a presentation for the Security Council on options for an integrated peace support operation in Carana based on the Strategic Assessment.
- The representative produces recommendations on the structure, size and concept of an integrated peace support operation in Carana to the Security Council in a Secretary General's report.
- The representative presents a final draft for an integrated peace support operation in Carana within 28 days of SA.
- The representative ensures full compliance with Decision No. 2005/24 of the Policy Committee dated 26 October 2005, which states that human rights will be considered throughout the integrated mission.

SMSG

- Once a SMSG has been appointed and the SG has issued a directive, they will assume the planning lead for the mission in Carana.

UN system including UNCT

- The UNCT will participate actively in, and contribute to, the planning process in order to ensure proper alignment, coordination and consistency in the development of the UN system-wide response. This involvement is in addition to that of the UN Development Group (UNDG) and Executive Committee for Humanitarian Affairs (ECHA) planning capacities and individual agencies represented on the ITF.
- The Department of Information is to plan and lead, in consultation with UN agencies, a two- to three-week mission to Carana to develop a comprehensive public information strategy. This strategy should be implemented as soon as possible through existing staff and should take place well in advance of the UN mission assuming responsibility. The goal of the information strategy will be to promote understanding among local communities, the parties to the peace process and the public at large, of the roles and responsibilities of a United Nations peace support operation in Carana.