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Note to the Deputy Secretary-General

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Planning process - UNMISS mandate renewal, November 2015

1. The United Nations Mission in South Sudan (UNMISS) was established in July 2011 under a Chapter VII mandate to consolidate peace and security and to facilitate conditions for development in the Republic of South Sudan, following its independence on 9 July 2011. Two and a half years after its independence, the Republic of South Sudan was plunged into a rapidly deteriorating political, security and humanitarian crisis, following the outbreak of violence in its capital, Juba, on 15 December 2013, which later spread to other states. The violence was, in part, triggered by a political dispute within the Sudan People's Liberation Movement (SPLM) over the Party's leadership and future direction, and subsequently evolved into a widespread conflict that has led to the displacement of 2.2 million people, including 1.6 million internally displaced persons and 616,000 refugees in neighbouring countries, as of 25 August 2015. The violence has also led to widespread human rights violations. *10/09/15*

2. Mediation efforts by the Intergovernmental Authority on Development (IGAD) with the support of international partners to bring an end to the conflict between the Government of the Republic of South Sudan and the Sudan People's Liberation Movement (SPLM)/Army in Opposition resulted in a 23 January 2014 Cessation of Hostilities Agreement. Over 20 months of sustained peace efforts culminated in August 2015 with the signing of the "Agreement on the Resolution of the Conflict in the Republic of South Sudan." This Agreement between the conflicting parties ushers in a transitional phase of governance tasked with initiating and overseeing a Permanent Constitution-making Process, and ensuring justice and accountability for the crimes committed over the course of the conflict.

3. UNMISS, in partnership with IGAD, the African Union (AU), and alongside the broader international community, is expected to assist the parties in implementing their agreement and consolidating peace in the intervening period. In the coming days, the Security Council will authorize UNMISS to support the implementation of the peace agreement. In this regard, the Security Council intends to pursue a two-phased approach: (1) passing an initial resolution authorizing UNMISS, with immediate effect, to support implementation of the provisions of the agreement, which are primarily related to security arrangements and other key institutions designed to support implementation; and (2) requesting the Secretariat to undertake an integrated assessment to determine the medium-to long-term support tasks and resources necessary to support the peace process during the period of transition, and to report thereon within 60 days. If endorsed, the Secretary-General's recommendation would then be integrated into a new UNMISS mandate to be adopted by November 2015, at the time of the beginning of the transition.

4. The Department of Peacekeeping Operations (DPKO) therefore proposes that this Headquarters and UNMISS undertake a strategic review of the existing UNMISS mandate. The review would formulate options and put forward recommendations for the Secretary-General's consideration on the future engagement of UNMISS in South Sudan within the context of a

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signed peace agreement. To this end, the strategic review would: (i) provide an updated conflict analysis; (ii) identify priority objectives for UNMISS vis-à-vis implementing the peace agreement and enhancing peace consolidation; and (iii) make recommendations and offer options on how best to recalibrate the future UNMISS mandate, strength and structure.

5. The strategic review of UNMISS will be undertaken as a joint integrated exercise between this Headquarters and the field under the joint leadership of DPKO and UNMISS, and under the overall guidance of the South Sudan Integrated Management Task Force (IMTF). It will be conducted in close consultation with key stakeholders, including the United Nations Country Team (UNCT), donors, the IGAD, the AU, the signatories and a cross section of South Sudanese stakeholders. The methodology will be guided by the Integrated Assessment Planning Policy (IAP), and due consideration will be given to the key recommendations of the High-Level Panel on Peace Operations as supported in the forthcoming report of the Secretary-General. As the lead department, DPKO will be responsible for drafting and finalizing the review report in coordination with UNMISS and in consultation with the UNCT and South Sudan IMTF.

6. It should be noted that the peace agreement envisions the conduct of a workshop to agree on the modalities of a number of important elements related to the ceasefire and security arrangements. In light of the Government's explicit reservations around some of these issues, it is possible that negotiations on this part of the document will continue. If the workshop were to be inconclusive, this would impact the planning process, particularly with respect to defining the type of support UNMISS would provide to the security and ceasefire arrangements.

7. The review would be conducted in the following phases:

Phase I: Updated conflict analysis taking into account the peace agreement and identification of strategic objectives (17 August to 18 September)

The review will commence with an updated conflict analysis, led by the UNMISS Joint Mission Analysis Centre (JMAC) under the overall guidance of the DSRSG Political and in consultation with the UNCT and IMTF in this Headquarters. The analysis will look at the key political, security, social, economic, gender and regional dimensions of the conflict, including human rights considerations and threats to civilians, and will identify the key actors and linkages to the conflict. The analysis will also identify the factors of conflict and instability in the country, taking into consideration the challenges and risks associated with the implementation of the peace agreement, as well as lessons from past experiences and opportunities for peace.

Ultimately, the conflict analysis should provide a shared understanding of the conflict as well as the key peace consolidation needs of South Sudan. Based on these key needs and agreed United Nations-wide priorities for South Sudan, DPKO and UNMISS, in close consultation with the UNCT and South Sudan IMTF, will define the priority objectives for the Mission's support to peace consolidation in the country. The assessment will also seek to propose a division of labour between the United Nations, the IGAD, the AU and other partners. These consultations will ensure that the priority objectives of UNMISS are consistent and coherent with the overall integrated United Nations presence on ground, and reflect key human rights, gender and child protection issues. The agreed priority objectives for UNMISS will then need

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to be validated by the Senior Advisory Group at this Headquarters. In summary, the steps undertaken for the strategic review would include the following, followed by a technical review process:

- Field-based conflict analysis led by UNMISS JMAC (17 August to 8 September)
- Conflict analysis shared with UNCT on the ground and South Sudan IMTF for inputs, comments and finalization thereafter (8 to 11 September)
- Consultations and identification of participants for a review mission (1 to 11 September)
- Consultations with UNCT, South Sudan IMTF and regional partners to identify priority objectives for UNMISS, and validation of recommendations with the Executive Office of the Secretary-General (14 to 18 September)

Phase II: Technical Review (19 September to 7 October)

A technical review mission comprising representatives from DPKO and the Department for Field Support (Office of Operations, Office of Rule of Law and Security Institutions, Police Division, Policy Evaluation and Training Division, Office of Military Affairs), and a core group from the South Sudan IMTF, will join UNMISS and the UNCT partners to formulate options on how to achieve the agreed priority objectives for UNMISS and to consult key stakeholders (signatories, eminent persons, faith-based groups, traditional elders, women's groups, opposition party leaders, communities of internally displaced persons, regional partners and donors). This technical review would identify key elements and tasks for a new UNMISS mandate to support the South Sudan transition process, building on the existing priorities of the Mission. It will also determine the resources (staffing, logistics and other requirements) necessary for UNMISS to achieve the agreed priority objectives. The review will also seek to determine potential ways in which UNMISS will work with other partners to achieve these objectives.

Phase III: Finalization of report and recommendations, including consultations (9 to 31 October)

The technical review team will then prepare a report of the Secretary-General capturing the conduct, findings and recommendations of the review. Consultations will be held with the South Sudan IMTF to debrief and discuss the findings and recommendations of the report, and will be followed by an endorsement at a senior level IMTF. The consultations with the South Sudan IMTF will also serve as an opportunity for the IMTF to discuss a possible Secretary-General Directive to the SRSG, Resident Coordinator and Humanitarian Coordinator, which could inform the subsequent development of an Integrated Strategic Framework on the ground.

Thereafter, DPKO and UNMISS will conduct internal and external consultations to secure the necessary endorsement and buy-in for the recommended course of action:

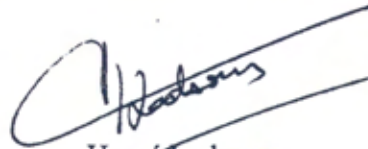
- Finalization of the draft report of the strategic and technical reviews (9 to 15 October)

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- Consultations and endorsement by IMTF (15 to 20 October)
- Consultations with this Headquarters' principals and with key regional and international stakeholders (21 to 31 October)

**Phase IV: Secretary-General's report and Security Council consultations
(November 2015)**

The finalized report, containing findings and recommendations, will be presented as a special report to the Security Council on South Sudan.



Hervé Ladsous
10 September 2015

cc: Ms. Malcorra
Mr. Feltman
Mr. Khare