



To: Mr. Nambiar,

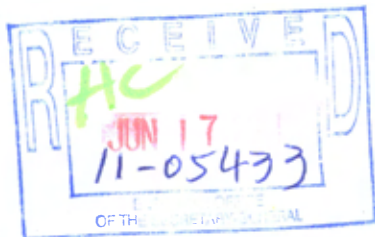
Please find attached for your approval on behalf of the Secretary-General the report of the TAM on SSR in Guinea Bissau. DPA will circulate the report informally to the Security Council at expert level in preparation of the briefing of the SRSG tomorrow, without the stamp. They will keep the version with the stamp for their own record.

The stamp and your signature are a formality, since the report of the SG on Guinea Bissau, which was approved and issued already, recommends (para.66) that all actors involved on SSR in Guinea Bissau implement the recommendations of the TAM.


Nicholas Haysom
22 June 2011

Cc: KWS

11-05433

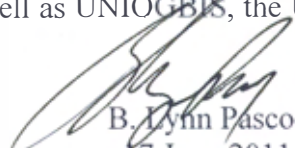


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Note to Mr. Nambiar

**REPORT OF THE JOINT UN SECURITY SECTOR REFORM TECHNICAL
ASSESSMENT MISSION TO GUINEA-BISSAU**

1. I attach, for the Secretary-General's approval, the final report of the joint UN Technical Assessment Mission (TAM) on the Security Sector Reform (SSR) road map developed by the Economic Community of West African States (ECOWAS) and the Community of Portuguese-speaking Countries (CPLP). The TAM was conducted in Bissau and Abuja from 11 to 18 April 2011, in accordance with Security Council resolution 1949 dated 23 November 2010, by which the Council requested "the Secretary-General to engage with ECOWAS and CPLP with a view to undertaking a joint assessment of the requirements to support the rapid implementation of the road map once endorsed by ECOWAS."
2. As requested by the Security Council, the TAM was led by the Deputy Special Representative of the Secretary-General in Guinea-Bissau, Mr. Gana Fofang, and included representatives from DPA, DPKO, PBSO, UNIOGBIS and the UN Country Team. It was carried out in close cooperation with ECOWAS and the CPLP. The TAM also met with representatives from the African Union, the European Union and key bilateral partners, in addition to national stakeholders. The report, which has already been approved by SRSG Joseph Mutaboba, was endorsed by ECOWAS and the CPLP on 18 May and 6 June, respectively. It will be presented by Mr. Mutaboba to the Security Council at the experts' level on 23 June, and during the Security Council's consultation on the situation in Guinea-Bissau on 28 June.
3. The mission report highlights progress made by national authorities in addressing concerns raised by international partners, in particular the European Union, including the fight against impunity and drug trafficking, as well as the need to rejuvenate the leadership of the Armed Forces and policing institutions. It also points to the challenges faced by national authorities to reduce the number of policing services with a view to establishing a National Guard and reinforcing the Public Order Police, in line with the SSR legal framework. The report also underscores the need for the Government and ECOWAS to reach a consensus on the appropriate mechanisms to ensure the protection of national institutions and key individuals. It further stresses the request made by some national and international partners for the support of the Security Council to provide legitimacy to regional actors in their efforts to implement the road map.
4. In the recommendations section, the report underlines the need to promptly establish a Joint Task Force comprising representatives from ECOWAS, the CPLP, the African Union, the European Union and the United Nations, to finalize preparations for and monitor the implementation of the road map. The TAM also made several recommendations to improve the functioning of existing coordination mechanisms and to mobilize resources for the immediate launching and effective functioning of the pension fund system, as well as related initiatives such as reinsertion and reintegration. Specific recommendations were addressed to national authorities, the African Union, ECOWAS and CPLP member states and other bilateral partners, as well as UNIOGBIS, the UN as a whole, and the Security Council.


B. Lynn Pascoe
17 June 2011

P04/04/006

Most Immediate/Strictly Confidential

cc: Ms. Clark
Mr. Le Roy
Mr. Mutaboba
Ms. Cheng-Hopkins



Report

Joint United Nations Assessment Mission on ECOWAS/CPLP

Security Sector Reform Roadmap

11-18 April 2011

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I. CONTEXT AND OBJECTIVES OF THE ASSESSMENT MISSION

1. The process for establishing a road map in support of SSR in Guinea-Bissau was initiated in the aftermath of the 1 April 2010 events, marked by the brief detention of the Prime Minister, as well as the arrest and detention, until December 2010, of the Chief of Defence Staff of the Armed Forces, as part of regional efforts to address the serious breach of constitutional order by the army leadership. In May 2010, an ECOWAS delegation composed of the Chiefs of Defence Staff from Cape Verde, Ghana, Liberia, Togo, and the ECOWAS Commissioner for Political Affairs, Peace and Security, visited Bissau to assess the key actions aimed at restoring the overall control of the defence and security forces by the civilian authorities of Guinea-Bissau. Subsequently, successive rounds of discussions were held in August, extended to CPLP member states, and led to the presentation of a draft road map for stabilization and implementation of the Security Sector Reform (SSR) programme in Guinea-Bissau. In November 2010, the Chiefs of Defence Staff and Security Services of ECOWAS and CPLP, represented by Angola, recommended the mobilization of US\$95 million to implement a programme of defence and security reforms as part of the roadmap. The 28th Meeting of the ECOWAS Mediation and Security Council of 24 November 2010, adopted the recommendations of the Chiefs of Defence Staff and Security Services and submitted them to ECOWAS Heads of State and Government for final endorsement. On 15 March, the road map was approved by an extraordinary meeting of the Council of Ministers presided over by Prime Minister Carlos Gomes Junior. On 24 March, the ECOWAS Authority adopted the road map and approved an allocation of US\$63 million for its implementation. The adoption of the road map by the ECOWAS Heads of State and Government, at the Abuja Summit, constituted a critical milestone towards its implementation.
2. The United Nations Security Council has also closely monitored the situation in Guinea-Bissau and, in its Resolution S/RES/1949 issued on 23 November 2010, requested “the Secretary-General, through his Special Representative, to present to it comprehensive information detailing the proposed modalities, timing and resources relating to the implementation of the ECOWAS road map”. The Council also requested the Secretary-General “to engage with ECOWAS and CPLP with a view to undertaking a joint assessment of the requirements to support the rapid implementation of the roadmap once endorsed by ECOWAS, including how the necessary resources can be best mobilized, in accordance with relevant partners including the AU, EU, ECOWAS and CPLP member states”. The Security Council reiterated this request on 25 February 2011. Consistent with the request made by the Security Council to the Secretary-General, a joint UN mission¹ comprised of UN staff members from DPA, DPKO, PBSO and UNIOGBIS was undertaken, from 11 to 18 April 2011, with the aim to assess the status of the implementation of the ECOWAS²/CPLP³ Security Sector Reform (SSR) road map⁴ and the support that will be required from the international community for its full implementation. The Technical Assessment Mission (TAM) was undertaken in Bissau as well as in ECOWAS Headquarters in Abuja, in close consultation with national authorities, the AU, EU, ECOWAS, CPLP member states and other relevant bilateral partners. Further, conclusions of SRSG Joseph Mutaboba’s consultations in Lisbon with the CPLP leadership as well as the Governments of Brazil and Portugal were also taken into consideration. The TAM also received detailed briefings from several interlocutors⁵.
3. The mission focused on: a) the degree of political and institutional support necessary to expedite implementation of the roadmap; b) the financial and logistical requirements, as well as critical joint follow-up mechanisms; c) the resource mobilization needs in support of ECOWAS/CPLP partnership and d) the coordination of the SSR assistance provided by Guinea-Bissau’s partners. After describing the context and objectives of the assessment mission (I.), the report presents its

¹ List of mission members (Annex ii)

² Economic Community of West African States

³ Community of Portuguese-speaking countries

⁴ Terms of Reference (Annex iv)

⁵ List of Interlocutors (Annex iii)

main findings (II.) as well as the subsequent agreed priorities to be addressed by the roadmap including information detailing the proposed modalities, timing, and resources relating to its implementation as requested by the Security Council (III.). The report also proposes global and specific recommendations to national authorities, the AU, ECOWAS, CPLP, UNIOGBIS and the UN/SC to guarantee optimal implementation of the roadmap (IV.).

II. FINDINGS OF THE ASSESSMENT MISSION

4. The findings of the joint assessment mission can be summarized as follows:
 - A) **Update on the implementation of Security Council Resolution 1949 (2010) and Government commitments under article 96 of the Cotonou agreement**
5. In recent months, national authorities have demonstrated their political will to promote respect for the rule of law. In spite of progress made, a number of conditions set out by the Security Council in its resolution 1949, dated 23 November 2010, as well as by the EU in the context of the ongoing consultations with the Government of Guinea-Bissau based on Article 96 of the Cotonou Agreement, are yet to be addressed. These conditions include progress in the fight against impunity, the conclusion of the March and June 2009 criminal investigations, and the need to rejuvenate the leadership of the Armed Forces and policing institutions within a reasonable timeframe.
6. The investigations into the 2009 political assassinations are still underway, although those related to the cases of former Parliamentarians Baciro Dabó and Helder Proença are reported to have been completed. The Prosecutor General has indicated that these cases would soon be transferred to the Military Court when the conditions are met and unless otherwise instructed. With regard to the assassination of President João Bernardo Vieira, in March 2009, the Office of the Prosecutor General maintains that it still faces constraints in having access to necessary evidence, including key witnesses' statements. The mission was also informed that in the absence of substantive conclusions from a report of the investigations of the events by the US Federal Bureau of Investigations forensic experts, the most reliable option remains interrogation of witnesses. According to the Prosecutor General, all relevant witnesses have been interrogated except for Ms. Vieira and Mr. Pansau Intchama who have confirmed their willingness to cooperate but currently live outside the country. Resource availability remains an obstacle for the finalization of the witness interrogation process. In other related actions, the investigation into the assassination of General Tagme Na Waie in March 2009 is at a final stage. Two Brazilian forensics experts are expected to be deployed to Bissau from 29 April to 4 May. The witness protection programme, once operational, would facilitate the questioning of witnesses.
7. In addition to conditions set out as a result of the 1 April events, other measures are expected by the country's partners as a demonstration of continued national commitment. These include the promulgation of the legislative package proposing either new instruments or a review of significant amendments to the previously existing Security and Defence frameworks, adopted by the Parliament in 2010. It remains a critical issue to be addressed by national authorities in its agreement with the European Union, i.e. the implementation of the law establishing a National Guard amalgamating six *de facto* existing police and law enforcement institutions.
8. Within the new legal framework of a dual system of policing, a national guard will be created, with a military status, and the Public Order Police (POP) will continue to exist, with a civilian status. Certain national stakeholders, including the Secretary of State of the Interior, foresee that the creation of the National Guard would create tension between its members and the Armed Forces. Some military officers have reportedly expressed their opposition to such a new police unit, which suggests that a National Guard with a military status would be viewed as competing with the Armed Forces. The Secretary of State of the Interior has also expressed concerns on the long term costs implications of two police units (National Guard and POP), which would duplicate functions in a small, relatively under-populated country with scarce resources. He suggested that it would be more cost-effective to merge existing policing institutions into an existing structure e.g. based on the refurbished POP and thus end up with one single National Police, with a civilian status and organized into departments of expertise with public security and law enforcement attributes and

working in harmony within the context of rule of law with the Armed Forces (Land, Air, Navy). Other bilateral partners, including France, also expressed concerns on the financial impact on the budget of having two police units. An assessment should be carried out by national authorities on the feasibility and costs of establishing a National Guard

B) Clarifications on the road map content and implementation

9. The roadmap for the effective take-off of the security sector reform programme was proposed by the Extraordinary Meeting of the ECOWAS Committee of Chiefs of Defense Staff (CCDS) held in Bissau from 11 to 12 August 2010. The document builds upon previous national SSR plans, notably the 2009 Praia Plan of Action. The roadmap focuses on the following key priorities: support measures for the implementation of the Pension Fund, the redeployment and renewal of the current leadership of the command structure; financing and take-off of the Pension Fund, the Rehabilitation Fund and the restructuring of the Armed forces, including training and retraining programmes as well as quick-impact projects; contribution to the protection of institutions, the Commission of Enquiry and key witnesses through the deployment of training and protection units to enhance the security of state institutions; the deployment of technical assistance and security experts
10. On the issue of the protection of national institutions and key individuals, divergence has emerged among the partners since the adoption of the road map. The Government continues to manifest its earlier reservations⁶ on the inclusion of international protective capacities for state institutions, national political figures, key witnesses and the Commission of inquiry in the roadmap, i.e. the deployment of a foreign contingent of Formed Police Units (FPUs), contrary to the recommendations of 24 March when ECOWAS Heads of State and Government endorsed the road map. It nevertheless accents to the need to train national protection units to address the security of the targeted beneficiaries. In the view of the Government, the recent deployment of the Angolan mission in support of the defence and security sector reform (Missão de Angola em Apoio da Reforma do Sector de Segurança e Defesa na Guiné-Bissau - MISSANG) addresses these requirements, rendering additional FPUs deployment duplicative. A formal communication on this is still to be made to ECOWAS, which continues to plan for a deployment of protection units as spelled out within the roadmap. The protection of state institutions is a critical component of political stability and democratic governance, and in this context, addresses the persistent absence of civilian control over defence and security forces, in addition to guaranteeing judiciary independence in the investigations into the March and June 2009 political assassinations. It is therefore of importance that a consensus be reached quickly. It is moreover critical for the partners to urgently address this issue to ensure coherence, avoid duplication and strengthen national ownership of the implementation of the road map. Rapid implementation of other high priorities such as the establishment of the Pension and Reintegration Funds, as well as the important training undertakings could also be affected by the absence of clarity on the stances adopted by both the Government and ECOWAS on this matter.
11. In November 2010, both ECOWAS and Angola, as current chair of the CPLP, reiterated the need for the endorsement by the United Nations Security Council of the deployment of a ECOWAS/CPLP mission in Guinea-Bissau as part of its provisions for the implementation process of the road map. During its consultations, the assessment mission was informed by a significant number of national and international stakeholders that formal support from the Security Council would provide added legitimacy to the regional actors in their efforts to implement the road map. Strong and clear support from the Council would be particularly useful in the event of the deployment of FPUs by ECOWAS member states for protection capacities, following agreement between ECOWAS and national authorities. From the mission's consultations, unanimous agreement emerged also on the necessity to establish a Joint Task Force comprising the UN, AU, EU, ECOWAS and CPLP that would oversee coordination of the implementation of the road map. Such a Task Force could be created with minimum delay. The expected deployment of an ECOWAS/CPLP team, to assist in the creation of the joint Task Force, could provide opportunity

⁶ 15 March 2011 communiqué of the Government

for all partners involved to review the SSR joint planning, programming and coordination mechanisms and tools to facilitate the implementation of the road map. The AU is currently reinforcing its mission in Guinea-Bissau with sectoral expertise in SSR, post-conflict management and political stabilization. The EU in addition to its past SSR support has provided crucial support for the establishment of the Pension Fund mechanism, and remains a major partner on SSR. The UNIOGBIS in keeping with its mandate assists national authorities in the coordination of international assistance to the SSR Programme and has established multi-dimensional SSR structures as well as mechanisms to integrate SSR and rule of law. The Government for its part has moved to set up national coordination mechanisms. These mechanisms include the SSR Steering Committee, chaired by the Minister of Defence, and an Inter-Ministerial Committee, supported by a Permanent Secretariat, chaired by the Prime Minister. Technical Working Groups focused on security, defence and justice reforms, assisted by the UN, have been created to provide substantive support for the Permanent Secretariat. The efficiency gains of a reinforced integrated mechanism that includes UN/AU/ECOWAS/CPLP/EU is essential for strengthening inter-agency coordination.

C) Bilateral initiatives in support of national SSR plans

- 12 In addition to the UN, AU, EU, ECOWAS, CPLP efforts within the multilateral framework, bilateral initiatives from Angola, Brazil, Portugal, France and the USA are being undertaken in support of national SSR plans

i) Angola: MISSANG

13. Angola has already earmarked US\$30 million to support the defence and security sectors reform in Guinea-Bissau. Angola's bilateral cooperation with Guinea-Bissau in this area is in line with the priorities identified in the roadmap and has already been approved by the Guinea-Bissau Parliament. The newly established MISSANG (Missão de Angola em Apoio da Reforma do Sector de Segurança e Defesa na Guiné-Bissau) will provide technical military and security assistance. The Mission, headed by a Lieutenant-General and comprised of about 165 officers, is assessing the country's needs and directly supports the reform of the security forces. According to Guinea-Bissau's Defence Ministry, the enhanced support from Angola made it no longer necessary to deploy a foreign protection contingent as initially envisioned by ECOWAS.

ii) Brazil: São Vicente/João Landim/Justice sector

14. The Brazil-funded Police Academy in João Landim is already in its final stages of preparation for operations and is expected to begin operations in the near future. No decision has been made, thus far, on methodology and curriculum and its link to the National Security Strategy and the National Education Programme. The initiation of any regular programme will be largely affected by the vetting and pension processes. The UN should anticipate greater involvement in this area with the objective of reconciling the different legal, normative and doctrinal aspects within the defence and security sector and its interface with human rights, rule of law, gender, ethnical balance and civil and military justice. This capacity should serve as a reference for the cooperation of Brazil, which will also deploy a small Technical Military Cooperation Mission for an initial period of 5 months and is preparing the establishment of an Officers' Training Centre in São Vicente, with a view to complementing the training that Angola will provide to recruits and soldiers. Training will include a "Train-the-Trainers" programme.
15. The Brazilian Government will also dispatch two legal experts in Bissau, from 29 April to 4 May, with the objective of assisting the authorities in the investigations into the 2009 political assassinations. Brazil has also expressed the intention of supporting the effective establishment of the newly created Transnational Crime Unit within the framework of the West Africa Coast Initiative.

iii) Portugal: Police and law enforcement

- 16 Portugal had committed about €1 million to support police basic training, including refresher courses on public security and judiciary policing, as well as training of magistrates and

penitentiary staff. Portugal is further supporting the implementation of the Organic Laws developed with the support of the EU and would serve as a complement to efforts in police reform provided by Brazil and Angola.

iv) France: Anti corruption and drug trafficking

17. France is ready to mobilize financial resources to assist in the anti corruption and drug trafficking efforts. France is currently formulating a project with the UN Office on Drugs and Crime (UNODC) to improve financial transparency and address illicit investment.

v) USA: Impunity and drug trafficking

18. The USA is working closely with UNIOGBIS in supporting the establishment by national authorities of a witness protection system. The USA has also committed US\$800,000 to support anti organized crime and counter drug trafficking. An agreement on maritime surveillance with the authorities of Guinea-Bissau may also be established in the near future

D) Gaps in justice sector reform

19. The mission identified gaps for additional support, particularly in the criminal justice sector, mostly attributable to the strong defense and security sector focus of the road map.

i) Capacity-building by UNIOGBIS/UNDP/UNODC

20. Complementary assistance to national institutions in support of rule of law is provided by UNIOGBIS, UNDP and UNODC to; a) restore state authority through a more visible and modernized policing presence throughout the country, b) improve access to justice institutions c) enhance coordination of national criminal justice actors, d) strengthen investigation and prosecution mechanisms to combat organized crime and drug trafficking, e) strengthen the harmonization of traditional justice and national justice mechanisms, and f) foster accountability and oversight of national institutions. These joint efforts include capacity-building initiatives, provision of equipment and rehabilitation of infrastructure, legal review, policy formulation, project management, sensitization and resource mobilization.

ii) Reform of the Military Justice

21. Reforming the military justice system is an important aspect of the SSR programme that needs to be addressed in the medium term, given its evident deficits. While it is critical within the context of a comprehensive reform, there are factors, such as the current fragile political balance and the expectations generated by the incentives included in the Pension Fund package, which calls for a measured approach in its implementation. Mechanisms dealing with the appeals process and the jurisdiction of military justice vis-à-vis established civilian mechanisms and processes need to be reviewed in order to ensure improved alignment and consistency with international standards. Conflicting perceptions of transparency and accountability require review and actions to address them. Capacity-building, notably training and administrative support to the military justice process, as well as respect for habeas corpus, granting access to defendants, monitoring and evaluation of penitentiary conditions require and should be supported within the existing plans supported by the UN and other international partners within the framework of the road map.

iii) Support to the 5-year Action Plan for the Implementation of National Justice Policy

22. The five year Plan of Action for the implementation of the National Justice Policy may be supported through initiatives within the framework of ECOWAS to ensure regional coherence and exploit and capitalize on good practices in the sub-region.

iv) Additional requirements (independence of the justice sector and financial autonomy of the Office of the Prosecutor General)

23. National partners emphasized the need for additional support to further strengthen the fragile justice system to ensure consolidation of the rule of law. The reform and strengthening of the defence and security institutions should be accompanied by a commensurate enhancement of the justice sector to maintain a right balance. Financial and institutional constraints according to the Office of the Prosecutor General impede decentralization of the justice system and the capacity of the judiciary in each region to address impunity throughout the country. The absence of a structured incentive system coupled with dire living conditions of Magistrates were cited as presenting challenges to their independence.

III. AGREED PRIORITIES TO BE ADDRESSED BY THE ROADMAP

A) The Pension Fund for the Armed Forces and security institutions (US\$45,964,800)

24. This project is expected to be funded by international partners for a period of five years, from 2011 to 2015, starting with the Armed Forces who will receive a special pension package, including a monthly pension allowance. The package will be provided to those meeting set criteria. For the security institutions, it is envisaged that the ongoing process for the vetting and certification would inform the retirement, demobilization and reinsertion/reintegration phases with objective criteria. The same process of vetting and certification of integrity and competencies is planned to be extended to the Armed Forces in the near future and the future global Pension Fund system for the whole public administration that will be launched in 2016. The private bank that will be managing the Pension Fund will be selected soon and the Fund is expected to be functional by September 2011. ECOWAS has indicated its readiness to fund this project, as soon as guarantees for the management of the Fund and its financial autonomy are clear.

B) Reinsertion/reintegration schemes and resources for Military and Police (US\$4,519,200)

13. The reinsertion/reintegration package is targeting those who would not be eligible to participate in the Pension Fund and would like to leave the Armed Forces or security institutions, thus being demobilized and reintegrated into civilian life, as well as eligible high-ranking military officers who would receive assistance to set up reintegration projects as part of the re-deployment programme aimed at rejuvenating the military hierarchy.

C) Rehabilitation of training centres and military barracks (US\$3,900,000)

25. The rehabilitation of the Cuméré Training Centre will enable the provision of training for military officers as well as for future peacekeepers that are expected to be part of ECOWAS standby peacekeeping battalions. Angola, which supports this project, will re-train existing soldiers and train newly recruited personnel for the Army, Air Force and Navy and subsequently prepare them for specialization. Brazil will undertake the rehabilitation of the São Vicente Training Center for senior military staff. Brazil, with possible support from Angola and Portugal, is in the process of completing the creation of the João Landim Police Academy for members of all policing and internal security institutions. The other related facilities requiring rehabilitation or renovation include: a) the Defence Headquarters, b) the Army Headquarters, c) the Canchungo Battalion, d) the Buba Battalion, and e) other relevant cantonments, subject to ongoing reviews on re-location of the military apparatus. Angola will rehabilitate at least four military barracks. Additional support from partners will be necessary for the remaining barracks.
26. It is also evident from the assessment that an in-depth review by all involved partners on methodology, approach and content is necessary on the varied training packages to ensure harmonisation of the ongoing and proposed training programmes. Their impact on the performance of the different security and defence components also needs to be closely examined to ensure they remain within the objectives and goals and spirit of a) the National Security Policy, its corresponding National Defence Policy and Strategy and, b) the Human Resources Policy for the Security Sector (including gender and ethnical balance norms) as well as other activities covering counter-drug trafficking and inter-agency support to the Navy.

D) Support to SSR strategies on Defense and Security institutions

27. The development of a national training strategy is envisaged by national stakeholders, who have requested development partners' support to achieve this goal of ensuring adequate training and building on programme already undertaken by the UN. "Train-the-Trainers" programmes are also envisaged.
28. Significant policy gaps that need to be addressed with regard to conflicting approaches adopted by the different security components, learning initiatives targeting the leadership of the institutions and the weak administrative capability of the entire security apparatus (absence of a payroll and personnel management systems), inter alia.

E) Institutions and VIP protection to pursue ongoing investigations

29. The provision of training for existing national protection police units to protect national institutions, VIPs, national teams conducting key investigations and witnesses, will facilitate progress in ongoing investigations and contribute to the fight against impunity. Angola has recently confirmed this area as a priority to be addressed within the scope of the bilateral technical cooperation on policing and internal security, through MISSANG. This would include following up training earlier provided to the Rapid Intervention Unit of the Public Order Police, provision of equipment and facilitating the specialized unit's effective preparedness and installation.

F) Training of a battalion for regional peacekeeping (ECOWAS brigade)

30. The training of military and police peacekeepers to form elements for possible future deployment within the ECOWAS peacekeeping framework is another agreed priority in the road map. Future peacekeepers, including selected young officers, duly vetted and certified, will be trained in the Cumeré Centre or sent to Bamako and Accra peacekeeping schools.
31. The UN should accompany and monitor the evolution of this initiative in cooperation with ECOWAS and the CPLP to provide needed clarity on UN policy issues as is relevant. Technical and national policy questions that still require further articulation cover, among others: Law 4/99, the Military Service Law currently in effect – which does not include compulsory service initiative as reflected in the Defence and Security Reform Plan; Military and Armed Forces Statute that addresses Compulsory Service and Conditions of Military Service that is yet to be promulgated. The UN, through the SSR Unit, the Integrated Training Service (ITS), the Office of Military Affairs (OMA)/Force Generation and the Police Division/Office of Rule of Law and Security Institutions (OROLSI), should contribute to this long-term initiative with possible technical assistance to support a joint "match-programming" exercise.

IV. RECOMMENDATIONS

A) Financial and logistical support required in Guinea-Bissau to implement the road map

1. ECOWAS and the CPLP have, so far, limited in-country capacity in Guinea-Bissau to expedite plans/preparations related to the implementation of the road map. Therefore, both organizations should support the prompt establishment of the Joint Task Force, with the AU, EU and the UN, as partners. Within existing capacities in SSR programme, the UN can bridge expertise gaps of national and international partners, notably ECOWAS. The potential support areas could include policy, planning, project management, resources mobilization and monitoring and evaluation through targeted temporary deployments within a co-location framework both at Abuja and Bissau levels.

B) The role of the UN in coordination

1. Bilateral partners, the CPLP and ECOWAS, have highlighted the leading role of the United Nations in assisting the Government to continue to enhance the coordination of international assistance. Bilateral support on SSR provided in the framework of national strategies should be aligned with provisions identified in the road map to facilitate coordination and cooperation.
2. It is reported that the EU has insisted during the 29 March 2011 consultations on the need for the leadership of the National Steering Committee on SSR to be revised, to enhance ownership at

Prime Minister's level, in order to promote the participation of all members of the Government who are members of this Committee. The effective functioning of the SSR Steering Committee is of utmost importance for the coordination and implementation of holistic SSR plans, and the UN too attaches great importance to this subject.

3. The dimension of the Pension Fund as the trigger for defence reform and demobilization efforts needs rapid review. On this, it will be important to clarify the status, with the Government and EU partners, of preparations for launching the Pension Fund, and to advise ECOWAS accordingly on most optimal management arrangements to channel the resources and maximize its impact on the lives of the beneficiaries. As suggested by the EU, the IMF could be involved in the oversight of the management of the Pension Fund by providing technical advice to help ensure enhanced transparency and effectiveness, as well as timely transfer of funds from the national budget to the Pension Fund.

C) Specific recommendations

i) For national authorities

1. Review and clarify the scope of the road map with ECOWAS and other partners in view of new and additional development such as the deployment of the **MISSANG**;
2. Promulgate the legal framework and align national budget with SSR priorities. In the case of the Pension Fund, it is necessary to include in the 2011 Budget, provisions to enable the Government to transfer, every month and until 2015, 60% of military salaries to the 2011 Pension Fund reserves in the selected bank, following the establishment and operationalisation of the Pension Fund. These reserves would enable the Pension Fund to be self-sufficient from 2016, after the expiry of the first 5-year donor supported phase. A legal framework defining this system should be adopted by the Parliament;
3. Strengthen SSR capacity with particular emphasis on oversight and accountability within the components of the defence, security and justice sector.
4. Explore, with international partners, the possibility of making some additions and adjustments to the road map with the objective of creating the chapeau for the establishment of the entire administrative system of all security and justice components. This critical lacuna must be addressed before the launching of formal formation, education and training initiative;
5. Address in earnest priorities set in Security Council resolution 1949 (2010) and by the EU with regard to impunity and the need to conclude ongoing investigations and promote justice;
6. Enhance the functioning of the SSR Steering Committee and ensure an effective functioning of overall SSR coordination mechanisms, boosting up its capacities at all levels;
7. Foster national ownership and inclusiveness of the process at national level. This could include organizing outreach activities with the opposition leadership at the highest levels;
8. Create an Investigation Fund to guarantee the financial independence of the judiciary power;
9. Pass and promulgate critical legislation including a law on illicit investments to combat drug trafficking;
10. Reinforce the national communication strategy and establish clear mechanisms to control and validate the information published, with a view to reaching out to all stakeholders on a regular basis and promoting transparency and trust. Regular communication with national stakeholders and the population as a whole on national plans and international support would also reduce the spread of unconstructive speculation and rumors.

ii) For the African Union

1. Rapidly align its priorities and plans on the road map and be part of the Joint Task Force;

2. Reinforce internal capacities in coordination with the UN, ECOWAS and the CPLP;
3. Participate in the formulation of the terms of reference for conducting a joint technical “matching-projects” exercise and in this undertaking.

iii) For ECOWAS

1. Pursue dialogue with national authorities to clarify the content of the roadmap;
2. Submit requirements to the UN for support at logistical level;
3. Establish with the AU, EU, CPLP and UN, a Joint Task Force/coordination mechanism as a matter of priority, to finalize the details for the implementation of the roadmap in consultation with national authorities;
4. Mobilize financial and operational resources for the immediate implementation of the Pension Fund and related initiatives, as well as other priorities within the roadmap;
5. Participate in the formulation of the terms of reference for conducting a joint technical “matching-projects” exercise and in this undertaking;

iv) For CPLP Member States and other bilateral partners

1. Angola, as Chair of the CPLP, should designate experts from the MISSANG to represent the organization in the national SSR Steering Committee and in the AU/EU/ECOWAS/CPLP/UN Joint Task Force;
2. CPLP Member States represented in Guinea-Bissau, i.e. Angola, Brazil and Portugal, and other bilateral partners, should enhance coordination within the framework of the national SSR Steering Committee and align with the ECOWAS/CPLP partnership;
3. Participate in the formulation of the terms of reference for conducting a joint technical “matching-projects” exercise and in this undertaking;

v) For UNIOGBIS

1. Enhance its leadership of coordination of international assistance in support of national efforts, including through the SSR International Partners Group and the Joint Task Force;
2. Continue co-location support to the Permanent Secretariat of the SSR Steering Committee and strengthen capacities to support defence and criminal justice reforms, including the establishment of a dedicated advisory system among international partners to assist national authorities in the conduct of investigations;
3. Bridge capacity gaps of ECOWAS, the AU, EU and CPLP, as required, to better assist national partners in addressing SSR priorities;
4. Continue mobilizing resources in support of holistic SSR including on defence, security and justice, and respective governance aspects;
5. Support national authorities in the establishment of a centralized system of administration of, inter alia, personnel, finance, operations and logistic, intelligence, civil affairs, health, legal and family services;
6. Participate in the formulation of the terms of reference for conducting a joint technical “matching-projects” exercise and in this undertaking.

vi) For the United Nations/Security Council

1. The UN should review key aspects of the training programmes proposed by Guinea-Bissau's international partners and provide national authorities with additional strategic advice on the benefits of developing the core values of an effective, efficient, and accountable defence sector, guarantor of the Constitution, and on the inherent risks of initiating any military field training activities before this exercise.
2. The DPKO ITS, OMA/Force Generation, Police Division, Criminal Law and Justice Section and SSR Unit, should support UNIOGBIS, ECOWAS and the CPLP, as well as bilateral partners in drafting the terms of reference for conducting a joint technical "matching-projects" exercise.
3. The Security Council should continue its political support to national SSR strategies and the ECOWAS/CPLP roadmap to fast track its implementation, including by calling on Member States to mobilize resources, as necessary;
4. The Security Council and the UN should support resource mobilization efforts (PBC and extra-budgetary trust funds), including through the convening of a high level event on SSR to mobilize the necessary funds;
5. UN Headquarters should offer guidance to ECOWAS and Guinea-Bissau on the establishment of a reserve battalion for international peacekeeping operations;

Annex I: Risk analysis

I. Challenges facing ECOWAS for the roadmap implementation

- i) Internal resource mobilization and short timeframe for in-country capacity build-up;
- ii) Operational capacity constraints of ECOWAS;
- iii) Delay in the establishment of a joint task force to improve coordination;
- iv) Delays in designating responsible Member States for support to the road map implementation;
- v) ECOWAS-CPLP tight implementation agenda and limited capacity of local institutions to absorb all the initiatives.

II. Additional risks and operational gaps identified

- i) Increasing signs of fatigue among beneficiaries of defence and security-related reform processes;
- ii) Guinea-Bissau has been in a fragile state since the independence war. The overall infrastructure and administrative system collapsed almost completely. The UN should remain alert that the overall ECOWAS-CPLP roadmap is based on a scenario that might not be able to meet expectations set in the plan. This combined with the limited UN Defence Sector Reform capacity on the ground and other very critical logistical, technical and administrative deficits at various levels, would most likely have an impact on the ability of the organization to support the majority of the defence-related programmes within the time schedule presented as part of the road map;
- iii.) Possible fractures in the political alliances particularly as the country comes closer to the 2012 legislative elections;
- iv.) Tensions within the different recipients of the Pension Fund created by some long delays in the implementation of the programme;
- v.) Weak coordination among international partners and potential duplications of intervention;
- vi.) Weak consultations with and among national partners;
- vii) EU and article 96 consultations and impact on wider support to SSR;
- viii) Weak synchronization of tasks/priorities in the road map;
- ix) Risk of reinforcing the capacities of the Armed Forces if the redeployment of army officers and the retrenchment of elements due for retirement are not conducted in parallel to training, equipment and rehabilitation of barracks;
- x) Lack of national ownership and inclusiveness in decision-making process by the Government, Parliament, civil society, etc;
- xi) Other decisions are critical to facilitate the road map implementation, including the issue of payroll/database in the Armed Forces, and legislative package to be promulgated, published and enacted upon. Delays in their implementation constitute a risk;
- xii) Limited progress in the area of justice, in particular military justice; this could result in continuing impunity in the Armed Forces;
- xiii) Continued impact of drug trafficking on the Armed Forces;
- xiv) Need to update, harmonize and consolidate national SSR plans

Annex II: List of mission members

1. Gana Fofang, UNIOGBIS DSRSG/RC/RR, Mission Leader
2. Samuel Gahigi, UNIOGBIS Chief Political Affairs
3. Antero Lopes, UNIOGBIS Chief SSR
4. Marlene Nzengou, DPA Africa II Division Desk Officer
5. Mario Panizza, DPKO/OROLSI/SSR Officer
6. Alessandra Pellizzeri, PBSO Officer

Annex III: List of interlocutors

1. AU Liaison Office, Mr. Mathieu Kinouani, Head, Acting Special Representative
2. AU Liaison Office, Mr. Prosper Ernest François Sica, Senior Political Officer
3. AU Liaison Office, Mr. Ibrahim Daniel Odey, Security Sector Reform Officer
4. AU Liaison Office, Ms. Altine Traoré, Post Conflict Reconstruction and Development Officer
5. Brazilian Embassy, Mr. Jorge Cadri, Ambassador
6. ECOWAS, Mr. Hamet Sidibé, Special Representative of the President of the ECOWAS Commission
7. ECOWAS Commission, Abuja, Colonel Mahamane Touré, Commissioner
8. ECOWAS Commission, Abuja, Colonel Adama Mbaye, Principal Programme Officer, Directorate Peacekeeping and Regional Security
9. Embassy of Angola, Mr. Brito Sozinho, Ambassador
10. Embassy of Angola, Mr. Rui Fernando Rodrigues Vasco, Media Advisor
11. Embassy of France, Mr. Michel Flesch, Ambassador
12. Embassy of Portugal, Ms. Maria Ermelinda da Silva Arede, Counsellor
13. Embassy of Portugal, Mr. Antonio da Silva Campos, Defence Attaché
14. Embassy of Portugal, Cooperation Attaché
15. Embassy of South Africa, Mr. Lulu Louis A. Mnguni, Ambassador
16. Embassy of the United States of America, Bissau Liaison Office, Mr. William K. DelGrosso, US Justice Sector Advisor
17. EU Delegation to Guinea-Bissau, Mr. Joaquín González-Ducay, Head
18. EU Delegation to Nigeria, Abuja, Mr. Manuel Iglesias Roa, Head of Section, Regional Cooperation
19. EU Delegation to Nigeria, Abuja, Emmanuel Gorin, Attaché, Regional Cooperation, West Africa
20. Ministry of Defence, Mr. Aristides Ocante Da Silva, Minister
21. Ministry of Economy, Planning and Regional Integration, Ms. Helena Nosolini Embalo, Minister
22. Ministry of Foreign Affairs, Mr. Adelino Mano Queta, Minister
23. Ministry of Justice, Mr. Mamadu Saliu Jalo Pires
24. Prosecutor General, Mr. Amine Michel Saad,
25. Supreme Court, Ms. Maria do Ceu Silva Monteiro, President
26. Representative of the Social Renewal Party (PRS), Parliamentarian Florentino Mendes Pereira, Deputy Chair of the PRS Parliamentarian Caucus
27. Representatives of civil society organizations

Annex IV: Terms of reference of the mission

Assessment Mission to Guinea-Bissau: ECOWAS/CPLP SSR road map 11-18 April, 2011

Terms of Reference

References

- A. Strategy for Restructuring and Modernization of Defence and Security Sector, October 2006;
- B. 2007-2009 Three-Year Investment Plan for the Restructuring and Modernization of Defence and Security Sector;
- C. Plan of Action of the Restructuring and Modernization of Defence and Security Sector, September 2007;
- D. Report of the Roundtable on the Restructuring and Modernization of the Defence and Security Sector in Guinea-Bissau, Praia, Cape Verde. April. 2009;
- E. Security Council resolutions 1949 (2010) and 1876 (2009) and press statement dated 25 February 2011;
- F. ECOWAS/CPLP road map on SSR of August 2010, as amended at the November meeting of the Chiefs of Defence Staff and Security Services of ECOWAS and Angola;
- G. Report of the ECOWAS Chiefs of Defence Staff, the CPLP Defence and Security Chiefs and CPLP representatives of November 2010;
- H. Letter from SRSG Mutaboba to the Chairman of the ECOWAS Commission, Mr. James Victor Gbeho, dated 21 December 2010;
- I. Communiqué of the Government of Guinea-Bissau approving the ECOWAS/CPLP road map, dated 16 March 2011;
- J. ECOWAS communiqué approving the ECOWAS/CPLP road map, dated 24 March 2011;
- K. Strategic Framework for Peacebuilding in Guinea-Bissau;
- L. New Peacebuilding Priority Plan submitted in December 2010 with PBF requested modifications;
- M. Minutes of the Project Appraisal Committee meeting approving the Peacebuilding Priority Plan and requesting some modifications;
- N. Letter from ASG Cheng-Hopkins to SRSG Mutaboba approving the new Peacebuilding Priority Plan dated 7 February 2011;
- O. Letter dated 2 February 2011 from the EU High Representative for Foreign Affairs and Security Policy, Ms. Catherine Ashton, and EU Commissioner Andris Piebalgs, to President Malam Bacai Sanha and Prime Minister Carlos Gomes Júnior, inviting Guinea-Bissau for consultations based on Article 96 of the Cotonou Agreement;
- P. Memorandum of Consultation between the Republic of Guinea-Bissau and the EU, in accordance with Article 96 of the Cotonou Agreement;
- Q. Response from the Government of Guinea-Bissau to the EU's concerns, and Annexes I, II, and II bis, March 2011;
- R. EU press release on the conclusion of the consultations held on 29 March 2011 (Eng, Fr, and Port.).

Background

1. The 1 April military events, resulting in the arrest of the Chief of General Staff and the brief detention of the Prime Minister, as well as the violation of the United Nations premises by military elements to release Rear Admiral Bubo Na Tchuto who had sought refuge in the premises since 28 December 2009, were vehemently condemned by the international community. As part of regional efforts to help address the consequences of these events and help stabilize the country, the AU, the CPLP and ECOWAS held several meetings in 2010 and 2011.

2. In August 2010, the ECOWAS Committee of the Chiefs of Defence Staff and the Angolan Chief of Defence Staff proposed a road map to help expedite the implementation of the SSR Programme, with a particular focus on the defence sector reform. The road map envisaged, among others: a) the deployment of training and protection units to enhance the security of State institutions; b) the establishment of a Pension Fund for the Armed Forces; c) the demobilization and reinsertion of selected members of the armed forces; and d) mobilization of funds to support the implementation and fast-tracking of the restructuring process of the Armed Forces and the establishment of a protection mechanism for key national figures, members of the national commissions of inquiry into the 2009 assassinations and key witnesses.

3. In November 2010, the Chiefs of Defence Staff and Security Services of ECOWAS and CPLP, represented by Angola, recommended the mobilization of US\$95 million to implement a programme of reforms as part of the road map, including the rehabilitation of two military barracks and the deployment of police training units, 100 security and close protection personnel and three formed police units. The 28th Meeting of the ECOWAS Mediation and Security Council, held on 24 November 2010, adopted the recommendations of the Chiefs of Defence Staff and Security Services and submitted them to ECOWAS Heads of State and Government for final endorsement. At its meeting on 23 December, the African Union Peace and Security Council requested the ECOWAS Commission to approach Guinea-Bissau's bilateral and multilateral partners for the convening of a donors' conference to facilitate the implementation of the security sector reforms. The Government of Angola has already allocated US\$30 million to cover the costs of a bilateral defence and SSR agreement signed in 2010, which will be implemented within the framework of the ECOWAS-CPLP road map.

4. At a meeting on 10 December 2010, the National Steering Committee on SSR established that the road map was consistent with the overall national framework for SSR. In addition, on 21 December, at the request of the Government and military leadership of Guinea-Bissau, UNIOGBIS sponsored a workshop with some 100 military and police officers, who gathered to review the roadmap and discuss its modalities of implementation, and urged the political leadership to proceed with its formal endorsement. Following that meeting, the Chief of Defence Staff of the Armed Forces, General Indjai, conducted a sensitization tour throughout the barracks of Guinea-Bissau, to explain the scope and focus of the ECOWAS-CPLP road map and the bilateral agreement with Angola. Subsequently, and pending the official notification by the Guinea-Bissau leadership of their willingness to move ahead with its implementation, SRSG Mutaboba conveyed, in a letter dated 23 December and addressed to the Chairman of the ECOWAS Commission, the need for ECOWAS and CPLP experts, together with national counterparts and the UN, to develop realistic timelines and benchmarks to monitor the road map's implementation, in accordance with conditions set by international partners. However, it is worth noting that the management by ECOWAS of the crisis in Côte d'Ivoire has reduced the capacity of the sub-regional organization to deliver on Guinea-Bissau, thus raising the expectations for the UN and other partners to provide significant support, in particular for resource mobilization.

5. The European Union, for its part, wrote to President Malam Bacai Sanha and Prime Minister Carlos Gomes Júnior on 2 February 2011, to invite Guinea-Bissau for consultations within the framework of Article 96 of the Cotonou Agreement. In the letter, the EU proposed a list of issues for discussion, including respect for human rights and the rule of law. Other areas include, *inter alia*, the conclusion of fully independent investigations into the events that occurred in the country between 1 March 2009 and 1 April 2010, and the nomination of Armed Forces leaders not involved in acts of violence or anti-constitutional/illegal activities. The European Commission has temporarily suspended

its budget and SSR support to the country, pending the outcome of these consultations to which the Government has agreed. The first session of consultations was held on 29 March 2011, in Brussels.

6. The United Nations Security Council has also closely monitored the situation in Guinea-Bissau and, in its Resolution S/RES/1949 issued on 23 November 2010, requested "the Secretary-General, through his Special Representative, to present to it comprehensive information detailing the proposed modalities, timing and resources relating to the implementation of the ECOWAS road map." The Council also requested the Secretary-General "to engage with ECOWAS and CPLP with a view to undertaking a joint assessment of the requirements to support the rapid implementation of the road map once endorsed by ECOWAS, including, how the necessary resources can best be mobilized, in accordance with relevant partners including the AU, EU, ECOWAS and CPLP member states." The Security Council reiterated this request on 25 February 2011.

Objectives of the assessment mission

7. The UN Secretariat and UNIOGBIS, in close consultation with ECOWAS and the CPLP, will undertake a mission to Guinea-Bissau, as well as to the ECOWAS and CPLP Headquarters in Abuja and Lisbon, respectively, to assess the status of implementation of the ECOWAS/CPLP road map and the support which will be required from the international community for its full implementation. It will provide detailed information on the scope of activities to be undertaken for the implementation of the road map, as well as recommendations on the implementation of the roadmap including the implementation modalities and the roles and responsibilities of main stakeholders.

Timing of the assessment mission

8. The assessment mission is tentatively scheduled for 11 to 18 April 2011. Its timing would coincide with: a) the outcome of SRSG Mutaboba's visit to Brazil (29-31 March); b) preliminary results of the EU-Guinea-Bissau consultations in Brussels (29-30 March); c) visit to Lisbon by SRSG Mutaboba on 1 April for consultations with the CPLP.

Methodology

9. The mission will carry out its tasks based on the ECOWAS/CPLP road map, approved by the ECOWAS Mediation and Security Council and by the Government of Guinea-Bissau. The mission will also review other relevant documents, including the ECOWAS/CPLP report of November 2010 recommending a programme of reforms, the Security Sector Reform Programme of Guinea-Bissau, as well as justice aspects of holistic SSR activities in Guinea-Bissau. The mission will be conducted in close consultation with national authorities and ECOWAS and the CPLP, as well as Guinea-Bissau's other international partners, including the AU, EU and bilateral partners.

Tasks

10. The mission will perform the following tasks:

- Review the ECOWAS/CPLP road map, in particular, the proposed strategies and programmes, modalities, timing, benchmarks and budget for its implementation, with a view to making recommendations for international support;
- Assess how the proposed strategies and programmes should be implemented in the context of holistic SSR;
- Review the role of ECOWAS and the CPLP, as well as of member states already involved in the implementation of the road map, to assess the alignment of their activities with national plans and the road map, and identify the technical and financial gaps;
- Assess the engagement of national authorities, including the political, military, police, prisons and justice leadership, with a view to establishing the level of political will and commitment; review

the actions/programmes already undertaken by them, as well as the national plans developed and the Pension Fund Programme, to implement the road map;

- Review the facilitation and coordination role already played by the UN in the implementation of the road map, in accordance with UNIOGBIS' mandate related to SSR, including technical support and assistance to the Government of Guinea-Bissau in developing and coordinating the implementation of the SSR Programme;
- Assess the state of play with regard to commitments by the ECOWAS and CPLP Member States, as well as other international partners, to support the SSR programmes for the long-term stability of the country
- Make recommendations on how best Guinea-Bissau's international partners could fill the financial and technical gaps and on how best Guinea-Bissau's stakeholders, ECOWAS, the CPLP and all other concerned international partners should work together in a coordinated and integrated manner to ensure the full implementation of the road map.
- Provide substantive updates on the progresses made in the areas of SSR and the rule of law against Security Council resolution 1949

Expected Outcome:

11. The expected outcome from the mission is a report that will spell out the strategies and programmes included in the ECOWAS/CPLP road map, including information detailing the proposed modalities, timing, benchmarks and resources relating to its implementation. The mission will also propose recommendations to the national authorities, ECOWAS, the CPLP, other international partners and the UN to ensure a rapid implementation of the road map

12. This report will directly feed into the Secretary-General's report on Guinea-Bissau that is scheduled to be issued on 22 June 2011.

Composition

13. The mission will be led by UNIOGBIS (SRSG and DSRSG/RC/RR) and comprise representatives from:

- a) UNIOGBIS
- b) UNCT
- c) DPA-Africa II
- d) DPKO
- e) PBSO

14. It will work in close consultation and coordination with other UN key stakeholders based in Guinea-Bissau, including UNDP, UNODC and UNICEF

15. Each Department/Office is expected to cover the costs related to the participation of its representatives

Timing

11-13; 18 April – meetings in Bissau with national/international counterparts

13-16 April – travel to Abuja for consultations with ECOWAS

16-21 April – Finalization of draft report

21 April – Departure from Bissau

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C. Staff safety and security

59. During the reporting period, there were no direct threats against United Nations staff in Guinea-Bissau. The crime rate remained at controlled levels. All security measures applicable to United Nations staff continued to be strictly enforced.

VI. Observations

60. Since my last report, the national authorities of Guinea-Bissau and the country's international partners have taken commendable steps towards enhancing political stability in the country. I welcome the Government's constructive response to concerns raised by the international community, in particular the European Union, with regard to the rule of law, impunity and the role of the military in the political stability in the country. Continuous dialogue between national authorities and international partners is vital for enhancing peacebuilding and stability. In this regard, I was encouraged to note the unity of purpose shown by the State institutions in preparing for the important consultations in March with the European Union under article 96 of the Cotonou Agreement, and the inclusion of civil society and the military leadership in that process. I believe that this united approach, along with the open attitude to discussing contentious issues, contributed to a productive dialogue with the European Union. I hope that the issues will be successfully resolved, enabling the full resumption of European Union cooperation with Guinea-Bissau.

61. The efforts towards promoting a broad-based dialogue involving all stakeholders through the forthcoming national conference are encouraging. Preparations for this event are progressing well, although at a slower pace than planned owing to resource constraints. This is a cause of concern as the national conference will mark the first attempt since 1999 to engage all stakeholders, including at the grass-roots level, in national dialogue on the root causes of conflict and on possible solutions. In addition, the conference could put in place permanent and inclusive mechanisms of dialogue, which would strengthen democratic processes, promote reconciliation and help prevent conflict. I urge the main political stakeholders in the country to use the event as a legitimate forum in which to address key issues for the future stability and progress of the country. I appeal to Guinea-Bissau's international partners to continue to extend assistance to enable the holding of the national conference.

62. The approval of a political declaration and a plan of action on transatlantic drug trafficking by the Group of Eight (G-8) and Group of Twenty (G-20) Summit held in Deauville, France, following the G8+ ministerial conference held on this issue on 10 May, is encouraging. These documents will contribute to increased international cooperation in the fight against drug trafficking by involving countries of origin, transit and destination. I remain particularly concerned about drug-trafficking activities in Guinea-Bissau. The country's very limited resources and means to curb this threat to peacebuilding and to combat the illegal trafficking is worrisome, as is the absence of reliable information. I encourage Guinea-Bissau's partners to step up assistance to monitor these illegal activities and to contribute to the strengthening of national capacities to address the scourge in an effective and coordinated manner, within the framework of the West Africa Coast Initiative. I take

note of the appointment of the new Director General of the Judiciary Police, and encourage him to build on the reform programme initiated under his predecessor for enhancing the fight against drug trafficking and transnational organized crime, and to fulfil the obligations subscribed by the Government of Guinea-Bissau, especially within the framework of the West Africa Coast Initiative (WACI) Freetown Commitment on Combating Illicit Trafficking of Drugs and Transnational Organized Crime in West Africa, signed in February 2010.

63. Among the key reforms pursued by the Government is an overarching administration reform that includes the defence, security and justice sectors. Holistic Security Sector Reform continues to be pivotal, not only for these structural reforms, but also to contribute to stability and consolidate democratic governance and the establishment of sound civil-military relations under civilian rule. The construction of model police stations with the provision of equipment and the selection and training of police officers to staff the stations is an essential step in national efforts to restore State authority and re-establish public security conditions for the population, as well as to create a professional community-based police service. This will help break with past practice of frequent disregard for the rule of law and human rights. I encourage national authorities to speed up efforts towards the construction of the first model police station in Bissau, which would pave the way for the establishment of additional model police stations throughout the country.

64. I commend ECOWAS Heads of State and Government for their commitment to allocate \$63 million for the implementation of the ECOWAS/CPLP Security Sector Reform road map. This constitutes a critical catalytic measure towards the full implementation of Security Sector Reform in the country, as international and regional partners now have allocated substantial funds to support the implementation of the comprehensive national SSR framework approved by national authorities in 2006. I also commend the Government of Angola for its generous concrete package of assistance, including the deployment of robust material and human resources to Guinea-Bissau, and the allocation of substantial financial assistance, capacity-building services and other support for the rehabilitation of military and police infrastructure. Additional commitments of support for the Security Sector Reform effort will be necessary to further harmonize and maximize external assistance to national authorities to help make these reforms succeed.

65. The priorities set out in the national Security Sector Reform plans and in the ECOWAS/CPLP road map constitute key building blocks to foster the reforms in the defence and security institutions, firstly through the retirement, reinsertion and reintegration initiatives, and a redeployment programme aimed at rejuvenating and professionalizing the military and security structures. I therefore welcome progress towards finalizing the process of establishing the pension fund, and appeal to international partners and national authorities to commit resources to help make the pension fund operational in the coming months. This fund will depend on international contributions for the first five years, after which the burden for supporting it will be transferred to the Government to be funded through national contributions envisaged as part of the public finance and public administration reforms. As the question of sustainability is a matter of concern for the international community, I urge the Government to initiate the process for planning the future transfer of responsibility for funding the pension fund from international partners to the Government. We also look forward to the Government's announcement of its

proposals regarding the long-awaited rejuvenation and professionalization of the armed forces, which would function under civilian authority and respect for the rule of law.

66. I call on national authorities, the African Union, ECOWAS, CPLP, relevant United Nations entities and bilateral partners to implement the recommendations of the joint assessment conducted by the United Nations, ECOWAS and CPLP, on the Security Sector Reform road map. The establishment of a joint task force or a coordination mechanism comprising representatives of ECOWAS, CPLP, the African Union, the European Union and the United Nations, to work with the Government in implementing the road map, is a matter of priority. I therefore exhort all partners to join forces and provide adequate technical and financial support for the effective functioning of the proposed mechanism.

67. I commend the deployment of two forensic experts by the Government of Brazil in support of ongoing investigations into the 2009 political assassinations in Guinea-Bissau. I also welcome Brazil's support for the rehabilitation of key police infrastructure. The assistance provided by the United States for the establishment of a programme to protect witnesses and special persons is also significant, as well as timely to speed up the process of finding justice for the 2009 assassinations. It is critical for national authorities to address in earnest the priorities set in Security Council resolution 1949 (2010) and to conclude independent and transparent investigations into the 2009 assassinations.

68. I urge the Government to remain focused on its public finance and public administration reforms, both of which will pave the way for increased national financial resources needed for investment in development and improved social services. The satisfactory performance of the Government in meeting benchmarks agreed with international financial institutions attests to its continuing commitment to public finance reforms. The finalization of Guinea-Bissau's Second Generation Poverty Reduction Strategy, which includes holistic security sector reform as a priority axis, will also clear the way for the Government to start a resource mobilization drive to finance the new strategy. I encourage the Government to engage with its development partners with a view to ensuring the implementation of this strategy, and I call upon international partners to assist national authorities in organizing the planned donor round table to secure appropriate funding.

69. I would like to conclude by commending the staff of UNIOGBIS, under the leadership of my Special Representative, Joseph Mutaboba, and the United Nations country team led by my Deputy Special Representative, as well as national and international non-governmental organizations and other partners, for their contribution to sustainable peace in Guinea-Bissau.

Annex

Excerpt from the UNIOGBIS strategic workplan and benchmarks

In December 2010, the Strategic Planning Group recommended that the outcome groups prepare a new format for a joint strategic workplan that should, in compliance with Security Council resolution 1949 (2010), define relevant benchmarks and indicators of progress. Afterwards, during the United Nations annual retreat held on 17 March 2011, the proposed benchmarks were endorsed by the United Nations family in Guinea-Bissau. It was also underlined that for the United Nations family to meet the expected results, it would be necessary to focus on Guinea-Bissau's main challenges, namely: (i) governance, democracy and political dialogue; (ii) economic growth and poverty reduction; (iii) social protection and human development; and (iv) security sector reform and the rule of law.

The United Nations joint vision or objective for Guinea-Bissau is a stable political, security, social and economic environment, conducive to peace consolidation and the full realization of human rights. The following key benchmarks and indicators of progress will be achieved through joint efforts by UNIOGBIS, the United Nations country team, national stakeholders and other international partners.