

Dashboard Exit and Transition in Peace Operations

Peace operations implement a wide range of mandated tasks and vary greatly in terms of their capacities, duration and the way they end. Exit strategies and transitions form an important aspect of the current discussion on the sustainability of achieved impact.

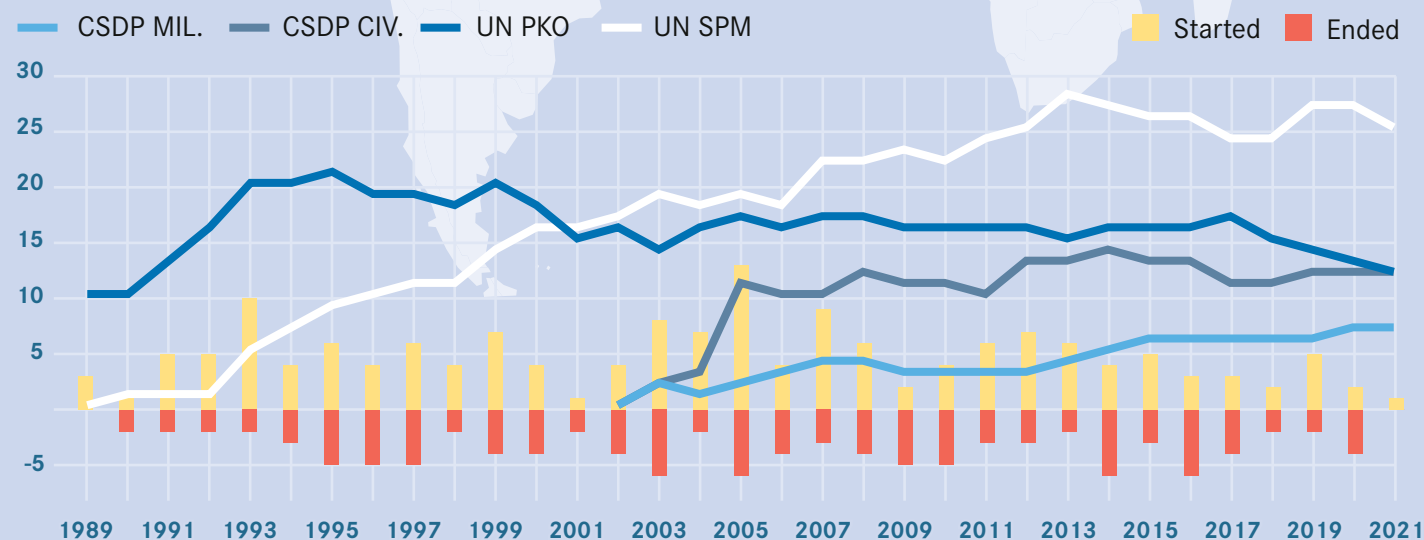
In order to take a closer look at how and why peace operations end, ZIF has analysed data from 168 United Nations (UN) Peacekeeping Operations (PKOs) and Special Political Missions (SPMs) that have started or ended since 1989, as well as military operations and civilian missions of the European Union's Common Security and Defence Policy (CSDP) since 2003.

The triggers for transition and for the end of missions – and what follows – can differ significantly from case to case (table on the right). The evolution in the number and duration of missions (below) shows that after the 1990s, UN PKOs tended to continue with new or adapted mandates rather than drawing to a close and being replaced by a new mission. While the number of new PKOs therefore decreased significantly, the average duration of terminated PKOs increased from only two years in the 1990s to 7.8 years in the 2010s. Of note is also that civilian CSDP missions accounted for the majority of new missions in 2003-2005, but were much shorter than UN missions of the same period.

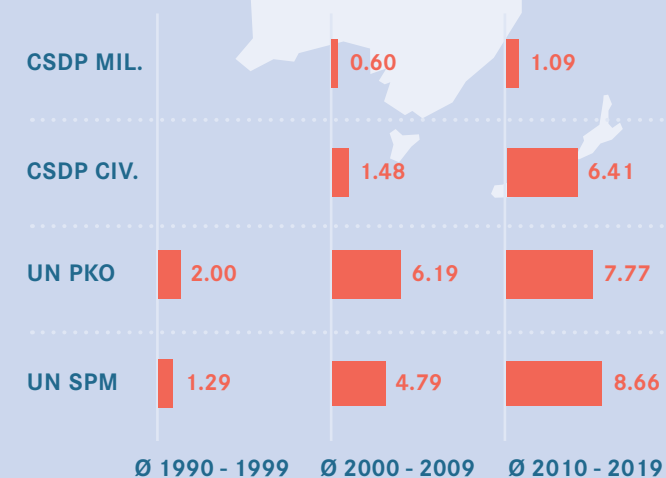
Triggers for the end of peace operations

Trigger	Example	Context	What followed?
Lack of success/changed context/evacuation	UNIKOM (Iraq/Kuwait, until 2003)	The impending US-led military operation in Iraq led to the suspension and eventual termination of UNIKOM.	With UNAMI, an SPM was deployed in Iraq five months later. The CSDP mission EUJUST Lex followed in 2005.
Successful operation	UNMIL (Liberia, until 2018)	In 2018, the Security Council acknowledged the progress made in Liberia since 2003, including UNMIL's important contribution. The mandate was not renewed.	The UN Country Team took over some of UNMIL's tasks.
Lack of international support	UNOMIG (Georgia, until 2009)	Following a veto by Russia in the Security Council, the mandate of the PKO was not renewed and expired.	The much smaller and civilian SPM UNRIGID later assumed the role of accompanying the Geneva negotiations.
Reconfiguration of the operation/transition	MINUJUSTH (Haiti, until 2019)	After 15 years of UN peacekeeping in Haiti, the Security Council decided to reconfigure the UN presence on the ground.	The SPM BINUH followed but with much reduced tasks and capacities.
Lack of host-state consent	UNMEE (Ethiopia/Eritrea, until 2008)	A limitation and eventually complete cessation of fuel supply by Eritrea and other restrictions affected UNMEE's activities and security. The mission was subsequently terminated by the Security Council.	Nothing followed UNMEE.
Limited duration of the operation	EUFOR Artemis (DR Congo, until 2003)	The military operation was intended to stabilise the situation in the town of Bunia until the capacities of the existing PKO MONUC were sufficiently strengthened. The duration was therefore limited to just under three months.	Responsibility in Bunia was handed over to MONUC as planned. In 2005, the EU deployed two civilian CSDP missions to the DR Congo.

Number, start and end of UN and EU peace operations, 1989-2021



Average duration of past missions



How peace operations end: Exit and follow-on arrangements in Sudan and South Sudan

Since 2004, a total of nine peace operations by the African Union (AU), EU and UN have been active on the territory of Sudan (- 2011) and Sudan/South Sudan (from 2011), as well as in the province of Abyei, which is disputed between the two states. Three major political events mark the period since 2004: the signing of the Comprehensive Peace Agreement (CPA) in 2005, the independence of South Sudan in 2011 and the revolution in Sudan in 2019. The missions deployed differ with regard to their respective areas of operation (Sudan, South Sudan, Abyei, Darfur), their specific conflict context and their core tasks. Three of the missions are currently active.

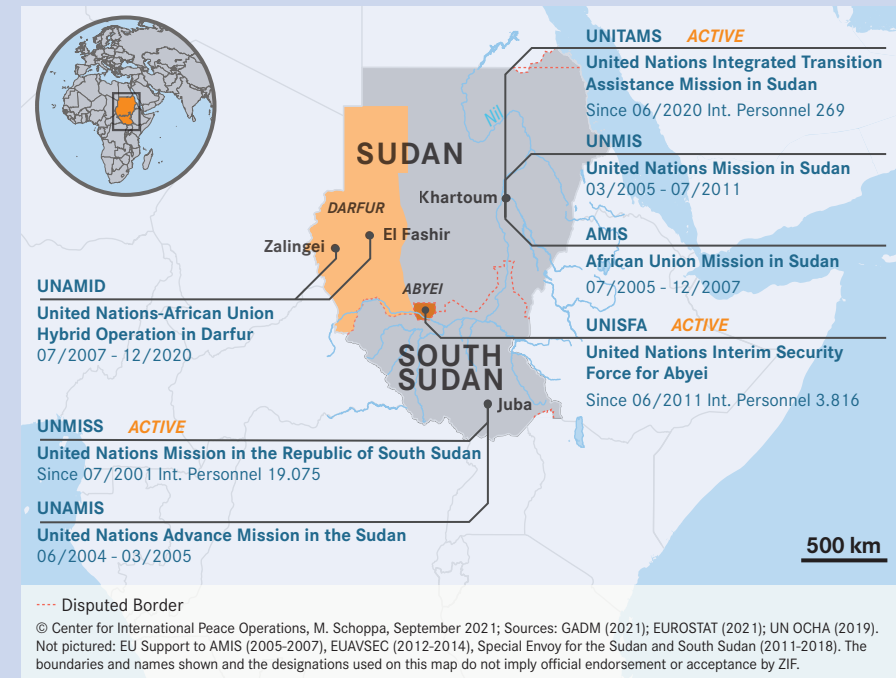
UNMIS follows UNAMIS: In March 2005 (S/RES/1590 (2005)), a purely civilian, political UN preparatory mission (UNAMIS) was initially deployed for a defined period. After the expected signing of the CPA, the UN Mission in Sudan (UNMIS) replaced UNAMIS and took over its remaining tasks as well as the Head of Mission.

UNAMID follows AMIS: The African Union Mission in Sudan (AMIS) was established in the wake of the Darfur crisis in 2004 and as a result of two agreements. As early as October 2004, AMIS was expanded from an observer mission to a larger peacekeeping operation. In 2007, the tasks and parts of the military component were taken over by the joint UN-AU operation (UNAMID). The operational area of both operations was limited to Darfur.

UNMIS follow-on missions: UNMIS was followed by two separate PKOs, one UN mission in the newly independent South Sudan (UNMISS) and another in the still disputed region of Abyei (UNISFA). There was no follow-on mission in what is now the territory of Sudan, as corresponding Security Council proposals for the regions of South Kordofan and Blue Nile (S/RES/1997 (2011)) were rejected by Sudan. The last UN Special Envoy from UNMIS subsequently took over the newly created position of UN Special Envoy for Sudan and South Sudan.

UNAMID leaves, UNITAMS arrives: In 2018, the UN Secretary-General presented a transition strategy for UNAMID that envisaged complete withdrawal by June 2020. Although the political framework for UNAMID's withdrawal changed fundamentally with the revolution of 2019, the strategy was largely maintained. With a slight delay, UNAMID's mandate expired at the end of 2020. At the same time, the Security Council decided to establish the UN Integrated Transition Assistance Mission in Sudan (UNITAMS) (S/RES/2524 (2020)), a purely civilian SPM to support the political transition with the entire territory of Sudan as its operational area. UNITAMS is not a follow-on mission in the strict sense, as many of UNAMID's functions were discontinued at the end of 2020 and team sites in Darfur were handed over to national entities.

Unclear prospects for UNISFA and UNMISS: Consultations between the UN Secretary-General, Sudan, South Sudan and Ethiopia – the sole troop contributor – on an exit strategy for UNISFA (S/RES 2550 (2020)) ended inconclusively in April 2021. There is also no end in sight for UNMISS, which is realigning itself through the gradual transfer of responsibility for several civilian protection sites to the South Sudanese government and partner organisations.



Exit factors:

A look at the past points to key aspects to consider in an exit.

End state or end Date: What are meaningful benchmarks for an exit?

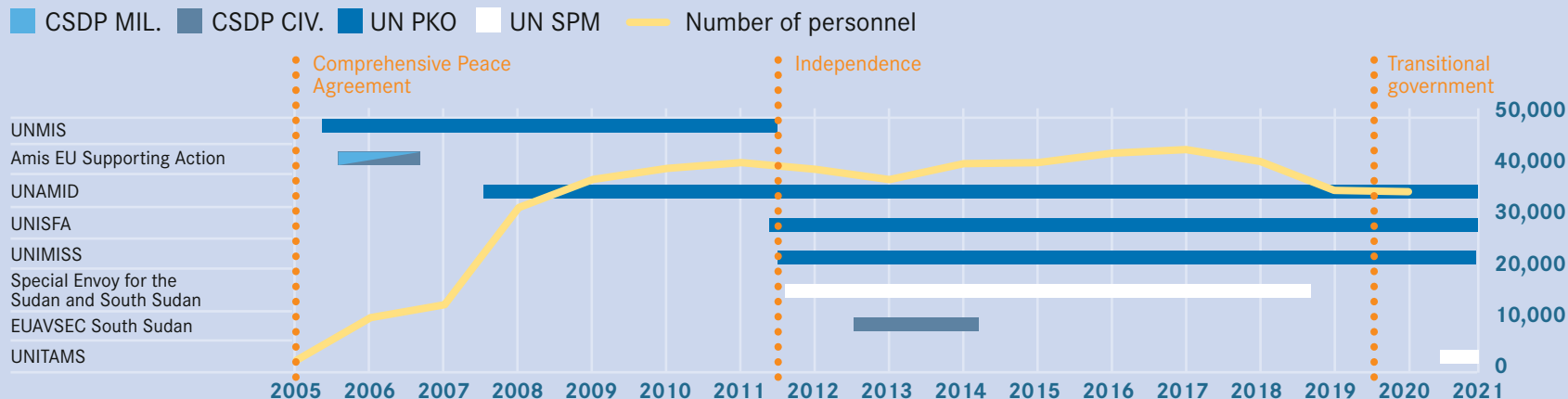
Timing of exit: In what circumstances can an exit be considered?

Capacities in the host country: How can sustainability be preserved, where is further support needed?

Protection of civilians: How will protection of civilians be ensured after a transition?

Partnerships: Which international, regional or national actors can support a sustainable transition?

Duration and personnel in EU and UN peace operations in Sudan and South Sudan



zif Center for International Peace Operations

zif-berlin.org

tech-blog.zif-berlin.org

Follow us on: Twitter | LinkedIn

Design: www.infotext-berlin.de

As of 09/2021