

REBUILDING AFGHANISTAN: **THE UNITED NATIONS ASSISTANCE MISSION IN AFGHANISTAN (UNAMA)**

On 28 March 2002, U.N. Security Council Resolution 1401 created the *United Nations Assistance Mission in Afghanistan* (UNAMA) to replace the smaller, longstanding U.N. Special Mission in Afghanistan.¹ Led by Special Representative of the Secretary General (SRSG) Lakhdar Brahimi, UNAMA has a 12 month, renewable mandate to fulfill tasks entrusted to the United Nations under the 5 December 2001 Bonn Agreement (S/2001/1154, Annex 2). Resolution 1401 also gives the SRSG “full authority...over planning and conduct of all United Nations activities in Afghanistan.”²

Lacking troops or police, aside from a handful of military and police advisor/liaison officers, the mission reports to the U.N.’s Department of Political Affairs rather than the Department of Peacekeeping Operations (DPKO). DPKO provides the mission’s logistical support. The Security Council has requested that the Secretary-General report every four months on the implementation of UNAMA’s mandate.

Mandate Highlights

UNAMA has special responsibilities in the areas of national reconciliation (supporting the work of the Special Commission on the Emergency *Loya Jirga*, recently completed); human rights (monitoring, reporting, investigating violations and recommending corrective action); rule of law (supporting the Judicial Commission established by the Bonn Agreement); the role of women (supporting women’s rights and participation in society); and humanitarian affairs (coordinating U.N. relief, recovery, and reconstruction efforts within the U.N. system and with the Afghan Interim – and now the Transitional – Authority).

In establishing UNAMA, the Security Council “stressed...that while humanitarian assistance should be provided wherever there was a need, recovery or reconstruction assistance ought to be provided, through the Afghan Interim Administration and its successors, and implemented effectively, where local authorities contributed to the maintenance of a secure environment and demonstrated respect for human rights.”³

Mission Structure and Staffing

To deal with its tasks effectively, UNAMA is structured into two “pillars,” each headed by a Deputy Special Representative (DSRSG) at the rank of Assistant Secretary General, reporting directly to SRSG Brahimi. DSRSG Jean Arnault, former head of the U.N. verification mission in Guatemala, heads the **Political Affairs** pillar, and DSRSG Nigel Fisher, former South Asia regional director for UNICEF, heads the **Relief, Recovery and Reconstruction** pillar. Mechanisms for “inter-pillar coordination at the headquarters and regional level” are built in to ensure coordination of political and reconstruction efforts.⁴ (*See Annex 1 for the details on each pillar’s tasks.*)

¹ U.N. Security Council, Resolution 1401, S/RES/1401 (2002), 28 March 2002.

² Structure and functions of UNAMA are drawn from United Nations, *Report of the Secretary-General –The Situation in Afghanistan and its Implications for International Peace and Security, A/56/875-S/2002/278*, 18 March 2002.

³ UNSCR 1401, paragraph. 4.

⁴ “Human Rights to Be Central to New UN Mission for Afghanistan, Deputy Secretary-General Says in Briefing to Security Council,” SC/7339, 26 March 2002.

UNAMA is a civilian mission with just a handful of uniformed personnel: a few military advisors, a few lightly armed personnel for close protection, and three or four police advisors.⁵ The latter were added to support German police training efforts in Afghanistan, to ensure UNAMA has the proper resources to coordinate with the German team, the Afghan Ministry of Interior and ISAF, and to provide advice to the SRSG. Both Germany and the Afghan Ministry of Interior welcomed these roles when proposed in March 2002.⁶ The mission is designed to have a “light expatriate footprint” to ensure that Afghans have a leading role in post-conflict recovery. About 75 international staff are deployed at UNAMA’s Kabul Headquarters, plus additional national staff. UNAMA also has established regional offices in seven cities, one in each of seven regions of the country outside the capital area: Bamiyan (Central Highland), Jalalabad (East), Gardez (Southeast), Kandahar (South), Herat (West), Mazar-e-Sharif (North), and Kunduz (Northeast). About 15 international staff, on average, work in each of the regional offices. (*For more staffing details, see Annex 2.*)

Human Rights Emphasis

Human rights will be integrated into all aspects of the mission, and a senior Human Rights Coordinator will be placed in the Office of the Special Representative of the Secretary-General to work with staff in both pillars as well as coordinate all human rights activities under those two pillars. The coordinator will be the principal contact for the independent Human Rights Commission and will liaise with the Office of the High Commissioner for Human Rights as well as other U.N. human rights bodies. All staff will be expected to integrate rights-based and gender-sensitive approaches to relief and reconstruction activities. The Secretary General recommends that human rights and gender issues advisors (comprised mostly of Afghan nationals) should provide daily support and assistance to the mission, coordinating his or her respective area (human rights, rule of law, gender issues). Senior human rights, judicial, and gender advisors located in the Office of the Special Representative are to provide guidance to staff in both pillars.

United Nations, *A/56/875-S/2002/278*, 18 March 2002, paragraph 103; and *SC/7339*, 26 March 2002.

Coordination

In Resolution 1401, the Security Council requested that ISAF work in close consultation with the Secretary General and SRSG Brahimi, and urged bilateral and multilateral donors to coordinate their activities closely with SRSG Brahimi and the Afghan Interim Administration and its successors, through the Afghanistan Support Group (a development aid and assistance coordinating body created in 1997 by the fifteen largest donors to Afghanistan and the European Union)⁷ and the Implementation Group (the reconstruction aid and implementation group co-chaired by the Afghan Interim and now Transitional Authority and World Bank, which meets regularly to coordinate reconstruction efforts, bringing together representatives of the international community and bilateral donors)⁸. The Council likewise called on all Afghan parties to cooperate with UNAMA in the implementation of its mandate and to ensure the security and freedom of movement of its staff throughout the country.

⁵ The number four comes from *A/56/875-S/2002/278*, para. 72; the number three comes from DSG Louise Fréchette’s 26 March 2002 address to the Security Council (*SC/7339*).

⁶ Japan Economic Newswire, 28 March 2002.

⁷ Norway is the 2002 Chair of the Afghanistan Assistance Group (ASG) which works closely with multilateral aid agencies and the United Nations, for more information see the ASG website: <http://www.pcpafg.org/> or Norway’s Mission to the U.N. website: <http://www.norway-un.org/cgi-bin/wbch3.exe?p=2707>.

⁸ For more detail on the Implementation Group for Afghanistan’s Reconstruction see: <http://lnweb18.worldbank.org/sar/sa.nsf/91e66bec154b73d5852567e6007090ae/277438a1a611afb085256b9700228237?OpenDocument>.

Annex 1: Tasks of UNAMA's Two Pillars⁹

1. Political Affairs

- a. Monitor, analyze and report on overall political and human rights situation and status of Bonn Agreement implementation, especially regarding environment for emergency *loya jirga*;
- b. Support the work of the Special Independent Commission of the emergency *loya jirga*;
- c. Maintain contact with Afghan leaders, political parties, civil society groups, institutions and representatives of central authorities;
- d. Maintain contact with representatives of international community;
- e. Perform good offices as necessary on behalf of SRSG and in support of efforts of the Afghan authorities (especially in the areas of conflict control, confidence-building and reconciliation);
- f. Provide information and guidance on political issues for the benefit of other UNAMA activities;
- g. Investigate human rights violations and, where necessary, recommend corrective action.

2. Relief, Recovery and Reconstruction

- a. Articulate strategic vision for U.N. assistance role in Afghanistan that responds to immediate needs of most vulnerable populations, supports national recovery and reconstruction priorities, and is rights-based and gender-sensitive;
- b. Develop an integrated U.N. assistance program that builds on the comparative advantages, capacities, experience and mandates of the U.N. assistance community to monitor performance and to ensure accountability against established standards of performance, with special attention to measures promoting women's rights and the achievement of rights of the most disadvantaged and underserved populations and ethnic groups;
- c. Ensure that U.N. assistance supports capacity-building in counterpart Afghan administrations and organizations at the national and subnational levels to develop policy-making, planning, management, assessment and coordination abilities through technical, material and financial support to counterpart administrative departments;
- d. Create, with the Interim Administration and other partners, an effective program information and data management system that builds on the Afghanistan Information Management Service to provide necessary information, in a user-friendly form, on program coverage, performance and financing, through a range of communications channels, to actors at the national and subnational levels and to donors and partners in the international community. This facility would be a semi-autonomous U.N.-funded facility, managed by a client board (Interim Authority, U.N., NGO and donor representation) co-located with the Afghanistan Assistance Coordination Authority;
- e. Ensure that national and subnational activities of the U.N. offices, agencies, funds and programs are conducted efficiently, cost-effectively, in a coordinated manner and in cooperation with other actors – governmental, non-governmental, private sector and international – as appropriate;
- f. Assign, in agreement with the national administration, thematic and sectoral lead coordination responsibilities to the U.N. agencies, funds and programs, as appropriate to support counterpart departments to oversee and coordinate all actors – national and international – and activities in each sector, to ensure actions are coherent and responsive to needs;
- g. Oversee, guide and support regional relief, recovery and reconstruction coordinators in the regional UNAMA offices, enabling them to ensure coherent U.N. agency capacity-development support to local counterpart authorities and other partners to ensure cross-sectoral coordination;
- h. Represent U.N. assistance community to the international and donor communities, to ensure appropriate integrated reporting on the overall performance of the U.N. assistance community, to ensure timely reporting to the U.N. bodies as necessary, to mobilize resources for relief, recovery and rehabilitation programs, to support resource mobilization priorities of the Interim Administration and successor administrations and to manage common emergency trust funds.

⁹ Pillar tasks listed summarized from A/56/875-S/2002/278, section VI.

Annex 2: UNAMA Staff and Duties

Office of the Special Representative (built on UNSMA staff)¹⁰

- Director of Office/Chief of Staff
- Special Assistants
- Military Advisory Unit (liaise with ISAF)
- Legal Unit (traditional U.N. legal matters, not domestic rule of law)

Office of Communications and Public Information¹¹

Led by Spokesperson, will speak for entire mission. Office will carry out public information including:

- Media relations
- Video and photo coverage
- Production or co-production of radio programs
- Development of publications
- Maintenance of the web site
- Public outreach activities

Office will also support development of a national Afghan media capacity in conjunction with the Interim Authority as well as bilateral and multilateral assistance efforts.

Pillar One: Political Affairs

Headed by the Deputy Special Representative for Political Affairs.

- Initial phase: Approximately 30-40 international political/civil affairs officers based at Kabul mission HQ and deployed in small teams (up to four officers) to the seven regions. Existing UNSMA political and civil affairs capacity to be absorbed into this pillar once UNAMA created.
- International political/civil affairs officers in regions, supported by teams of national staff, responsible for maintaining contact at district and local levels throughout the country.

Pillar Two: Relief, Recovery and Reconstruction

Headed by Deputy Special Representative for Relief, Recovery and Reconstruction, who is also to perform the functions of U.N. Resident Coordinator and Humanitarian Coordinator and take responsibility for the security of U.N. personnel in Afghanistan.

- Initial Phase: Total of approximately 50 international personnel, based at mission HQ Kabul or in seven regional offices, plus up to 10 international staff located in semi-autonomous information and data management facility.
- Phase Two: Some staff may be deployed to provincial level on a selected basis.
- Existing functions and capacities of the United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan (UNOCHA) will be absorbed in UNAMA as the mission is established.

Mission Support Staff¹²

- Administrative and logistical support is to be taken from UNSMA and streamlined to support the core of UNAMA. Additionally, UNOCHA-Afghanistan staff and assets will be integrated.

¹⁰ A/56/875-S/2002/278, Section D, para. 101

¹¹ Ibid, para. 102.

¹² A/56/875-S/2002/278, Section H. Mission support concept for the establishment of the United Nations Assistance Mission in Afghanistan, paras. 110-113.

- Approximately 100 international mission support staff, headed by Chief Administrative Officer, D-1 level. Once mission fully deployed, approximately 50 mission support staff to be based in Kabul, with up to seven mission support staff (including security officers) deployed to each of seven regional offices. Deployment to the regions will be gradual and phased.
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Annex 3: Security Council Resolution 1401 (2002)

Adopted by the Security Council at its 4501st meeting, on 28 March 2002

The Security Council,

Reaffirming its previous resolutions on Afghanistan, in particular its resolutions 1378 (2001) of 14 November 2001, 1383 (2001) of 6 December 2001, and 1386 (2001) of 20 December 2001,

Recalling all relevant General Assembly resolutions, in particular resolution 56/220 (2001) of 21 December 2001,

Stressing the inalienable right of the Afghan people themselves freely to determine their own political future,

Reaffirming its strong commitment to the sovereignty, independence, territorial integrity and national unity of Afghanistan,

Reiterating its endorsement of the Agreement on provisional arrangements in Afghanistan pending the re-establishment of permanent government institutions, signed in Bonn on 5 December 2001 (S/2001/1154) (the Bonn Agreement), in particular its annex 2 regarding the role of the United Nations during the interim period,

Welcoming the establishment on 22 December 2001 of the Afghan interim authority and looking forward to the evolution of the process set out in the Bonn Agreement,

Stressing the vital importance of combating the cultivation and trafficking of illicit drugs and of eliminating the threat of landmines, as well as of curbing the illicit flow of small arms,

Having considered the report of the Secretary-General of 18 March 2002 (S/2002/278),

Encouraging donor countries that pledged financial aid at the Tokyo Conference on reconstruction assistance to Afghanistan to fulfill their commitments as soon as possible,

Commending the United Nations Special Mission in Afghanistan (UNSMA) for the determination shown in the implementation of its mandate in particularly difficult circumstances,

1. *Endorses* the establishment, for an initial period of 12 months from the date of adoption of this resolution, of a United Nations Assistance Mission in Afghanistan (UNAMA), with the mandate and structure laid out in the report of the Secretary-General of 18 March 2002 (S/2002/278);

2. *Reaffirms* its strong support for the Special Representative of the Secretary-General and *endorses* his full authority, in accordance with its relevant resolutions, over the planning and conduct of all United Nations activities in Afghanistan;

3. *Stresses* that the provision of focussed recovery and reconstruction assistance can greatly assist in the implementation of the Bonn Agreement and, to this end, *urges* bilateral and multilateral donors, in particular through the Afghanistan Support Group and the Implementation Group, to coordinate very closely with the Special Representative of the Secretary-General, the Afghan Interim Administration and its successors;

4. *Stresses also*, in the context of paragraph 3 above, that while humanitarian assistance should be provided wherever there is a need, recovery or reconstruction assistance ought to be provided, through the Afghan Interim Administration and its successors, and implemented effectively, where local authorities contribute to the maintenance of a secure environment and demonstrate respect for human rights;

5. *Calls upon* all Afghan parties to cooperate with UNAMA in the implementation of its mandate and to ensure the security and freedom of movement of its staff throughout the country;

6. *Requests* the International Security Assistance Force, in implementing its mandate in accordance with resolution 1386 (2001), to continue to work in close consultation with the Secretary-General and his Special Representative;

7. *Requests* the Secretary-General to report to the Council every four months on the implementation of this resolution;

8. *Decides* to remain actively seized of the matter.