

**Security Council**

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Letter dated 10 September 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council

I have the honour to refer to the 8851st meeting of the Security Council convened on 8 September 2021 under the agenda item entitled “United Nations peacekeeping operations: United Nations transitions”. The interventions of the briefers and Council members will be published as an official record of the Security Council ([S/PV.8851](#)).

In accordance with the understanding reached among Council members for the 8851st meeting, the following delegations and entities submitted written statements, copies of which are enclosed: Bangladesh, Belgium, Brazil, Chile, Colombia, Denmark, Ecuador, El Salvador, Ethiopia, Fiji, Germany, Guatemala, Indonesia, Italy, Japan, Jordan, Lebanon, Liechtenstein, Malaysia, Malta, Morocco, Nepal, Pakistan, the Peacebuilding Commission, Poland, Portugal, the Republic of Korea, Slovakia, South Africa, Spain, Switzerland, Ukraine and the United Arab Emirates. These statements will be issued as a document of the Security Council in accordance with the procedure set out in the letter dated 7 May 2020 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council ([S/2020/372](#)), which was agreed in the light of the extraordinary circumstances caused by the coronavirus disease (COVID-19) pandemic, and reference to the document will be made in [S/PV.8851](#).

(Signed) Geraldine **Byrne Nason**
President of the Security Council



Annex I**Statement by the Permanent Representative of Bangladesh to the United Nations, Rabab Fatima**

Let me begin by congratulating Ireland for assuming the presidency of the Council in this important month. I also thank the Irish presidency for convening today's important and timely debate on peacekeeping and transitions.

I thank the Secretary-General and the other briefers for their comprehensive and insightful briefings.

United Nations peacekeeping is not limited to military operations only. With the evolution of conflicts and their protracted nature, peacekeeping operations have embraced multidimensional activities ranging from institution-building to the promotion and protection of human rights.

As reflected in the twin resolutions on peacebuilding and sustaining peace, peacekeeping operations form an integral part of the United Nations whole-of-system response to conflicts, including their prevention. Peacekeepers play a critical role in sustaining peace by laying the foundation for peacebuilding initiatives in various conflict-affected countries. In order to ensure that the impacts of peacekeeping operations are durable, a smooth transition from peacekeeping to peacebuilding is of fundamental importance.

As the top troop- and police-contributing country, Bangladeshi peacekeepers are making an important contribution in ensuring a smooth transition. Their contributions are characterized primarily by unarmed and peaceful activities, such as community engagement, infrastructure development, and capacity-building of national institutions, including in the security sector. These activities contribute to strengthening the capacity and resilience of the host country to sustain peace and prevent the escalation and relapse of conflict.

For instance, Bangladesh co-leads (with Italy) the Group of Friends on Leading Environmental Management in the Field to support the implementation of the United Nations environmental strategy for peacekeeping. The peacekeepers, through their engagements in protecting the environment and waste management, strive to leave a positive legacy in the host societies.

Let me share some specific thoughts on how to ensure an effective and sustainable transition.

First, while setting the mandates of a peacekeeping mission, adequate importance should be given to the requisites of transition on the basis of the nature of the conflict and its impact. As such, the initial mandate of a peacekeeping operation should focus on transition and equip the missions with the required resources.

Second, institution-building and training should be emphasized in the context of transition. The peacekeeping operations should facilitate the building of effective national institutions in the host country that will also strengthen the national ownership in the peacebuilding process.

Third, the transition process would not facilitate sustainable peace in the post-conflict region unless people from all sectors are included. In this regard, implementing the women and peace and security agenda and the youth, peace and security agenda can play a vital role in ensuring the full and effective participation of women and youth in peacebuilding.

Fourth, effective coordination and coherence among all the stakeholders, especially within the United Nations system, during and post-transition period is

essential, as emphasized in the Action for Peacekeeping Plus priorities. Equally important is the coordination among other stakeholders such as international financial institutions, non-governmental organizations, local and community organizations and regional and subregional organizations.

Fifth, predictable and sufficient funding for the peacebuilding process can help the transition and post-transition development endeavours. In this regard, the Peacebuilding Fund can play a significant role to ensure sustaining peace.

Sixth, the use of technology can help in many aspects that can positively influence the transition. Effective coordination, awareness-building, and the protection of civilians as well as the peacekeepers can be addressed more efficiently with the help of digital technologies. Implementation of the strategy for the digital transformation of peacekeeping can play an instrumental role in this connection.

Finally, we cannot overemphasize the primacy of politics in ensuring a successful transition from peacekeeping to peacebuilding and sustaining peace. Therefore, all stakeholders should engage in a coordinated and coherent manner in forging political solutions to the conflicts, including by addressing their root causes.

The main purpose of peacekeeping operations is to transfer a conflict-affected society into a resilient and self-sustained one that is capable of withstanding setbacks and prevent a relapse of conflicts. It is therefore of critical importance to ensure an effective transition.

Annex II

Statement by the Permanent Mission of Belgium to the United Nations

Firstly, Belgium underlines the importance of sustained Security Council engagement to reinforce the political process of countries in transition. In a transition, the role played by national authorities is crucial. When a peacekeeping operation transfers its tasks back to national authorities, they should be in a position to take full ownership. This should take place in close coordination with the United Nations resident coordinator's country team and donor countries, taking into account the Sustainable Development Goals. Capacity must be sustained in government systems and human resources, in critical peace and security assets and among civil society actors. This transition will require a fundamental rethink of how development programming is prioritized, designed and delivered.

Belgium stresses the need for increased cooperation, notably between United Nations and European Union missions. The United Nations country team and the European Union, in a Team Europe approach, should improve the coherence and complementarity of actions undertaken during the transition period on the basis of joined-up contextual analysis and risk assessment such as the United Nations common country analysis and the European Union early warning systems. Multidimensional common analysis and planning are key in ensuring the aforementioned synchronization between United Nations peacekeeping drawdowns and the ramping up of national and regional capacity-building efforts.

Any sustainable transition plan must be accompanied by a phased financing strategy to avoid an expectation gap – where different actors assume that the other will pick up the tab for sustaining critical peace and security interventions post-withdrawal. Such a financing plan must ensure clarity about who will pay for what during the transition and how the different revenue streams will change over time, as the host Government progressively takes on more responsibility. The Peacebuilding Commission, via its Peacebuilding Fund, has a central role to play in this financing strategy.

In order to operationalize an inclusive, gender-responsive, coherent and complementary transition, Belgium underlines the usefulness of establishing a humanitarian-development-peace nexus task force in the transition theatre comprising all relevant actors in view of regular exchanges of views. In this light, Belgium welcomes initiatives such as the joint review of gender-responsive peacekeeping transition by the Department of Peacekeeping Operations and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women).

Finally, taking a step back in the peacekeeping process, in order to achieve focused, inclusive peacekeeping mandates with realistic objectives, Member States must engage in an exercise of collective strategic thinking well in advance of the mandate renewal drafting process and with inputs from various expert groups. Translating clear political direction into action implies a focus on strategic objectives and benchmarks to assess progress and inform transition planning. Indeed, Belgium stresses the importance of defining, from the start, a peacekeeping operation exit strategy conditioned on contextual benchmarks. Furthermore, it is important that lessons learned from previous peacekeeping transitions are incorporated into this process. Where there is significant unfinished peace programming and the ongoing need for good offices, the United Nations should consider mandating a special political mission to follow up on a peacekeeping withdrawal.

Annex III

Statement by the Permanent Representative of Brazil to the United Nations, Ronaldo Costa Filho

I commend the President for bringing to the fore of the Security Council such a fresh perspective to the debate on United Nations peacekeeping operations.

Brazil recognizes Ireland's solid credentials and ample experience on the matter, attributes that will unquestionably prove instrumental as you shepherd the Council's discussion on peacekeeping reform through the lens of transition.

Peacekeeping operations are a valuable instrument at the service of the United Nations – and the international community writ large – in its goal of maintaining and preserving international peace and security.

However, peacekeeping operations were not designed to last indefinitely. An interim arrangement by definition – conceived to help a given society out of armed conflict and transition into a situation whereby armed conflicts subside and political stability starts to take root – peacekeeping operations ought to transition themselves into forms of multilateral engagement more suitable to post-conflict situations.

In that light, the United Nations must be endowed with both the tools and the political animus to know how to be a catalyst for peacekeeping to evolve into peacebuilding and, eventually, for peacebuilding to bring about sustainable peace.

One such instrument is special political missions, whose ultimate objective is to avoid the resumption of armed conflict.

Generally authorized under the purview of Chapter VI of the Charter of the United Nations, special political missions offer a roster of peaceful solutions to assist with peacemaking, peacebuilding and sustaining peace activities, spanning from mediation and the offer of good offices to providing advice to national authorities and strengthening State institutions.

There are contemporarily positive examples of such modality being deployed in the aftermath of the termination of peacekeeping operations: Haiti (United Nations Integrated Office in Haiti) and the Sudan (United Nations Integrated Transition Assistance Mission in the Sudan) are two such cases, having left somewhat of a blueprint for future transitions from complex peacekeeping to a more purely peacebuilding presence elsewhere.

It must be borne in mind, however, that a hasty transition – from peacekeeping operations to special political missions or from peacekeeping operations to a lighter presence in the form of United Nations country teams – whereby the conditions are not yet ripe for a full withdrawal of blue helmets might prove counterproductive. This scenario is one which the Security Council must be permanently attentive to and anticipate whenever possible. Natural limitations as to the types of mandates that can be attributed to special political missions and shortcomings in their financial mechanism make it imperative that transitions are not triggered prematurely.

Brazil remains a strong advocate of closer dialogue between the Security Council and the Peacebuilding Commission. As an incoming Council member, Brazil has set fostering a stronger coordination between the Council and the Peacebuilding Commission as one of its top priorities in our next term as a non-permanent member.

It is our understanding that the Peacebuilding Commission is uniquely positioned to advise the Council on tackling the root causes of conflicts – especially extreme poverty, lack of human development, and humanitarian crisis – as a means

to create the conditions for the guns to silence and political stability and enduring peace to speak louder.

During the transitions from peacekeeping to a more civilian presence of the United Nations on the ground, this role is even more latent. The Peacebuilding Commission and its members should be consulted – and its advice be taken into consideration – whenever the Council is set on determining the withdrawal of a given peacekeeping operation, in line with Security Council presidential statement [S/PRST/2017/27](#).

The multilateral peace and security architecture is a work in progress – and perhaps it will always be. Perfecting transitions of peacekeeping operations into other forms of multilateral presence favouring the consolidation of peace in a post-conflict situation is a task that the Security Council must take on.

Annex IV

Statement by the Permanent Mission of Chile to the United Nations

[Original: Spanish]

Chile wishes to highlight the role of the United Nations Security Council as the most relevant forum for global multilateralism in the area of international peace and security, considering that its resolutions are binding and therefore, if worst comes to worst, can involve the use of force under Chapter VII of the San Francisco Charter of the United Nations.

The Security Council must be updated to the current international system, marked by global power shifts, in a context defined by globalization and its consequence of interdependence, which has led to drastic changes in conflicts, many of which are essentially intra-State and asymmetrical in nature.

Chile reaffirms its commitment to peacekeeping operations, one of the most visible tools of the Security Council and, of course, of the United Nations, to respond to situations that threaten international peace and security.

Peacekeeping operations should consider integrated and inclusive work in the field, that, at the same time that it articulates and harmonizes the pillars that make up the United Nations system (development, human rights, and international peace and security), allow collective inter-agency efforts among the various actors that are working to build a sustainable peace.

In that regard, civil society plays a crucial role in peacebuilding and transition processes, supporting the building of trust among local communities and building institutions for the long term.

Chile maintains that the Security Council, when deciding to deploy peacekeeping operations, should consider multidimensional mandates and long-term strategies, with the objective of avoiding setbacks in the peacebuilding process and promoting national ownership. We must not forget that many countries emerging from major conflicts, a few years after signing a peace agreement, resume hostilities; this situation was the central consideration in the establishment of the Peacebuilding Commission in 2005.

In turn, in considering the relevance of the work of peacekeeping operations, it is important to work continuously to ensure the due protection of civilian, police and military contingents deployed in the field, faced with the increasing attacks they have suffered in recent years. Thus, the discussion on safeguarding contingents should lead to an in-depth examination of the ways in which the protection offered to peacekeeping personnel can be improved, through various mechanisms which in turn must be constantly monitored in order to ensure their effectiveness.

We also wish to stress the essential role of women in progress towards lasting peace, understanding that their active participation in peacekeeping operations fosters greater diversity and improved decision-making, leading to increased operational efficiency and consolidation and stabilization in conflict zones.

Along the same lines, our country maintains that the role that women play in local communities and the social fabric, as protagonists in conflict prevention and halting spirals of violence, should be recognized.

Annex V**Statement by the Permanent Mission of Colombia to the United Nations**

[Original: Spanish]

I would like to thank Ireland for convening this open debate.

Thank you to the speakers and representatives of the Secretariat for their status report on the various peacekeeping operations deployed.

We have taken note of the results achieved in conflict resolution, as well as the challenges to the fulfilment of their respective mandates.

Colombia recognizes peacekeeping operations and peacebuilding processes as effective tools to prevent and resolve conflicts and support political transitions.

They are the legitimate expression of global action to preserve the collective good of international peace and security.

Such operations should neither replace the responsibility of States to address the causes of conflicts nor to respond to them.

Effective development, monitoring and periodic adjustment of their mandates should take place through dialogue between the receiving State, the Secretary-General, the Security Council, the General Assembly and regional organizations, in addition to troop- and police-contributing countries.

This should be a collective effort in which we are all called to cooperate around a common objective: achieving a stable and lasting peace.

Colombia especially highlights the mandate given to special political missions under the women, peace and security pillar, as stipulated in Security Council resolution [1325 \(2000\)](#).

We also commend Security Council resolution [2250 \(2015\)](#) on youth, peace and security and its essential contribution to the development and monitoring of the mandates of peacekeeping operations.

We have stressed the need for specific resources for peacebuilding processes in the world.

We believe that through the multilateral fund managed by the United Nations Development Programme, which includes contributions from the Peacebuilding Fund, peacebuilding initiatives have been developed which are essential for the success of multilateral action.

I would like to make three points in that regard:

1. There is a need for coordinated action between international organizations and national institutions to obtain results in the most effective way possible.
2. It is important for the mandates of peacekeeping operations and special political missions to respond to the realities and context of each country. There is no single formula and they should be subject to the particular characteristics of each case.
3. The Peacebuilding Commission should make progress in its strengthening process, as well as its advisory role to the Security Council.

I would like to conclude my statement by reiterating the value of United Nations peacekeeping operations and peacebuilding processes in building societies that are increasingly prosperous, in which development, respect for democratic principles and enjoyment of human rights are fundamental pillars.

Annex VI

Statement on behalf of the Nordic countries by the Permanent Representative of Denmark to the United Nations, Martin Bille Hermann

I have the pleasure to submit this statement on behalf of the Nordic countries, Finland, Iceland, Norway, Sweden and my own country, Denmark.

Over the past weeks, the entire world has watched in shock as the situation in Afghanistan unfolded. The heartbreaking developments serve as a crude reminder of the importance of getting transitions right. We welcome this timely debate on United Nations transitions and the opportunity to discuss how we can collectively ensure that peace is sustained in the short and the long term.

The importance of integrated, context-specific and flexible transition planning can hardly be overstated. However, we must also recognize that the groundwork for a transition should be laid long before a drawdown of peacekeeping efforts is expected. As Under-Secretary-General Lacroix has noted, we should think of all peacekeeping operations as being in transition. This calls for flexible mandates that focus on wider objectives rather than specific tasks. It also requires the Security Council to maintain a dual focus on facilitating political solutions while ensuring that peacebuilding for the longer term is “baked into” the way that peacekeeping operations do business. This entails prioritizing initiatives that seek to strengthen national and local capacities and resilience by building robust institutions, supporting human rights and promoting democratic governance, the rule of law and reconciliation, in addition to empowering local actors, in particular women and youth. Lasting peace must be inclusive, and the full, equal and meaningful participation of women in political decision-making and peace processes is paramount.

Unfortunately, the coronavirus disease (COVID-19) pandemic has exacerbated vulnerabilities in fragile settings and risks reversing transitions. We must therefore deploy holistic, conflict-sensitive responses to the pandemic which prioritize prevention and integrate peacebuilding.

Building durable peace cannot be undertaken by one actor alone. Partnerships are paramount. Peacekeeping or political missions must work with the United Nations country teams on the ground. The United Nations Transitions Project offers support within the United Nations system to plan and manage transitions in a proactive, integrated and forward-looking way. Furthermore, coordination is needed with regional and subregional stakeholders and organizations, the World Bank and other international financial institutions, international and national civil society organizations, bilateral donors and private and other stakeholders. The work done with support from the Secretary-General’s Peacebuilding Fund provides us with good examples of how multiple actors can be brought together to deliver peacebuilding through a joint approach. Also, at the intergovernmental level, stronger linkages between the work of the Peacebuilding Commission and Security Council must be promoted.

When a United Nations peacekeeping mission draws down, the United Nations country team on the ground will need to step up to safeguard the hard-fought peace gains. It rests on all of us to ensure that the resident coordinator and country team have adequate resources, capacities and planning in place. Ensuring adequate, flexible and predictable funding during transitions must be a priority.

In closing, we all know peacekeeping operations require massive investments. We simply cannot afford to lose the return on these investments. The international community, including regional actors, must resolve to stay engaged in the days, months and years after United Nations peacekeepers have left.

Annex VII**Statement by the Permanent Representative of Ecuador to the United Nations, Cristian Espinosa**

[Original: Spanish]

I would like to congratulate Ireland for the manner in which it is conducting the work of the Security Council for the month of September, and for organizing this debate under the agenda item on United Nations peacekeeping operations.

We appreciate the address by the Secretary-General, as well as the statement by Ms. Ellen Johnson Sirleaf, former President of Liberia, and the distinguished speakers invited to this open debate of the Security Council.

The work of peacekeeping personnel is vital to the implementation of the three pillars of the United Nations, taking into account the objectives of protection of the civilian population and lasting peace.

The coronavirus disease (COVID-19) pandemic has exacerbated many of the challenges faced by United Nations peacekeeping missions, and therefore we must respond to the major difficulties encountered by the United Nations Blue Helmets by providing better conditions for meeting the objectives inherent in their activities.

We take this opportunity to refer to some aspects that define the position of Ecuador with respect to the transition of United Nations peacekeeping operations, bearing in mind the role of the Security Council in this area:

1. Transitions in peacekeeping operations are long-term processes that should consider an overall political strategy that guarantees the security and protection of personnel and applies a gender perspective to peacekeeping activities. This requires a sustained commitment by the United Nations system as a whole.

2. We stress that the Security Council has the primary responsibility for the maintenance of international peace and security, in accordance with Article 24 of the Charter of the United Nations.

3. It is essential that the United Nations system as a whole has the capacity for evaluation of conflict situations and effective planning and management of peacekeeping operations in order to give a timely response to any Security Council mandate.

4. Success of peacekeeping operations should be based on the respect for such basic principles as the consent of the parties, impartiality and non-use of force, except in self-defence and in defence of a mandate authorized by the Security Council.

5. Changes to the mandate of an active mission should be based on an exhaustive and timely evaluation by the Security Council, in consultation with troop-contributing countries through the mechanisms prescribed in Security Council resolution [1353 \(2001\)](#) and Presidential Note [S/2002/56](#) of 14 January 2002.

6. We underline the value of the initiative on action for peacekeeping and the resulting commitments on the part of States, and the policy of zero tolerance against sexual abuse and exploitation, and we believe that it is one of the most appropriate mechanisms for institutional strengthening of peacekeeping operations.

7. We reaffirm the obligation of Member States, under Article 17 of the Charter, to contribute to the expenses of the Organization, taking into account the special responsibilities of the permanent members of the Security Council in the maintenance of peace and security.

8. It is important to continually strengthen and improve coordination and coherence among activities for peacekeeping, peacebuilding and maintenance of the three pillars of the United Nations system, within their respective mandates, at all stages of a conflict and, in particular, during the preparations for the transition and drawdown of peacekeeping missions.

9. Exhaustive planning and early coordination between the host country and the relevant partners must precede any transition process, in order to ensure an appropriate transition towards lasting peace and sustainable development, while guaranteeing the most efficient and effective distribution of functions, responsibilities and resources.

10. It is appropriate to ensure the primacy of politics in conflict resolution and the supporting role of peacekeeping operations therein; as well as clear, focused, prioritized and achievable mandates by the Security Council, matched by appropriate resources.

11. We recognize the essential role of women in conflict prevention and resolution and emphasize the need to strengthen their full participation in the maintenance and promotion of peace and security.

Ecuador will continue to support peacekeeping missions, in order to contribute to peaceful and negotiated solutions leading to sustainable and lasting peace processes. We hope that the resolution proposed by the Irish presidency, of which Ecuador is a co-sponsor, will be adopted and will provide additional and important guidance on the matter.

Annex VIII**Statement by the Permanent Mission of El Salvador to the United Nations**

[Original: Spanish]

El Salvador thanks the Irish Presidency for convening this important open debate that offers a platform for discussion of the challenges facing the United Nations in ensuring effective transitions to guarantee the consolidation and maintenance of peace.

It also welcomes the informative statement by the Secretary-General on the reform of peacekeeping activities, as well as the updated information on efforts under way to ensure that peacekeeping activities provide an adequate response to the challenges to international peace and security.

The holding of this open debate is appropriate at a time when peacekeeping is facing a broad range of challenges exacerbated by the coronavirus disease (COVID-19) pandemic and its multidimensional impacts.

El Salvador recognizes the complexity of the context in which transitions are taking place, and the importance for the United Nations of maintaining those processes as a priority by dedicating efforts and resources to understand the key aspects impacting their effectiveness, with a view to continuing to improve their planning, implementation and monitoring.

From its experience with its peace process and the challenges it is currently facing, El Salvador recognizes the importance of the implementation of transitions that are integrated, coherent, sustainable and under national ownership and leadership. For that reason, El Salvador would like to highlight four elements it considers to be key to the strengthening of such processes:

First, El Salvador believes that the role of the mandates of peacekeeping operations is particularly relevant to the effectiveness of the transition process. The design and deployment of such operations – which are by definition meant to be temporary – should be part of a broader strategy of support to viable political processes and flexible solutions in the field and a long-term view.

Second, with regard to the development of transition processes, El Salvador underlines the importance of building a strategy with clearly defined priorities and responsibilities among the United Nations, the receiving State and the various regional and local actors. El Salvador believes that the support of the international community in the implementation of such a strategy is key.

Third, El Salvador points out the value of consultations which take place with the troop- and police-contributing countries to United Nations peacekeeping operations and special political missions, as their perspectives are key to the analysis of the situation on the ground and the evaluation of the conditions under which the transition will take place.

Lastly, El Salvador believes that the role of the Peacebuilding Commission is of the highest importance as a platform to allow the countries to debate their priorities, opportunities and challenges, and for the coordination of United Nations activities and mobilization of support to peacebuilding efforts.

Annex IX

Statement by the Permanent Representative of Ethiopia to the United Nations, Taye Atske-Selassie

We thank the Republic of Ireland for organizing this important open debate on “United Nations peacekeeping operations: transitions”. We commend the decision to bring light to this important subject matter.

I would like to recognize the presence of António Guterres, Secretary-General of the United Nations, Ellen Johnson Sirleaf, the former President of Liberia, and Mary Robinson, the former President of the Republic of Ireland, in the meeting and thank all the briefers for their useful insights on the matter of peacekeeping and transition.

Peacekeeping itself is a temporary mechanism to help the host countries face urgent security threats and prevent casualties of civilians. The peace and security of people and states are determined by the strength and ability of the state institutions and local capabilities to fend against threats and ensure sustainable peace.

Managing transitions from peacekeeping to regular national peace and security arrangement requires us to support the engendering of national institutions. This in turn requires sufficient investment on national priorities, as determined by the countries themselves. Working with regional and subregional organizations is also an imperative to ensure a successful transition after the completion of peacekeeping missions.

My country has taken part in peacekeeping missions since the operationalization of the concept in our international system. We take pride in the solidarity that we established with host countries and communities in places where we deployed our men and women in uniform.

In our experience, we have witnessed the need to supplement the core peacekeeping functions with economic, social and security sector support to communities and the host States. To this end, quick-impact projects and other infrastructure projects that outlive the peacekeeping missions play a pivotal role.

In parallel with peacekeeping missions and the ancillary projects, peacekeeping missions must incorporate reconstruction plans. This requires proper comprehension of the context in the host countries and the adoption of a reconstruction policy that prioritizes the needs of the people on the ground.

It is also overly critical to avoid any negative environmental, political and security footprint from peacekeeping missions. In this regard, we commend the work being done by the United Nations to reduce the environmental footprint of United Nations peacekeeping missions.

Although it occurs in a complex political context, we also see a need to recognize the political footprint created in the form of undue interference in the internal and external affairs of the host States. Peacekeeping missions should not create longstanding political strings that curtail the independence of host countries and undermine their ability to manage their security threats.

In addition to intra-State conflicts that draw peacekeeping operations, we also have inter-State disputes where our troops prevented wars. In this regard, the peacekeeping mission in Abyei is a contemporary example. In peacekeeping missions like the United Nations Interim Security Force for Abyei, transitions from peacekeeping operations have a peculiar feature.

Peace in such circumstances depends on the attainment of a mutually acceptable solution for the contention. The identification and implementation of permanent arrangements is necessary to curb a relapse of conflicts and reversal of achievements by the peacekeeping missions. For this to be attained, the States concerned must show political commitment and make good-faith efforts to implement their treaty obligations.

In such circumstances, we see a great role that could be played by the United Nations in reinvigorating treaty frameworks and incentivizing countries to live up to their commitment.

Peacekeeping missions are also deployed in countries that went through an experience that ravaged their national institutions. Transition from peacekeeping missions in these contexts requires fitting preparation. In this regard, missions like the African Union Mission in Somalia (AMISOM) in Somalia shall be given a non-rushed and proper conclusion.

In order to preserve our achievements, we must manage the transition with extra care that looks beyond the apparent donor fatigue. Well-tailored support to the host Government and the national security forces until they attain a reasonable level of readiness to take over is necessary.

Missions like AMISOM and the African Union-United Nations Hybrid Operation in Darfur that are hybrid missions with admirable coordination between the United Nations and the African Union enabled coordinated peacekeeping operations. Among several other benefits, this hybrid format ought to bring a smooth transition.

In these two missions we learned the need to enhance efforts to realize practical United Nations-African Union coordination at all stages, including the entry, stay and exit of the missions. Without effective coordination, we will inevitably continue to experience a vacuum whereby intercommunal and other conflicts unravel, nullifying the achievements and sacrifices of peacekeepers.

Causes of and factors for conflicts do not disappear with the expiry of the tenure of peacekeeping missions. Mostly, these factors remain underground, interacting with one another and adding to the complexities of security challenges.

Therefore, pragmatism is requisite for successful transitions from peacekeeping missions. We shall recognize that successful transition is an outcome of parallel projects of peacekeeping, peacebuilding and reconstruction. To this end, national readiness and regional involvement are critical elements.

Annex X

Statement by the Permanent Mission of Fiji to the United Nations

Fiji congratulates Ireland for its presidency of the Council in September. Fiji expresses its gratitude to Ireland for convening this Security Council open debate to focus attention on peacekeeping transitions. The transition from peacekeeping to a sustainable peace has been one of the most difficult challenges for United Nations peace operations.

To build and sustain peace is to invest time, resources and effort in addressing the root causes of conflict. It requires a whole-of-United Nations system approach to ensure that these pillars are equally addressed.

These discussions by the Security Council are timely. They coincide with the much-awaited report of the Secretary-General on the United Nations at 75 and beyond. This report may signal how Member States may wish to take forward some of the practical considerations arising from today's Council debate on peacekeeping transitions.

Peacekeeping allows time for development and politics, and the space to take hold. How political processes and development interventions are supported and enabled during the peacekeeping phase are a crucial part of peacekeeping operations. If peacekeeping is not broadening political engagement and enabling inclusive development, it is not realizing its full potential. Yet often, these core objectives are poorly supported in peace operations. This needs to change. Focusing only on the peace and security pillar will be counterproductive to building and sustaining peace efforts.

Fiji acknowledges the reforms in the United Nations system's peace architecture, aimed at building coherence and integration in preventing, building and sustaining peace around the world. An important development over the past several decades is more agile and more integrated peace operations.

It is precisely when a peacekeeping mission begins its drawdown period that the stresses and strains on political and developmental intervention are often most intense. Rushing transitions for political and financial reasons can be counterproductive and lead to a whole new cycle of conflict. Peace and development gains must not be wasted in hasty decisions to draw down peacekeeping missions. A well-coordinated United Nations system-wide approach is a primary starting point for transitions. It is heartening that the United Nations development system reforms that support a more coordinated United Nations system-wide response are showing positive results, and this needs to be supported and strengthened.

Another important market and test for successful transition will be the level of inclusion, especially of women in political and development spaces, and inclusion in overall peacebuilding, mediation and conflict management.

Fiji would like to highlight the following.

The role of the Security Council is crucial to peacekeeping transitions. Transitions of peace operations should be based on well-designed benchmarks rather than timelines. Political commitment from the Council is needed to ensure that transitions are not rushed according to a political timeline. Effective transitions need integrated benchmarks covering the pillars on peace and security, development, and human rights. The Council needs to have access to all relevant information from across the United Nations system to be able to chart better peacekeeping transitions.

We welcome and support the more extensive integration of the role and work of the Peacebuilding Commission in supporting peacebuilding, mediation and conflict reduction interventions. These should be a core part of development interventions as well. The Commission plays a critical role in complementing efforts to build and sustain peace in post-conflict countries.

The Security Council should acknowledge and respond to new global challenges, especially climate change and its impact on peacekeeping transitions. Climate change is a threat to security, it is a threat to political processes, and it is a threat to livelihoods and stability. Mainstreaming climate action into peace processes and across peace and development interventions remains challenging but a task that must be tackled head on.

Peacekeeping transitions need to establish early integrated planning and coordination that are inclusive of all stakeholders, including women and minorities in such societies. This will be crucial to the extent to which the host country takes ownership of the transition and of support and implements priorities required for building and sustaining peace. Political endorsement and early ownership by the host country is needed for a smooth transition, as most of the gaps left by the peacekeeping mission will need to be taken over by the host country.

The importance of predictable financial support to successful transition and post-transition is essential. Peacekeeping missions leave a large gap when they draw down. Funding will be predictable if there is international political commitment to transitions and post-transitions. The Security Council should continue to discuss post-transitions to ensure that there is political commitment to provide the necessary support over a longer time frame. A relapse in conflict will be much costlier to resolve.

Finally, the continuous support of subregional, regional and international organizations is crucial in the long term during transition and post-transition. Regional organizations have an interest in national and regional stability, so their continuous political engagement and support are important. The support of subregional and regional organizations should complement the work of the United Nations system, bilateral donors and international financial organizations.

Annex XI

Statement by the Permanent Mission of Germany to the United Nations

Germany welcomes the initiative by the Irish presidency to hold an open debate of the Security Council on transitions in the context of peacekeeping reform and the broader discussion on the United Nations peacebuilding architecture.

As the multitude of protracted crises and recurring conflicts worldwide show, achieving and consolidating peace is a long and complex endeavour that requires continued and multidimensional support. With its multiple tools and instruments – from its peacekeeping operations and its political missions and special envoys to its peacebuilding initiatives and projects – the United Nations is well placed to provide crucial and continued support throughout this process and fulfil its aspiration of building and sustaining peace.

In contexts of ongoing violence, peacekeeping missions can and should play a central role in creating an environment in which confidence-building initiatives and projects can be implemented and intrasocietal dialogue and reconciliation can begin. This requires a sufficiently robust mandate with an adequate number of sufficiently equipped peacekeepers. Only then are they able – where mandated – to ensure the protection and enable the work of civil society organizations that focus on addressing the root causes of conflict and on building peace. Women-led organizations, youth and minorities need particular protection and attention in order to be able to contribute to building a more peaceful and inclusive society.

For peacekeeping missions to successfully pave the way for a sustained peace, a strong, sufficiently staffed political element is also needed in order to actively support local peace actors, elevate the voices of local communities and civil society and maintain a close link with other United Nations-supported activities, that is, projects funded via the Peacebuilding Fund. In its presidential statement [S/PRST/2017/27](#), the Security Council acknowledges this need to adequately resource the peacebuilding component of peacekeeping missions to enable sustainable peacebuilding activities.

In addition, as recent transitions in the Sudan, Haiti, Liberia and Côte d'Ivoire have shown, it is essential that peacekeeping missions are well equipped not only with an appropriate mandate and staffing but also with significant funding for programmatic activities for the most pressing needs in the situation, including on safeguarding human rights, security sector reform and good governance, including supporting the capacity-building of host State rule of law institutions such as the police, as well as justice and corrections.

The ongoing transition from the African Union-United Nations Hybrid Operation in Darfur (UNAMID) to the United Nations Integrated Transition Assistance Mission in the Sudan (UNITAMS) is a case in point, a challenging process that Germany played a key role in shaping through the penholdership in this Council that we shared with the United Kingdom. This involved both laying the conceptual framework for this transition with key stakeholders and our ongoing support for UNITAMS.

In this context, I would also like to highlight the State liaison function concept, implemented starting from 2018 until the end of UNAMID in 2020. It has proved to be a vital tool to increase the cooperation of the peacekeeping operation with the United Nations country team and to pave the way towards transition from peacekeeping to peacebuilding and, therefore, could serve as a blueprint for future transitions.

Current missions such as the United Nations Multidimensional Integrated Stabilization Mission in Mali, the United Nations Mission in South Sudan, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo or the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic clearly remind us that the protection of civilians and the prevention of human rights violations by the parties to the conflict remain a key element of peacekeeping operations, without which a successful transition to other instruments and efforts towards a sustained peace are bound to fail. The civilian population's safety and security need to be our lodestar throughout, and in particular in transitions where the mandate and "muscles" of a peacekeeping mission need a follow-up through other means.

It should also be stressed that host Governments need to fully respect their obligations under the respective status-of-forces agreements to allow the peacekeepers to fully implement their mandates.

While peacekeeping missions form the basis and precondition for restoring peace in specific, particularly challenging country contexts, other elements of the broader peacebuilding architecture have a different yet equally important role in ensuring a successful path towards a lasting peace.

The Peacebuilding Commission has, since its inception, gained in relevance, helped to develop detailed, country-specific strategies towards peace and issued numerous recommendations to the Security Council and other United Nations forums. As the informal coordinator between the Council and the Commission during its last membership of the Council, Germany has contributed to strengthening the link between these two central pillars of the peacebuilding architecture. The invitation of the Chair of the Commission to brief the Council constitutes an important tool to further increase their cooperation and focus it on the specific context of transitions.

The Peacebuilding Fund plays an important role in channelling funding to help support and consolidate peace in specific country contexts. Its multitude of peace support projects throughout the world complement efforts towards successful transitions and are frequently implemented in countries with ongoing peacekeeping missions. Germany is the main contributor to the Peacebuilding Fund and actively supports efforts to increase and diversify its funding sources in view of the increasing demand for peacebuilding projects.

In this context, Germany is looking forward to the continued discussions on peacekeeping reform in view of further adapting peacekeeping missions to transition contexts, as well as the broader peacebuilding architecture, in order for the United Nations and the Security Council to deliver on their promise of coherent, multidimensional and comprehensive peace support.

Annex XII

Statement by the Permanent Mission of Guatemala to the United Nations

Guatemala thanks the delegation of Ireland, in its capacity as President of the Security Council for the month of September 2021, for convening this ministerial open debate on transitions. At the same time, we also thank the distinguished panellists for their presentations.

Guatemala shares the criteria mentioned in the concept note circulated by the delegation of Ireland, recognizing that peacekeeping operations are critical elements of the United Nations peacebuilding and sustaining peace architecture, and considering that this architecture provides the framework to prevent the outbreak, escalation, continuation and recurrence of violence and is a bridge between conflict and sustainable peace.

Guatemala believes that a successful transition is a shared vision of peace among national actors and the United Nations system, as well as an agreement on the guiding principles and the role of the United Nations in contributing to this vision. This shared vision encompasses a common understanding of the “end state”.

Experience has demonstrated that the United Nations engagement preceding a special political mission tends to influence its ability to perform and to navigate to a successful transition. In particular, when special political missions follow the presence of peacekeeping operations, they inherit the political relationship with the national authorities. It is our interpretation that the engagement with host Governments should include building partnerships with regional organizations and financial institutions that will be involved in the peacebuilding planning beyond the life of the mission.

Taking into account that it is not the mission that is transitioning but the entire United Nations presence, lessons learned from past transitions have demonstrated the importance of the need for early, flexible and integrated planning, driven by the Security Council. Just as important as early planning is the need for the Council to adapt transition processes in response to changing conditions on the ground. Demanding frequent updates, and designing mandates that can respond to changes on the ground, can help to avoid contentious moments within the Council and relevant actors, including the host country.

In terms of planning, the drawdown of a special political mission requires the United Nations to shift from focusing on peace and security to focusing on longer-term development, in line with the United Nations sustainable development cooperation framework.

It is our interpretation that the Security Council mandates for United Nations peace operations should contain the elements of their exit strategy from the outset, and also, they must be part of a shared and long-term political strategy. This requires that Council members have a clear understanding of the situation on the ground, the real potential for a peace operation to drive a change, and the risks over the medium term. It is also relevant to engage with national actors from the beginning of a mission, not only in the start-up of the United Nations presence but also in creating a common vision for how it will exit a determined country.

At the same time, the sustainability of the success of any special political mission depends to a large extent on how well transitions to United Nations country teams are managed. Managing this transition requires being clear about the substantive differences between various stages of the United Nations presence and

the implications for political engagement and peacebuilding efforts. It requires maintaining continuity in the cooperation of the United Nations with national authorities and in its peacebuilding objectives.

Guatemala believes that unlocking the full potential of the Peacebuilding Commission and strengthening its advisory and advocacy role can help with successful transitions strategies. Member States should work with the aim to strengthen the advisory capacity of the Commission to the General Assembly, the Economic and Social Council and the Security Council, to work across intergovernmental and institutional mandates to build consensus around peacebuilding priorities while still honouring the separate and respective mandates of each body. During transitions from special political missions, the Commission can play an important role in maintaining international support for a country to address its ongoing peacebuilding and development needs.

Effective coordination of the United Nations country team based on the repositioning of the development system continues to be one of the most important tools for assessing the development pillar. This coordination means that national Governments must identify the strategy for developing better conditions to make real progress for addressing the needs of the country in an inclusive way.

The Security Council can and should consider the full range of peacebuilding resources available in a transition setting. Breaking silos within the Organization and between Member States is a clear challenge, but it is important to work with the idea of implementing the three pillars of the Charter of the United Nations jointly, in the sense that peace and security, development and human rights must be addressed in a cross-cutting way as a whole.

Annex XIII

Statement by the Chargé d'affaires a.i. of the Permanent Mission of Indonesia to the United Nations, Mohammad K. Koba

I thank all briefers for their insightful briefings.

My delegation commends Ireland's initiative in linking peacekeeping operations with transition. This issue is close to Indonesia's heart, being one of the biggest troop- and police-contributing countries which has also been through its own democratic transition.

On this note, I would like to raise following points.

First, ensuring the impact of peacekeeping operations for the local population.

Peacekeeping operations should be able to bring a positive impact to their respective host country, especially its local communities. This is especially important when the host country embarks on its transitional process.

Peacekeeping training and capacity-building should also include language skills, soft skills, and understanding and respect for local culture. Therefore, Indonesia has been including community engagement training as an essential part of predeployment for our peacekeepers. Indonesia firmly believes that building a connection with the local community facilitates the overall effectiveness of a peacekeeping operation.

Along these lines, it is also critical for a peacekeeping mission to reach all elements of the local community, especially women and children. We call on all stakeholders to strengthen partnership in increasing the number as well as training of women peacekeepers, as mandated by resolution [2538 \(2020\)](#).

Second, ensuring a sustainable transition.

Being the world's fourth largest democracy, Indonesia firmly believes in strengthening democratic institutions to ensure a sustainable transition process.

This is especially important in ensuring that any peacekeeping operation drawdown should not create a vacuum and expose the long-suffering civilians to renewed risks due to the transition.

Indonesia believes that peacekeeping operations could support their host countries as they embark on their security sector reforms, especially through protection of civilians and police training sessions.

Third, ensuring a smooth withdrawal process.

As a major troop and police contributor, Indonesia remains committed to ensuring the safety, security and well-being of peacekeepers, including during their withdrawal process.

We emphasize the importance of ensuring the responsible withdrawal of a peacekeeping operation, including a smooth handover or liquidation of assets.

We also believe that dialogue remains essential in our joint effort to implement these frameworks. Together with Brazil, Rwanda and China, Indonesia has established and is co-chairing the Group of Friends on the Safety and Security of United Nations Peacekeepers, which could be utilized to further enhance the discussion over the issue of safety and security during the withdrawal process.

Most importantly, all stakeholders also need to ensure the settlement of any outstanding financial reimbursements. This requires all Member States to fulfil their pledges and contributions.

To conclude, Indonesia reiterates its commitment to supporting a seamless peacekeeping operation in the midst of transition.

Acknowledging that transition is one of the most crucial steps in peacebuilding, we underline the importance of all stakeholders ensuring that all progress is sustained in order for the local community to savour peace, stability and development.

Annex XIV

Statement by the Permanent Mission of Italy to the United Nations

Italy thanks Ireland, as President of the Security Council, for organizing this open debate on transitions in the context of peacekeeping operations.

United Nations transitions are a crucial step of peace processes, as their management can significantly influence the outcome of the mission itself. While successful transitions create prospects for a sustainable peace, the troubled closure of a peacekeeping mission may lead to a relapse into conflict.

Transitions, which typically entail the drawdown and reconfiguration of peace operations, take place at a critical juncture: as peacekeeping missions are in the process of closing, the level of attention to these missions tends to decline, inducing a possible reduction of commitment from contributing countries. At times, transitions may be perceived as a simple handover of duties and responsibilities, although the Security Council has been increasingly vocal in describing them as a reconfiguration of the United Nations presence in the host country and has endeavoured to act accordingly.

In order to favour a successful transition, the framework of the exit strategy should already be outlined in the mission mandate on the basis of a realistic analysis of the goals that the mission is supposed to achieve. This should be done in close cooperation with the Government of the host country and with the meaningful involvement of national and local actors, being cognizant that an effective analysis of underlying national grievances could actually help to build more realistic transition mandates as well. The importance of local ownership of the transition processes should not be underestimated, as sustainable peace can be achieved only if discussions and peace negotiations – as well as their implementation – are truly inclusive, and if all segments of society can have their voices heard and contribute to shaping the future of the society they live in.

The integrated quest for political solutions and socioeconomic stability and development should be the primary goal of the United Nations and its Member States. Investing in economic recovery, development and peacebuilding activities is the recipe for successful transitions. In this spirit, the recent practice of the Security Council to gradually evolve into a more holistic understanding of the needs of the host country, in order to provide a better support for a sustainable transition process, should be encouraged.

Peace and security issues should be addressed with an integrated, multidimensional and inclusive approach that encompasses all relevant sectors and local, national and regional actors with a view to preventing and mitigating conflict.

Furthermore, the timeline of a transition process needs to be tailored to the actual situation on the ground. Rushing the closure of a mission might increase the risk of a relapse into conflict and should therefore be avoided. To this end, a thorough and independent assessment of the risks that might arise from a mission's reconfiguration is crucial. In planning the winding down of a mission, it is also essential to retain an appropriate degree of flexibility. While some clarity about the timeline is necessary, as the mission must make substantial logistics planning for the transfer of resources and personnel, setting a fixed end date could at times prove counterproductive, as it could encourage overly optimistic reports from the mission and prompt spoilers to tactically wait until that time before resuming their disruptive activities on the ground. To minimize these risks, a few baseline and objective conditions should be established before setting a fixed end date, without which the latter could be suspended or delayed. This flexible approach would provide the

Security Council with a time-bound approach to transitions while leaving open, with a clearer modality, opportunities for slowing down, recalibrating or even stopping transition processes that might prove too risky in changing circumstances. In this way, the transition processes would only start when security on the ground permits.

Finally, managing a successful transition from peacekeeping to peacebuilding also entails planning orderly and integrated action by United Nations agencies, funds and programmes on the ground in accordance with the tripartite peace-humanitarian-development nexus and in line with the principles and criteria of the reformed United Nations development system.

Annex XV**Statement by the Permanent Representative of Japan to the United Nations, Ishikane Kimihiro**

As we experience more reconfiguration and drawdown of United Nations peacekeeping operations in recent years, it has become increasingly important to focus our attention on transitions, one of the most complex undertakings for the whole United Nations system.

Japan has consistently stressed the importance of providing seamless and comprehensive support to conflict-affected countries, including in the areas of conflict prevention, peacekeeping, post-conflict peacebuilding and reconstruction. The nexus between the peace, humanitarian, human rights and development operations of the United Nations is the key to realizing a successful transition towards self-sustained peace.

On these bases, I would like to touch upon three concrete points which would facilitate effective transitions.

First, joint assessments of the needs on the ground by the mission and the United Nations country team at an early stage are critical for a smooth transition, allowing United Nations country team members to identify in advance the mission's residual challenges and the areas in need of consolidation that they will be tasked to address subsequently. An analysis based on up-to-date information from the United Nations country team should allow the mission to draw up early, flexible and integrated planning that responds to the changing conditions on the ground.

Second, at the headquarters level, the Security Council and the Peacebuilding Commission should work closely together. The Council could make better use of the Commission's advisory role and convening power of a wide range of stakeholders to mobilize every available tool in support of effective transition. Projects implemented by United Nations agencies, funds and programmes, in particular those funded by the Peacebuilding Fund, should serve the needs for transition which require many actors for a single purpose: a United Nations mission's successful departure. Japan appreciates the role of the Fund, which aims to direct 35 per cent of its investments to the projects that support transitions.

Third, Japan reiterates the importance of institution-building. The ultimate goal of any transition process is to leave the host country with the institutional and human capacity to sustainably manage its own affairs. This would require the full support not only of relevant United Nations agencies, funds and programmes but also of regional organizations and bilateral donors. Japan has been supporting conflict prevention efforts by the African Union and subregional organizations in Africa through the New Approach for Peace and Stability in Africa, launched at the seventh Tokyo International Conference on African Development in 2019, by providing assistance for the capacity-building of police officers, public prosecutors, judges, etc. In the Democratic Republic of the Congo, for example, Japan worked with the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo and others to train more than 20,000 active police personnel of the Congolese National Police.

We stand ready to continue to play our part.

Annex XVI**Statement by the Permanent Mission of Jordan to the United Nations**

I congratulate Ireland on assuming the presidency of the Security Council for the month of September. I also express my profound gratitude to Ireland for convening this timely meeting. Peacekeeping and peacebuilding have generated considerable interest as a result of the growing recognition that the prevention of conflicts is more cost-effective than the managing of conflicts.

In recent years, a significant portion of Jordan's military and police personnel have participated in United Nations peacekeeping operations, illustrating the kingdom's global commitment to peace. We have also supported the reform initiatives related to peacekeeping within the United Nations towards the achievement of better performance and safety.

Jordan was proudly among the first countries to endorse the Action for Peacekeeping initiative, and we welcomed the Action for Peacekeeping Plus initiative presented by the Secretary-General. We hope that the set of strategic priorities defined in the Action for Peacekeeping Plus initiative would expedite the implementation of the eight commitment areas in the coming years.

Peacebuilding is an inherently political process aimed at preventing the outbreak, escalation, recurrence or continuation of conflict, and Jordan further recognizes that peacebuilding encompasses a wide range of political, developmental and human rights programmes and mechanisms. In this context, we commend the role of the Peacebuilding Commission, which has begun to bring a whole-of-system approach to its country-specific configurations.

Jordan reaffirms the importance of national ownership and leadership in peacebuilding, whereby the responsibility for sustaining peace is broadly shared by the Government and all other national stakeholders, underlines the importance, in this regard, of inclusivity in order to ensure that the needs of all segments of society are taken into account and further reaffirms the primary responsibility of national Governments and authorities in identifying, driving and directing priorities, strategies and activities for sustaining peace.

We recognize the critical role of regional organizations such as the League of Arab States and the African Union in peacebuilding and sustaining peace.

There is a need to address the root causes of conflicts throughout the process of peacebuilding, as well as ensuring national reconciliation and moving towards recovery, reconstruction and development. We underline the importance of socioeconomic development for sustaining peace through economic development, including transnational and transregional infrastructure development, industrialization, job creation, agricultural modernization and the promotion of entrepreneurship. In this context, we must recognize that, although managing conflicts is imperative to generating trust and maintaining confidence between the parties to a conflict, it is equally important not to get stuck in the cycle of conflict management, as this might eventually lead to frustration. Therefore, we shall focus attention on finding enduring solutions to conflicts.

In conclusion, let me point out the need to encourage those who drive the efforts on peacebuilding to take the necessary steps to ensure that women are equally engaged in the process of peacebuilding. There is a growing recognition of young people's essential role in peace and security. It is encouraging to see many instances in which Governments, United Nations entities, civil society actors and others are

stepping up to implement resolution [2250 \(2015\)](#). However, the core challenges remain, including structural barriers limiting the participation of young people and their capacity to influence decision-making, and insufficient investment in facilitating their inclusion and empowerment.

Annex XVII**Statement by the Permanent Representative of Lebanon to the United Nations, Amal Mudallali**

Lebanon congratulates Ireland on assuming the presidency of the Council this month and on a diversified and important programme of work, especially on organizing this important debate by a champion of peacekeeping like Ireland. We also thank India for its productive presidency during the month of August.

Peacekeeping operations are indispensable for the international community's efforts to mitigate regional crises and to preserve peace and avoid conflict through lowering tension. Peacekeeping operations are an important component of prevention through their work on preventing sliding into conflict and focusing on peacebuilding and sustaining peace.

But as important as sustaining peace is, the role of peacekeeping operations in winding down conflict and violence and transitioning into a peaceful and sustainable environment is equally important in making it possible to end these operations while preserving peaceful environments in the long term. Such transitions can help to avoid a relapse into another conflict, sustain the gains made in conflict resolution and conflict management, and pave the way for durable peace.

Here, Lebanon, as the host of one of the oldest peacekeeping operations, would like to stress the importance of the priorities of peacekeeping reform embodied in the Secretary-General's Action for Peacekeeping Plus initiative. These priorities include coherent action to serve an overarching political strategy, the safety and security of peacekeepers, and the application of a gender lens to peacekeeping activities, all key for successful transitions.

There is one essential element that has to be emphasized to make transitions successful and safer for host countries and peacekeepers as well. Close cooperation and coordination with the host country's military services that are working side by side with the peacekeepers are indispensable to making transitions smoother and sustainable.

The coordination of the United Nations Interim Force in Lebanon (UNIFIL) with the Lebanese Army is an example of such cooperation that will make transition, when the time comes, much easier and more effective. We encourage peacekeeping operations to invest more in coordination, cooperation programmes and communication with host countries, their militaries and host communities for a successful transition as well. Moreover, drawing on previous experiences in mission closure is essential.

Lessons learned from transition processes are fundamental in ensuring successful drawdowns and exits of longstanding United Nations peacekeeping missions planned for the coming years.

It is important to recognize the need to adequately resource the peacebuilding components of United Nations peacekeeping missions, including during mission transitions and drawdowns. We have to promote the need for political solutions as an integral part of transition processes while keeping in mind the need for peacekeeping mandates to have clearly defined goals and objectives. Moreover, it is important to repeat how important it is to foster cooperation and partnership between host countries, various United Nations entities, troop- and police-contributing countries, regional organizations and other partners.

While primary responsibility remains in the hands of national Governments and authorities in identifying, driving and directing priorities, strategies and activities for

sustaining peace, ensuring the full and effective participation of all segments of society is key to advancing national peacebuilding processes and objectives in order to ensure that their needs are taken into account.

As a member of the Peacebuilding Commission, Lebanon has consistently called for addressing the root causes of conflict, implementing the Sustainable Development Goals, promoting human rights and enhancing inclusion. Lebanon supported the increased efforts of the Commission in promoting the women and peace and security agenda in line with the Commission's gender strategy. Women can play an important part as a driver and advocate of peacebuilding and sustaining peace, and they should not be excluded from the process of transition, as they are an important component of making peace.

Lebanon also continued to support the youth, peace and security agenda and the Peacebuilding Commission's call for greater inclusion of youth representatives in coalitions and partnerships that are aimed at supporting peacebuilding initiatives and processes. We also emphasized the importance of combating climate change and the protection of the environment for peace and security. As a country that has experienced the horrors of war, Lebanon knows the value of peace and the importance of having an integrated approach to achieving a long-lasting peace.

I seize this opportunity to express Lebanon's gratitude to all troop-contributing countries in UNIFIL for their efforts in contributing to Lebanon's stability. I would also like to thank all members of the Security Council for supporting UNIFIL and for taking exceptional measures to assist Lebanon during these unprecedented difficulties that it is facing, and we appreciate all the efforts being exerted by so many of Lebanon's friends in this Council to help Lebanon maintain its security and stability.

In its resolution [2539 \(2020\)](#), the Council authorized UNIFIL to take special measures to assist Lebanese authorities in the aftermath of the 4 August 2020 port explosion in dealing with the destruction that befell Beirut. This commendable and appreciated effort was also present this last month in resolution [2591 \(2021\)](#) when this Council authorized UNIFIL to take temporary and special measures to support and assist the Lebanese Armed Forces with the provision of relevant additional non-lethal material and logistical support owing to the economic crisis that Lebanon is facing.

Lebanon is extremely grateful to the leadership and staff of UNIFIL for their relentless dedication and commends the strong and steady cooperation that exists between UNIFIL and the Lebanese Armed Forces. Lebanon reiterates its full commitment to the implementation of Security Council resolution [1701 \(2006\)](#) in its entirety and to the preservation of the safety and security of UNIFIL personnel.

Annex XVIII

Statement by the Permanent Representative of Liechtenstein to the United Nations, Christian Wenaweser

I thank the President for the opportunity to address this important topic. In our brief comments, Liechtenstein wishes to highlight the role that the Council can play alongside partners to contribute to sustainable transitions. Fundamentally, the Council should see transitions not as a deadline or set of deadlines by which to leave but as a part of the life cycle of any operation. The process of transition should contribute to sustainable peace, notably through the fulfilment of Sustainable Development Goal 16 on “peace, justice and strong institutions”. As such, many of the most important decisions relevant to transitions must be made well in advance; sustainable, durable peace can only be created by wise, long-term planning. In this, Liechtenstein encourages a “multi-stakeholder” or “whole-of-society” approach, complementing close engagement with the national Government, with the meaningful participation of civil society and underrepresented groups, as applicable – minorities, women, young people and indigenous peoples. In this way, peacekeeping transitions can be made to be responsive to real issues and pressures, making their gains more sustainable – rather than beholden to theoretical plans laid out in United Nations documents.

One key decision that the Security Council can take in advance to lay the foundation for sustainable peace is to systematically include clear human rights and rule of law components across peace operations. Situations of armed conflict often jeopardize the enjoyment of human rights, but at the same time, violations of human rights can spark or intensify ongoing tensions or conflicts. By committing to the protection of human rights, and by strengthening or creating legal avenues for accountability and justice for such violations, human rights and rule of law components create the enabling conditions for sustainable peace even after the end of a peacekeeping operation, and in so doing, ease the transition out of a peacekeeping operation. As it stands, the wide divergence in mandates among different peace operations is concerning. In order to more effectively address human rights violations as part of its peace and security mandate, the Security Council must also better coordinate with the human rights machinery of the United Nations, in particular the Human Rights Council, relevant special procedures mandate holders and the Office of the United Nations High Commissioner for Human Rights.

The Council should also expand cooperation with the Peacebuilding Commission, the body specifically designed to address post-conflict dynamics. The Security Council could contribute constructively to the work of the Commission in helping to reassess the criteria to establish configurations and consider how their establishment can assist the transition process. More regular, or more formal, meetings between Peacebuilding Commission configuration Chairs and Council members on country situations, where applicable, could be considered, building on previous annual informal interactive discussions. In line with the needed emphasis on the rule of law, the Council should also have an interest in introducing a clear justice and accountability component into the Peacebuilding Commission’s work. This is also important in the light of the parameters for sustainable peace given in the 2030 Agenda for Sustainable Development, in particular those contained within Sustainable Development Goal 16. The fulfilment of Goal 16 is vital to both Council and Peacebuilding Commission mandates, and particularly so in situations of transition, where upholding peace and justice must be at the centre.

Annex XIX**Statement by the Permanent Representative of Malaysia to the United Nations, Syed Mohamad Hasrin Aidid**

Malaysia appreciates the convening of this open debate which allows non-Council members, especially troop-contributing countries, to share their views on ways to contribute towards a viable and sustainable peacekeeping transition process.

Malaysia holds a strong view that we need to continue improving the transition between the peacekeeping and peacebuilding processes so that it can be planned and managed in a proactive, integrated and forward-looking manner. Malaysia believes that sustained peace would only be possible if transition planning takes into account the uniqueness of the host country. The views and expectations of the local community would need to be taken on board. In this context, it is crucial that robust engagement with relevant national stakeholders be part of an inclusive nationally owned transition process. Such engagement could build upon the foundation that has been developed in the peacekeeping phase, including with civil society, women, youth and minorities.

Malaysia further believes that it is important for the transition process to fully understand the needs of the host country in capacity-building efforts of its national institutions. We fully support strategies towards creating effective governance that must be in place and ready to administer a nation into a post-conflict situation. We call on the strong support of the international community, including close neighbours and regional organizations, to assist the host country in its capacity-building efforts towards ensuring lasting and sustained peace in the spirit of effective national and system-wide partnership.

Malaysia also believes that peacekeeping missions and stakeholders need to continuously engage with each other to determine the best ways to facilitate the implementation of the mandate and to prevent the recurrence of conflict. Efforts to sustain peace should also include all three pillars of United Nations engagement at all stages of conflict and in all its dimensions. It is also vital that greater contact with the field and coordination with the broader United Nations family, including the United Nations country team, be part of the engagement process. This contact and coordination must be strengthened in progressing towards peace and new opportunities for development in the host country, including in delivering on the 2030 Agenda for Sustainable Development.

Lastly, Malaysia would also like to underscore the importance of close coordination between the Security Council and the Peacebuilding Commission in transition planning. The Council would stand to benefit from the invaluable inputs from the membership of the Commission, which also includes member countries from the General Assembly and the Economic and Social Council, as well as the latter's interaction with international financial organizations.

In closing, as a troop-contributing country, Malaysia reiterates its readiness and support to work together with relevant stakeholders and partners in further improving our practice of mandating and managing peacekeeping transitions.

Annex XX**Statement by the Permanent Mission of Malta to the United Nations**

Malta thanks Ireland for organizing this high-level open debate during its presidency on a crucial priority for a more coherent and effective response to the evolving needs on the ground during transition. We also thank the Secretary-General for his comprehensive briefing, and Ellen Johnson Sirleaf, the former President of Liberia, for being here with us today to share her country's experience and invaluable insights with us.

Malta emphasizes the multifaceted reality of peacekeeping operations and the role that they play in sustaining peace and creating the space for peacebuilding with a view to achieving durable and sustainable peace. It is crucial that no effort be spared to make sure that transitions are managed in an orderly manner so that hard-fought gains are not reversed at this delicate juncture.

The Security Council plays a vital role in ensuring effective peacebuilding, including through peacekeeping operations. This also rings true to the centrality of transitions and the process by which this is undertaken. As also reflected in presidential statement [S/PRST/2017/27](#), the Council is responsible for ensuring how the United Nations system is prepared for transitions in line with the prevailing situation on the ground and also ensuring a nationally owned transition process. The Council is also central in providing necessary guidance on how United Nations operations adapt to the broader political and socioeconomic realities on the ground and prepare for the challenges which can accompany peacekeeping transitions.

Given the way in which peacekeeping mandates have developed, it remains important that these are drafted in a way which reflects the need for flexibility in the face of changing security situations. Mandates also need to ensure that enough resources and capacity are made available for peacekeeping and peacebuilding efforts to take place effectively. The creation of the conditions which could lead to sustainable peace requires careful planning and clear goals from the outset, coupled with national ownership and partnerships which would lead to a sustainable transition. Clear peacekeeping mandates, an early focus on national capacities and an integrated United Nations approach remain critical.

Malta also reiterates that the protection of civilians should remain a priority across the board and be factored into every step of transition planning and implementation. It is essential that any transition process does not expose civilians to additional risks and that all measures are taken to address this threat and safeguard human rights. We also underline the fact that women must participate in a full, equal and meaningful manner in such transitions, together with youth and civil society.

The recent wind-down of a number of missions, coupled with changing political realities, will mean that transitions will remain a priority for the Council. We need to carry on the lessons learned from these experiences moving forward, inter alia, in relation to the importance of a broad United Nations integrated approach to transitions and the inclusion of all the dimensions of peacekeeping and peacebuilding in setting up mandates. Only sustained United Nations engagement can ensure that the lengthy task associated with effective peacebuilding can be achieved and sustained.

Annex XXI

Statement by the Permanent Mission of Morocco to the United Nations

I would like to warmly congratulate Ireland on assuming the presidency of the Security Council for the month of September and to express our sincere gratitude for convening this meeting on peacekeeping transitions.

In recent years, United Nations-wide efforts and sustained focus on this subject matter have allowed for significant reconfiguration of the peacekeeping transition, resulting in encouraging outcomes in terms of effectiveness.

In order to better prepare for the next wave of transitions, we believe that it is of great importance to keep the discussion ongoing, including by drawing the necessary lessons and identifying the relevant best practices from experiences.

Development of a common vision by the host country and the United Nations system actors is key, as it helps to establish the role and contribution of each stakeholder in the process, in order to achieve the expected outcome defined by the parties.

The Security Council plays a central, strategic and political role in this framework, given its responsibility in initiating and overseeing the transition process. In this context, and to strengthen transition efficiency in ensuring the consolidation of peacekeeping gains, the Council should:

- Base exit strategies on clearly defined and measurable benchmarks aligned with the host country's needs, priorities and context. Developing objectives and result-oriented measures linked to the country conditions not only helps to make decisions about drawdown but also provides clear guidance that facilitates national political engagement and encourages ownership of the operational transformations;
- Ensure a balanced emphasis on security and civil transitions and enforce accountability to guarantee progress in both sectors. Transition often puts stronger focus on security reforms, while creating the conditions for economic and social recovery is just as important;
- Sustain momentum, visibility and high-level political engagement by strengthening coordination with other actors within the United Nations, notably the Peacebuilding Commission. The added value of the Peacebuilding Commission lies not only in sharing its analysis on country-specific configurations but also in its considerable efforts to support political transition, as well as its contribution to financing the transition process by mobilizing the necessary resources to sustain peacebuilding programmes, mainly through the Peacebuilding Fund.

Achieving a sustainable peace requires a comprehensive approach that includes political, humanitarian and human rights programmes to foster sustainable development, the eradication of poverty, and the rule of law.

As a critical step in the peace continuum, transition requires adequate planning and strong partnerships with relevant national, regional and international actors, including international financial institutions, such as the World Bank, and bilateral development agencies that have responsibility for economic recovery.

Rather than a handover of mandates, transition should be planned as a long-term comprehensive, integrated and collaborative response to the specific conditions in each country that requires continued coordination and support, in particular in theatres marked by instability and uncertainty.

Annex XXII**Statement by the Permanent Representative of Nepal to the United Nations, Amrit Bahadur Rai**

At the outset, I extend my sincere appreciation to the Government of Ireland for organizing this open debate, under its presidency of the Security Council, on the important issue of United Nations peacekeeping operations transitions.

I would also like to commend the briefers, including the Secretary-General, the former President of Liberia and the representatives of civil societies, for their insightful briefings.

Peacekeeping operations including special political missions have remained some of the most valuable tools at the disposal of the United Nations for the promotion and maintenance of global peace and security. However, peacekeeping is a temporary undertaking, and transition is inevitable. In fact, peacekeeping is just a snippet in the continuum of transition from conflict to peace. Accordingly, peacekeeping should not just strive to keep the peace but also build and maintain a lasting peace that is sustained.

All peacekeeping must begin with an end of transition in mind. We have many examples of the success and failure of transition in front of us. We must learn from the mistakes and capitalize on the success stories. Peacekeeping operations must encompass the features of peacebuilding right from the beginning, and the transition must be smooth and gradual so that it is sustainable and never relapses into conflict again.

Components of social and economic transformation should be integrated into peace operations from the very beginning. In this regard, the concept of a whole-of-United Nations approach and continued efforts in strengthening institutions are crucial. Despite being well intentioned, many well-crafted strategies have been the victim of a budget crunch; careful and well-thought-out processes have been overshadowed by political motives. The Council must be unanimous in making the decision to preserve years of hard work and sacrifices. The Council's unity, supported with adequate financial commitment, is a prerequisite for the success of peace missions. United Nations mission transition processes should be executed in an integrated, coherent and sustainable manner with equal emphasis on all three pillars – peace and security, sustainable development and human rights.

The involvement of the host Government at the strategic and operational levels and engagement with the community at the tactical level right from the beginning are a stairway to successful transition, among other things. This not only facilitates ownership by the host nation but also leads towards conflict resolution and institution-building.

Mission management and planning, in a transition context, should consider the level of political engagement, a risk assessment of potential conflict drivers and the availability of resources to support national authorities leading nationally owned policies. The drawdown or withdrawal of a peace operation must be anticipated by strengthening the national Governments, which can advance their policies and programmes in a participatory, inclusive and transparent manner. Smooth transition to sustainable peace from a post-conflict setting should involve the following considerations.

First, the national Governments are the main actors in the peacebuilding efforts and sustaining peace. National leadership should not only be acceptable to the people but also capable of handling the post-conflict grievances, reconciliation and

reconstruction of the societies. In this sense, enhancing their capacity is crucial. Further, policies, programmes and specific requirements of national Governments should be supported by the international community, including the United Nations and development partners. We should be cautious that the failure of the national Government equals the loss of strategic gains achieved during the long period of international support through peace operations.

Second, for national ownership to be sustained, national Governments should be inclusive, transparent and participatory in their process of nation-building. Women, children and youths, along with ethnic, religious and linguistic minorities, should be involved in the national governance architecture. The disarmament, demobilization and reintegration of former adversaries into the societies and their reconciliation should be prioritized. The partnership of national Governments, regional organizations and the United Nations should continue. As agents of positive change, the role of academia, civil society, media and youths, as well as human rights activists and social workers, is important. Equally important are fair elections, criminal and transitional justice and the rule of law in order for the Government to be able to address the root causes of conflicts.

Third, we need adequate, predictable and sustainable financing for peacebuilding, including in the process of transition. Poverty, exclusion, inequality, injustice and the violation of human rights have often been found to be the drivers of conflicts. We need to address those problems for the peace to be sustained in any society. The requirement is high. Peacebuilding funds alone may be insufficient to support the varied requirements of countries. Therefore, support from donors, international financial institutions, regional organizations and business communities is desired. The continued attention of the international community and organizations is essential for a country to successfully transit into peace.

Nepal commends the role of the Peacebuilding Commission in promoting synergies among the United Nations, international and regional agencies, and national Governments for achieving sustainable peace.

In conclusion, mission transition is the result of our long and continued peace operations in conflict-affected zones. We must foster our collective partnership to strengthen national ownership promoting inclusive and participatory national government with a view to preventing conflict and maintaining sustainable peace.

Annex XXIII

Statement by the Permanent Mission of Pakistan to the United Nations

I would like to take this opportunity to congratulate the President on assuming the presidency of the Security Council. Let me also commend Ireland's decision to select the agenda item entitled "United Nations peacekeeping operations" for convening this high-level debate on transitions. The debate carries special value for my delegation, given Pakistan's long-standing status as a troop contributor to United Nations peacekeeping and as a founding member of the Peacebuilding Commission.

The management of peacekeeping transitions is a key element defining the success of the modern peace and security architecture. A seamless transition, for example, from a peacekeeping mission to a United Nations country team, depends on the capacity of the United Nations system, including that of the key United Nations organs and entities at the headquarters, to respond to the ever-changing threat dynamics in the field. A key component of this response is the ability to introduce, early in the life of a peacekeeping mission, context-specific peacebuilding initiatives. Undertaking preventive diplomacy and tailor-made peacebuilding activities at an early stage helps to mitigate the risks of the breakout, continuation or relapse of conflict. In the words of the Secretary-General: "Instead of responding to crises, we need to invest far more in prevention." It is out of these considerations that Pakistan has proposed allocating a certain percentage of the peacekeeping budget to peacebuilding activities, especially during the drawdown phase of a peacekeeping mission.

The Security Council, with its power to define peacekeeping mandates, has the primary role in developing a robust transition framework based on a coherent and comprehensive analysis of the root causes of conflict. In this regard, Pakistan would like to underline the following points:

- First, host authorities should be engaged from the outset while designing transition strategies in fragile settings. National ownership must remain central to any transition along the peace continuum – from the deployment of a peacekeeping or political mission to withdrawal or reconfiguration. Sustainable peace in a conflict-affected country cannot be imposed from outside – it must be rooted within the country. The aim of any international support, including capacity-building assistance, should be to complement the nationally defined peacebuilding priorities.
- Second, countries healing after conflict may need support in promoting reconciliation among communities, assistance in disarmament, demobilization and reintegration programmes, and sustainable development. The United Nations entities, including the peace operations, political missions and United Nations country teams, should contribute towards these endeavours with a view to helping national authorities to distribute the dividends of peace across all segments of society. Creating socioeconomic opportunities and ensuring equity in the distribution of resources offer powerful incentives to dissident groups to embrace peace and renounce violence. An inclusive peace process fosters harmony and could ensure a seamless transition process at a time when the missions are either reconfigured or preparing to leave the country.
- Third, the restoration and rehabilitation of essential infrastructure should take centre stage during the transition from conflict to peace. This is key to socioeconomic recovery and achieving the goals of the 2030 Agenda for Sustainable Development. However, it requires not only an increase in the

volume of infrastructure financing but also a well-defined investment strategy. A major handicap of the developing countries is their inability to prepare commercially viable projects. Here comes the critical role of the United Nations. Pakistan has proposed the establishment of an infrastructure investment facility at the United Nations, as a public-private partnership, which could serve the twin purposes: on one hand, it could assist in prefeasibility and feasibility studies of projects; on the other hand, it could scale up investments in high-risk countries coming out of conflict.

- Fourth, the Security Council could consider enhancing its engagement with the Peacebuilding Commission, especially before and during a mission's drawdown or reconfiguration phase. A more active engagement between the two may also precede the visits of the Council members to conflict-affected countries. The Peacebuilding Commission, drawing on the views of its diverse membership, including host States, troop-contributing countries and finance contributors, along with country-specific configurations, is uniquely positioned to provide "informed advice" to the Council. Fortunately, Council resolution [2558 \(2020\)](#) recognizes this potential and emphasizes the vital importance of strengthening the Peacebuilding Commission's advisory and bridging role. The need is to translate this call into reality and leverage the Commission's ability to complement the Council's work and promote system-wide coherence in peacebuilding efforts.
- Finally, we consider regional partnerships a useful vehicle to promote the peacebuilding priorities during and beyond transitions. Regional entities have the leverage to advance peacebuilding norms, including those on the protection of civilians, with the ability to convert them into national policy frameworks through good offices, advocacy and the pooling of resources. Pakistan therefore welcomes the increasing role of regional organizations, in particular the African Union, in the peace and security architecture.

Pakistani peacekeeping contingents have played a key role in some of the most successful United Nations peacekeeping transitions, such as in Liberia, Sierra Leone, Burundi and Timor-Leste. Our peacekeepers have also supported host authorities in holding peaceful elections, the disarmament of rebels, demining operations and the protection of civilians including through the capacity-building and training of local police and other law enforcement agencies. In 2019, Pakistan deployed its first all-female community engagement team in the Democratic Republic of Congo, which undertook several successful peacebuilding initiatives including vocational training for students, teachers and women, and conducted psychological workshops for the Congolese police. Following the drawdown of the African Union-United Nations Hybrid Operation in Darfur, a female officer of the Pakistan Police Service, Helena Iqbal, was recently appointed as the Police Commissioner in the United Nations Integrated Transition Assistance Mission in the Sudan. These deployments reflect Pakistan's deep-rooted commitment to women's critical role in the promotion of sustainable peace and security.

To conclude, let me underscore that a successful transition sets the stage for the host Government to continue political engagement with the international community. It leaves behind arrangements that allow the national authorities to secure institution-building support and conflict-sensitive advice from the United Nations country teams. In short, transition in a conflict-affected country should be a step towards the goal of self-sustaining peace, stability and economic prosperity.

Annex XXIV

Statement by the Chair of the Peacebuilding Commission, Osama Abdelkhalek

At the outset, I wish to welcome Ireland's decision to convene this open debate on transitions, which addresses key priorities for the Peacebuilding Commission, which, building on its advisory, bridging and convening roles, has regularly provided its advice to the Security Council.

In 2005, the General Assembly and the Security Council decided to create the peacebuilding architecture with a view to filling what the late Secretary-General Kofi Annan called a "gaping hole" and to providing support to conflict-affected countries, in particular those transitioning from one form of United Nations presence to another. Since then, not only has the Peacebuilding Commission accompanied successful transitions, such as those in Liberia and Sierra Leone, but the whole United Nations system has engaged in a more coherent way, recognizing the centrality of building and sustaining peace in our efforts to build lasting peace, sustainable development and respect for human rights.

This has been particularly evident in the strong synergies between peacebuilding and peacekeeping. Peacekeeping operations have played an increasingly important role in assisting host countries to develop critical peacebuilding capacities and generate peacebuilding outcomes, and the twin resolutions on peacebuilding and sustaining peace of 2016 welcomed "the contribution of peacekeeping operations to a comprehensive strategy for sustaining peace".

On 15 June 2021, the Commission convened a meeting to discuss the contributions of peacekeeping to peacebuilding and sustaining peace. Allow me to share with the members of the Security Council the main elements that emerged from that meeting that are relevant for today's debate:

- Coherence, strategic and operational coordination, and synergies are vital, especially at a time when the coronavirus disease (COVID-19) pandemic is exacerbating the risks and impact of conflict. This is particularly important during mission drawdowns, when more efforts should be made to build a common vision between the United Nations, host Governments and a wide range of partners, including civil society, women, and youth organizations, with a view to mitigating gaps. The Peacebuilding Commission and the Peacebuilding Fund, working in support of national priorities and fostering coherence among partners, including international, regional and national actors, are important tools in transition phases. In this regard, recognizing the important role of women in transition settings, and in implementing its gender strategy, the Commission held dedicated discussions on the gender aspects of transitions.
- Peacekeeping operations continue to be an important instrument to assist host countries to develop critical peacebuilding capacities. They not only enable the work of other peacebuilding actors through their security presence but also provide political focus on peacebuilding goals and undertake peacebuilding tasks that help to address the root causes of conflict. The launch of the Action for Peacekeeping initiative three years ago aimed, inter alia, to enhance the contribution and impact of peacekeeping to peacebuilding and sustaining peace. The emphasis that the Action for Peacekeeping Plus initiative places on working closely with international partners is a positive development.
- Strong partnerships and appropriate financing mechanisms are key to ensuring smooth transitions and avoiding relapses into conflict. In this regard, the Commission welcomes the progress and further opportunities for the United

Nations-World Bank collaboration in peacebuilding, including taking into account the release of the fragility, conflict and violence strategy of the Bank and the International Development Association 2020 replenishment, and encourages the two organizations to continue to work together in joint programming and peacebuilding assessments in support of nationally defined peacebuilding and development priorities, in accordance with the commitments and terminology agreed upon by Member States at multilateral discussions.

- Financing for peacebuilding remains a critical element to secure successful transitions. The Commission reiterates the need to mobilize more peacebuilding financing, and it welcomes the decision of Member States to convene a General Assembly high-level meeting on financing for peacebuilding in the next session.
- All phases of peace operations' mandates should contain guidelines to encourage timely transitions. The Peacebuilding Commission, with its broad peacebuilding mandate, is well positioned to advise the Security Council during the formation, review and drawdown of peace operations' mandates, and the work done by the Commission to inform the mandate renewal of the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic is a good example. Elements contained in presidential statement [S/PRST/2017/27](#) remain very relevant for the Council to draw upon during all missions' life cycles. In this connection, on countries and regions considered by both the Council and the Commission, Commission members would welcome receiving a copy of the Secretary-General's relevant reports to the Council with, as far as practicable, enough anticipation to allow timely Commission input.

I wish to reiterate the readiness of the Peacebuilding Commission to strengthen its advisory role to the Security Council in matters under the consideration of both bodies with a view to providing specific, strategic and targeted recommendations, in line with its mandate on issues relating to peacebuilding and sustaining peace in the formation, review, drawdown and transition of peacekeeping operations.

Annex XXV**Statement by the Permanent Mission of Poland to the United Nations**

Poland would like to thank Ireland for organizing this timely and important debate. We also express our appreciation to the Secretary-General for his statement and to Ellen Johnson Sirleaf for her insightful and inspiring remarks.

Peacekeeping is a critical contributor to the sustaining peace agenda in all its dimensions: from conflict prevention and resolution to post-conflict recovery. Therefore, the withdrawal or drawdown of a United Nations peacekeeping operation or special political mission is a serious challenge in terms of the “peace continuum” both for host countries and for the United Nations. Poland stresses the importance of transition processes to the sustaining peace agenda and fully supports all actions aimed at making them more effective and coherent.

Peacekeepers play the central role in delivering and enabling transitions and preparing the ground for peacebuilding actors. The 2020 Security Council resolution on the review of the peacebuilding architecture confirmed that effective peacebuilding requires the cross-pillar commitment of the entire United Nations system and should be mainstreamed in various United Nations actions at all stages of conflict. In this vein, we are fully convinced that transition and peacebuilding considerations should be built into the initial mandate of each mission or operation.

Poland stresses the need for improving the coordinated planning of transition processes. There is still space to be filled with more effective and earlier collaboration between United Nations missions, United Nations country teams and other United Nations actors present in the field. It is particularly important when it comes to joint planning, financing and operational support. We need to address the resource and timeline gaps between peacekeeping and other United Nations actors in order to enhance the coherence on the ground.

Poland also underscores the importance of clear benchmarks and well-defined conditions for withdrawal. The United Nations needs to be clear about its engagement in the various phases of conflict resolution and post-conflict recovery.

We are positive that the success of transition depends mostly on United Nations constructive engagement with host countries and on coordination with regional and international partners, including financial institutions. It is crucial that, during and after transition, the United Nations continue to play its role of convening power among this wide range of stakeholders. In order to maximize the impact of sustaining peace efforts, the United Nations also needs to work closely with all relevant actors to define medium-term peacebuilding priorities.

Another key aspect of the transition process is the alignment of peacebuilding strategies with national recovery strategies and development plans. More attention needs to be given as well to the economic dimension of the transition process and peacebuilding, as well as to the impact of economic challenges on sustaining peace. Developing sustainable funding strategies and exploring innovative financing options are key in this regard. Moreover, political economy analysis should be strengthened within peacekeeping missions.

To effectively consolidate peace and security, community engagement needs to be fostered at the earliest stage of mandate implementation, and especially in the context of transition planning. United Nations missions and operations should consult systemically with civil society at the national and local levels in order to identify transition priorities as well as needs in terms of capacity-building. Special attention

and recognition need to be given to the participation of women and youth, who are frequently part of the movements demanding change but tend to be excluded from peace and transition processes.

Poland is particularly concerned with transition processes conducted against a backdrop of security challenges and protection gaps. The protection of civilians remains a crucial area of Poland's engagement, and we fully support the idea of integrating protection issues into transition processes. It is vital to ensure that, when peacekeepers draw down, the United Nations country team and other United Nations agencies are provided with adequate political and risk analysis, especially regarding potential violence against civilians.

There is a clear need to establish protection of civilians coordination mechanisms between United Nations missions, humanitarian and development actors and host authorities. The creation of a common framework on the protection of civilians during transitions could be a useful tool in this context. Strategic communication, quick-impact projects and strengthening the analysis of local-level conflict dynamics are also key while addressing the protection gaps.

Ahead of the transition process, the approach to the protection of civilians needs to shift from military-dominated to civilian-led. More attention needs to be paid to ensuring a good understanding of the protection needs and capacities of the communities, including through consultations with local civil society, including women, youth, persons with disabilities and vulnerable groups.

Poland stands ready to endorse any initiative within the United Nations framework aimed at strengthening the protection of civilians in the context of United Nations transitions. We fully agree that the United Nations should support the development of national protection of civilians strategies in order to mitigate the risk of violence during and after transition. We also call on the Secretariat to ensure the wide dissemination of lessons learned from the past transitions, with a special emphasis on protection issues.

If United Nations peacekeeping is to leave the legacy of peace, prevent conflict relapse and lay the foundations for sustainable development, we need to strengthen transition processes. Poland calls for the Security Council's engagement in advancing the proactive, integrated and forward-looking management of transition processes, in collaboration with the Peacebuilding Commission and all relevant United Nations actors in the field.

Annex XXVI**Statement by the Permanent Representative of Portugal to the United Nations, Francisco Duarte Lopes**

Portugal thanks Ireland, in its capacity as Security Council President, for organizing this timely open debate.

To advance our common agenda and provide effective answers to traditional and future challenges, we need a twenty-first century United Nations – one that is more efficient, more nimble, more accountable and more delivery-oriented.

Portugal fully supports the United Nations reform agenda. This, of course, includes the peace and security reform and the Action for Peacekeeping agenda, but also the overall reform agenda in its three strands, all of which are critical for successful peacekeeping transitions.

We remain a staunch supporter of United Nations peacekeeping operations, as they truly are one of the most effective means at our disposal for maintaining peace and security.

For peacekeeping operations to also play a valuable role in preserving and consolidating long-lasting peace, their transitions and drawdowns need to be done in a coherent and effective way. Only with an integrated approach throughout the whole peace continuum, based on peace and security, sustainable development and human rights, can we guarantee sustainable peace. Peacekeeping mandates should continue to take into consideration peacebuilding activities from the beginning.

The broader United Nations reform is also fundamental for successful transitions, enabling United Nations country teams to effectively widen their focus and prioritize the issues of development and support to national priorities.

The Peacebuilding Commission, with its convening role, is instrumental throughout this cycle. Through its advisory role, the Commission can provide informed and realistic peacebuilding perspectives during the consideration of peacekeeping operations and political missions' mandates. The Peacebuilding Commission can also provide synergies and greater coordination within as well as outside the United Nations system, namely with civil society representatives and women's and youth organizations.

Transition planning should start long before transitions effectively take place. This is crucial to ensure national ownership of the process. Moreover, peacekeeping mandates should also be flexible in order to adapt to changing circumstances on the ground, which can be particularly volatile in fragility contexts. Specifically, the protection of civilians must be regarded as a cross-cutting priority throughout the conflict cycle, and host Governments should be supported in upholding their responsibilities in this regard.

The transition or drawdown of a peacekeeping operation or a special political mission should be a sign of progress in achieving sustainable peace, and not a consequence of the fatigue or disengagement of the international community.

Annex XXVII**Statement by the Permanent Representative of the Republic of Korea to the United Nations, Cho Hyun**

My delegation thanks the President for convening today's timely ministerial open debate of the Security Council on transitions of the United Nations peacekeeping operations. The Republic of Korea offers its deep appreciation to António Guterres, the Secretary-General of the United Nations, and Ellen Johnson Sirleaf, the former President of Liberia, for their presence today and enlightening briefings.

Since its inception, peacekeeping has been one of the most effective and visible instruments for the international community to maintain and promote global peace and security. More recently, we have underscored the importance of enhancing peacekeeping operations' impact, with the launch of the Secretary-General's Action for Peacekeeping initiative three years ago and the new phase of the Action for Peacekeeping Plus initiative this year. It is never enough to emphasize that ensuring a smooth and lasting transition is key to achieving the ultimate goal of peacekeeping: sustaining peace.

In this vein, my delegation would like to emphasize the following three points with a view to advancing sustainable and successful transitions of peacekeeping missions.

First, peacebuilding priorities should be incorporated at all levels of peacekeeping mandates. The vital work of peacebuilding and addressing the root causes of conflict should not wait until the drawdown of peacekeeping missions. Instead, peacebuilding should begin from the first day of the intervention. We need to discuss and consider the desired end state from the early stages of designing missions' mandates.

Second, the Peacebuilding Commission can support the Security Council with well-coordinated and inclusive transition planning. Using its advisory, bridging and convening role, the Commission can bring a wide range of stakeholders together and provide substantial and practical advice to the Council. In addition, holding regular meetings or sharing advance copies of relevant reports of the Secretary-General with the Commission can help to systematize its contributions to the Council. As such, we request the Council to engage more with the Commission when discussing mission transitions.

Third, transitions must be anchored in the local context to avoid relapse into conflicts. Lasting peace can only be achieved when local communities are included in the peace process. On the basis of our experiences with the United Nations Mission in South Sudan and the United Nations Interim Force in Lebanon, Korea learned the valuable lesson that peacekeepers were able to build strong bonds and trust with host communities through continued civil-military operations. Such close relationships with people on the ground are conducive to the peacekeeping operations. Going forward, we also believe that the engagement platoons can and should play a significant role in encouraging the participation of marginalized groups, in particular women and youth.

My delegation would like to conclude by reminding everyone that the upcoming United Nations peacekeeping ministerial meeting of 2021 in Seoul this December will provide an invaluable platform to enhance United Nations peacekeeping operations by sharing good practices and mobilizing concrete pledges. The topics of transitions, peacebuilding and sustaining peace will be addressed in depth.

The Republic of Korea would like to reaffirm its driving commitment to working with the United Nations and all Member States to protect civilians and achieve sustainable peace by improving peacekeeping transitions.

Annex XXVIII

Statement by the Permanent Representative of Slovakia to the United Nations, Michal Mlynár

I would like to thank the President for organizing a timely discussion that provides an opportunity for reflection on this important topic. It is crucial to underline that, in the 2020 review of the peacebuilding architecture, through General Assembly resolution [75/201](#) and Security Council resolution [2558 \(2020\)](#), the Council reaffirmed that effective peacebuilding involves the entire United Nations system, including peacekeeping operations.

Peacekeeping operations support and create space for other peacebuilding actors and contribute to political solutions that advance peacebuilding goals. How a peacekeeping operation manages a transition shapes the durability of peace. A shared vision of peace among national actors and the United Nations system, as well as agreement on the guiding principles and the role of the United Nations in contributing to this vision, is the baseline for the successful transition of peacekeeping missions. This shared vision encompasses a common understanding of the “end state” – the conditions that must be met in order for the mission to leave. Strengthened cooperation of all the partners aimed at developing this common understanding can help to set and manage expectations.

The Security Council, in its presidential statement from 2017, recognized that the process by which a transition is undertaken is crucial, emphasizing the importance within peacekeeping mandates of clearly defined goals and objectives guided by specific agreed-upon milestones towards peacebuilding and sustaining peace. Specific attention was given to how a peacekeeping operation is tasked, including its engagement on transition-critical issues such as the protection of civilians; disarmament, demobilization and reintegration; and capacity-building in the security and justice sectors, as well as how it engages in integrated planning with local and national authorities, communities and civil society. All of these elements have been recognized as crucial when building towards a successful and sustainable transition.

A peace operation’s legacy in a country emerging from conflict depends, in part, on how and whether it has made it possible for local actors and international partners to succeed in consolidating any gains made during the United Nations mission presence. United Nations transitions should be planned and managed in a proactive, integrated and forward-looking manner, resulting in the United Nations being better positioned to provide effective support to host countries as they progress towards peace and sustainable development.

Lessons can also be learned from recent transitions, which demonstrate the need for coherence and cooperation across the United Nations system and with regional, national and local stakeholders, in particular women as well as youth. Taking a phased and graduated approach that is in line with the security conditions on the ground and that fully considers the risks to civilians that arise during peacekeeping transitions and the capacity and priorities of the national Government and citizens is critical when cementing a sustainable peace.

During transitions, the Peacebuilding Commission can play an important role in maintaining international support for a country to address its ongoing peacebuilding and development needs. The Commission is well positioned to provide a broad-based political platform for drawing greater international attention and align the United Nations system and its partners around common goals. The Commission has proved to be one of the leading platforms for gathering international partners to sustain momentum and accompany the country’s reform efforts.

Annex XXIX

Statement by the Permanent Mission of South Africa to the United Nations

First and foremost, my delegation expresses its appreciation to the Permanent Mission of Ireland for convening this meeting to highlight the imperative nature of transitioning from peacekeeping to peacebuilding and invariably sustaining hard-won gains. Peace is often defined as the absence of violence; however, the mere absence of violence may not lead to sustainable peace, especially when the underlying roots of violence are not addressed.

We wish to thank Secretary-General Guterres, the former President of Liberia, Ellen Johnson Sirleaf, and the President of the Community Development Association of the Sudan, Safaa Elagib Adam, for their informative remarks.

As a troop- and police-contributing country, South Africa acknowledges that United Nations peacekeeping transitions are a phased and gradual process that encompass a range of political and technical issues requiring sustained engagement by the entire United Nations system. South Africa would like to raise the following:

1. The importance of developing exit strategies from the outset.
2. The necessity of national ownership and inclusivity.
3. The inevitable priority to advance the women and peace and security agenda.

We need a clear understanding, at inception, of the outcome we seek from peacekeeping operations. Security Council mandates should contain the elements of the intended exit strategy which should form part of the long-term political strategy. We wish to impress that the early development of exit strategies should be done in collaboration with host Governments. Furthermore, the engagement with host Governments should include building partnerships with regional organizations and financial institutions that will be involved in the peacebuilding planning, beyond the life of the peacekeeping mission. If we are to live up to the aspiration to leave a place better than we found it, then the drawing down of the military components of missions should be followed by advancing and expanding development-driven plans.

National ownership, inclusivity and participation are both fundamental and critical in peacebuilding processes in order to address the needs and concerns of all segments of society. This principle highlights the importance of engagements between women, men and young people in conflict prevention, resolution and reconstruction. Since clarity precedes success, coherence and cooperation among all stakeholders will lead to coordinated efforts that avoid the duplication of initiatives and prevent fragmentation. During the fragile process of transition, missions are to assist the host Government to achieve political transition, progress towards democratic governance, the protection and promotion of human rights and sustainable peace, support peace processes and the implementation of peace agreements, peacebuilding and civilian protection, and establish the rule of law, as well as mobilize economic and development assistance and coordinate humanitarian assistance. It is a challenging process to harmonize the demands for peace, reconciliation and justice in societies transitioning from conflict to peace. A discussion on transitions would not be complete without considering the need for a holistic policy framework on transitional justice.

It remains imperative in transitions that women are not exulted as countries move from conflict towards sustainable peace. In this regard, the full implementation of the women and peace and security agenda, as reflected in the resolutions of the

Council, including resolution [2493 \(2019\)](#), necessitates the facilitation by all Member States of the full, equal and meaningful inclusion of women in all stages of the peace process. Women should therefore be included in peacekeeping, the political process and peacebuilding efforts to ensure that a significant portion of society is not excluded as countries transition towards peace.

Research conducted by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) has shown that, when women are included and participate in peace processes, there is a significant increase in the possibility of peace agreements leading to sustained peace. South Africa views the women and peace and security agenda as not only a means for women to mediate in conflict situations but essential to end the use of force as a means of settling disputes.

To conclude, we pay tribute to the men and women who have served in the United Nations peacekeeping operations. Their commitment and dedication have saved scores of lives and continue to do so during the most unprecedented times, and we owe them a great deal of gratitude for their efforts.

Annex XXX**Statement by the Permanent Mission of Spain to the United Nations**

[Original: Spanish]

The establishment and launch of a United Nations peacekeeping mission is not an end in itself, but a temporary measure to resolve a conflict or situation of instability that requires immediate action. Therefore, from the outset all peacekeeping missions should come with a defined and realistic exit strategy.

It is therefore necessary that the initial objectives of the mission be well defined, decisive, and from a practical point of view, achievable. There is no use in establishing diffuse, impractical or ambiguous objectives. Many times, the negotiation of a resolution causes us to balance the language to gain greater support or prevent discussions from being blocked. This type of drafting at the political level often presents problems at the lower levels, where it must be implemented, especially for the commander of the operation. While it is always necessary and desirable for the Chief of Mission to have some freedom of action that allows the objectives of the mandate to be realigned in the field, we should not put that person in the position of resolving at the tactical level the lack of precision or definition at the political level. In drafting the mandate, there should be a balance that facilitates the task of the subsequent phases.

Once they are established, these objectives should be tied to a series of measurable targets, so that progress in their achievement can be determined and evaluated according to objective criteria.

The moment when the transition of a peacekeeping mission should begin should not be something that we are hoping will happen, but which is sought, hence the importance of having established some clear objectives, linked to measurable targets towards which the efforts of the mission will be aimed. A presence in the field for a lengthy period of time is not only undesirable, but can also become counterproductive. Creating permanent and irreplaceable dependencies on the mission itself or inhibiting the action of the local authorities, who expect others to resolve their problems, should be avoided.

One of the fundamental elements throughout the process, from its launch through the end of the transition, is ownership by the State where the mission is deployed. There is general agreement on this concept, but it is difficult to put into practice. It is therefore necessary that from the earliest phase, what the State needs so that it can function independently must be identified, in such a way that those needs are covered through training and capacity-building initiatives.

To these eminently practical aspects (knowledge and availability of resources) must be added others that, in this case, are difficult to measure, such as the willingness of the recipients to accept aid and training. A situation where, as the transition process ends, a lack of will prevents the accomplishment of tasks for which training was given and for which the necessary means of implementation are available, should be avoided. One of the possible solutions is to insist on leadership training, directed appropriately at all levels of administration.

Any transition is a complex process, with a marked crosscutting nature, and thus coordination of all actors in the field is essential. The various organic units often make this coordination difficult, including among different agencies of the same organization. Once again, the clear establishment of a series of realistic, defined and measurable objectives will facilitate this task. At times the host State of the mission

itself, especially in the lower levels of its administration, has difficulty in identifying the complex structures of the various organizations deployed in its territory.

We must be able to conduct a learning and simplification exercise, explaining at those levels who is in charge of each item, and on the other hand, endeavor to reach other international organizations in coordinating efforts, not just the agencies or bodies deployed by the United Nations. This can be especially complicated, given the differing interests that often come together in the field.

We definitely believe that the basis for realistic and timely transitions in peacekeeping missions is adequate planning before their establishment and launch. The final objective of the mission is not to perpetuate itself, but to give way to the subsequent stages, for which it is necessary from the beginning to design a clear exit strategy. The mission is part of a much broader, crosscutting process, with various actors, in which coordination among them all is essential, along with ownership from the initial stages by the authorities and the host State of the mission.

Annex XXXI**Statement by the Permanent Representative of Switzerland to the United Nations, Pascale Baeriswyl**

[Original: French]

Switzerland thanks Ireland for organizing this open debate and the speakers for their contributions.

“Transitions and withdrawals of peace operations deserve our full attention in order to prevent a return to violence in countries concerned”. This imperative was once again emphasized at the third strategic dialogue of the Secretary-General’s Peacebuilding Fund held last week in Switzerland. We welcome the work of various United Nations actors to make transitions more effective and inclusive. Transitions do not imply a reduction of effort, but rather require increased engagement with peacebuilding instruments.

Switzerland would like to highlight the following elements of a successful transition:

First, any transition must be based on a strategic vision for the future of the country. This vision should come from the host State and involve the various actors concerned, including civil society. The full, equal and meaningful participation of women should no longer be in question. The wish to transition to a less robust international presence should come from the host State first of all, which should be in a position to take on the tasks performed by the United Nations. The joint strategy on the progressive and phased drawdown of MONUSCO can serve as an example of a gradual transition. We call on the Security Council to consider national needs and prioritize tasks in the mandates through such a sequential approach. The United Nations Peacebuilding Commission can also support the establishment of national priorities in transition contexts, as the example of Liberia shows. It is in the Council’s interest to fully consider the recommendations of the Peacebuilding Commission in the contexts on its agenda.

Second, given the risks associated with the transition and withdrawal of peace operations, protection of civilians and respect for human rights must be ensured at all times. The Government should assume its primary responsibility to protect. Strengthening its capacities is key. In that regard, Switzerland supports the disarmament, demobilization and reintegration of ex-combatants as well as demining, for example in the Democratic Republic of the Congo and in the Sudan. Our experience shows that meeting the challenges of protecting civilians requires a needs assessment, a common approach by United Nations agencies, and human rights monitoring. We encourage the Council to use all the instruments at its disposal, including new technologies, to strengthen the protection of civilians and human rights in contexts of transition.

Third, peace operations and the wider United Nations presence must be equipped with mandates adapted to the transition progress. Independent strategic reviews of missions as recently requested for the United Nations Security Force for Abyei are relevant tools for the Council. The Council should ensure increased flexibility of United Nations missions to respond to emerging risks and needs. It should also support the strategic communication capacities on the role of the United Nations in order to manage the expectations of local populations, as outlined in the Action for Peacekeeping Plus initiative.

Lastly, to ensure successful transitions, adequate funding is essential. With transition contexts as one of its three priorities, the Peacebuilding Fund plays a unique

role in this regard. As a donor, as well as a member of the Peacebuilding Commission and a candidate for the Security Council, Switzerland remains engaged in transition contexts.

Annex XXXII**Statement by the Permanent Mission of Ukraine to the United Nations**

Ukraine highly appreciates the initiative of the Irish Security Council presidency to hold this open debate and expresses its gratitude to the briefers for their presentations.

The issue of transitions has a very practical meaning for Ukraine as an active troop and police contributor to the United Nations peacekeeping operations. Given our experience in the missions which have completed their tasks and withdrawn, such as the United Nations Mission in Liberia in 2018, this phase in itself marks progress on the path towards peace.

Making this progress sustainable and irreversible remains a main task, and there are several important prerequisites to this end.

First of all, there is a need to ensure continuity of efforts by maintaining the high level of the international attention to a particular situation following the drawdown or closure of a peacekeeping operation. Despite the improved security environment on the ground, peacebuilding must be underpinned by disarmament and security sector reform, reconciliation and accountability, promoting and ensuring human rights, the protection of vulnerable groups, including women and children, the strengthening of national institutions and the curbing of corruption.

The engagement of international stakeholders, including financial institutions and other donors, will also be helpful in seeking efficient solutions to the hardships in countries emerging from conflict related to economic devastation and poverty, the destruction of infrastructure, ecological challenges and migration.

Crisis situations and post-conflict recovery also demand a tailored approach, taking into due consideration the root causes of conflict. This is particularly important in the case of inter-State conflicts.

It is necessary, while conducting all peacebuilding activities, to uphold the purposes and principles of the Charter of the United Nations, including the principles of sovereign equality, territorial integrity and the political independence of Member States. Viable transition strategies should include the entire scope of conflict drivers, including the violation of the above principles in the case of external aggression and occupation.

It will be instrumental in responding to the risks posed by attempts of a party to a conflict that was an aggressor State to further pursue its aggressive policies towards another State by affecting its post-conflict rehabilitation through illegitimate political demands and the use of proxy forces.

The issue of access to the affected population should also be at the core. The situation whereby all humanitarian organizations are forced to stop their activities on occupied territories must be treated as unacceptable.

National ownership should be the essence of the peacebuilding activities. As the responsibilities have to be transferred to national actors, taking into account their vision and priorities remains essential.

It is crucial that the entire United Nations system remain closely engaged in supporting countries in transition and focus on cross-pillar coordination, including development, peace and security and human rights, and that partnership with regional organizations, in particular the Organization for Security and Cooperation in Europe and the African Union, be further strengthened. As it was rightly pointed out in the

concept note for this debate, “all demonstrate the need for coherence and cooperation across the United Nations system and with regional, national and local stakeholders, particularly women as well as youth”.

Ukraine recognizes the important role of the Peacebuilding Commission as a dedicated intergovernmental advisory body to bring a strategic approach and coherence to international peacebuilding efforts and encourages the Security Council to further utilize the Commission’s capacities as a platform to accompany transition processes.

In 2020, Ukraine was part of the consensus on the General Assembly resolution on reviewing the United Nations peacebuilding architecture, which reaffirmed our common commitments to improving mission transitions and drawdowns.

Ensuring peace remains a critical challenge today. Even the coronavirus disease (COVID-19) pandemic that prompted a call to end hostilities worldwide has changed little in today’s world affairs, where armed conflicts are still a recurring feature. The ongoing Russian armed aggression against Ukraine that resulted in the attempted annexation of Crimea and the further incitement of the armed conflict in Donbas serve as a powerful example.

Ukraine has always been a strong and reliable partner of the Organization in peacekeeping activities and will remain its steadfast supporter and contributor, including in their transition phase. We believe that our collective success in peacekeeping depends on all partners playing their respective roles with unwavering commitment.

Annex XXXIII

Statement by the Permanent Mission of the United Arab Emirates to the United Nations

As the United Nations faces the drawdown of several peace operations, it is imperative that we draw on lessons learned on how to execute coherent transition processes and to secure the gains made from years of United Nations engagement. Transitioning from United Nations peacekeeping is important and necessary. If not done properly, however, these transitions could result in fragile political, humanitarian and security situations. Clear, tailored and realistic transition strategies should be designed to set a solid basis for sustaining peace and building back resilient, stable and inclusive societies. Transition strategies should prioritize the protection of civilians, reinforce the capacity of host countries and guarantee the active participation of women and youth.

Successful transition strategies begin with the Security Council. Mission mandates need to outline clear objectives for peace operations. They need to be realistic and achievable and must set the foundations for an exit strategy from their inception. The best exit strategy is a good mission strategy.

The United Arab Emirates would like to suggest the following recommendations for more coherent transition processes:

- First, the Security Council should be inclusive when planning transition strategies of peace operations. It should extensively engage with host States to better address their needs and make sure that the process is demand-driven and not supply-driven. To that end, the Council should consider carrying out more systematically missions to the field to interact directly with relevant stakeholders. Where in-person visits cannot be arranged, the Council should consider organizing virtual visits.
- Second, peace operations should work together with United Nations country teams to make sure that there is continuity in critical streams of work. The United Arab Emirates would like to emphasize the importance of the United Nations delivering as one and incentivizing coordination and information-sharing during transitions. A key area of potential development is improving the Security Council's relationship with field-based actors beyond the leadership of peace operations, notably including resident coordinators and representatives of United Nations agencies, funds and programmes.
- Third, missions should explicitly develop strategies to leave reliable infrastructure behind for host communities whenever that is feasible. Renewable energy is a strong example, since the large demand profile of the United Nations can anchor local projects and enable initial financing. The United Arab Emirates is working with Norway, the International Renewable Energy Agency and other partners to increase the uptake of renewable energy by peace operations. Given its benefits to local communities, including sustainability, reliability and cost-effectiveness, this infrastructure can be part of the legacy of peace operations following drawdown.
- Finally, successful transitions require an integrated approach to peace operations, which engages local communities, especially women and youth. Security Council resolution [2538 \(2020\)](#) recognized that women peacekeepers contribute to more effective community engagement. This means that women's roles in peacekeeping have to be normalized and their participation increased. In collaboration with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the Sheikha Fatima bint Mubarak

Women, Peace and Security Initiative of the United Arab Emirates has been supporting this aim through providing training to hundreds of women cadets from Africa, Asia and the Middle East and North Africa region since 2019. The third cohort of training is planned to commence in early 2022.

To conclude, the United Arab Emirates firmly believes that a successful transition is the ultimate sign of the success of a peace operation. This holistic approach will be one of the priorities of the United Arab Emirates in the Security Council next year, and we look forward to working with Member States and the United Nations system in ensuring sustainable transitions that are inclusive and prevent the recurrence of conflict.
