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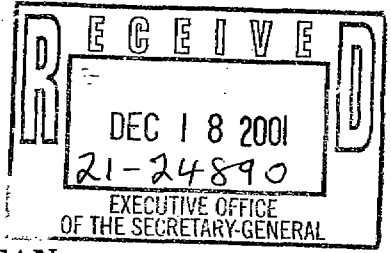
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Afghanistan
DPKO

M I W



Note to the Secretary-General

UNITED NATIONS OPERATIONS IN AFGHANISTAN

With the establishment of the Interim Authority on 22 December 2001 in Kabul, decisions will soon be required regarding the role of the UN and management of its operations in Afghanistan. These decisions can be broadly divided into: (1) those relating to the immediate establishment of the SRSG's office in Kabul and (2) those relating to the role and structure of a future UN Mission in Afghanistan.

E. R. 24/12

Immediate UN Presence

Given the uncertainty of the situation in Afghanistan and the need to have proper consultation with the new Interim Administration, I am not certain how long it will take to agree on and deploy a full mission. Until that time, I propose to establish the Office of the SRSG in Kabul, based on an extended UNSMA structure.

OK

The main political aims of the next few months should be to support the Interim Authority and the implementation of the Bonn Agreement. We would also continue to work with the UN system on planning the future mission and the recovery/reconstruction plans. The agencies should be encouraged to resist the urge to rush into (re-)opening offices in the country. The UN should make every effort to cooperate in developing a unified and coherent, Afghan-centred approach to our work. Early signs on this are mixed, and we clearly have more work to do before we can claim to have achieved coherence.

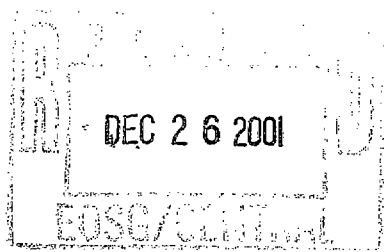
agreed - to bring to attention of IMG in early Jan

In order to prepare for this and subsequent phases, I support DPKO's proposal to seek the Council's support for pre-commit financial authority by inserting a paragraph in the upcoming Security Council resolution on the international security force. This paragraph would ask the Secretary-General "to undertake the administrative steps necessary to facilitate the establishment and support of future United Nations deployments as authorised by the Council." This would not commit either you or the Council to any particular future mission, in terms of size, shape or nature. Rather it will give the Controller the necessary legislative hook he needs to advance funds.

Agreed

New UN mission in Afghanistan

Security Council resolution 1383 calls on you to report to the Council on further action required to support the Interim Administration and implementation



S-G OFFICE # 21 18 Dec.

4)

of the Bonn Agreement. I propose that my office, in cooperation with my colleagues here in the Secretariat and on the basis of inputs from the UN system, prepare a report to you that would set out a proposal for a future UN mission in Afghanistan. This report would outline overall objectives, operating principles, structure and sources of funding. Though much work remains to be done, many of the core elements have already been agreed through the IMTF and are under discussion in UNDG as well. A decision would need to be taken for when such a report should be submitted to the Council.

*Done
KD on
Chairman
of IMTF
should indicate
the date for
report*

Mr. Malloch Brown and the UN Development Group continue their work to develop a proposal for humanitarian and recovery operations. The Deputy Secretary-General has participated in this process. I have attached for your information a note on UNDG's discussions thus far. Progress is being made on both how the UN family might structure its efforts in Afghanistan as well as on identifying early priorities. I welcome this early planning, though we will undoubtedly need to adjust our own priorities to reflect those of the new Interim Administration.

Noted

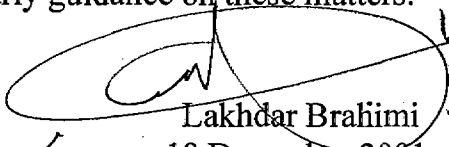
A donor pledging conference is scheduled for late January in Tokyo, with a preparatory meeting in Brussels on 20 December. While I would have preferred that some time be given to the Afghans to develop their own views before such a conference, I also understand the perceived political imperative to secure donor funding pledges while international attention on Afghanistan is still at a peak. At this stage, the UN appears marginal to the policy discussions among the four lead donors (European Union, Japan, Saudi Arabia and the United States). We will need to give this some attention in the weeks to come.

*I would
like Brown
to advise
on what
can be done
correctly*

On a positive note, I had a very productive meeting with Mr. Wolfensohn on Saturday. As it turns out, he shares the view that it could take some 3 months to develop sound policies and programmes with the Afghans. He also believes the donor juggernaut towards Tokyo is unstoppable, and that we will have to adapt accordingly.

*He should
prepare to
participate
effectively and
help steer
the right
direction*

I would appreciate receiving your early guidance on these matters.


Lakhdar Brahim
18 December 2001

cc: Deputy Security-General,
Mr. Riza, Mr. Prendergast, Mr. Guehenno, Mr. Malloch Brown, Mr. Oshima, Mr. Halbwachs

[Signature]
4/9/02