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Peacebuilding Commission Background Guide 2022

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with contributions by McKenzie Kelly



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Dear Delegates,

Welcome to the 2022 National Model United Nations New York Conference (NMUN•NY)! We are pleased to introduce you to our committee, the Peacebuilding Commission (PBC). This year's staff are: Directors Johanna Günkel (Conference A) and Eedee-Bari Nuah Bawoh (Conference B). Johanna holds a Bachelor's degree in International Relations from the University of Erfurt, Germany. She is currently pursuing her Master's degree in Food Policy and Sustainable Development at the European School of Political and Social Sciences in Lille, France. Eedee-Bari is a Legal Practitioner with The Trusted Advisors and a Fiscal Documentation Researcher with the International Bureau of Fiscal Documentation (IBFD). She is also the founder of "Voice to the Street," an NGO for the empowerment of street children in slum communities in Nigeria.

The topics under discussion for the General Assembly Third Committee are:

1. The Role of Regional Integration in Establishing Peace
2. Financing for Peacebuilding: Strengthening the Synergies between the Peacebuilding Commission and the Peacebuilding Fund

Acting as an advisory body for both the United Nations (UN) General Assembly and the Security Council, the PBC plays a unique role in supporting peace efforts in conflict-impacted countries around the world. As such, the PBC is responsible for bringing together relevant actors and proposing strategies for post-conflict peacebuilding and recovery efforts. The PBC fills a unique role in the UN system in the relief-to-development continuum, bringing together the government of a particular country with all appropriate international and national actors to establish long-term peacebuilding strategies.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a Position Paper by 11:59 p.m. (Eastern) on 1 March 2022 in accordance with the guidelines in the [Position Paper Guide](#) and the [NMUN•NY Position Papers](#) website.

Two resources, available to download from the [NMUN website](#), that serve as essential instruments in preparing for the Conference and as a reference during committee sessions are the:

1. [NMUN Delegate Preparation Guide](#) - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. [NMUN Rules of Procedure](#) - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory [NMUN Conduct Expectations](#) on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated. If you have any questions concerning your preparation for the committee or the Conference itself, please contact the Under-Secretaries-General for the Peace & Security Department, Chase Mitchell (Conference A) and Collin King (Conference B), at usg.ps@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the Conference

Sincerely,

Conference A

Johanna Günkel, *Director*

Conference B

Eedee-Bari Nuah Bawoh, *Director*

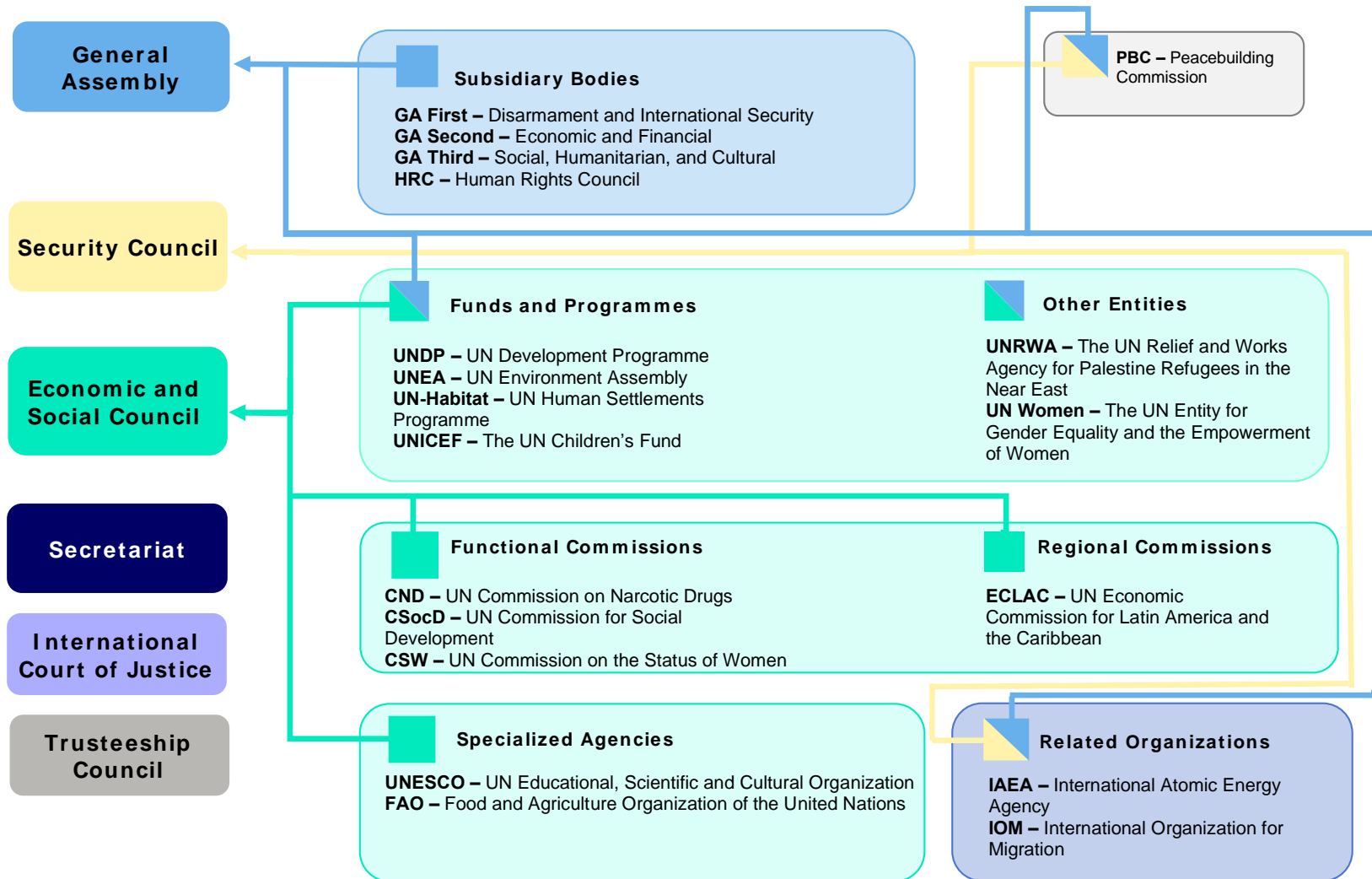


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United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.



Committee Overview

Introduction

Peacebuilding as a concept first emerged in the 1970s with Norwegian sociologist Johan Galtung, who urged for the creation of peacebuilding structures that remove causes of conflicts to promote sustainable peace.¹ In a report issued in 1992 by former United Nations (UN) Secretary-General Boutros Boutros-Ghali, “An Agenda for Peace,” peacebuilding was defined as the “action to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict.”² Boutros-Ghali emphasized that in cases where preventive diplomacy fails and conflict erupts, the UN must respond through the combined mechanisms of peacemaking, peacekeeping, and peacebuilding.³

The definition of these concepts was further detailed in the 2000 *Report of the Panel on United Nations Peace Operations*, referred to as the Brahimi Report, which outlined the findings of a high-level panel, chaired by former Algerian foreign minister Lakhdar Brahimi, to review UN peacekeeping and security activities.⁴ According to the report, peacemaking focuses on attempting to end conflicts through diplomacy and mediation, while peacekeeping refers to a “primarily military model” of ceasefires as well as military and civilian cooperation to build sustainable peace in the aftermath of conflict.⁵ Peacebuilding, meanwhile, denotes rebuilding the foundations of peace and providing the tools to do so in post-war environments.⁶ The report notes that the scope of peacebuilding activities should be: holding “free and fair elections” to ensure the legitimacy of a post-conflict government, building governmental institutions, “upholding the rule of law and respect for human rights,” and promoting national reconciliation.⁷

In response to calls from both the Brahimi Report and the 2004 *Report of the High-Level Panel on Threats, Challenges and Change* to develop a body to facilitate and streamline peacebuilding activities, the Peacebuilding Commission (PBC) was established in 2005 through General Assembly resolution 60/180 (2005) and Security Council resolution 1645 (2005).⁸ Created during the General Assembly’s reform process initiated in its 60th session as part of the 2005 World Summit Outcome, the PBC acts as an intergovernmental advisory body for the promotion and support of peacebuilding efforts and the broader international peace agenda.⁹

Governance, Structure, and Membership

The work of the PBC is carried out by the PBC Organizational Committee, a consensus building body which includes 31 Member States.¹⁰ Seven Member States are elected by the UN General Assembly, seven are elected by the Security Council, and seven are elected by the Economic and Social Council (ECOSOC).¹¹ The remaining ten Member States are comprised of five of the top providers of military personnel and civilian police to UN missions, as well as the five top providers of assessed contributions to

¹ Peacebuilding Initiative, *History*, 2013.

² UN General Assembly & UN Security Council, *An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-keeping (A/47/277-S/24111)*, 1992, p. 6.

³ Ibid.

⁴ UN General Assembly & UN Security Council, *Report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809)*, 2000.

⁵ Ibid, pp. 2-3.

⁶ Ibid, p. 3.

⁷ Ibid, pp. 6-7.

⁸ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005; UN Security Council, *Post-Conflict Peacebuilding (S/RES/1645(2005))*, 2005; UN General Assembly & UN Security Council, *Report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809)*, 2000; UN High-level Panel on Threats, Challenges and Change, *A More Secure World: Our Shared Responsibility: Report of the Secretary-General's High-level Panel on Threats, Challenges and Change*, 2004, pp. 83-85.

⁹ UN PBC, *The Peacebuilding Commission*, 2021.

¹⁰ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

¹¹ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

UN budgets and of voluntary contributions to UN funds, programs, and agencies.¹² A regional balance between all participating groups is maintained by the General Assembly, which distributes seats last and to members for regional groups with little or no representation.¹³ Members of the Organizational Committee serve for renewable terms of two years.¹⁴ The European Union (EU), the International Monetary Fund (IMF), the Organization of Islamic Cooperation (OIC), and the World Bank can participate in all PBC meetings in a “manner suitable to their governing arrangements.”¹⁵

Currently, Egypt chairs the PBC and the vice-chair positions are held by Canada and Slovakia.¹⁶ The Organizational Committee, which adopts all decisions by consensus, is responsible for determining the agenda.¹⁷ If the Committee deems that a country is on the verge of conflict, it may establish a country-specific configuration (CSC) to carry out peacebuilding efforts in that specific country.¹⁸ Membership in the CSCs is made up of the members of the Organizational Committee as well as: the country under consideration; countries in the region engaged in the post-conflict process; the major financial, troop, and civilian police contributors involved; relevant UN representatives; and regional and international financial institutions as deemed relevant.¹⁹

The PBC works alongside several entities to ensure the promotion of peace efforts around the world. The Peacebuilding Support Office (PBSO) was established with the purpose of assisting the PBC with strategic advice, administering the Peacebuilding Fund (PBF), and coordinating with UN agencies in peacebuilding efforts.²⁰ The PBF is a global multi-donor trust fund that seeks to fill gaps in supporting countries between conflict and recovery when other funding mechanisms are not available or when funding from other sources is inadequate.²¹ From 2006 to 2020, the PBF supported 62 countries with a total of \$1.47 billion.²² The PBC and PBF act in close coordination with each other, with the PBC receiving briefings from the Chair of the PBF’s Advisory Group on the PBF’s work.²³ The 2021 provisional annual workplan of the PBC highlights the need for increased synergy between the PBC and PBF, calling for engagement with countries receiving support from the PBF and for information sharing from the PBF to the PBC.²⁴

The PBC collaborates with external stakeholders such as the International Peace Institute, a non-profit think tank dedicated to conflict resolution both between and within states through strengthening international peace and security institutions.²⁵ The PBC also works with various UN missions in countries where it plays a role in peacebuilding efforts, such as the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA).²⁶

¹² UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

¹³ UN PBC, *Aide-mémoire on the Election to the Membership of the PBC Organizational Committee*, 2015.

¹⁴ UN PBC, *Membership*, 2021.

¹⁵ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005; UN Security Council, *Post-Conflict Peacebuilding (S/RES/1645(2005))*, 2005.

¹⁶ UN PBC, *Membership*, 2021.

¹⁷ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

¹⁸ UN PBC, *Working Methods Part (I)*, 2013.

¹⁹ UN PBSO, *UN Peacebuilding: An Orientation*, 2010, p. 37.

²⁰ UN PBSO, *UN Peacebuilding: An Orientation*, 2010, p. 37; UN PBSO, *Peacebuilding Support Office*, 2021.

²¹ UN PBSO, *UN Peacebuilding: An Orientation*, 2010, p. 37.

²² UN PBF, *United Nations Peacebuilding Fund*, 2021.

²³ UN General Assembly, *Report of the Secretary-General on the Peacebuilding Fund (A/75/735)*, 2021.

²⁴ UN PBC, *Provisional Annual Workplan of the Peacebuilding Commission*, 2021.

²⁵ International Peace Institute, *Mission & History*, 2017.

²⁶ UN General Assembly & UN Security Council, *Report of the Secretary-General on Peacebuilding and Sustaining Peace (A/74/976-S/2020/773)*, 2020, p. 9.

Mandate

As an intergovernmental advisory body, the PBC is mainly responsible for providing support to peace efforts in conflict-affected countries.²⁷ Through General Assembly resolution 60/180 and Security Council resolution 1645, the PBC is mandated with: coordinating between all relevant actors to organize resources, providing advice on and propose integrated strategies for post-conflict peacebuilding and recovery, focusing on reconstruction and institution-building efforts for post-conflict recovery while laying the groundwork for sustainable development, and offering recommendations and information to improve the coordination of all relevant actors both within and outside the UN.²⁸ The PBC also monitors progress, gathers financial support for peacebuilding, and works with partners within the UN system.²⁹

Functions and Powers

General Assembly resolution 70/262 (2016) and Security Council resolution 2282 (2016) emphasize the significance of the PBC in fulfilling several functions with regards to its mandate, including bringing long-term international attention to sustaining peace and to provide political support and advocacy to countries affected by conflict, with their consent.³⁰ PBC is also tasked with creating an integrated, strategic, and coherent approach to peacebuilding, noting that security, development, and human rights are closely interlinked and to serve a bridging role among the principal organs and relevant entities of the UN by sharing advice on peacebuilding needs and priorities.³¹ PBC ultimately serves as a platform to convene all relevant actors within and outside the UN to provide recommendations and information to improve their coordination, to develop and share good practices in peacebuilding, and to ensure predictable financing for peacebuilding.³²

Furthermore, the PBC's Organizational Committee can establish CSCs to look at peacebuilding issues in specific countries.³³ Bringing together both local and regional representatives as well as a representative of the Secretary-General, the CSC drafts a Strategic Framework, created 6 to 9 months after a peace agreement is signed, for the focus country to establish peacebuilding priorities, objectives, and risks.³⁴ Based on the principles of national ownership, coordination, and commitment among all partners, the Strategic Framework serves as an action plan for UN bodies to carry out PBC recommendations.³⁵

The resolutions establishing the PBC dictate that a country can be included in the PBC's agenda via requests for advice from the Security Council or the Secretary-General, and via requests for advice from ECOSOC, the General Assembly, or, in exceptional circumstances, Member States that are on the verge of conflict and not on the agenda of the Security Council.³⁶

The PBC holds a unique position in the UN system, having been created by both the General Assembly and Security Council while also interacting with ECOSOC.³⁷ The General Assembly and the Security Council can emphasize the actions and highlight additional roles of the PBC, as previously shown in the 2016 expansion of the PBC mandate which tasks the PBC to promote integrated and strategic approaches to peacebuilding, advising relevant organs and entities of the UN on peacebuilding

²⁷ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

²⁸ UN PBC, *Mandate*, 2021.

²⁹ Ibid.

³⁰ UN General Assembly, *Review of the United Nations Peacebuilding Architecture (A/RES/70/262)*, 2016; UN Security Council, *Post-Conflict Peacebuilding (S/RES/2282(2016))*, 2016.

³¹ Ibid.

³² Ibid.

³³ UN PBC, *Working Methods Part (I)*, 2013.

³⁴ UN PBC, *UN Peacebuilding: An Orientation*, 2010, p. 37.

³⁵ Ibid.

³⁶ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005; UN Security Council, *Post-Conflict Peacebuilding (S/RES/1645(2005))*, 2005.

³⁷ UN General Assembly & UN Security Council, *Report of the Secretary-General on Peacebuilding and Sustaining Peace (A/74/976-S/2020/773)*, 2020, p. 6.

strategies, and to serve as a platform to convene all relevant actors for peacebuilding recommendations.³⁸ In recent years, the PBC has increasingly provided advice to the General Assembly, the Security Council, and ECOSOC. To build on this development, the 2021 provisional annual workplan of the PBC highlights the need to strengthen the PBC’s advisory role.³⁹

Recent Sessions and Current Priorities

In 2015, the PBC undertook a comprehensive review of the UN peacebuilding architecture.⁴⁰ As part of the review process, a report released by an Advisory Group of Experts identified the fragmentation within the UN system as significant challenge, seen in the differing mandates between relevant UN peacebuilding entities.⁴¹ The 2015 review of the UN peacebuilding architecture led to the adoption of General Assembly resolution 70/262 (2016) and Security Council resolution 2282 (2016), which called for a further review of the UN peacebuilding architecture in 2020.⁴² *The “2020 Report of the Secretary-General on Peacebuilding and Sustaining Peace” (A/74/976-S/2020/773)* provided significant input for the 2020 review, underlining the need for sustainable and predictable funding for peacebuilding, cross-pillar approaches to peacebuilding, and partnerships with regional and subregional organizations.⁴³ Throughout the 2020 review process, the PBC held numerous consultations, including on ways to increase funding and strengthen partnerships.⁴⁴ As a result of the 2020 review, Security Council resolution 2558 (2020) and General Assembly resolution 75/201 (2020) reaffirmed the need for financing for peacebuilding and called upon the PBC to further strengthen its bridging and convening role.⁴⁵ In 2016, the PBC became the first UN intergovernmental body to adopt a Gender Strategy.⁴⁶ The Gender Strategy highlights priority areas of strategic action for the PBC’s gender-responsive engagement at the country, regional, and global levels.⁴⁷ The document concludes with general objectives, such as a consideration of gender dimensions in all areas of peacebuilding, convening bi-annual expert-level meetings to further discuss matters involving a gender dimension, and including a section on the implementation of the Gender Strategy in the Annual Report.⁴⁸ In light of the 2020 review of the peacebuilding architecture, the PBSO and the UN Entity for Gender Equality and the Empowerment of Women (UN Women) published the *Review Report on Implementation of the PBC Gender Strategy*.⁴⁹ The Review Report provides recommendations for the systemic integration of the Gender Strategy into the PBC’s work, such as considering intersectionality in gender analyses, conducting consultations with women leaders and peacebuilders, and developing an action plan on gender-inclusive peacebuilding.⁵⁰ In February 2021, the PBC released its Gender Strategy Action Plan, which sets out specific measures and indicators on four key areas: integrating gender analyses in the PBC’s meetings and documents, consultations with female leaders and peacebuilders, meaningful participation of women in peacebuilding and sustaining peace, and periodic reviews of the PBC’s Gender Strategy.⁵¹

³⁸ UN PBC, *Mandate*, 2021.

³⁹ UN PBC, *Provisional Annual Workplan of the Peacebuilding Commission*, 2021.

⁴⁰ UN General Assembly & UN Security Council, *Challenge of Sustaining Peace: Report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968-S/2015/490)*, 2015.

⁴¹ UN General Assembly & UN Security Council, *Challenge of Sustaining Peace: Report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968-S/2015/490)*, 2015.

⁴² UN PBC, *2020 Review of the UN Peacebuilding Architecture*, 2021.

⁴³ UN General Assembly & UN Security Council, *Report of the Secretary-General on Peacebuilding and Sustaining Peace (A/74/976-S/2020/773)*, 2020; UN PBC, *2020 Review of the UN Peacebuilding Architecture*, 2021.

⁴⁴ UN PBC. *Ambassadorial-level Consultation of the Peacebuilding Commission. 2020 Review of the Peacebuilding Architecture. “Financing and Partnerships for Peacebuilding and Sustaining Peace”*, 2020.

⁴⁵ UN General Assembly, *Review of the United Nations Peacebuilding Architecture (A/RES/75/201)*, 2020; UN Security Council, *Peacebuilding and Sustaining Peace (S/RES/2558(2020))*, 2020.

⁴⁶ Lebada, *PBC Adopts First Gender Strategy for Intergovernmental Body*, 2016.

⁴⁷ UN PBC, *Peacebuilding Commission’s Gender Strategy*, 2016, p. 2.

⁴⁸ UN PBC, *Peacebuilding Commission’s Gender Strategy*, 2016, pp. 7-11.

⁴⁹ UN PBSO & UN Women, *Review Report on Implementation of the PBC Gender Strategy*, 2020.

⁵⁰ UN PBSO & UN Women, *Review Report on Implementation of the PBC Gender Strategy*, 2020, pp. 2-3.

⁵¹ UN PBC, *PBC Gender Strategy Action Plan*, 2021.

In 2018, the PBC first stressed the importance of acting as a platform to convene with relevant actors both within and outside the UN in order to mobilize commitment and partnerships, as evidenced in their focus on the comprehensive UN Support Plan for the Sahel.⁵² In 2020, the UN provided a progress report of the UN Integrated Strategy for the Sahel (UNISS) which celebrated increased success in security, governance, education, health, and climate control of the region.⁵³ However, due to few relationships with additional strategic partners and an increasing budget gap, efforts to adapt and mobilize to increasing threats such as violence and spare resources risk undermining progress.⁵⁴

In 2020, in the context of the review of the UN peacebuilding architecture, the PBC issued a letter to the presidents of the General Assembly and Security Council to provide an overview of the successes and challenges of the PBC.⁵⁵ In the letter, the PBC issued several recommendations to improve upon shortcomings, including preemptive and inclusive preparation for transition processes to improve the collaboration of various stakeholders engaged in peacebuilding to “place realistic conditions for durable peace and mitigate risk of relapse.”⁵⁶ The letter also provided an analysis on women’s participation in peacebuilding and noted the increasing community efforts of relevant entities consulting with women’s civil society organizations to inform analysis, planning, and implementation of peacebuilding activities, and praised the PBF’s commitment to inclusivity as shown in 40 percent of all fund investments used to support gender related aspects of peacebuilding.⁵⁷ In response to still existing forms of gender-based discrimination, the PBC shared their commitment in creating greater accountability in implementation of the gender strategy and support in adopting and enforcing legal framework that bans domestic, gender based, and sexual violence.⁵⁸

The 2021 provisional annual workplan of the PBC highlights five key areas: implementing resolutions on peacebuilding architecture, connecting the work of the PBC to the General Assembly, Security Council, and ECOSOC, partnering and engaging with stakeholders, creating a flexible PBC, and strengthening synergies between the PBC and the PBF.⁵⁹ In line with the workplan, the PBC held several meetings guided by the aforementioned key areas, including on strengthening partnerships for peacebuilding and sustaining peace.⁶⁰ In an effort to bridge gaps in funding, the PBF released a 2020-2024 strategy noting specific actions to improve the efficiency and quality of peacebuilding efforts, including an emphasis on quality assurance and feedback loops, as well as scaling up support initiatives and incentives for peacebuilding and sustenance.⁶¹

In light of the COVID-19 pandemic, the PBC held several virtual meetings to continue in their regular business and discuss the implications of COVID-19 on peacebuilding.⁶² While noting that the pandemic creates further stress on vulnerable institutions and systems, efforts in supporting affected populations have not gone unnoticed.⁶³ The United Nations Framework for the Immediate Socio-Economic Response to COVID-19 supports humanitarian and health responses to maintain strides in development.⁶⁴ In an Ambassadorial-Level meeting of the PBC on COVID-19, parties noted that the needs of small medium enterprises (SMEs) are often not addressed in development and recovery plans, yet still strive to support

⁵² UN PBC, *PBC Annual Session*, 2018, p. 2; UN PBC, *UN Support Plan for the Sahel*, 2018, pp. 11-15.

⁵³ UN, *United Nations Integrated Strategy for the Sahel Progress Report 2018-2019*, 2020, pp. 18-39.

⁵⁴ *Ibid*, pp. 41-42.

⁵⁵ UN PBC, *PBC Letter on 2020 Review*, 2020, pp. 1-2.

⁵⁶ *Ibid*, p. 2.

⁵⁷ *Ibid*, p. 4.

⁵⁸ *Ibid*, p. 5.

⁵⁹ UN PBC, *Provisional Annual Workplan of the Peacebuilding Commission*, 2021.

⁶⁰ UN PBC, *PBC Ambassadorial-level meeting. Contribution of Peacekeeping to Peacebuilding and Sustaining Peace*, 2021.

⁶¹ UN PBF, *2020-2024 Strategy*, 2020, p. 1.

⁶² UN PBC, *Virtual Meetings of the Peacebuilding Commission*, 2020.

⁶³ What’s In Blue, *Informal Interactive Dialogue with the Peacebuilding Commission on Implications of COVID-19 in Conflict-affected Countries*, 2020.

⁶⁴ UN PBC, *Ambassadorial-Level Meeting of the Peacebuilding Commission on the Immediate Socio-Economic Response to COVID-19*, 2020, p. 1.

their communities.⁶⁵ The COVID-19 pandemic heightened such concern in the growing negative economic burden placed on SMEs that caused a loss of billions of dollars for the African continent.⁶⁶

Conclusion

The PBC is a key player in post-conflict reconstruction and development as well as peace and security, both in terms of the UN's peacebuilding architecture and in its efforts with the countries on its agenda.⁶⁷ As an intergovernmental advisory body, the PBC, alongside other relevant entities such as the PBF and PBSO, is crucial in providing advice and support for peacebuilding activities.⁶⁸ It has also made strides in promoting gender inclusion and equality in the context of peacebuilding efforts.⁶⁹ The PBC, however, is not without its challenges. The 2020 review of the UN peacebuilding architecture has shown the need to address the fragmentation within the UN system, increased gaps in funding, as well as the need to promote partnerships and inclusion in peacebuilding efforts.⁷⁰

Annotated Bibliography

United Nations, Peacebuilding Commission. (2020). *Ambassadorial-level Consultation of the Peacebuilding Commission. 2020 Review of the Peacebuilding Architecture. "Financing and Partnerships for Peacebuilding and Sustaining Peace"*. Retrieved 8 August 2021 from:

https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/cn_8_june.pdf

This source identifies one of the many consultations of the PBC, specifically focusing on partnerships and sustained financing of peacebuilding efforts. Two critical struggles of the PBC's work are: (1) ensuring a synergistic approach to tackling peacebuilding issues by ensuring a cohesive and systematic attempt by all relevant stakeholders for specific challenges, and (2) the dire need of funding for peacebuilding efforts. Crucial funds provided by the PBF are becoming increasingly insufficient for the gravity of work needed for critically afflicted areas which halts efforts for not only peacebuilding but also sustenance of peace. Delegates may find this resource useful in identifying some important challenges faced by the PBC which need important and innovative recommendations.

United Nations, Peacebuilding Commission. (2021). *Provisional Annual Workplan of the Peacebuilding Commission*. Retrieved 27 June 2021 from:

https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/provisional_pow_2021_-_draft_3.pdf

This document outlines the 2021 workplan for the PBC. The workplan lists five key areas for the PBC to focus on: implementation of resolutions on the peacebuilding architecture, connecting PBC and General Assembly, Security Council, and ECOSOC, partnerships with other stakeholders, fostering a flexible PBC, and financing and increasing synergies with the PBC. Delegates will find this resource useful to identify the current priorities of the PBC and to tailor relevant discussions to these topics.

United Nations, Peacebuilding Support Office. (2010). *UN Peacebuilding: An Orientation*. Retrieved 8 August 2021 from:

⁶⁵ UN PBC, *Ambassadorial-Level Meeting of the Peacebuilding Commission on the Immediate Socio-Economic Response to COVID-19*, 2020, pp.1-2.

⁶⁶ *Ibid.*, p. 2.

⁶⁷ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

⁶⁸ UN PBC, *The Peacebuilding Commission*, 2021.

⁶⁹ UN PBC, *Peacebuilding Commission's Gender Strategy*, 2016.

⁷⁰ UN General Assembly & UN Security Council, *Challenge of Sustaining Peace: Report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968-S/2015/490)*, 2015.

https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/peacebuilding_orientation.pdf

This report, based on the Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict of June 2009, outlines the multifaceted characteristics of peacebuilding and the relevant UN and external entities that play a key role in global peacebuilding efforts. Recognizing that peacebuilding is a long-term process, this paper draws attention to the scope, resources, and evolution of peacebuilding. Delegates will find this paper useful for gaining an overview of peacebuilding around the world as well as the role of various UN entities in peacebuilding efforts.

United Nations, Peacebuilding Support Office & United Nations, Entity for Gender Equality and the Empowerment of Women. (2020). *Review Report on Implementation of the PBC Gender Strategy*. Retrieved 26 June 2021 from:

https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/review_report_of_the_pbc_gender_strategy_implementation.pdf

Building upon its 2016 Gender Strategy, the PBC called for a review report on the implementation of its Gender Strategy in January 2020. The review report, published in October 2020, reveals challenges and best practices to gender-inclusive peacebuilding. It further provides recommendations for the systematic implementation of the PBC Gender Strategy, including enhanced analysis, monitoring, and review of the Gender Strategy. Delegates may find this resource useful to identify efforts taken by the PBC as well as potentials for integrating gender-inclusive approaches into peacebuilding activities.

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<https://www.ipinst.org/about/mission-history>

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International Institute for Sustainable Peace. Retrieved 8 August 2021 from: <http://sdg.iisd.org/news/pbc-adopts-first-gender-strategy-for-intergovernmental-body/>

Peacebuilding Initiative. (2013). *History*. Retrieved 8 August 2021 from:

<http://www.peacebuildinginitiative.org/index34ac.html>

Security Council Report. (2017). *The Peacebuilding Commission and the Security Council: From Cynicism to Synergy?*. Retrieved 8 August 2021 from:

https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/research_report_peacebuilding_commission_2017.pdf

United Nations. (2020). *United Nations Integrated Strategy for the Sahel Progress Report 2018-2019*. Retrieved 8 August 2021 from:

https://reliefweb.int/sites/reliefweb.int/files/resources/UN_UNISS_Report_En.pdf

United Nations, General Assembly, Sixtieth session. (2005). *The Peacebuilding Commission (A/RES/60/180)*. Adopted without reference to a Main Committee (A/60/L.40). Retrieved 8 August 2021 from:

<http://undocs.org/A/res/60/180>

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1. The Role of Regional Integration in Establishing Peace

“The United Nations increasingly shares responsibility for peace and security with regional organizations... We should do everything possible to help them resolve regional problems and to include the States concerned in solutions.”⁷¹

Introduction

Violent extremism, the effects from the COVID-19 pandemic, massive population movements, cyber-attacks, transnational crime and other evolving threats to global security emphasizes the importance of establishing and maintaining peace.⁷² The United Nations has explicitly stated the need for strengthened cooperation between the United Nations (UN) and regional organizations.⁷³ In addition to the Security Council, the Peace Building Commission (PBC) functions as an intergovernmental advisory body for maintaining peace.⁷⁴ The PBC plays an important role in coordinating regional cooperation and integration in fostering peace.⁷⁵ The United Nations defines peace as the absence of war, dignity and well-being for all.⁷⁶ According to United Nations General Assembly Resolution 53/243, “Declaration and Programme of Action on a Culture of Peace”, peace is the absence of conflict and “requires a positive, dynamic participatory process where dialogue is encouraged and conflicts are solved in a spirit of mutual understanding and, cooperation”.⁷⁷ According to the United Nations system, regional integration is the fusion of a number of independent units into a territorially or jurisdictionally established subsystem, creating a larger whole or entity; for example, the European Union (EU), the Organization of Islamic States, or the African Union (AU).⁷⁸ While the PBC has no express definition of regional integration, it considers regional integration and partnerships as essential to achieving lasting peace.⁷⁹

The process of regional integration, and the work of regional organizations in establishing and maintaining peace, is seen to be the method by which territorial based subsystems grow and expand their level of cooperation, trade, and interdependence.⁸⁰ Some examples of regional organizations which carry out peacekeeping activities, trade, or development, are: the Association of Southeast Asian Nations (ASEAN), the Collective Security Organization (CSTO) of the League of Arab States, the North Atlantic Treaty Organization (NATO), the Organization for Security and Cooperation in Europe (OSCE), the African Union, and the Economic Community of West African States (ECOWAS).⁸¹ These regional organizations have organized their constituent members to pursue peacebuilding and peacekeeping missions or operations.⁸² Peacebuilding according to Boutros Boutros-Ghali’s report- *An Agenda for Peace* is an action to solidify peace and avoid relapse into conflict by strengthening national capacities at all levels for conflict management.⁸³ Whereas peacekeeping is described by the United Nations as an

⁷¹ UN Secretary-General, Ban Ki-moon, *United Nations Shares Responsibility for Peace with Regional Organizations, Says Secretary-General, Opening All-Day Security Council Debate*, 2015.

⁷² UN Security Council, *Remarks by the PBC Chair, Security Council briefing on the Great Lakes region Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the region*, 2021.

⁷³ Ibid.

⁷⁴ UN Peacebuilding, *United Nations Peacebuilding Commission*, 2021.

⁷⁵ UN Security Council, *Remarks by the PBC Chair, Security Council briefing on the Great Lakes region Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the region*, 2021.

⁷⁶ DGC, *Peace means dignity, well-being for all, not just absence of war – UN officials*, 2014.

⁷⁷ UN General Assembly, *Declaration and Programme of Action on a Culture of Peace (A/RES/53/243)*, 2015.

⁷⁸ Slocum-Bradley et al, *The Role of Regional Integration in the Promotion of Peace and Security*, UNU-CRIS Occasional Papers O-2006/2, p 3.

⁷⁹ United Nations General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

⁸⁰ Slocum-Bradley et al, *The Role of Regional Integration in the Promotion of Peace and Security*, UNU-CRIS Occasional Papers O-2006/2, p. 3.

⁸¹ Ibid, p. 3.

⁸² Ibid, p. 3.

⁸³ UN Peacebuilding Support Office, *UN Peacebuilding: An Orientation*, 2010, p. 5.

effective tool used to assist host countries in navigating the difficult path from conflict to peace.⁸⁴ The peacekeeping tool is guided by three basic principles; namely, consent of the parties, impartiality, and non-use of force except in cases of self-defense and defense of the mandate.⁸⁵ A notable difference between these two terms is that peacekeeping operations are an active prevention of conflict, while peacebuilding is a response to, and rebuilding from conflict.⁸⁶ The PBC is tasked with post-conflict response and building systems for sustained peace.⁸⁷ Regional integration for peace may be effectively carried out when regional organizations study ways and means to strengthen their functions of maintaining international peace and security within their areas of competence while paying due regard to the characteristics of their respective regions.⁸⁸

International and Regional Framework

The Charter of the United Nations lays the foundation for taking actions with respect to threats of peace which is foundational to the PBC's mandate and work.⁸⁹ The Charter also calls, for cooperation between the United Nations and regional organizations, in Chapter VIII, article 52-60, to prevent the outbreak, escalation, or continuation of conflict.⁹⁰ Article 52(1) stipulates that nothing in the Charter is to preclude "the existence of regional arrangements or agencies for dealing with such matters relating to the maintenance of international peace and security as are appropriate for regional action."⁹¹ This provision goes on to say that Member States should make every effort to achieve peace from local disputes through such regional arrangements or by engaging such regional agencies before referring them to the Security Council.⁹² According to Article 53(1), the Security Council "shall, where appropriate, utilize such regional arrangements and agencies for enforcement action under its authority."⁹³ This means that the Security Council can authorize enforcement actions undertaken by regional organizations under its authority.⁹⁴ Additionally, Article 54 stipulates that the Security Council shall at all times, be informed of activities undertaken or under deliberation by regional organizations, for the maintenance of international peace and security.⁹⁵ Similarly, the PBC has a mandate to coordinate regional and subregional organizations within the peacebuilding architecture in accordance with Chapter VIII of the United Nations Charter.⁹⁶

In 2015, the UN adopted the *2030 Agenda for Sustainable Development*, which established the 17 Sustainable Development Goals (SDGs) as benchmarks to be achieved by 2030.⁹⁷ SDG 16 (peace, justice, and strong institutions), advocates for the promotion of inclusiveness to attain peace, strengthened through international cooperation.⁹⁸ SDG 17 (partnerships for the goals), underlines the need to utilize multi-stakeholder partnerships such as regional organizations to effectively allocate knowledge, finances, and resources to achieve the SDGs.⁹⁹ The SDGs have some specific indicators

⁸⁴ UN Peacekeeping, *What is peacekeeping?* 2021.

⁸⁵ UN Peacekeeping, *What is peacekeeping?* 2021.

⁸⁶ UN Peacebuilding Support Office, *UN Peacebuilding: An Orientation*, 2010, p 6.

⁸⁷ UN, *Secretary-General's remarks to the Peacebuilding Commission*, 2018.

⁸⁸ Department of Peacekeeping operations, *Cooperation Between the United Nations and Regional Organizations/Arrangements in A Peacekeeping Environment- Suggested Principles and Mechanisms*, 1999, p 7.

⁸⁹ *Charter of the United Nations*, 1945.

⁹⁰ *Ibid.*, Art. 52-60.

⁹¹ *Ibid.*, Art. 52.

⁹² *Ibid.*

⁹³ *Ibid.*

⁹⁴ *Ibid.*

⁹⁵ *Ibid.*, Art 54.

⁹⁶ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

⁹⁷ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 1.

⁹⁸ *Ibid.*, pp. 25-26.

⁹⁹ *Ibid.*

which align with building capacity and resilience to reduce armed conflict.¹⁰⁰ For example, SDG 17.9 advocates for cooperation between the global North and global South to achieve capacity building and build interdependencies between countries for sustained peace.¹⁰¹

In 2005, the PBC was established by Security Council Resolution 1645 (2005) and General Assembly Resolution 60/180 on “The Peacebuilding Commission”.¹⁰² Security Council Resolution 1645 (2005) in clause 11 emphasizes the need for regional and subregional involvement in the peacebuilding process in accordance with the United Nations Charter.¹⁰³ This is because in addition to the vital role the Security Council plays in preventing conflict, it is the primary responsibility of national and transitional governmental authorities of countries experiencing conflict to identify priorities and strategies for establishing peace.¹⁰⁴ General Assembly Resolution 60/180 on “The Peacebuilding Commission” calls for the active participation of regional and local entities in carrying out post-conflict peacebuilding activities which is key to the success of peacebuilding missions.¹⁰⁵ This resolution calls on the PBC to undertake close strategic and operational partnerships such as regular exchanges and joint initiatives between regional and subregional organizations to promote peace.¹⁰⁶ These resolutions request that the Secretary-General establish the Peacebuilding Fund (PBF) and Peacebuilding Support Office (PBSO) to support the PBC.¹⁰⁷

In 2015 the Secretary General began a review of the peacebuilding architecture, which is still ongoing.¹⁰⁸ This review was initiated by General Assembly resolution 70/262 on *Review of the United Nations Peacebuilding Architecture* and Security Council resolution 2282.¹⁰⁹ These resolutions stress the importance of regional integration, cooperation and coordination for the promotion of sustainable peace.¹¹⁰ The resolutions further mention that effective peacebuilding will be achieved if joint analysis and effective strategic planning by the United Nations’ system is done in partnership with regional and subregional organizations.¹¹¹

In 2017 the United Nations and the African Union Signed the Joint UN-AU Framework for Enhanced Partnership in Peace and Security.¹¹² This framework expresses that coordination between these two bodies is focused on achieving peacebuilding in Africa, cooperation on the African Union’s (AU) *Silencing the Guns* Initiative and supporting the AU permanent observer Mission to the UN, with the AU and Norway as co-chairs of the friends of the UN-AU partnership.¹¹³

Role of the International System

Establishing and maintaining peace is a shared responsibility within the UN system and with organizations outside the UN; within the UN, the Peacebuilding Commission (PBC), the Security Council and the Economic and Social Council (ECOSOC) are involved in the peacekeeping and peacebuilding

¹⁰⁰ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

¹⁰¹ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

¹⁰² UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

¹⁰³ UN Security Council, *Resolution 1645 (2005) (S/RES/1645)*, 2005.

¹⁰⁴ Ibid.

¹⁰⁵ Ibid, pp. 2-4.

¹⁰⁶ Ibid, p. 6.

¹⁰⁷ UN Security Council, *Resolution 1645 (2005) (S/RES/1645)*, 2005; UN, General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

¹⁰⁸ UN General Assembly, *Review of the United Nations Peacebuilding Architecture (A/RES/70/262)*, 2016.

¹⁰⁹ Ibid; UN, General Assembly, *Challenge of Sustaining Peace: Report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture*, 2015, p. 1.

¹¹⁰ Ibid.

¹¹¹ Ibid, p. 5.

¹¹² African Union, *Joint UN-AU Framework for an Enhanced Partnership in Peace and Security*, 2017.

¹¹³ Ibid.

process.¹¹⁴ The Security Council is the main entity of the UN for ending conflict and establishing peace and has worked to end numerous conflicts.¹¹⁵ The UN charter gives the Security Council the primary responsibility of maintaining international and regional peace and security.¹¹⁶ The Security Council authorizes operations in conflict areas or post conflict areas to achieve and maintain peace.¹¹⁷ In many cases, this is done by authorizing and utilizing regional partnerships in order to effectively address and bring a conflict to a resolution.¹¹⁸ The PBC works as the coordinating agency within the UN system for peacebuilding in regions across the world.¹¹⁹ According to the UN Agenda for Peace, the UN, PBC and regional organizations cooperate via consultation, diplomatic support, operational support, co-deployment and joint operations in developing peace.¹²⁰ In June 2020 the PBC met with the Great Lake region in Africa comprised of Burundi, the Democratic Republic of the Congo, Ethiopia, Kenya, Malawi, Mozambique, Rwanda, Zambia, Tanzania, and Uganda.¹²¹ During this meeting, the PBC emphasized the importance of mobilizing support for peacebuilding and regional cooperation initiatives to build and attain peace.¹²² The commission through its mandate coordinates regional integration to “marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery”.¹²³

Under the United Nations Peacebuilding architecture, there exist three primary arms; namely, the PBC, the Peacebuilding Support Office (PBSO), and the Peacebuilding Fund (PBF).¹²⁴ While the PBC supports peacebuilding efforts in countries emerging from conflicts, the PBSO assists and supports the PBC in peacebuilding activities.¹²⁵ The PBSO administers the peacebuilding fund to advance regional integration with strategic advice and policy guidance.¹²⁶ The PBSO also supports the secretary-General’s effort to coordinate the UN system in its peacebuilding effort.¹²⁷ The PBSO works to support peacebuilding initiatives to enhance regional integration such as developing partnerships between the UN bodies.¹²⁸ The PBF, created in 2006, is the UN’s global multi-donor trust; targeting the immediate needs of countries emerging from conflicts, or countries which are at risk of relapsing into conflict.¹²⁹ The PBF invests, builds, and strengthens regional frameworks and capacity to promote peace.¹³⁰ The PBF accomplishes this by allocating peacebuilding funds to both the governments of Member States and regional organizations that can respond quickly and flexibly to shifting conditions, and can catalyze the peacebuilding process.¹³¹ PBF funding addresses immediate needs, when sufficient resources are not available from other funding mechanisms.¹³² These funds support very early stage interventions of direct and immediate relevance to

¹¹⁴ UN ECOSOC and PBC, *2030 Agenda for Sustainable Development and Sustaining Peace – Informal Summary*, 2016.

¹¹⁵ *Charter of the United Nations*, 1945, Art. 24.

¹¹⁶ *Ibid.*

¹¹⁷ Department of Peacekeeping operations, *Cooperation Between the United Nations and Regional Organizations/Arrangements in A Peacekeeping Environment- Suggested Principles and Mechanisms*, 1999, p. 8.

¹¹⁸ *Ibid.*, p. 6.

¹¹⁹ UN Security Council, *Remarks by the PBC Chair, Security Council briefing on the Great Lakes region Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the region*, 2021.

¹²⁰ UN Security Council, *An Agenda for Peace Preventive diplomacy, Peacemaking and Peace-keeping*, 1992.

¹²¹ UN Security Council, *Remarks by the PBC Chair, Security Council briefing on the Great Lakes region Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the region*, 2021.

¹²² *Ibid.*

¹²³ UN Security Council, *Resolution 1645 (2005) (S/RES/1645)*, 2005.

¹²⁴ UN Peacebuilding Support Office, *UN Peacebuilding: An Orientation*, 2010, p. 37.

¹²⁵ *Ibid.*

¹²⁶ *Ibid.*

¹²⁷ *Ibid.*

¹²⁸ *Ibid.*

¹²⁹ *Ibid.*

¹³⁰ *Ibid.*

¹³¹ Multi-Partner Trust Fund Office, *The Peacebuilding Fund*, 2021.

¹³² *Ibid.*

peacebuilding.¹³³ The Secretary-General's Peacebuilding Fund 2020-2024 Strategy prioritizes cross-border and regional approaches to establishing lasting peace.¹³⁴ One of the key objectives of this plan supports the United Nations' regional prevention strategies, enabling a joint peacebuilding approach with regional organizations.¹³⁵ Regional prevention strategies effectively focus on specific challenges to peace in their respective regions by: hosting workshops, adopting preventive diplomacy, or developing early warning mechanisms.¹³⁶ The United Nations Regional Prevention Strategy for the Horn of Africa is exemplary of this approach; in this case, the United Nations Executive Office of the Secretary-General facilitated a regional workshop in Addis Ababa, Ethiopia to build consensus around issues that are critical to sustaining peace, security, and stability in the context of the regional environment.¹³⁷ Funds from the PBF strengthens the United Nations' strategic cooperation on peacebuilding by investing in regional organizations like the AU.¹³⁸ The PBF integrates and empowers regional organizations in the development and implementation of peacebuilding strategies providing program support directly to impacted countries, or through UN partners, to facilitate a greater role of these organizations.¹³⁹

Some regional organizations work to support peace actions through preventive diplomacy, confidence building, local knowledge and network mediation.¹⁴⁰ These regional organizations include AU, European Union (EU), and Association of Southeast Asian Nations (ASEAN).¹⁴¹ In particular, the Peace and Security Council of the AU works to enhance peacekeeping by embarking on peace operations in Member States to fight terrorism and violent extremism.¹⁴² Currently, the AU manages these missions in partnership with the UN under the Joint UN-AU Framework for Enhanced Partnership in Peace and Security; carried out by the UN – AU Joint Task Force.¹⁴³ Past missions include, the deployment of the African Union Mission in Somalia (AMISOM) and the multinational Joint Task Force in the Lake Chad Basin.¹⁴⁴ The AU also works to establish peace through the joint forces of the group of five for the Sahel (G5 Sahel): Burkina Faso, Chad, Mali, Mauritania and the Niger.¹⁴⁵ This joint force deploys military and police units to tackle deadly clashes between hunters and terrorists.¹⁴⁶ Africa also contains many subregional groups recognized by the AU such as the Economic Community of West African States (ECOWAS).¹⁴⁷ ECOWAS works to respond to challenges to peace found in West Africa.¹⁴⁸ ECOWAS may directly intervene in conflict, and maintain peace with the ECOWAS Standby Force (ECOWAS SF), a peacekeeping and conflict intervention arm.¹⁴⁹ The ECOWAS SF is a multidisciplinary force; consisting of military, police, and civilian personnel who are deployed to respond to crises and establish peace in West African states.¹⁵⁰

¹³³ Multi-Partner Trust Fund Office, *The Peacebuilding Fund*, 2021.

¹³⁴ United Nations Peacebuilding, *Secretary-General's Peacebuilding Fund- 2020-2024 Strategy*, 2020.

¹³⁵ *Ibid.*

¹³⁶ *Ibid.*

¹³⁷ *Ibid.*

¹³⁸ *Ibid.*

¹³⁹ Multi-Partner Trust Fund Office, *The Peacebuilding Fund*, 2021.

¹⁴⁰ Global Partnership for the Prevention of Armed Conflict, *UN Update: The Importance of Regional Partnerships for Peace and Conflict Prevention*, 2019.

¹⁴¹ Wachira, Linking Peace, Security and Regional Integration in Africa, *United Nations University -CRIS Occasional Papers 0-2004/2*, p. 15.

¹⁴² African Union, *Conflict Resolution, Peace & Security*, 2021.

¹⁴³ UN Secretary-General, *Note to Correspondents: 17th United Nations (UN) – African Union (AU) Joint Task Force Joint Communique on 25 September 2019*, 2019.

¹⁴⁴ *Ibid.*, p. 1.

¹⁴⁵ UN Security Council, *Joint Force of the Group of Five for the Sahel*, 2021, p 1.

¹⁴⁶ *Ibid.*, p 4.

¹⁴⁷ Africa Regional integration Index, *ECOWAS: Economic Community of West African States*, 2021.

¹⁴⁸ Wachira, Linking Peace, Security and Regional Integration in Africa, *United Nations University -CRIS Occasional Papers 0-2004/2*.

¹⁴⁹ *Ibid.*

¹⁵⁰ Economic Council of West African States, *ECOWAS Peacekeepers Learn About Laws of War*, 2017.

ASEAN partners with the United Nations in peacekeeping operations, deploying military personnel to respond to conflicts in the region.¹⁵¹ ASEAN also engages in dialogue on global issues, developing effective partnerships and cooperation between Member States to sustain peace.¹⁵² These partnerships build confidence between members, increase preventive diplomacy, and provide for peacekeeping and peacebuilding through capacity building activities; like specialized training, and the exchange of information.¹⁵³ ASEAN actively shares their peacekeeping experiences and expertise in conflict prevention, management, and resolution through training centers to the wider global community.¹⁵⁴

The EU has embarked on numerous overseas operations using military and civilian instruments within Europe, as well as Africa, and Asia.¹⁵⁵ The UN and the EU continue to partner on peacekeeping operations, crisis management, and by creating innovative approaches to peacebuilding.¹⁵⁶ This cooperation between the UN and EU is evident in the operation in the Western Balkans in 2003.¹⁵⁷ The result of this operation led to further UN-EU peace operations in Africa and the Middle East.¹⁵⁸ This partnership continues with coordinated activities in Somalia, the Central African Republic, Libya and Kosovo and by supporting the G5 Sahel Joint Force.¹⁵⁹

Regional Integration for Peace in Africa

The Africa Regional Integration Index, monitors interconnectedness and integration in Africa; the index shows tremendous progress over the years.¹⁶⁰ Currently Africa has several regional groups including the Arab Maghreb Union (AMU), the Community of Sahel–Saharan States (CEN–SAD), the Common Market for Eastern and Southern Africa (COMESA), the East African Community (EAC), the Economic Community of Central African States (ECCAS), the Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), and the Southern African Development Community (SADC).¹⁶¹ Beyond these regional groups, the African Union consists of 55 Member States.¹⁶² Due to the numerous regional organizations present in Africa, a key issue is the lack of coordination and coherence between these regional and sub-regional organizations in peace and security matters.¹⁶³ This is because the average country in Africa belongs to no less than eight different regional bodies.¹⁶⁴ This can create overlap in membership and duplication in peace efforts.¹⁶⁵ For this reason, the United Nations Security Council suggests streamlining where it is necessary.¹⁶⁶

In 2002, the African Peace and Security Architecture (APSA) was established to serve as a long-term structural response to peace and security in Africa.¹⁶⁷ This centralized the role of the AU which serves as

¹⁵¹ Jones, *South East Asian powers and contributions to peacekeeping operations: UN-ASEAN partnering for peace?* 2020.

¹⁵² ASEAN, *Plan of Action to Implement the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations (2021-2025)*, 2021, p. 3.

¹⁵³ *Ibid.*, p. 3.

¹⁵⁴ *Ibid.*, p. 3.

¹⁵⁵ European Union External Action, *Military and civilian missions and operations*, 2021.

¹⁵⁶ UN Peacekeeping, *UN and EU sign agreement to enhance cooperation and strengthen response in peace operations*, 2020.

¹⁵⁷ *Ibid.*

¹⁵⁸ *Ibid.*

¹⁵⁹ *Ibid.*

¹⁶⁰ Africa Regional Integration Index, *Regional Integration Matters*, 2021.

¹⁶¹ European Court of Auditors, *Special Report: The African Peace and Security Architecture: need to refocus EU support*, 2016.

¹⁶² African Union, *About the African Union*, 2021.

¹⁶³ UN Security Council, *Cooperation between the UN and Regional and Sub-Regional Organizations*, 2018.

¹⁶⁴ European Centre for Development Policy Management, *Making sense of regional integration in Africa*, 2019.

¹⁶⁵ *Ibid.*

¹⁶⁶ UN, Security Council, *Cooperation between the UN and Regional and Sub-Regional Organizations*, 2018.

¹⁶⁷ Wachira, *Linking Peace, Security and Regional Integration in Africa*, *United Nations University -CRIS Occasional Papers 0-2004/2*.

a key regional actor to achieve peace in Africa through the Peace and Security Council (PSC).¹⁶⁸ The aforementioned UN and AU partnership sustains collaboration, and supports AU peace operations, early warning systems, and conflict prevention initiatives.¹⁶⁹ This framework help coordinates support with national authorities to ensure timely, peaceful, and inclusive elections; and, to promote and protect human rights.¹⁷⁰ The UN-AU partnership recently began to focus more fully on initiatives empowering women, and youth in peace and security, and peacebuilding agendas.¹⁷¹ The Joint Task Force works to prevent, manage, and resolve conflicts and crises in Africa.¹⁷² Countries like Cameroon, the Central African Republic, Libya, Mali, and the Sahel Region have benefited from the scope of its work; particularly, efforts to achieve AU agenda 2063: silencing the guns in Africa.¹⁷³ The Joint Task Force is committed to supporting regionally-owned and managed initiatives and programs that end conflict and promote peace.¹⁷⁴ Such as the implementation of the regional stabilization, early warning, early recovery, and resilience strategy for the areas affected by Boko Haram in the Lake Chad Basin.¹⁷⁵

Even with all of these actions, Africa continues to experience recurring security and humanitarian crises due to terrorism, multiple armed conflicts, and economic insecurity in most of its regions.¹⁷⁶ This exacerbates a lack of sustained capacity, and inadequate expertise for conflict prevention, management, resolution, and peacebuilding.¹⁷⁷ The sheer number of regional organizations in Africa can lead to inefficient duplication of effort such as the ECOWAS early warning mechanism in West Africa, and the IGAD Conflict Early Warning and Early Response Mechanism, CEWARN.¹⁷⁸ In another example of duplicated efforts, the ECOWAS SF operates peacekeeping missions and training in West African Regions.¹⁷⁹ The AU also works in a similar capacity throughout Africa, including West Africa, duplicating peacekeeping missions.¹⁸⁰ An additional challenge to peacebuilding can come when a good regional peace project fails to recognize the context of each Member State's local political environment.¹⁸¹ When this happens the sovereignty of each Member State can dictate, limit, and affect the implementation of peacebuilding mechanisms.¹⁸² A clear example can be seen when Senegal refused to allow intervention in the Casamance conflict on the basis that it would affect its sovereignty.¹⁸³ Furthermore, many peacekeeping mechanisms used in Africa are ad hoc improvisations instead of long-term policy prescriptions and commitments on the part of the regional organizations.¹⁸⁴ Ad-hoc approaches stem largely from the challenges of diverse political environments, limited funds, resources, capacity, a lack of political will, and weak communication.¹⁸⁵

¹⁶⁸ African Union, *Conflict Resolution, Peace & Security*, 2021.

¹⁶⁹ African Union, *Joint UN-AU Framework for an Enhanced Partnership in Peace and Security*, 2017.

¹⁷⁰ *Ibid.*

¹⁷¹ *Ibid.*

¹⁷² UN Secretary-General, Note to Correspondents: *17th United Nations (UN) – African Union (AU) Joint Task Force Joint Communique on 25 September 2019*, in New York, 2019.

¹⁷³ *Ibid.*

¹⁷⁴ *Ibid.*

¹⁷⁵ *Ibid.*

¹⁷⁶ *Ibid.*

¹⁷⁷ Wachira, Linking Peace, Security and Regional Integration in Africa, *United Nations University -CRIS Occasional Papers 0-2004/2*.

¹⁷⁸ *Ibid.*

¹⁷⁹ Economic Council of West African States, *ECOWAS Peacekeepers Learn About Laws of War*, 2017; ECOWAS, *ICRC – ECOWAS Training Of Peacekeepers Come To An End*, 2017.

¹⁸⁰ African Union, *Conflict Resolution, Peace & Security*, 2021

¹⁸¹ Wachira, Linking Peace, Security and Regional Integration in Africa, *United Nations University -CRIS Occasional Papers 0-2004/2*, 2004.

¹⁸² *Ibid.*

¹⁸³ *Ibid.*, p. 21.

¹⁸⁴ *Ibid.*

¹⁸⁵ Wachira, Linking Peace, Security and Regional Integration in Africa, *United Nations University -CRIS Occasional Papers 0-2004/2*, 2004, p 5; Kumalo, Partnerships and Sustaining Peace: Insights from the Work of Regional Organizations, *New York University – Center on International Cooperation*, 2018.

Building the Peacebuilding Capacity of Regional Organizations

Regional Integration for peace in some regions including Africa, and the Middle East, suffers from a lack of capacity, complex and overlapping responsibilities, dominant regional powers, contested sovereignty, and the scarcity of material and human resources suitable for peacebuilding.¹⁸⁶ The UN Security Council and the PBF assist in building the capacity of regional, and subregional organizations for peacekeeping missions.¹⁸⁷ The UN partnerships with regional organizations such as ASEAN, AU, and EU demonstrate successful improvement in peacebuilding capacity through collaboration and coordination.¹⁸⁸ The UN partnership with ASEAN aims to build peacebuilding capacity in the region by promoting gender mainstreaming in peacebuilding, peace processes, and conflict resolution.¹⁸⁹ The UN-ASEAN partnership conducts regional and international seminars, workshops, and training sessions which address confidence-building measures, preventive diplomacy, peace-making, conflict resolution, and post-conflict peacebuilding.¹⁹⁰

The UN-AU partnership in 2006 proposed a ten-year-capacity-building plan to enhance the capacity of the AU commission and African sub-regional organizations.¹⁹¹ This partnership sought to build capacity in the following areas: peace and security, political and electoral matters, peacekeeping operations, and peace-building through humanitarian response.¹⁹² Recently, the Joint UN-AU partnership has been building capacity through presentations and discussions at conferences; and, human resource development through training sessions, exchanging experiences, and presenting best practices.¹⁹³ The AU works to promote and mainstream education on peace in regional integration program.¹⁹⁴ These programs are actualized by organizing workshops that identify existing capacity and establish priority thematic areas for capacity building training programs specifically focused on understanding effective peacebuilding.¹⁹⁵ An example of this workshop is the COMESA programme for peace and security, held at the Seychelles in 2002.¹⁹⁶ Here parliamentarians were trained in conflict prevention and management skills.¹⁹⁷ In 2001, France, the United Kingdom, and the United States worked to increase peacekeeping capacity in East African countries including Burundi, Djibouti, Eritrea, Ethiopia by deploying and training peacekeeping troops in joint exercises.¹⁹⁸ Efforts to improve peacekeeping and peacebuilding capacity often face several: lack of logistical infrastructure, integrated regional coordination, sufficient and skilled personnel.¹⁹⁹

Conclusion

Achieving lasting and sustainable peace requires improved regional integration and collaboration between regional organizations and the Peacebuilding Commission, Security Council, and the United Nations peacebuilding architecture.²⁰⁰ Regional Organizations such as the AU, EU, and ASEAN have entered into partnerships with the UN and have over the years developed programs to integrate,

¹⁸⁶ Applied Knowledge Services, *The Role of Regional Organizations in Conflict Prevention and Resolution*, 2009.

¹⁸⁷ UN Security Council, *Resolution 1645 (2005) (S/RES/1645)*, 2005.

¹⁸⁸ *Ibid.*

¹⁸⁹ ASEAN, *Plan of Action to Implement the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations (2021-2025)*, 2021, p. 3.

¹⁹⁰ *Ibid.*

¹⁹¹ UN Economic Commission for Africa, *Ten-Year Capacity Building Programme for the African Union*, 2021.

¹⁹² UN General Assembly, *Letter dated 11 December 2006 from the Secretary-General addressed to the President of the General Assembly*, 2006.

¹⁹³ African Union, *Joint UN-AU Framework for an Enhanced Partnership in Peace and Security*, 2017.

¹⁹⁴ *Ibid.*

¹⁹⁵ *Ibid.*

¹⁹⁶ Oloo, *Capacity Building and Training for Peace Operations and Conflict Resolution in East Africa*, 2010.

¹⁹⁷ Wachira, *Linking Peace, Security and Regional Integration in Africa*, *United Nations University -CRIS Occasional Papers 0-2004/2*, 2004; UN, General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

¹⁹⁸ Oloo, *Capacity Building and Training for Peace Operations and Conflict Resolution in East Africa*, Policy Brief, 2010.

¹⁹⁹ *Ibid.*

²⁰⁰ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005.

collaborate, and further build capacity for responding to conflict.²⁰¹ The PBC is tasked to further improve regional integration in the peacebuilding processes by identifying and supporting policies, programs and partnerships that shape the peacebuilding process globally.²⁰² This includes assessing the scope and breadth of the challenges facing these regional organizations in the present; and, evaluating and assisting in the development of future plans and resources.²⁰³ This will in turn produce a well-integrated and high capacity peacebuilding community capable of responding to conflict globally and able to develop robust and sustainable peace in post-conflict situations.²⁰⁴

Further Research

When conducting a further research, delegates should endeavor to answer the following questions: How can the PBC work towards regional integration for attaining peace? What are the benefits of regional integration? How can the PBC efficiently coordinate various regional organizations within and beyond the UN system? How well can peacebuilding funds be used to integrate regions and regional arrangements in achieving and maintaining peace?

Annotated Bibliography

Charter of the United Nations. (1945). Retrieved 27 June 2021 from: <https://www.un.org/en/about-us/un-charter>

The charter of the United Nations is the founding document of the United Nations. Delegates will find this document useful in understanding the early peacebuilding structure of the United Nations. Delegates can use Chapter VIII of this document to understand how the United Nations approaches regional organizations and integration for attaining peace.

United Nations, General Assembly, Seventieth Session. (2016). *Review of the United Nations Peacebuilding Architecture (A/RES/70/262)*. Retrieved 27 June 2021 from: undocs.org/a/res/70/262

This document explains the United Nations Peacebuilding architecture. It is one of the most recent reviews made for the current system of peacebuilding in the United Nations. This document stresses the importance of the involvement of regional organizations in peacebuilding activities. Delegates will make reference to this document to understand the architecture of the United Nations on peacebuilding and the role regional arrangements can play.

United Nations, General Assembly, Seventieth session. (2015). *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. Retrieved Day Month Year from: <https://undocs.org/A/RES/70/1>

This document explains the United Nations 2030 agenda and focuses on sustainable development. It highlights the United Nations sustainable development goals which are 17 in number. Delegates can use this document to get insights on the sustainable development goals of the United Nations, especially goal 16 and 17.

²⁰¹ UN Security Council, *The Open Debate of The United Nations Security Council, "Peacebuilding in Africa", Statement By Ambassador (Dr.) Amina C. Mohamed, Egh, Cav, Cabinet Secretary For Foreign Affairs Of The Republic Of Kenya*, 2016.

²⁰² UN Security Council, *Remarks by the PBC Chair, Security Council briefing on the Great Lakes region Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the region*, 2021.

²⁰³ Department of Peacekeeping operations, *Cooperation Between the United Nations and Regional Organizations/Arrangements in A Peacekeeping Environment- Suggested Principles and Mechanisms*, 1999, p. 7.

²⁰⁴ Ibid.

United Nations Peacebuilding. (2020). *Secretary-General's Peacebuilding Fund- 2020-2024 Strategy*. Retrieved 27 June 2021 from: <https://www.un.org/peacebuilding/fund>

This document explains the United Nations Peacebuilding Fund. This is important as it is the source of financing for peacebuilding activities within the United Nations system. This document lays out the agenda and strategy that is already crafted for peacebuilding. Delegates will find this document important as a guide when making recommendations regarding funding for peacebuilding.

Wachira, George. (2004). *Linking Peace, Security and Regional Integration in Africa*, *United Nations University -CRIS Occasional Papers 0-2004/2*. Retrieved 27 June 2021 from: <https://cris.unu.edu/linking-peace-security-and-regional-integration-africa>

This document discusses the link between peace, security, and regional integration in Africa. The document puts Africa in context to discuss the structure of peacebuilding and peace keeping in Africa and the challenges that this system faces. Delegates will find this very relevant in getting an in-depth understanding on how the peacebuilding system works in Africa and how regional organizations function.

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2. Financing for Peacebuilding: Strengthening the Synergies between the Peacebuilding Commission and the Peacebuilding Fund

*“Building peace is about much more than ending war. It is about putting in place the institutions and trust that will carry people forward into a peaceful future. We often have a limited window of opportunity in which to do this.”*²⁰⁵

Introduction

The mandate of the Peacebuilding Commission (PBC) is to facilitate post-conflict peacebuilding by bringing together all relevant parties to promote recovery, reconstruction, and institution building to ensure sustainable peace.²⁰⁶ Peacebuilding is defined as the processes which aim to prevent relapse into conflict and to strengthen the capacity of states to perform core functions for lasting peace and development.²⁰⁷ This contrasts with peacekeeping, which is meant to provide physical security to support early peacebuilding in the transition from conflict towards peace.²⁰⁸ Peacekeeping is frequently used during conflict or in its immediate aftermath.²⁰⁹ The role of the PBC begins during the transition from a peacekeeping mission to a peacebuilding one.²¹⁰

In order to finance the goals of the PBC mandate, the Peacebuilding Fund (PBF) was established by the Secretary-General in 2006 at the request of General Assembly resolution 60/287 on “The Peacebuilding Fund.”²¹¹ The PBF was designed to fund the first response to maintaining peace within states affected by violence or on the verge of violent conflict.²¹² The PBC and the PBF were designed to be synergistic actors in financing and facilitating post-conflict peacebuilding.²¹³ In the context of the PBC and the PBF, synergy can be understood as cooperation between the two organizations to promote increased funding and the efficiency of those funds to support peacebuilding missions.²¹⁴

The PBF is the only funding mechanism intended to support peacebuilding initiatives across the United Nations (UN) system.²¹⁵ However, the *Secretary-General’s Peacebuilding Fund: Synthesis Review 2017-2019 PBF project and portfolio evaluations* reports that there is a breakdown in regard to how the funding from the PBF should be utilized by the UN Country Teams (UNCTs).²¹⁶ Utilization of funds from the PBF by UNCTs are torn between a development perspective, where funding is used to promote economic growth and stability; and a peacebuilding one, where funds are used for security and social growth.²¹⁷ As noted in the Secretary-General report on *Peacebuilding and sustaining peace (A/74/976-S/2020/773)*, this situation has highlighted the need for a cross pillar approach to collaboration for peacebuilding.²¹⁸ In the context of the UN, a cross pillar collaboration is meant to bring together three pillars that make up the foundation of the UN: Human Rights, Peace and Security, and Development.²¹⁹

²⁰⁵ *Building Peace Is About Much More Than Ending War, Stresses Secretary-General in Remarks during Security Council Debate on Post-Conflict Situations*, UN Department of Public Information, 2009.

²⁰⁶ UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005 p. 2.

²⁰⁷ UN Peacekeeping, *Terminology*, 2021.

²⁰⁸ UN Peacekeeping, *What is Peacekeeping?*, 2021.

²⁰⁹ *Ibid.*

²¹⁰ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2015, p. 4.

²¹¹ UN General Assembly, *The Peacebuilding Fund (A/RES/60/287)*, 2006 p. 1.

²¹² *Ibid.*

²¹³ *Ibid.*

²¹⁴ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace (A/74/976-S/2020/773)*, 2020, p. 19.

²¹⁵ Ernstorfer, *Secretary-General’s Peacebuilding Fund: Synthesis Review 2017-2019 PBF project and portfolio evaluations*, United Nations Peacebuilding, 2020, p. 9.

²¹⁶ *Ibid.*

²¹⁷ *Ibid.*

²¹⁸ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace (A/74/976-S/2020/773)*, 2020, p. 9.

²¹⁹ *Charter of the United Nations*, 1945.

A critical point in the peacebuilding process is the post-mandate period.²²⁰ The term “post-mandate” refers to the period after the conclusion of a peacebuilding mission’s predetermined timeframe.²²¹ These timeframes are set by the PBF Advisory Group.²²² Typically the only source of post-mandate funding is official development assistance (ODA).²²³ The Organization for Economic Cooperation and Development defines ODA as financial assistance or aid provided to developing countries for the purpose of welfare and economic development.²²⁴ In conjunction with the lack of cohesion in program funding direction across all UNCTs, the Secretary-General’s evaluation also highlights the need for facilitation of post-mandate financial transitions in order to ease stabilize aid availability in countries or regions in the final stages of the peacebuilding process.²²⁵ Even though the peacebuilding mandate has concluded, these areas are often still in need of funding in order to continue developing critical peacebuilding infrastructure, specifically continuing economic development.²²⁶ The post-mandate period for a country is critical, and can be an opportunity to consolidate development and peace gains.²²⁷ However, “there is a statistically higher risk of conflict relapse” when a country has previously experienced cycles of conflict.²²⁸ Therefore, the fragility of financially unsupported post-mandate peace can deteriorate into renewed conflict.²²⁹

International and Regional Framework

The *Charter of the United Nations* outlines the need for maintenance of peace and security as a main pillar of work for the United Nations.²³⁰ Building on this, *Universal Declaration of Human Rights* established the right to safety in 1948.²³¹ The foundation of the PBC was built on these two principals, leading to the development of a peacebuilding architecture.²³² The most recent revision of the Peacebuilding Commission came in 2015 through General Assembly resolution 70/262, “Review of the United Nations peacebuilding architecture.”²³³ This review aimed to align the role of the PBC with the Sustainable Development Goals (SDGs) outlined in General Assembly resolution 70/1 “Transforming our World: the 2030 Agenda for Sustainable Development.”²³⁴ The role of the PBC was revised to specifically support SDG 16 (promoting peace, justice, and strong institutions) and SDG 17 (building partnerships for sustainable development).²³⁵ The update of the peacebuilding architecture highlighted a specific function of the PBC to “ensure predictable financing to peacebuilding” in partnerships with all relevant actors.²³⁶ This resolution further emphasized four main areas of focus for the PBC: advocacy for international attention for sustaining peace, coherency and strategy for coordinated approaches to funding, serving as an intermediary to all other parts of the peacebuilding process, and serving as a platform to convene and build further partnerships.²³⁷ Synergy between the PBF and PBC is necessary to accomplish these areas of focus, and to provide effective and responsible leadership in the peacebuilding process.²³⁸ Following the 2015 revisions to the architecture, the Secretary-General’s Office launched a review and produced a

²²⁰ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2015, p. 4.

²²¹ *Ibid.*

²²² UN Peacebuilding, *Terms of Reference for the Peacebuilding Fund Advisory Group*, 2007, p. 1.

²²³ UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p. 7.

²²⁴ OECD, *Official development assistance*, Organization for Economic Cooperation and Development iLibrary, 2021.

²²⁵ Ernstorfer, *Secretary-General’s Peacebuilding Fund: Synthesis Review 2017-2019 PBF project and portfolio evaluations*, United Nations Peacebuilding, 2020, p. 10.

²²⁶ UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p. 8.

²²⁷ *Ibid.*, p. 6.

²²⁸ *Ibid.*, p. 6.

²²⁹ *Ibid.*, p. 7.

²³⁰ *Charter of the United Nations*, 1945.

²³¹ UN General Assembly, *Universal Declaration of Human Rights (A/RES/217 A (III))*, 1948.

²³² UN General Assembly, *The Peacebuilding Commission (A/RES/60/180)*, 2005 p. 1.

²³³ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2015, p. 4.

²³⁴ *Ibid.*, p. 2.

²³⁵ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 9.

²³⁶ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2015, p. 4

²³⁷ *Ibid.*

²³⁸ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2015, p. 4.

report highlighting a “comprehensive cross-pillar approach to peace” as a primary area of focus.²³⁹ Based on the findings and recommendations from the Secretary-General’s report *Peacebuilding and sustaining peace (A/74/976-S/2020/773)*, the PBF developed its 2020-2024 strategy which serves as a guiding framework.²⁴⁰ The PBF 2020-2024 Strategy emphasizes that partnerships across the UN System are integral in order to coordinate funding efforts for missions with partners like the Sustainable Development Fund, the United Nations Development Programme (UNDP), and the Department of Political and Peacebuilding Affairs (UNDPPA) Joint Programme on Conflict Prevention.²⁴¹ Developing and strengthening these partnerships will allow for a coordinated aid response, which will address aid gaps and allow the transition to bilateral donors such as the European Union (EU) and other International Financial Institutions.²⁴²

Role of the International System

The purpose of the PBC and PBF collaboration is to organize a larger support network for peacebuilding missions, comprised of national stakeholders, development organizations and bilateral donors, to create a catalytic effect in producing and maintaining lasting peace.²⁴³ While the PBC is primarily comprised of 31 elected Member States, other entities such as financial institutions, regional and sub-regional organizations, and members of civil society are invited to participate and partner in the peacebuilding efforts for specific missions.²⁴⁴ Other organizations such as the International Monetary Fund (IMF), the World Bank, the EU, and the Organization of Islamic Cooperation (OIC) are allowed to participate in all meetings of the PBC.²⁴⁵ Each of these organizations provide support to various portions of the peacebuilding process; financial institutions like the IMF and World Bank provide funding, while the OIC and EU assist with establishing and developing social programs. The partnership between the Member States and the observing parties is crucial to the work of the PBF, since the PBF has the unique role of financing and fund raising for the peacebuilding process.²⁴⁶

Although the mandate for the PBF and PBC is clear, the catalytic goal of providing Member States with initial funds to begin the peacebuilding process, and then attracting further funds through donors has not been met, according to the Secretary-General’s Advisory Group of Experts.²⁴⁷ This is in part due to the breakdown between the communication of decision making between the PBF Advisory Group and the PBC, as decisions by the PBF are kept separate from the PBC.²⁴⁸ These gaps in cooperation between the PBC and the PBF have caused relationship deficiencies between other bodies within the Peace and Security Pillar.²⁴⁹ Lack of collective decision-making has led to a deficiency in funds to support programs led by parts of the Peace and Security Pillar, such as DPPA, UNDP, and the Department of Peace Operations.²⁵⁰ The Peacebuilding Support Office (PBSO) was created in conjunction with the PBF and PBC to be an advisory group and assist in raising funds.²⁵¹ While the PBSO was designed to be an

²³⁹ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace(A/74/976-S/2020/773)*, 2020, p. 5.

²⁴⁰ UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p. 5.

²⁴¹ *Ibid.*, p. 14.

²⁴² *Ibid.*, p. 14.

²⁴³ UN General Assembly, *Arrangements for the revisions of the terms of reference for the Peacebuilding Fund: Report of the Secretary-General (A/RES/63/818)*, 2009, p. 5.

²⁴⁴ UN Peacebuilding, *PBC members for 2021*, 2021.

²⁴⁵ *Ibid.*

²⁴⁶ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace(A/74/976-S/2020/773)*, 2020, p. 12.

²⁴⁷ UN Security Council, *The Peacebuilding Commission and the Security Council: From Cynicism to Synergy?*, 2017, p. 6.

²⁴⁸ *Ibid.*, p. 9.

²⁴⁹ *Ibid.*, p. 14.

²⁵⁰ *Ibid.*, p. 14.

²⁵¹ UN Peacebuilding Support Office, *The United Nations Peacebuilding Architecture*, 2010, p. 4.

advisory body to both the PBF and the PBC, both entities have independent decision-making bodies.²⁵² As a result the PBSO has struggled to maintain continuity of decision-making between the two.²⁵³ Since 2017 the PBSO has worked to facilitate closer relationships between the PBC, PBF, and the Security Council.²⁵⁴ These efforts have allowed recent peacebuilding missions, including in the Central African Republic (CAR), to access aid more quickly as a result of more effective communication between the UN actors.²⁵⁵ Though the PBC plays the “convening role” within peacebuilding facilitation, there still remains a heavy financial burden on the PBF to support peacebuilding missions during their end stages.²⁵⁶ This financial burden is also made more difficult due to the lack of coordination from the PBSO to facilitate responses amongst the entire Peace and Security Pillar.²⁵⁷

While the PBF is a demand-driven fund, the nature of the peacebuilding process necessitates flexibility in spending, and the PBF must anticipate future demands in order to act immediately after conflict.²⁵⁸ Considering the requests for new mission funding, the PBF is projected to be depleted by the end of 2021.²⁵⁹ Though development is a key aspect of late-stage peacebuilding, donors are less likely to shift contributions because funding is often locked in for three to five years, preventing that funding from being committed to new peacebuilding missions elsewhere.²⁶⁰ In response, the UNDP 2020-2022 Strategic Plan highlighted strengthening partnerships for conflict prevention and resilience at the regional, national, and local levels as a goal of the UN Peace and Security Pillar.²⁶¹ These strategies and plans aim to address aid volatility and financing gaps that currently exist within the PBF.²⁶²

Embracing a Cross Pillar Approach to Collaboration for Peacebuilding

SDGs 16 and 17 highlight the importance of interconnectivity between the entire UN system in order to achieve sustainable peace.²⁶³ Currently, 82% of conflict-affected countries are not on track to achieving the SDGs.²⁶⁴ Without peace and security, the sustainable development goals cannot fully be achieved.²⁶⁵ In line with SDG 17, partnerships for the goals, the new framework architecture of the PBC focuses on cohesion and cooperation as the best approach to peacebuilding and sustaining peace.²⁶⁶ This is further expanded upon to call on the PBF to foster better cooperation for regular and sustained funding.²⁶⁷ Since General Assembly resolution 70/262 “Review of the United Nations peacebuilding architecture” was adopted in 2015, the PBC includes synergistic approaches in its peacebuilding missions; most notably in the CAR.²⁶⁸

²⁵² UN Security Council, *The Peacebuilding Commission and the Security Council: From Cynicism to Synergy?*, 2017, p. 2.

²⁵³ *Ibid.*, p. 14.

²⁵⁴ *Ibid.*, p. 15.

²⁵⁵ World Bank, *Central African Republic: National Recovery and Peacebuilding Plan 2017-21*, 2017, p. 18.

²⁵⁶ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace(A/74/976-S/2020/773)*, 2020, p. 20.

²⁵⁷ UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p.1 0.

²⁵⁸ *Ibid.*, p.18.

²⁵⁹ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace(A/74/976-S/2020/773)*, 2020, p. 18.

²⁶⁰ OECD, *Mission Drawdowns-Financing a Sustainable Peace: Sustaining Gains and Supporting Economic Stability Post UN Mission Withdrawal*, 2020, p. 16.

²⁶¹ UN Department of Political and Peacebuilding Affairs, *Strategic Plan 2020-2022*, 2020, p. 30.

²⁶² UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p. 7.

²⁶³ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 9.

²⁶⁴ UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p.2.

²⁶⁵ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 9.

²⁶⁶ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2015, p. 4.

²⁶⁷ *Ibid.*, p. 4.

²⁶⁸ UN General Assembly, *Peacebuilding and sustaining peace(A/74/976-S/2020/773)*, 2020, p. 9.

The CAR sustained peacebuilding process is an example of a cross pillar approach that utilized the coordination efforts by the PBC with funding from the PBF.²⁶⁹ Quick action by the PBF to allocate and release \$23.9 million dollars allowed the swift action by multiple actors such as the UNDP, the United Nations Food and Agriculture Organization, and the International Organization for Migration to supply aid in the form of food, education, and job training between 2018-2020.²⁷⁰ While the basic needs of the people in CAR were met through the rapid release of funds, it also enabled UNCT to begin the process of reparations and reconciliation.²⁷¹ While the immediate funding was put in place by the PBF, continued funding was provided by a collaborative effort by actors including the World Bank, IMF, African Development Bank, and the government of the CAR, among others.²⁷² In order to allocate and coordinate these aid efforts, the World Bank created the *Central African Republic: National Recovery and Peacebuilding Plan 2017-21* (RCPCA) in 2017 to provide a framework for peacebuilding and recovery processes.²⁷³ While peacebuilding and creating a lasting peace were at the forefront of the RCPCA, the final goal was to facilitate economic recovery and progress towards achieving the SDGs.²⁷⁴

Facilitating Post-Mandate Financial Transitions

Regions transitioning from peacebuilding missions into the post-mandate period are particularly vulnerable to renewed conflict.²⁷⁵ The *Secretary-General's Peacebuilding Fund 2020-2024 Strategy* highlighted that countries transitioning from peacebuilding missions experience higher amounts of aid volatility.²⁷⁶ As countries reach the end of their peacebuilding mission, the amount of financial support from the international community begins to shift towards new peacebuilding missions.²⁷⁷ The strategy points to the need for increased funding partnerships through private donors, as well as maintaining partnerships with other system wide actors.²⁷⁸ For example, the mission in Colombia to end gender based violence is currently being assisted by the PBC and the Women's Peace and Humanitarian Fund. Partnerships like these are especially key to sustaining peace in post-mandate regions due to the shrinking amount of ODA allocated for peacebuilding.²⁷⁹ Due to the strain on ODA availability for post-mandate funding, the United Nations Office for South-South Cooperation is working towards creating a system-wide strategy for economic partnerships specifically for post-mandate regions.²⁸⁰

While ODA increased from 2014-2018, direct funding to peacekeeping has continued to decrease with total ODA funding levelling off at 11.4% in 2018.²⁸¹ Exacerbating the decrease in funding, the COVID-19 pandemic has reduced financial flows to ODA; however, increased investments to peacebuilding will help support rebuilding and growth over the long term.²⁸² Further coordination with the PBSO on utilization of funds for missions is crucial to rebuilding and sustaining peace in the post-pandemic period.²⁸³

Conclusion

Although synergy between the PBC and PBF is crucial to achieving efficacy within peacebuilding missions, there remains a divide between the operations of the two bodies.²⁸⁴ The Secretary-General's

²⁶⁹ UN General Assembly, *Peacebuilding and sustaining peace(A/74/976)*, 2020, p. 9.

²⁷⁰ *Ibid.*, p. 9.

²⁷¹ *Ibid.*, p. 9.

²⁷² World Bank, *Central African Republic: National Recovery and Peacebuilding Plan 2017-21*, 2017, p. 63.

²⁷³ *Ibid.*, p. 34.

²⁷⁴ *Ibid.*, p. 41.

²⁷⁵ UN Peacebuilding, *Secretary-General's Peacebuilding Fund 2020-2024 Strategy*, 2020, p. 7

²⁷⁶ *Ibid.*, p. 8

²⁷⁷ *Ibid.*, p. 8.

²⁷⁸ *Ibid.*, p. 2.

²⁷⁹ UN General Assembly, *Peacebuilding and sustaining peace(A/74/976)*, 2020, p. 18.

²⁸⁰ *Ibid.*, p. 17.

²⁸¹ *Ibid.*, p. 18.

²⁸² *Ibid.*, p. 16.

²⁸³ *Ibid.*, p. 18.

²⁸⁴ UN General Assembly, *Peacebuilding and sustaining peace(A/74/976)*, 2020, p. 6.

Report on “*Peacebuilding and sustaining peace*” highlights the need for greater cohesion between the PBC and the PBF in order to facilitate a cross-pillar approach to peacebuilding.²⁸⁵ Also crucial to strengthening the synergy between the two bodies is the need for maintained funding for post-mandate and late stage missions, without depleting the resources of the PBF.²⁸⁶ This will not be the first time the PBF has faced funding challenges, as in 2019 missions in Gambia, Guinea, Haiti, and Sudan were denied or postponed due to limited financial resources.²⁸⁷ The COVID-19 pandemic has only served to exacerbate this issue.²⁸⁸ The biggest challenge faced by the peacebuilding community is being able to safeguard adequate and sustained resources for missions.²⁸⁹ The economic downturn brought on by the pandemic has reduced countries’ economic capital, affecting both developed and developing countries alike.²⁹⁰

Further Research

In preparation for the conference, delegates should consider the following questions: How can synergy be improved between the PBC and PBF? What resources are available to support post-mandate funding outside of ODA? How can the PBF maintain stable funding for missions at the end of their mandate? How can the PBSO help transition mission financial responsibilities? What lessons can be learned from the success of the CAR peacebuilding mission?

Annotated Bibliography

United Nations, General Assembly, Sixtieth session. (2005). *The Peacebuilding Commission (A/Res/60/180)*. Retrieved 21 June 2021 from: <https://undocs.org/A/RES/60/180>

This resolution provides information for the basis of the Peacebuilding Commission, including the mandate, the role the Peacebuilding Commission fills within the UN system, and the main goals of the commission. It further contains the information regarding the make-up of the Peacebuilding Commission, including which members of the UN system and civil society can participate. This is relevant when considering the areas in which the commission establishes missions and with which entities it partners with.

United Nations, General Assembly, Sixtieth session. (2006). *The Peacebuilding Fund (A/Res/60/287)*. Retrieved 21 June 2021 from: <https://undocs.org/en/A/RES/60/287>

This resolution explains the establishment of the Peacebuilding Fund. The resolution establishes what the fund should be used for and includes how the fund will be monetarily maintained. The resolution also establishes the advisory group as the body delegated with the task of maintaining for the financial stability and well-being of the fund. Delegates should consider this document when determining partnerships for the fund and what the fund can support.

United Nations, General Assembly, Seventieth session. (2015). *Review of the United Nations peacebuilding architecture (A/Res/70/262)*. Retrieved 21 June 2021 from: <https://undocs.org/A/RES/70/262>

This resolution provides the new structure of the Peacebuilding Commission since 2015. This document highlights the four main goals the Peacebuilding Commission has been working towards and all strategies, budgets, and missions are shaped by this framework.

²⁸⁵ UN General Assembly, *Peacebuilding and sustaining peace(A/74/976)*, 2020, p. 5.

²⁸⁶ UN Peacebuilding, *Secretary-General’s Peacebuilding Fund 2020-2024 Strategy*, 2020, p. 8.

²⁸⁷ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace(A/74/976-S/2020/773)*, 2020, p. 18.

²⁸⁸ *Ibid.*, p. 21.

²⁸⁹ UN Peacebuilding Commission, *United Nations Peacebuilding Commission: Informative Brochure*, 2021, p. 5.

²⁹⁰ UN General Assembly & UN Security Council, *Peacebuilding and sustaining peace (A/74/976-S/2020/773)*, 2020, p. 16.

Delegates should consider this document as the foundation for future missions and synergistic approaches to financing.

United Nations, General Assembly, Seventy-Fourth session & United Nations, Security Council (2020). *Peacebuilding and sustaining peace: Report of the Secretary-General (A/74/976-S/2020/773)*. Retrieved 21 June 2021 from:

https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/sg_report_on_peacebuilding_and_sustaining_peace.a.74.976-s.2020.773.200904.e_4.pdf

This report is the most recent assessment of the peacebuilding efforts within the UN system. The report discusses five main areas of peacebuilding including a cross-pillar approach to peacebuilding, financing, and partnerships. Furthermore, the report highlighted the current and future impacts the COVID-19 pandemic has on peacebuilding. Delegates should read this report to understand the current challenges and progress being made in peacebuilding efforts.

United Nations Peacebuilding. (2020). *Secretary-General's Peacebuilding Fund 2020-2024 Strategy*. Retrieved 21 June 2021 from:

https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/pbf_strategy_2020-2024_final.pdf

This strategy lays out the current parameters and goals for the Peacebuilding Fund. The strategy lays out the need for creating new partnerships to increase the ability to sustain financing for peacebuilding missions. This report is relevant in explaining the current progress and goals for the Peacebuilding Fund. Delegates should consider this document when addressing finance goals and developing partnerships for financing.

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