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Report of the Peacebuilding Commission

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Report of the Peacebuilding Commission on its seventh session

I. Introduction

1. The present report has been prepared pursuant to General Assembly resolution [60/180](#) and Security Council resolution [1645 \(2005\)](#), in which the Peacebuilding Commission was requested to submit an annual report to the Assembly for an annual debate and review. The report will also be submitted to the Council, pursuant to its resolution [1646 \(2005\)](#), for an annual debate. The report covers the seventh session of the Commission, held from 1 January to 31 December 2013.

2. On 29 October 2010, the General Assembly and the Security Council adopted resolutions [65/7](#) and [1947 \(2010\)](#), respectively, through which the two organs, inter alia, requested the Commission to reflect, in its annual reports, the progress made in taking forward the relevant recommendations contained in the 2010 report of the co-facilitators on the review of the United Nations peacebuilding architecture ([A/64/868-S/2010/393](#), annex).

3. In the present report, the Commission has maintained the format for reporting on progress in taking forward the recommendations of the 2010 review, which it introduced for the first time in the report on its sixth session ([A/67/715-S/2013/63](#)). The report is organized around the main functions of the Commission, as well as efforts made in implementing the agenda going forward adopted in its previous report. Particular emphasis has been placed on results achieved, as well as challenges and opportunities noted through its engagement in countries on its agenda. The present report aims to draw analyses from relevant country-specific examples.



II. Work of the Commission

A. Overview of issues from the 2013 agenda going forward

4. In pursuing its agenda going forward for 2013,¹ as the implementation and monitoring framework for taking forward relevant recommendations emanating from the 2010 review, and in addition to engaging in actions pertaining in this connection to its core functions of advocacy and sustained attention, resource mobilization and forging coherence, the Commission has vigorously addressed the role of its membership, as well as its links with the principal United Nations organs. It has also dedicated attention to documenting its working methods and to reflecting on areas therein requiring deeper policy reflection (see sect. II.E below). To this end, the Organizational Committee, with support from the Working Group on Lessons Learned, initiated a series of informal discussions aimed at generating shared understanding within the membership on areas requiring immediate actions, outreach and practical implementation. In addition, an emerging partnership between the Peacebuilding Support Office and the Dag Hammarskjöld Foundation is aimed at supporting the Commission's consideration of a number of policy-related work streams. In October, a workshop organized by the Dag Hammarskjöld Foundation brought together Member States, the Deputy Secretary-General, senior officials from the United Nations lead entities and external experts and practitioners. The findings emerging from this workshop were shared and discussed with the Organizational Committee in November and are reflected in several sections of the present report.

Role of the membership

5. The Commission has prioritized consideration of the role of its membership, especially in view of its unique compositional structure. It was agreed that this is an area of strength upon which the Commission has yet to fully capitalize in order to maximize its results and impact, both in the field and at Headquarters. In this regard and starting as early as February with a workshop organized by the International Peace Institute and the Quaker United Nations Office for new delegates on the Organizational Committee, the discussions highlighted the need to tap into the assets of the membership in such areas as comparative learning among Member States that have undergone successful peacebuilding experiences, provision of technical expertise in country-specific peacebuilding priority areas, and coherence of policies and programmes through the flow of information to and coordination among capitals, resident embassies and permanent missions in New York. In this regard, there is a need to further explore ways to help enhance the sense of collective responsibility for the objectives of the Commission and the countries in its agenda, especially in the field.

6. The Commission needs to be oriented towards and focused on encouraging deeper engagement of the membership through various channels and means at the disposal of Member States. To this end, the Commission should continue to encourage Member States, especially those from the region, to take up voluntary tasks in support of identified peacebuilding priorities.

¹ As contained in the report of the Peacebuilding Commission on its sixth session (A/67/715-S/2013/63), paras. 51 to 56.

Links with the United Nations principal organs

7. The Commission has recognized the complementarity of the work streams on the role of the membership and the relations with United Nations principal organs. Progress in enhancing ownership and collective responsibility among its members should be first and foremost manifested in championing concrete and practical steps to strengthen the links with the Security Council, the General Assembly and the Economic and Social Council. To this end, a number of discussions among members elected or selected by the three principal organs were held between April and November.

8. The second informal interactive dialogue of 26 April between members of the Security Council, the Chairs Group and the countries on the agenda scoped and defined the space in which the Council and the Commission should be able to develop their partnership, also based, as appropriate, on findings identified by the Working Group on lessons learned at its previous meetings and on other occasions. It reaffirmed, in this respect, the important role expected from the Commission in, inter alia, identifying potential risks to and gaps in the peacebuilding processes in agenda countries; monitoring the level of attention and commitment from national, regional and international actors; promoting coherence among and alignment of United Nations and non-United Nations policies, activities and objectives; and supporting successful transition of United Nations missions in agenda countries. In taking forward these ideas, the Organizational Committee designated Rwanda as coordinator of a process aimed at engaging the joint membership of the Council and the Commission in informally monitoring and taking stock of progress and challenges in managing the interactions between both bodies. The stocktaking has focused on specific situations that came up for the Council's consideration between July and September, namely, in Burundi, Liberia and Sierra Leone, where the Commission was invited to exercise its advisory role. The members concluded that the modality of interactions between both bodies should remain flexible, informal and mutually proactive, and that it should be managed at the ambassadorial and expert levels. The stocktaking has further underscored the usefulness of the informal interaction which helps the Commission to convey ideas that are subsequently reflected in Council resolutions. In addition, improved "intra-mission" coordination, especially between experts on both bodies, may help to further ensure that the outcome of informal interactions is reflected in the Council's actions. The evolving practice and principles, as well as lessons learned derived from the interaction in July and September, will continue to guide the further strengthening of the links between the two organs. In this connection, periodic and situation-specific stocktaking will continue in order to identify additional areas of good practice and to help address areas requiring further improvement.

9. The integration and coherence of peacekeeping and peacebuilding efforts remain crucial for achieving durable peace and security and for the prevention of relapse. In its resolution [2086 \(2013\)](#), the Security Council highlighted and reaffirmed this important interlinkage in the context of multidimensional peacekeeping missions, and expressed the Council's continued willingness to make use of the advisory, advocacy and resource mobilization roles of the Commission in peacebuilding activities, welcomed the progress it had achieved, and emphasized the need for further harnessing these roles in advancing and supporting an integrated and coherent approach with respect to multidimensional peacekeeping mandates in countries in its agenda.

10. The joint membership of the General Assembly and the Commission recognize the need for strengthening the links between both bodies. To this end, the Organizational Committee designated South Africa as coordinator of a process aimed at exploring options for more informal and substantive links between the two organs. In this regard, the coordinator has initiated consultations with the President of the sixty-eighth session of the Assembly in order to identify possible entry points through which the Commission could tap into the Assembly's convening power and broad-based membership in order to raise awareness of and to advocate for the specific peacebuilding needs and opportunities in the countries on the agenda.

11. Similarly, the joint membership of the Economic and Social Council and the Commission acknowledged that the collaboration between the two bodies needed a fresh look, with a view to enhancing complementarities, as well as streamlining and drawing broader attention to the socioeconomic dimension of peacebuilding. In this regard, the importance of sufficient preparations to ensure quality outcomes of and follow-up to interactions between the Commission and both organs remains a crucial factor in justifying the investment of time and resources in the organization of additional meetings and events.

B. Advocacy, accompaniment and sustaining attention

12. A clear national vision and commitment, of which advocacy and accompaniment by the Commission can be supportive, are essential. While this reflects the continuing evolution and potential of the Commission's role in advocacy, accompaniment and sustaining attention in some of the countries on the agenda, the political and security developments in other countries on the agenda have raised questions about the limitations of the Commission in this area. The Commission positioned itself to support the transition of the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) and initiated a process to consider its own transition in Sierra Leone. It also continued to accompany Burundi in the follow-up to the 2012 Geneva Partners Conference and Liberia in the design and initiation of the national reconciliation process. The Commission also supported efforts led by the United Nations and the region in support of legislative elections in Guinea. At the same time, the Commission, in its engagement in Guinea-Bissau and the Central African Republic, continued to face the challenges accompanying derailed peacebuilding processes following unconstitutional changes of government. In this connection and when some type of relapse has occurred, the situations in Guinea-Bissau and the Central African Republic have, yet again, underlined the limitations of the Commission's advocacy and accompaniment functions and the need to reflect further on the nature, scope and timing of the exercise of its role in eliciting and sustaining the attention of the international community.

13. At an advanced stage in the peacebuilding processes in Sierra Leone and Burundi, the Commission's role in the area of advocacy and accompaniment is closely linked to its functions of mobilizing resources and forging coherence. In Sierra Leone, the adoption of the Agenda for Prosperity² and the initiation of the transition and drawdown of UNIPSIL represented key milestones for refocusing the Commission's engagement and functions and adapting them to the specific needs

² <http://www.sierra-leone.org/Agenda%204%20Prosperity.pdf>.

and developments on the ground. In this regard, the Commission's engagement was characterized, in particular, by regular dialogue at headquarters and in the field with the Government, the Security Council, senior United Nations leadership and key country partners. During this dialogue, the Commission echoed the point of view of the United Nations and the Government, namely, that in transitioning to a development-oriented assistance, it is important that the international community remain engaged in respect of peacebuilding needs in Sierra Leone. In Burundi and following the success of the Geneva Partners Conference in 2012, the Commission's advocacy role proceeded in two parallel directions. Through follow-up activities to the Geneva Conference in New York and in Bujumbura, the Commission has promoted an approach of mutual accountability, encouraging the Government to honour its commitments in political and economic reforms, while also encouraging donors to translate their pledges into concrete commitments and programmes. The Commission has also contributed to raising awareness of partners and to increasing visibility of good practices and achievements in Burundi in areas such as domestic revenue collection and human rights. Furthermore, the Commission engaged in high-level advocacy initiatives and in support of the political dialogue and other preparatory processes for the 2015 elections. The Commission will use the agreed annual progress monitoring mechanism to sustain the attention and engagement of the Government and its partners regarding pledged commitments and agreed reforms, and to advise Burundi on the key political processes in 2014 that will lay the foundation for successful elections in 2015.

14. The advocacy and accompaniment function assumed an issue-specific focus during the reporting period in Liberia and Guinea. With emphasis placed on generating political momentum behind the national reconciliation process in Liberia, the Government launch of the Road Map for National Healing, Peacebuilding and Reconciliation in July and the National Palava Hut Programme in October represented important steps forward in the direction of a coherent reconciliation strategy in the country. In this context, the Commission is engaged with the Government and its partners in helping to address technical and budgetary impediments to the process and encouraging the Government to take necessary measures to affirm its commitment to this nationally identified peacebuilding priority. On the other hand, in Guinea, the electoral process drew forth its own particular focus from the Commission. In this regard, the Commission framed its advocacy and accompaniment role in support of the efforts led by the facilitation team and Said Djinnit, the Special Representative of the Secretary-General for West Africa, and acted as the voice of the international community from New York during critical moments of the electoral process. This engagement was manifested through the issuing of official statements and the convening of meetings which offered Mr. Djinnit a platform for briefing and interacting with the members of the Commission.

15. Also in Liberia, the Commission was represented by the Chair in the security sector reform workshop organized by the Governments of Liberia and Sweden and the United Nations Mission in Liberia (UNMIL) in September. The Commission contributed to an emerging and broad recognition of the need for the national security institutions to keep up with the pace of transition of UNMIL, and of the need for stronger linkages between the justice and security actors, as well as stronger linkages of those actors with the legislature.

C. Resource mobilization and partnerships

16. The Commission has continued to prioritize its activities related to its resource mobilization function, with its role increasingly focused on supporting national efforts to mobilize resources. As noted by experts and several members during the workshop organized by the Dag Hammarskjöld Foundation and the Peacebuilding Support Office in October, the advantage of the Commission in the area of resource mobilization does not lie in fundraising, but rather in broadening the base and securing the buy-in of traditional and new bilateral and multilateral donors to engagement in support of the peacebuilding processes in the countries concerned. The other advantage demonstrated by the process in Burundi is the opportunity offered by resource mobilization forums to promote and further advance the political and economic reform agenda in the country. In this respect, there is increasing recognition that the Commission's activities in marshalling resources, in advocacy and sustaining attention, and in forging coherence are mutually reinforcing and must be pursued with an overarching and strategic approach. In this connection and at the October follow-up conference in Burundi, the Government announced that the delivery rate is estimated at a satisfactory 52 per cent of the \$2.5 billion pledged in Geneva.

17. The Commission's prioritization of partnership with international financial institutions and regional development banks continues to be at the core of the multidimensional approach to this function. The partnership is increasingly manifested in country-specific contexts and in connection with most recently adopted development strategies in Burundi, Guinea, Liberia and Sierra Leone. At the same time, there is need for stocktaking of progress made in taking forward the partnership with the World Bank and the African Development Bank at the country level based on a process of cross-learning within the Commission. In the case of Sierra Leone, further discussions were undertaken with the relevant resident international financial institutions and donor community in the country during the peacebuilding assessment mission in November. The Commission's engagement during the reporting period in the follow-up to the Geneva Partners Conference for Burundi focused primarily on supporting the Government effort to sustain policy dialogue with its partners around specific sectors of the second poverty reduction strategy paper. In this regard, the coordination with the World Bank has been further intensified, in particular in connection with the support provided to the Government of Burundi in organizing two follow-up conferences in Bujumbura in June and October.

18. The Commission's emphasis on and support for the Government's lead on resource mobilization efforts were further manifested in the engagement with Liberia, especially in support of the justice and security priority area. In this regard and in connection with a pledging conference planned for the first quarter of 2014, the Commission efforts will be increasingly aligned to the Government resource mobilization strategy, which is linked to the implementation of the Agenda for Transformation,³ and other relevant national frameworks. Similarly and following the launch of the Agenda for Prosperity by the Government of Sierra Leone in July, the Commission advocated with key partners for the need to consider the document as an overarching strategy, which should guide all future international assistance to

³ See <http://mof.gov.lr/doc/AfT%20document-%20April%2015,%202013.pdf>.

national development efforts. A clear national resource mobilization strategy centred around the Agenda for Prosperity will enable the Commission to revisit its own future engagement in Sierra Leone, with a view to effectively promoting targeted and more coherent support for the peacebuilding-related priorities of the Agenda.

19. The Commission has also used its platform to advocate for the use of timely resources in a coordinated fashion in countries approaching or facing crises. In the Central African Republic, for example, a configuration meeting held in September allowed for the Special Representative of the Secretary-General, the Peacebuilding Fund and the European Union to agree in principle on a coordinated approach to supporting the civilian police and gendarmerie. Towards the end of the year, the Commission welcomed the use of \$5 million from the Fund's Immediate Response Facility to build momentum for the efforts of the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) to assist Guinea-Bissau in sustaining the process leading to its return to constitutional order.

20. The reporting period has also witnessed intensified policy-related efforts to explore practical entry points with the private sector and philanthropic organizations. To this end, a special event of the Commission was held in June in collaboration with the United Nations Global Compact Office. Bringing together business leaders from Africa, civil society and Governments, the event focused on the role of the private sector as catalyst for economic growth and job creation in post-conflict countries, and underscored the importance of creating an enabling environment for the effective development of the local private sector and of fostering socially responsible business practices, and inclusive economic growth. Going forward, it is important for the Commission to explore practical steps aimed at clarifying the nature and scope of a desired partnership with the private sector. For example, the Commission can support national Governments of countries in its agenda in identifying practical solutions to challenges inhibiting investment flows and advocate with partners on the need for a greater focus on national private sector development.

21. Entry points for partnership with foundations and philanthropic organizations have proved to be even more challenging for the Commission. Through initial and exploratory contacts initiated by the Peacebuilding Support Office, a number of opportunities and challenges were identified. In particular, it was noted that while foundations make large contributions to a variety of initiatives in post-conflict countries, the funding focus is usually contextualized within themes such as poverty alleviation, support to human security and promotion of social welfare. Foundations find "peacebuilding" to be a vague concept with security-oriented connotations. In order to address this challenge, the Commission can further explore options for outreach, including through the provision of evidence-based analysis, as appropriate, on the long-term impact on sustainable peace of an integrated approach to specific areas related to peacebuilding.

22. In addition to the emerging trends in country-specific approaches to resource mobilization, there has been a continuing development by the Commission of an institutional approach to this function based on lessons learned and good practice. In addition to considering, in 2012, the Commission's possible role in promoting the development of national aid coordination and management systems in countries in its agenda, the Working Group on Lessons Learned continued to highlight practical approaches for the Commission in exercising its resource mobilization function. The

Working Group workplan for the reporting period was developed with the objectives of drawing lessons learned and generating findings related to the role of the Commission in supporting the organization of donor/partner conferences (April); and of exploring and underscoring different approaches to building national capacities for domestic revenue generation (July).

23. Drawing upon the experience of Burundi, the Working Group discussion on national capacities for domestic revenue generation underscored that this can make a significant contribution in supporting nationally led funding for recovery and peacebuilding priority areas, as well as constitute an important aspect of reform that can catalyse and encourage external financial support. The successful performance of the national office on revenue of Burundi testified to the national commitment to improve domestic revenue generation, which was underscored by the Commission and the Government at the Geneva Conference. Such commitment has proved to be helpful in sustaining the engagement of donors, as evidenced by the outcome of the Conference. The Commission will promote experience-sharing between Burundi and other agenda countries in this crucial dimension of a possible national resource mobilization strategy.

D. Forging coherence

24. Addressing the challenge of competing agendas and fragmentation of peacebuilding activities remains a central objective of the Commission. However, and as noted by experts and several members at the Dag Hammarskjöld Foundation informal workshop held in October, the Commission is not positioned to coordinate operational activities in the field. On the other hand, the Commission can forge coherence in peacebuilding-related engagements in countries in its agenda by promoting a greater focus on opportunities for peacebuilding, by pointing to strategic gaps in response to peacebuilding priorities and by drawing the attention of key stakeholders to bottlenecks in the peacebuilding processes. At the same time, the need for greater consistency and coherence of decisions made by its Member States regarding peacebuilding-related areas of bilateral assistance, as well as in connection with positions and actions taken in relevant multilateral forums, cannot be overemphasized.

25. In Burundi, the Commission drew upon the follow-up meeting to the Geneva Conference in October to encourage and facilitate coordinated and consistent messages from key partners on key issues of a political and technical nature. Encouraged by the Commission, the final communiqué issued at the conclusion of the meeting in Bujumbura on 30 October consolidated the commitments of the Government around key political issues and the commitments of the main donors in support of the second poverty reduction strategy paper, thus ensuring greater clarity of expectations and commitments on both sides. Similarly in Liberia, the Commission advocated for greater coordination between the main bilateral and institutional partners of the country on national peacebuilding priorities, including through the convening of a round table in Monrovia in September on land and natural resources management. Further underscoring a critical requirement for more effective and coherent international assistance in this area, for which the Commission's advocacy will be required, participants at the round table underlined the need for dialogue involving local communities, the private sector, civil society and the Government.

26. In collaboration with the Peacebuilding Support Office, the Commission intensified its efforts to increase coherence at the country level through its partnership with the Peacebuilding Fund. The Commission and the Peacebuilding Fund aligned their country visits to Liberia, Sierra Leone and Burundi in order to increase strategic cooperation and strengthen the synergy of their respective and complementary roles. Working closely with the Fund provides another way for the Commission to build up the political and programmatic momentum behind commonly agreed priorities. In this regard, in Liberia, the Fund grant of \$15 million in September is centred on the Government Road Map for National Healing, Peacebuilding and Reconciliation, a policy that has been strongly advocated by the Commission (and for which the Commission advised the Fund to wait before allocating resources in 2011). The Commission will continue working with the World Bank and the Peacebuilding Fund in the context of the new Peacebuilding Priority Plan approved by the Fund in October. In Burundi and as a follow-up to the Geneva Partners Conference, a third Peacebuilding Fund allocation, of approximately \$10 million, is envisaged around areas relevant to the consolidation of democracy in the run-up to the 2015 elections, such as social cohesion and national dialogue, youth participation in political and social initiatives, human rights and resolution of land disputes. The Commission underlined its support for the planned third allocation of the Fund, highlighting the necessity of linking it to a strong conflict analysis. In Guinea, the configuration was used as a platform through which to advocate for a coherent and urgent international response to tension-filled legislative elections, at which the Fund made a public statement of support in the presence of Mr. Djinnit. In Liberia, the Commission has strongly encouraged the Fund to realign the Joint Steering Committee, especially given the Government adoption of the new Agenda for Transformation. By these actions, the Commission and the Fund are aligning their voices behind the vision of the Government. For its next allocation to Burundi, the Fund is also realigning itself behind the country's second poverty reduction strategy paper.

27. At the policy level, the complementarity between the Commission and the United Nations senior leadership has been recognized as a key aspect of enhancing coherence and maximizing the impact of activities and actions undertaken in support of peacebuilding in the field. In this connection and in addition to regular meetings of the Commission with the Executive and Special Representatives of the Secretary-General in agenda countries, the second informal interaction between the Chair of the Commission, the Chairs of the country configurations and the Chair of the Working Group on Lessons Learned with some of these representatives was held through videoconferencing in March. Informal interaction in 2013 further reflected on the nature of the partnership between the Commission and the United Nations senior leadership in the field; and on opportunities for strengthening this partnership through the attainment of greater clarity regarding areas of the Commission's added value for the United Nations. While encouraging developments were witnessed during the reporting period, there is a need for sustained dialogue and active channels of communications between the Commission and the United Nations senior leadership, including through joint support from the Peacebuilding Support Office and the lead United Nations entity at Headquarters. There is also a need for cross-learning among the configurations regarding working models, which have developed recently, for collaboration and complementarity between the Commission and United Nations senior leadership in Burundi, Sierra Leone and Guinea-Bissau.

