



SOFIMUN
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COMMITTEE:
UNITED NATIONS PEACEBUILDING
COMMISSION

CHAIRPERSON:
MATIJA BLACE & PLAMENA MARKOVA

TOPIC: (A)
COOPERATION AND INTEGRATION OF
THE PEACEBUILDING COMMISSION IN
PEACE KEEPING MISSIONS

UNITED NATIONS PEACEBUILDING COMMISSION (PBC)



The United Nations established the Peacebuilding Commission in 2005 to improve the international community's support for countries just emerging from violent conflict. The Commission (or PBC) is an intergovernmental advisory body with 31 member states. It provides short to medium-term engagement between the international community and vulnerable governments and serves as a forum for bringing together stakeholders to ensure better coordination in peacebuilding.

The Peacebuilding Commission was created by the Security Council and General Assembly in joint resolutions and began meeting in June 2006. Within the UN system, the Peacebuilding Commission is unprecedented in its organization and mandate, including providing advice to the Security Council and the Economic and Social Council on critical peacebuilding issues. The PBC is also mandated to engage with the World Bank and IMF.

The Commission meets regularly at UN headquarters in New York to provide advice on peacebuilding in selected countries and to consider the development of best practices in peacebuilding. Countries can be referred to the PBC by the Security Council and the Secretary-General, as well as by the country itself, the General Assembly or the Economic and Social Council in exceptional cases.

Most of the Commission's work takes place in country-specific meetings that address peacebuilding challenges specific to the country receiving advice from the PBC. All PBC members and relevant stakeholders, including representatives from the selected country, are invited to participate in country-specific meetings. Through such meetings and consultations held in the countries receiving advice, key priority areas for successful peacebuilding in that country are identified. Special attention is paid to identifying gaps in existing UN, World Bank and other strategies for peacebuilding or development.

The PBC supports the development of a peacebuilding framework document for the country and the development of a mechanism in-country to monitor progress in achieving key peacebuilding goals. The PBC at UN headquarters can use the peacebuilding framework document and consultations that take place in its meetings to sustain international interest in the selected country, marshal resources for peacebuilding there and bring attention to potential threats to peace. The PBC is able to provide advice to relevant bodies (mostly within the UN system) on peacebuilding in that country.

More at:

www.un.org/peace/peacebuilding



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Topic A Cooperation and integration of the Peacebuilding Commission in peace keeping missions - summary

I. ANALYZING AFRICA

Since the end of the Cold War, the frequency and forms of UN engagement in post-conflict transitions after civil war have expanded considerably. UN missions now get involved in a diverse range of activities, including organising elections and promoting democratic institutions and security sector reform. This year, the budget for UN peacekeeping operations was US\$5.5 billion dollars, with 18 Department of Peacekeeping Operations (DPKO) led missions around the world, deploying more than 100,000 serving civilian and military personnel from 118 countries. Yet despite this vast allocation of resources and a number of notable successes, UN efforts have too often failed to foster strong and lasting political institutions, support the social and economic development that is essential for a sustainable peace, or prevent relapses into conflict. The lives of people on the ground, in the communities and among the poor, often continue to be blighted by fear, insecurity and, for women, the threat of sexual violence and rape. Some 40% of countries fall back into conflict within five years.



Analyses have recognised the fragmentary nature of peacebuilding in many countries. Various actors and stakeholders come into the picture and different times and with different priorities and methods. This is true even for the organization of UN itself, as different organizations under the UN umbrella often work with minimum of coordination with each other.

Such approach has negative consequences. Projects overlap with each other, meaning a needles waste of precious resources. Not having joint benchmarks and coherent strategies means that such operations are often much less effective they could be, as many countries receive help too late to prevent them from sliding back into conflict, while resources are sometimes pulled out before the set goals have been met, leading to the same result.



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The Commission is likely to deal only with countries emerging from conflict, once a peace accord has been concluded and a minimum degree of security exists. Countries would be expected to express an interest in appearing before the PBC. A referral against the wish of the Government is unlikely to take place.

In practice, however, the assumption seems to be that most, if not all, countries on the PBC work programme will initially be chosen from the list of situations on the Security Council agenda. As stipulated in Article 12 of the UN Charter, the General Assembly and ECOSOC cannot take action on any situation under consideration by the Security Council. In addition, it is expected that, although the language of the constitutive resolutions seems to suggest that the consent of the country concerned is only needed in "exceptional cases", in practice a situation would only be included on the PBC country-specific agenda with the active cooperation and consent of:

- the country concerned;
- the Security Council; and
- the PBC Organisational Committee

At present, Burundi, Central African Republic, Sierra Leone and Guinea-Bissau are on the agenda of the Commission. All have been referred to the PBC by the Security Council.

If we look at the time and conditions it took the PBC to engage in peacebuilding process in the countries on the agenda, we'll see that at average 5-6 years have passed since the peacekeeping troops withdrew and PBC starting its work. If we remember the fact that some 40% of countries fall back into conflict within five years, a question is obvious: Could the PBC be more effective in conflict prevention role if it engages in the target country sooner?

WHAT IF? SCENARIOS FOR EARLIER PBC ENGAGEMENT IN SIERRA LEONE

Several informants questioned why the PBC should intervene now, often suggesting that (had it existed) the PBC should have intervened much earlier in Sierra Leone's case.

Taking Sierra Leone as a case study, there are several scenarios where 'quick impact'/quick disbursement of PBF funding would have been very useful. For example, the PBF could have provided stop-gap funding that allowed 'peacebuilding' functions that were fulfilled by United Nations Mission in Sierra Leone (UNAMSIL) (such as rule of law and security sector reform) to continue uninterrupted following the peacekeepers' withdrawal, until long-term donor programmes were in place. United Nations Integrated Office in Sierra Leone (UNIOSIL) saying that although some level of donor funding was in place, the armed forces still faced shortages of fuel, and that the deployment of police personnel to the provinces (especially critical for decentralisation and expansion of the rule of law) was hampered by a lack of accommodation. Since the security reassurances represented by





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UNAMSIL's armed forces were withdrawing, properly equipped and functioning national security forces were essential to avoid creating a security vacuum in rural areas.



Another area where timely PBF funding would have been very useful in Sierra Leone was in supporting certain projects alongside peacekeeping operations, to fill gaps for essential stability activities that assessed contributions for peacekeeping are not allowed to cover, such as job creation for ex-combatants or short-falls in funding support for national elections. During its mandate, UNAMSIL worked closely with the World Bank, UNDP and the Sierra Leone government to disarm, demobilise and reintegrate over 75,000 armed combatants. However, at the end of its mandate, UNAMSIL reported that the "success in disarming and demobilising combatants was not equally

matched with efforts to reintegrate and find them decent jobs. Most have now joined the large pool of the unemployed and unless the economy generates more jobs, the presence of former fighters roaming the streets will continue to be one of the government's major challenges".

Timely PBF money could have bridged the gap between the more reliable, assessed contributions system used by peacekeeping missions to disarm and demobilise, and the less-reliable voluntary funding associated with most reintegration and recovery activities.

Indeed, a 2003 UN Peacekeeping Best Practices study on Sierra Leone captured the critical importance of quick funding in Disarmament, Demobilisation and Reintegration (DDR) programmes:

"The NCDDR [National Committee on DDR] was also faced with problems related to the absorption capacity of the reintegration programme due to a lack of consistent funding through the Multi-Donor Trust Fund and capacity of implementing partners, which delayed the reintegration programmes considerably and left many ex-combatants waiting to be admitted. The months immediately following demobilization were the most critical for ex-combatants. Having lost their source of livelihood, there was an immediate need to assist them in their transition into a normal life. Delays in providing economic reintegration opportunities through training and options for employment are detrimental to the peace process and disenchanted ex-combatants can present a potential threat to stability. Many remained in the areas where they were demobilized, staying with their former comrades and their commanders posing a significant security threat".

The study also found that "reintegration occurred in fits and starts as the resources became available" and that many ex-combatants turned to diamond mining, which was generally poorly paid and unregulated. In Kono, the estimated number of men involved in diamond mining increased three-fold following demobilisation.



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QUESTIONS THAT NEED ANSWERING

This issue can be broken down into several smaller areas which need PBC`s attention:

- 1. PBC should consider close cooperation or even integration with Department of Peacekeeping Operations (DPKO).** There is great potential for PBC to have a chance of earlier and therefore more effective deployment in crisis area if a closer cooperation or integration in DPKO`s operations is established. Although the military remain the backbone of most peacekeeping operations, the many faces of peacekeeping now include administrators and economists, police officers and legal experts, de-miners and electoral observers, human rights monitors and specialists in civil affairs and governance, humanitarian workers and experts in communications and public information. In many countries, starting with Kosovo and Timor-Leste, a new model was introduced - full-fledged international transitional administrations. Since many, if not all of these areas, directly concern the purpose of PBC, it`s experience and expertise might be put to very good use, either in a monitoring role, thus preparing grounds for quicker and more effective deployment, or starting it`s work as peacekeeping troops are still on the ground.
- 2. PBC should consider engaging in cases where the Security Council is beginning to contemplate a handover or draw-down.** The PBC`s early success in bringing security, political, and development considerations into a common framework would be a valuable asset in helping to plan for such transitions. In particular, the PBC could work with the Security Council to ensure adequate attention to and coherence in the institution-building aspects of reconstruction, an important consideration in deciding the pace and manner of a peacekeeping draw-down. Likewise, there is a potential for the PBC to add value early on in the planning process, by ensuring that institution-building concerns are adequately reflected in early action. Given the imperative for strong UN leadership from the field, interaction between the PBC and the Security Council could be valuable in ensuring an extensive and integrated UN presence.



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Suggested Reading and Additional Sources

Topic A: Cooperation and integration of the Peacebuilding Commission in peace keeping missions

For a better understanding of the issue, the following sources should be consulted, but they are not exhaustive, therefore it is recommended that the delegates research the topic on their own, both through academic sources, as well as informal channels.

Mandatory

1. General Assembly resolution - Year 2005: 60/180
2. Security Council resolution - Year 2005: S/RES/1645
3. Security Council Presidential Statement - Year 2008: S/PRST/2008/16
4. [United Nations Peacebuilding Commission](#)
5. [United Nations Department of Peacekeeping Operations](#)
6. [Global Policy Forum](#)
7. [Peacebuilding Commission Update](#)
8. [Reform the UN](#)

Suggested

9. [Center for UN reform Education](#)
10. [A study by ActionAid, CAFOD and CARE International: Consolidating the peace? Views from Sierra Leone and Burundi on the United Nations Peacebuilding Commission](#)
11. [Background Paper prepared by the International Peace Academy for the Regional Seminars](#)
12. [organized by the Friedrich-Ebert-Stiftung: The UN Peacebuilding Commission: Benefits and Challenges](#)

Delegates should also direct independent research in order to understand their country's position and their involvement in the issues. It is highly recommended to research beyond one's representing country, but also other key countries and their positions. For assistance or further information please do not hesitate in contacting the chairpersons.