## 33. Peacebuilding and sustaining peace

During the period under review, the Council held two meetings under the item entitled "Peacebuilding and sustaining peace" which took the form of a briefing and an open debate. <sup>1213</sup> More information on the meetings, including on participants and speakers is given in the table below. In 2022, no decision was adopted in connection with this item. <sup>1214</sup>

On 27 July, the Council held its annual briefing to discuss the report of the Peacebuilding Commission. At the meeting, the Council heard briefings by the permanent representative of Egypt in his capacity of Chair of the Peacebuilding Commission for 2021 and by the chargé d'affaires of Bangladesh, in his capacity as Chair of the Peacebuilding Commission for 2022. 1215

During his briefing, the Permanent Representative of Egypt focused on the annual report of the Peacebuilding Commission on its fifteenth session, under his country's chairmanship. 1216
The representative of Egypt informed that throughout 2021, the Commission had led efforts towards the operationalization of the review outcome as contained in the 2020 twin resolutions of the General Assembly and the Security Council, 1217 including by exploring avenues to strengthen the Commission's advisory, bridging and convening roles, with a focus on enhancing the impact of peacebuilding in the field. 1218 He reported that in 2021, the Commission had engaged in support of 13 country- and region-specific settings, including holding meetings for the first time on the Gulf of Guinea and the transition in Chad, for a total of 23 different countries and regions, the highest number since its inception. In terms of thematic engagements, the Commission considered new themes, including interlinkages between peacekeeping and peacebuilding, disarmament, demobilization and reintegration and security sector reform.

Regarding its advisory and bridging roles, he informed that the Commission had further expanded and strengthened its relations with the Security Council, the General Assembly and the Economic and Social Council, through the designation of informal coordinators for the

<sup>&</sup>lt;sup>1213</sup> For more information on the format of meetings, see part II.

<sup>&</sup>lt;sup>1214</sup> See <u>A/77/2</u>, part II, chap. 27.

<sup>&</sup>lt;sup>1215</sup> See <u>S/PV.9101</u>.

<sup>&</sup>lt;sup>1216</sup> See S/2022/89.

<sup>1217</sup> Resolution 2558 (2020) and General Assembly resolution 75/201.

<sup>&</sup>lt;sup>1218</sup> See S/PV.9101.

Commission's relations with those organs and better alignment of their programmes of work. He noted that the Commission had provided advice nine times to the Security Council during 2021, including for the first time on the Great Lakes region. The chargé d'affaires a.i. of Bangladesh, in his capacity of Chair of the Peacebuilding Commission for 2022, briefed the Council on the Commission's programme of work for 2022 and its implementation status for the year. He noted that the Commission planned to engage with at least 12 different countries and five different regions during the year, in addition to its ongoing thematic priorities. He also informed the Council that the Chair of the Liberia configuration had conducted a field visit to the country and meetings had been held at the request of Colombia, the Central African Republic, Guinea-Bissau, Liberia and Burkina Faso, while regional meetings had been held on the Sahel, the Lake Chad basin and the Pacific Islands. He emphasized that the programme of work for the year prioritized national ownership and inclusivity and a coherent United Nations approach to peacebuilding. He also indicated that the Commission continued its efforts to enhance its advisory and bridging role with the General Assembly, the Security Council and the Economic and Social Council and reported that for the first time, the Commission had shared its programme of work with the General Assembly and the Security Council, through formal communications from the Chair. 1219 He also highlighted that the Chair of the Peacebuilding Commission and the President of the Council had requested the Secretary-General to liaise with the Commission in advance of relevant reporting to the Council, and underlined that the Commission had sent advisories to the Council on Burkina Faso, Central Africa, the Great Lakes, Women and peace and security, and the impact of the coronavirus disease pandemic on peacebuilding and had briefed the Council on the United Nations Office for West Africa and the Sahel.

Council members welcomed the briefings by the former and current Chairs and discussed the advisory role of the Commission to the Security Council, including approaches to enhance the relationship between both organs. <sup>1220</sup> In that regard, the representative of Kenya, which served as informal coordinator between the two bodies, emphasized the critical need to ensure that the Commission remained well-positioned to provide timely, relevant and actionable advice

<sup>&</sup>lt;sup>1219</sup> See S/2022/202 and S/2022/250.

<sup>1220</sup> For more on the relationship between the Council and the Peacebuilding Commission, see part IX, sect. VII.

to the Council, whether thematic, country-specific or region specific. 1221 Recognizing that the alignment of the programmes of work of the Council and the Commission remained a challenge, the representative of Kenya also stressed the need for early focus and planning around the already calendarized Council meetings, particularly in regard to peace operation transitions and mandate renewals. He further called for the establishment of a follow-up mechanism to ensure that the Council integrated and followed up on the Commission's advice in its work. Similarly, the representative of Mexico suggested that the Commission's recommendations to the Council should reach the latter in time for them to be duly considered. The representative of Brazil called for more meaningful collaboration between the two bodies, including through consultations on issues relating to peacebuilding and sustaining peace ahead of the formation, review, drawdown and transition of peace operations; the regular submission of written advice by the Commission on issues on the agenda of both bodies; the submission of advice on how peacebuilding planning could concretely address the needs of children affected by conflict, a further alignment of the work programmes of the two bodies, greater interaction between the Commission and Council penholders; and enhancing the Council's working methods regarding interaction with the Commission. The representative of China encouraged the Council to invite the Chair of the Commission to brief more frequently in order to strengthen communication and the representative of Gabon welcomed the efforts made by the Commission to establish more coordinated action with the Council.

The representative of the United Arab Emirates encouraged Council members to further engage with the Commission, including by continuing to invite it to brief and provide written advisories to the Council on relevant matters and suggested that Council members could coordinate with the Commission before and during their assumption of the Council presidency. She also called for drawing on the perspectives and recommendations of the Commission in the design and implementation of mandates of peace operations and their transitional arrangements; and proposed that the Council include the Commission in the initial stages of exit strategies in order to foster peace in local contexts. The representative of Ghana welcomed the practice by the Commission of submitting letters or notes of advice ahead of Council meetings, and underscored

<sup>&</sup>lt;sup>1221</sup> See S/PV.9101.

that if further established, that practice would undergird the relations between the two bodies in a manner that would allow for the Commission to contribute to addressing the underlying causes of the conflicts on the agenda of the Council. The representative of Norway noted that the Council had to request, deliberate and draw upon the targeted advice of the Commission more often, especially in the formation of mandates, renewals and transitions. The representative of the United Kingdom recognized the potential of the Commission and indicated that by continuing to deepen its follow-up on the countries with which it engaged and by rallying collective responses to peacebuilding challenges, the Commission would continue to grow in value.

The representative of India was of the view that the advisory role of the Commission should be exercised judiciously and only when warranted. The representative of the Russian Federation believed that there was room for improvement in the quality of the recommendations of the Commission to the Council and emphasized that the value of the Commission was that it could pass the peacebuilding priorities of host countries along to the Council, which could be a useful addition to the reports of the Secretary-General. She added that the value and pertinence of the Commission's recommendations played a fundamental role in it being taken into account in the work of the Council and noted that in order to improve the quality of the cooperation between the two organs in some cases, there was no need to wait for a planned Council meeting for the head of a country-specific configuration to issue a formal statement. If the matter was urgent, then a letter could be written to the Council to that effect. Highlighting the advisory role of the Commission, the representative of Ireland called on the Council to turn that advice into action and to ensure that the Commission and the Member States it represented were empowered to fulfil their important role.

Emphasizing the importance of the work of the Commission on thematic and crosscutting subjects, particularly in promoting the women and peace and security and the youth, peace and security agendas, the representative of France noted that such work had to be placed in specific geographical contexts. She suggested for the Commission to support preparations for the withdrawal of peacekeeping operations and to produce complementary, targeted and operational recommendations to the Council, while respecting the mandates of the two bodies in particular before the renewal of peacekeeping operation mandates and in anticipation of dialogue with Council penholders. On 3 November, at the initiative of Ghana which held the Presidency for the month, <sup>1222</sup> the Council convened a high-level open debate under the sub-item, "Integrating effective resilience-building in peace operations for sustainable peace". <sup>1223</sup> Council members heard introductory remarks by the Secretary General, and briefings by the Assistant Secretary-General for Africa in the Departments of Political and Peacebuilding Affairs and Peace Operations, the Commissioner for Political Affairs, Peace and Security of the African Union, the Chair of The Elders and the Executive Director of Security Council Report. <sup>1224</sup>

During his briefing, the Secretary-General indicated that the local and global contexts in which United Nations peace operations were deployed were becoming increasingly challenging. He affirmed that geopolitical tensions were growing, and that insecurity was becoming widespread. He emphasized that the drivers of conflict were fueling political tensions, economic despair and social unrest, and warned that the peacebuilding gains on the African continent and elsewhere were reversing. He stressed the need to ensure a sharper focus on prevention and building resilience and for peace operations to be empowered and equipped to play a greater role in sustaining peace at all stages of conflict and in all its dimensions. The Secretary-General encouraged engagement with local communities and noted that peace operations could help promote more responsive and inclusive governments and institutions. He advocated for the participation and leadership of women and youth in conflict prevention and resolution efforts. Regarding resilience-building and sustaining peace, he recommended a holistic and integrated approach involving strengthening partnerships among the United Nations and regional organizations, including the African Union, and with international and regional financial institutions. He also suggested better integrating the work of United Nations country teams with the mandates of peace operations and in transition contexts. Lastly, he noted that funding by the international community had to be scaled up in support of the Peacebuilding Fund.

The Assistant Secretary General for Africa in the Departments of Political and Peacebuilding Affairs and Peace Operations addressed the need to adapt United Nations peace operations to fast-changing conflict dynamics and called for holistic and integrated approaches

<sup>&</sup>lt;sup>1222</sup> A concept note was circulated by letter dated 24 October 2022 (\$/2022/799).

<sup>&</sup>lt;sup>1223</sup> See S/PV.9181 and S/PV.9181(Resumption1).

<sup>&</sup>lt;sup>1224</sup> See S/PV.9181.

and for inclusive strategies that considered the entire spectrum of peace in order to ensure the success of such operations. She further underlined the importance of mobilizing and engaging international, regional, and national actors working cooperatively and collaboratively on conflict prevention and resolution. She also emphasized that peace operations needed clear, realistic and topical mandates while noting that security-oriented responses alone were insufficient. She emphasized the need for inclusive strategies in peacebuilding efforts including acknowledging the contributions and concerns of women and youth; and encouraged meaningful engagement with communities at the local level. She also stressed the importance of complementarity and collaboration between peace and security efforts and the protection of human rights and development and humanitarian work. In relation to sustaining peace, she emphasized the UN country teams' role in supporting countries especially during United Nations transitions.

In his briefing, the Commissioner of the African Union for Political Affairs, Peace and Security stressed that the Security Council could ensure that peace operations in Africa facilitated a pathway to address the underlying causes of conflict by adopting a whole-of-organization approach in implementing mandates. He also underscored the need to align programmes for complementing critical political transitions with exit strategies for peace support operations in order to build relevant institutional and normative capacities towards resilience. He noted that the African Union was working closely with the United Nations Development Programme to support political transitions and asked for the Council's support for the African Union-United Nations Regional Governance Facility for Managing Inclusive Transitions in Africa. He further called for a common purpose between the African Union and the United Nations in addressing existing and emerging threats to regional and international peace, with increased collaboration and coordination.

In her briefing, the Chair of The Elders emphasized that security, sustainable development, and human rights should lay the foundation for resilient peace operations. She stated that peace operations should address the root causes of conflict and insecurity and not just the immediate symptoms, and called on the Council to play a more proactive role and promote a whole-of-United Nations approach in support of just and sustainable peace, while ensuring that peace operations drew on and complemented the work of staff at the country level. She also expressed the support of The Elders for enabling regional organizations to take a leading role in

conflict prevention and resolution and emphasized that the Council should cooperate closely with those organizations and step in when those organizations were unable to take effective action. She also stressed the importance of ensuring the fair and meaningful participation of women and girls in peace processes, including by increasing the representation of women in the defense and security structures and in peacebuilding and mediations. She further underlined that the climate crisis was a threat multiplier and driver of conflict and recommended integrating an environmental analysis into the work of the Security Council and the Peacebuilding Commission.

The Director of Security Council Report noted the Council's acknowledgement of previously unaddressed structural factors of conflict and non-traditional threats, including for example, in discussions on the effects of gang violence in Haiti, and the recent establishment of the Haiti sanctions' regime. She also recalled the Council's support for transitional justice initiatives in mandating peace operations in the Central African Republic and Colombia. She suggested that the Council could consider additional steps to protect its investments in peace through peace operations by, inter alia, signaling the Council's strong interest in sustaining peace, in tandem with the work of the Peacebuilding Commission; and following-up with countries after mission closure from time to time, including through visits of the Council. She concluded that while no peace operation was expected to address every last issue, the full, intricate context in which those operations intervene had to be considered.

Following the briefings, some Council members and other participants conveyed their support for the Secretary General's Action for Peacekeeping and/or Action for Peacekeeping Plus initiatives. 1225 Numerous speakers underscored that military interventions by peace operations were insufficient to achieve sustainable peace, emphasizing the need for a holistic approach including non-military measures to identify and address the root causes and drivers of conflicts. In this regard, some participants asserted that the humanitarian-development-peace nexus had to be strengthened in order to address the root causes of conflict. 1226 A number of Council members and other participants pointed at the need to integrate resilience-building into

<sup>&</sup>lt;sup>1225</sup> See <u>S/PV.9181</u>, United States, Kenya, Albania, Italy, Austria, Sweden; <u>S/PV.9181(Resumption1)</u>, Netherlands, Rwanda and Portugal.

<sup>&</sup>lt;sup>1226</sup> See S/PV.9181, Ghana, Republic of Korea; S/PV.9181(Resumption1), European Union, Poland and Morocco.

peace operations, especially during transition planning. 1227 Numerous speakers defended initiatives centered on inclusion and the meaningful participation of women and youth. Some Council members and other participants also highlighted the importance of addressing the underlying factors exacerbating the threat of terrorism in conflict situations. 1228 Several Council members and other participants similarly acknowledged the existence of climate related-security risks and emphasized the need to address them. 1229 The representative of the Russian Federation said that political solutions had to be based on a common understanding of the causes of conflict without which it would not be possible to agree on realistic mandates, gain the confidence of host States or ensure regional support. Some Council members noted that the Council should concentrate on the core mandate of peace operations and work more closely with national governments and authorities in determining strategies and priorities for maintaining peace and creating space for finding solutions to conflicts. 1230

In strengthening the nexus between peacekeeping and peacebuilding, most speakers expressed support for greater coordination and collaboration between the Security Council and the Peacebuilding Commission as well as with other UN bodies, regional organizations and country teams in the context of transitions and in informing Council decision-making concerning mandate renewals. In that regard, Council members and participants acknowledged the fundamental role of the Peacebuilding Commission as a bridge within and outside of the UN system, particularly in helping mobilize attention and commitment to international peacebuilding efforts. In this connection, many speakers emphasized the importance of sustainable and predictable funding for peacebuilding efforts, including through contributions to the Peacebuilding Fund. Some participants also welcomed the emerging practice of the Peacebuilding Commission to provide written advice and recommendations to inform Council discussions, including on peace operations and resilience building. 1231

<sup>&</sup>lt;sup>1227</sup> See <u>S/PV.9181</u>, Ghana, Gabon , Ireland , Mexico, Albania , Brazil , United Arab Emirates, Slovenia; <u>S/PV.9181(Resumption1)</u>, Bangladesh and Lebanon.

<sup>&</sup>lt;sup>1228</sup> See <u>S/PV.9181</u>, Ghana, Ireland, India, Kenya, United Arab Emirates, Republic of Korea, Malta,; <u>S/PV.9181(Resumption1)</u>, Tunisia, Algeria, Bangladesh, Portugal, Nigeria and Germany.

<sup>1229</sup> See S/PV.9181, Ghana, Ireland, Mexico, Norway, Albania, France, United Arab Emirates, Slovenia, Austria, Malta, Sweden; S/PV.9181(Resumption1), European Union, Chile, Tunisia, Bangladesh, Poland, Lebanon, Portugal, Nigeria, Germany, Chile, Tunisia, Bangladesh, Poland, Lebanon, Portugal, Nigeria and Germany.

1230 See S/PV.9181, India, China, Russian Federation.

<sup>&</sup>lt;sup>1231</sup> See <u>S/PV.9181</u>, Kenya, Norway, Switzerland; <u>S/PV.9181(Resumption1)</u>, Japan and Germany.

## Meeting: Peacebuilding and sustaining peace

Meeting and date	Sub-item	Other documents	Rule 37 invitations	Rule 39 and other invitations	Speakers	Decision and vote (for- against- abstaining)
S/PV.9101 27 July 2022		Annual Report of the Peacebuilding Commission on its fifteenth session (S/2022/89)		Permanent Representative of Egypt, in his capacity as former Chair of the Peacebuilding Commission; Chargé d'affaires a.i. of Bangladesh, in his capacity as Chair of the Peacebuilding Commission	All Council members, all invitees	
S/PV.9181 and S/PV.9181 (Resumption) 3 Nov 2022	Integrating effective resilience-building in peace operations for 1) sustainable peace  Letter dated 24 October 2022 from the Permanent Representative of Ghana to the United Nations addressed to the Secretary-General (\$/2022/799\$)		32 Member States <sup>a</sup>	Assistant Secretary General for Africa; Commissioner for Political Affairs, Peace and Security of the African Union; Chair of the Elders; Executive Director of Security Council Report; Chargé d'affaires a.i., Delegation of the European Union to the United Nations	The Secretary-General, all Council members <sup>b</sup> , all invitees <sup>c</sup>	

<sup>&</sup>lt;sup>a</sup> Algeria, Argentina, Austria, Bangladesh, Canada, Chile, Ecuador, Egypt, Germany, Indonesia, Italy, Japan, Lebanon, Malta, Morocco, Netherlands, Nigeria, Peru, Poland, Portugal, Republic of Korea, Rwanda, Sierra Leone, Slovakia, Slovenia, South Africa, Sudan, Sweden, Switzerland, Thailand, Tunisia and Ukraine.

<sup>&</sup>lt;sup>b</sup> The meeting was presided over by the Minister for Foreign Affairs and Regional Integration of Ghana. The United States was represented by its Permanent Representative and Member of President Biden's Cabinet. Gabon was represented by its Deputy Minister for Foreign Affairs. Ireland was represented by its Minister of State for European Affairs. India was represented by its Foreign Secretary.

<sup>&</sup>lt;sup>c</sup> The Commissioner for Political Affairs, Peace and Security of the African Union participated in the meeting via videoconference.