

## THE UNITED NATIONS PEACEBUILDING COMMISSION: A STEP TOWARD FURTHER SPLIT

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### Abstract

*This paper originates with a question whether or not the Peacebuilding Commission (PBC) leads to further split among the parties involved in peace building processes. For this, the paper starts with briefing the formulation, mandates and other aspects of the PBC and then scrutinizes various aspects of the PBC's engagement in its Country-Specific Configurations like Sierra Leone and Burundi—the two first-focus countries of the PBC and the cases of this study. Going through such procedures, the paper finds the PBC as a liberal peace project that may create further division, at least on seven grounds—ideological, conceptual, institutional, procedural, political, and financial grounds and the aspect of contradictory values, interests and practices of peacebuilding parties. Based on such findings, the paper concludes with a general prediction, including some others, that the PBC is highly likely to create further split on ideological ground—that is, the projection of liberal peace—around which the other aspects of the PBC engagement in peacebuilding processes are designed.*

**Keywords:** Peacebuilding, United Nations, UNSC, UNGA.

### INTRODUCTION: A BRIEF OVERVIEW OF PBC

#### *Formation of PBC*

The United Nations Peacebuilding Commission (PBC) was established in 2005 at the High-level Plenary Meeting of the UN General Assembly, the World Summit (A/RES/60/1, of 24 October 2005). Prior to that, 'the UN High-level Panel on Threats, Challenges and Change' made the proposal to establish a Peacebuilding Commission (PBC) as a new intergovernmental body at the United Nations so that the existing resource constraints and the organizational shortfalls of

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international peacebuilding community could be properly addressed, responded to and resolved. The proposal offered by ‘the UN High-level Panel on Threats, Challenges and Change’ was highly promoted by the then Secretary-General of UN, Kofi Annan and agreed by all the Member States at the UN summit held in September 2005. And hence in December 2005, the United Nations General Assembly (GA) and the Security Council (UNSC) passed the resolutions to establish a new intergovernmental advisory body of the United Nations—United Nations Peacebuilding Commission (PBC).<sup>1</sup>

The decision to establish an intergovernmental advisory body was made in response to the fact that the existing institutions of the United Nations had some remarkable deficiencies and were not capable enough to come up with effective responses in terms of facing different kinds of challenges and operating peacebuilding measures in a post-conflict society. Some weaknesses of the UN peacekeeping arrangements were identified in the Brahimi Report published in 2000, and a few of those flaws were reiterated in the 2004 Report of the High-level Panel on Threats, Challenges, and Change. They included different kinds of failure of existing UN mechanisms. Thus, the 2005 World Summit offered an organizational solution to some of the identified deficiencies: the establishment of a commission for peacebuilding, as well as a multi donor fund (the Peacebuilding Fund) and a specialized Secretariat office—the Peacebuilding Support Office.<sup>2</sup>

### ***Mandates of PBC***

According to the second operative paragraph of Resolutions 60/180 of the UNGA and 1645 of the UNSC, the mandates of the PBC are:

- to bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery;
- to focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and to

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<sup>1</sup> Friedrich-Ebert-Stiftung (FES), “The UN Peacebuilding Commission: Benefits and Challenges,” *Seminar Background Paper*, 2006, available at: <<https://library.fes.de/pdf-files/iez/global/04665.pdf>> (accessed on December 12, 2021)

<sup>2</sup> F. Cavalcante, *UN Peacebuilding Commission Factsheet*, February 2015, available at: <<http://www.globalgovernance.eu/wp-content/uploads/2015/02/GGI-Factsheet-UN-Peacebuilding-Commission.pdf>> (accessed on September 14, 2017).

support the development of integrated strategies in order to lay the foundation for sustainable development;

- to provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations, to develop best practices, to help to ensure predictable financing for early recovery activities and to extend the period of attention given by the international community to post-conflict recovery.<sup>3</sup>

### ***Structure and Functions of PBC***

The PBC is formed by a standing Organizational Committee (OC), a Working Group on Lessons Learned (WGLL) and Country-Specific Configurations (CSCs), which puts particular focus on the case and context of all countries in the agenda of Peacebuilding Commission. The PBC is structured with a 31-member Organizational Committee and Country-Specific Configurations (CSCs) to address specific country cases on the PBC's agenda.<sup>4</sup>

The membership in the Organizational Committee consists of: seven members selected by the Security Council; seven members elected by the Economic and Social Council; five members selected among the top providers of assessed contributions to the UN budgets and voluntary contributions to UN funds, programmes, and agencies; five members selected among the top providers of military personnel and civilian police to UN missions; and seven members elected by the General Assembly.<sup>5</sup> On the other hand, “the Country-Specific Configurations are constituted by the country itself and, where relevant, neighboring states, regional and sub-regional organizations, financial, troop and civilian police contributors, the senior UN representative in the field and regional or international financial institutions.”<sup>6</sup> The PBC is designed to take an agenda when it is requested by the United Nations Security Council (UNSC), the Economic and Social Council (ECOSOC) or the General Assembly (GA)

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<sup>3</sup> See: Article 2 of the Resolutions 60/180 of the United Nations General Assembly (UNGA) and Resolution 1645 of the United Nations Security Council (UNSC).

<sup>4</sup> Supra note 1.

<sup>5</sup> See: Article 4 of the Resolutions 60/180 of the United Nations General Assembly (UNGA) and Resolution 1645 of the United Nations Security Council (UNSC).

<sup>6</sup> Supra note 1.