



United Nations
DEPARTMENT OF ECONOMIC
AND SOCIAL AFFAIRS

Developing a Strategic Framework for UNDESA's Work on Peacebuilding

A Plan of Action

UNDESA Task Force on
Peacebuilding and Development

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Acronyms

AHAGs	<i>Ad Hoc</i> Advisory Groups
AMR	Annual Ministerial Reviews
ASG	Assistant Secretary-General
BCPR	Bureau for Crisis Prevention and Recovery (in UNDP)
BWI	Bretton Woods Institutions
CEB	Chief Executives Board
CoP	Peacebuilding Community of Practice
CSD	Commission on Sustainable Development
CSocD	Commission for Social Development
CSW	Commission on the Status of Women
DDA	Department of Disarmament Affairs
DDR	disarmament, demobilization and reintegration
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DCF	Development Cooperation Forum
EAD	Electoral Assistance Division (in DPA)
ECESA	Executive Committee on Economic and Social Affairs
ECHA	Executive Committee on Humanitarian Affairs
ECPS	Executive Committee on Peace and Security
EGM	Expert Group Meeting
IAEG	Inter-Agency Group on MDG Indicators
IANWGE	Inter-Agency Network on Women and Gender Equality
IATFWPS	Inter-Agency Task Force on Women, Peace and Security
IMPP	Integrated Mission Planning Process (DPKO)
IPBS	Integrated Peacebuilding Strategies
IPA	International Peace Academy
LDCs	least developed countries
MICs	middle-income countries
MDGs	Millennium Development Goals
NSDS	National Sustainable Development Strategies
PBC	Peacebuilding Commission
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
PCNA	post-conflict needs assessments
PAR	public administration reform
SIDS	small island developing states
SMG	Senior Management Group
UNDG	UN Development Group
UNDGO	UN Development Group Office
UNFF	United Nations Forum on Forests
UNPAN	UN Public Administration Network
UNU	UN University
WSSD	World Summit on Sustainable Development

Executive Summary

This review of UNDESA's work in conflict prevention, peacebuilding and post-conflict recovery arose from the recognition that:

1. global understanding of conflict prevention, peacebuilding and post-conflict recovery has changed greatly, based on research and experience;
2. the UN framework for peacebuilding is expanding and being institutionalized, and this offers UNDESA an opportunity to make a significant contribution;
3. the 2005 World Summit gave UNDESA new mandates and an opportunity to revise its strategy and strengthen its position;
4. UNDESA has been working in this area (a) without it being systematically acknowledged as "peacebuilding", but (b) in a somewhat *ad hoc* manner; and
5. UNDESA has expertise and comparative advantages in this area that are not being fully realized, funded or institutionalized.

Over the past decade, a holistic understanding of the social, political, economic and environmental sources of insecurity has been accepted within the international community. Within the United Nations, related developments have included the increased emphasis on conflict prevention, the move towards integrated missions and multi-dimensional peace operations, and recognition of the interconnectedness of security and development, including the need for conflict-sensitive development. In parallel, bilateral and multilateral donors have moved towards "whole of government" or "linked up" approaches to security and development.

However, there are continuing conceptual, systemic, and political gaps and challenges that impede the effective integration of security and development. Firstly, development interventions in post-conflict situations continue to be relegated behind security interventions, in terms of timing, priority and resources. Secondly, the UN system capacity for integrated strategic planning, coherent and overarching policy and analysis, and best practices remain unpredictable, with unclear leadership and accountability for delivery in certain sectors. Thirdly, it lacks guidelines that can cut across existing political, peacekeeping, humanitarian, and development lines at headquarters and country level. Fourthly, variation occurs from country to country, but the overall integration is limited both between UN entities in a given sector and in terms of the inter-relation of sectors to form an overall country-specific peacebuilding strategy articulated around a coherent and phased set of national priorities.

From the global changes and the identified gaps -- reflected in the report of the Secretary-General's High-Level Panel on Threats, Challenges and Change, "A More Secure World", his own follow-on report, "In Larger Freedom", and the 2005 World Summit -- arose the notion of a peacebuilding commission, support office and fund, which were subsequently established by concurrent resolutions of the Security Council and General Assembly in December 2005.

Recognizing that development is strongly linked to security -- and hence conflict prevention, peacebuilding and post-conflict rebuilding -- and that UNDESA's core objective is facilitating the implementation of the UN Development Agenda, it is clear that **UNDESA has a broad, but undisputable, mandate to be active in the area of conflict prevention, peacebuilding and post-conflict rebuilding.**

Many individuals in UNDESA have already contributed to conflict prevention, peacebuilding and post-conflict rebuilding work on a personal and *ad hoc* basis, as needs and opportunities arise. UNDESA's work in this area derives from its requirement to service the UN Economic and Social Council and specific functional commissions; and from many mandates, conferences and resolutions.

But the establishment of the UN's new peacebuilding architecture gives UNDESA **an immediate and additional requirement** to strengthen and broaden its work in this area, and contribute in a much more substantial way than it is currently. This peacebuilding architecture is broad, and involves other UN entities (predominantly DPKO, DPA, UNDP, the World Bank and IMF), but a large component is integrated approach to development, which is UNDESA's strength.

In addition, the recent introduction of the ECOSOC Annual Ministerial Reviews (AMR) and the launching of the Development Cooperation Forum (DCF) provide UNDESA an opportunity to ensure that economic, social and environmental issues, especially those related to the Millennium Development Goals (MDGs), take into account conflict prevention, peacebuilding and post-conflict rebuilding, because poverty reduction and well-managed development can reduce the likelihood of conflict.

Hence, the time is ripe for UNDESA to proactively expand and institutionalize its contribution to conflict prevention, peacebuilding and post-conflict recovery.

This report provides a framework for UNDESA to formalize and coordinate its work in this area – implementing it requires a clear pronouncement and demonstration of will from the highest level, to provide the leadership necessary for successful cross-divisional collaboration.

Summary of Recommendations

For the reasons stated above, and others elaborated within the body of this review, UNDESA should consider the following recommendations.

Conceptual recommendations

UNDESA should:

- ▶ Formally operationalize its mandate to work in conflict prevention, peacebuilding and development, and to do that work with a collective, Department-wide approach.

- ▶ Institutionalize its peacebuilding capacities.
- ▶ Make a concerted effort to develop new mechanisms and relationships for contributing to the international peacebuilding effort.
- ▶ Use its comparative advantage to work with other agencies to bridge the gap between peace and development.
- ▶ Identify areas where its own strengths can help overcome deficiencies in the UN's peacebuilding capacity.
- ▶ Work more closely with DPA, DPKO, UNDP/BCPR and the Interagency Framework Team on Coordination for Preventive Action, as well as other Interagency Task Forces that have been established to develop an UN system-wide approach, in conceptualization, development of coherent policies, capacity building, planning and evaluating peacekeeping missions as well as in the humanitarian relief to development phase of pre-conflict and post-conflict peacebuilding projects.
- ▶ Become an active working partner of the PBC and PBSO.

Operational recommendations

UNDESA should:

- ▶ Adopt this interim peacebuilding strategic plan for the biennium 2008-2009, within existing or extra-budgetary resources *and finalize once the budget proposal on "Strengthening the Development Pillar" is approved this year,*
- ▶ Develop peacebuilding-development workplans for each division,
- ▶ Reconfigure and institutionalize the Task Force,
- ▶ Establish a Peacebuilding and Development focal point (FP),
- ▶ Strengthen internal (intra-divisional and intra-departmental) communications in relation to peacebuilding-development activities,
- ▶ Capture and build human resource capacity,
- ▶ Strategize its commitments and contributions to UN system wide peacebuilding efforts,
- ▶ Identify other areas where the Department could contribute,
- ▶ FP establish a working relationship with counterparts in DPKO who are responsible for:
 - a) planning and managing missions (e.g. Integrated Mission Planning Process), and link them to UNDESA personnel who can provide substantive support,
 - b) training or preparing mission personnel before departure and link them with UNDESA personnel who can contribute to capacity building, and
 - c) post-mission evaluations (e.g., Best Practices Unit) and link them with UNDESA personnel who can undertake or contribute to these evaluations, especially with the social, economic and environmental aspects.
- ▶ Establish working relations at the highest level (OUSG and/or OESC) and strengthen its substantive support to:
 - a) the ECOSOC (and where appropriate GA) members on the PBC's Organisational Committee, and
 - b) the PBC's country-specific committees;

- ▶ Establish a closer working relationship with the Framework Team and its Expert Reference Group so that DESA's expertise can be shared more widely in Framework Team-supported countries, and
- ▶ FP to build on the current relationship with the PBSO and offer substantive support, especially in the area of peacebuilding-development research.

Part I: The Global Context of Peacebuilding and Development

Evolution of the concept of peacebuilding

Peacebuilding has different meanings and implications for different actors at different times, depending on their own aims and *modus operandi*. There is no single definition of peacebuilding, but more than 30 published *descriptions*. For example, the 25 United Nations agencies whose work includes conflict prevention, peacebuilding and post-conflict recovery each has a different description, according to their *perspective*, which is shaped by their overall mandate.

The concept of peacebuilding has evolved slowly since the 1970s and more quickly over the past 15 years, especially with the proliferation of comprehensive peacekeeping missions from the early 1990s and the publication of Boutros-Ghali's landmark *An Agenda for Peace* in 1992, which brought "peacebuilding" into the UN language. In the report, Boutros-Ghali summarised peacebuilding as national reconstruction requiring "construction of a new environment". He made three key points:

1. Peacebuilding involves "action to identify and *support structures* which will tend to strengthen and solidify peace in order to avoid a relapse into conflict"¹;
2. Peacebuilding can "not only contribute to economic and social development but also enhance the confidence that is so fundamental to peace"²; and
3. "There is a new requirement for technical assistance...for the transformation of deficient national structures and capabilities, and for the strengthening of new democratic institutions"³.

Indeed, peacebuilding tasks have been incorporated into peacekeeping missions – although they were not called peacebuilding activities – since 1989. It was in the 1990s that the transformation of peacekeeping to peacebuilding took place. A 2003 report by the International Peace Academy, "Peacebuilding as the Link between Security and Development," outlined the mainstream changes that had taken place over the decade:

1. The security agenda was broadened to include human security, with global campaigns to ban anti-personnel landmines, to regulate small arms and light weapons, and to create an international criminal court. Human rights, justice, reconciliation, humanitarian protection, good governance, and rule of law were increasingly accepted as important dimensions of peacebuilding.
2. Conflict prevention, the use of development assistance to address violent conflicts, more effective peace operations for peacebuilding, and post-conflict reconstruction became officially declared goals and objectives.

¹ Boutros-Ghali, p 11.

² Boutros-Ghali, p 32.

³ Boutros-Ghali, p 33-4.

3. The UN and other international actors launched multi-dimensional humanitarian, peacemaking and peacekeeping operations, and undertook transitional administrations (Kosovo and East Timor).
4. New departments and coordination mechanisms were created at the UN; governments and donor agencies established conflict prevention and peacebuilding units; several multi-governmental and non-governmental peacebuilding networks were created; and regional and sub-regional organizations were restructured or their mandates broadened to address violent conflicts.
5. Innovative programs were initiated in support of non-traditional areas such as post-conflict reconstruction, governance, security, transitional justice and rule of law.
6. Unified UN missions and multi-donor trust funds were created to facilitate joint planning and closer alignment of efforts.
7. There were serious efforts to track the impact of new peacebuilding approaches and strategies through evaluations and “lessons learned” studies.

Today, peacebuilding is a multi-billion dollar business, with more than 3,000 actors. Many of the global changes in the areas of conflict prevention, peacebuilding and development, contributed to the establishment⁴, in 2006, of the United Nations’ new peacebuilding architecture, and some resulted from this new architecture. The architecture comprises the inter-governmental **Peacebuilding Commission (PBC)**, an advisory body of 31 Member States; the **Peacebuilding Fund (PBF)** for voluntary contributions to assist in intra-state, inter-state or regional peacebuilding efforts; and the **Peacebuilding Support Office (PBSO)**, responsible for supporting the Commission, managing the Fund, and assisting the Secretary-General to bring together the peacebuilding actors in the UN system.

The Secretary-General’s Policy Committee reached agreement in May 2007 on the following as the conceptual basis for peacebuilding:

Peacebuilding involves a range of **measures targeted to reduce the risk** of lapsing or relapsing into conflict **by strengthening national capacities** at all levels for conflict management, and **to lay the foundations for sustainable peace and development**. Peacebuilding strategies must be coherent and tailored to the specific needs of the country concerned, based on national ownership, and should comprise a carefully prioritized, sequenced, and therefore relatively narrow set of activities.

Some of the remaining main conceptual gaps in peacebuilding that have been identified include, *inter alia*:

- Transition from recovery to development.
- Youth employment and social inclusion/exclusion.
- Long term strategies for reconstruction and sustainable development.

⁴ By Security Council ([S/RES/1645](#)) and General Assembly ([A/RES/60/180](#))

- Attracting FDI to post-conflict settings (conditionality issues, SME development, trade regimes, and global integration).
- Analyses of the socio-economic dynamics (impacts) of DDR and SSR.
- Systematic assessment of efforts to promote good governance in transitional governments: what works/what doesn't?
- Transition from informal to formal economies, generally and in post-conflict settings.
- Systematic methodology for assessing countries' absorption capacities for aid and ODA.
- Land reform, rural development and sustainable use of natural resources.

Implications of the evolution

First, peacekeeping *tasks* have changed dramatically since the end of the Cold War. Originally, peacekeeping was a military-led quick-fix; now it is more likely to be part of a long-term project aimed at sustainable peace and long-term development. 'Second-generation' or 'comprehensive' missions often include balloting, policing, training, administering and human rights monitoring.

Whereas once a peacekeeper was a soldier, today's peacekeepers include personnel from virtually every profession: agronomists, architects, economists, health workers, journalists, lawyers, police, prison officers, town planners, *and* soldiers. Although military and police personnel still outnumber civilian peacekeepers – 16:1 in the current 16 missions⁵ – it is the scope of work that has changed since the early 1990s, and many of the new activities have taken peacekeeping into the more development-oriented realm of peacebuilding, and in some cases state-building. The UN Transitional Administration in East Timor (UNTAET), for example, had to run hospitals, prisons, courts, the port, the airport and radio and television stations, and then establish the territory's administration, train civil servants, police and soldiers, write laws and organise elections.

Second, the tasks have changed but the managers have not. DPKO headquarters personnel, who plan and manage missions, as a general rule (exceptions include the Best Practices Section), have little or no training or experience in development work, and few have electoral, civil administration or human rights experience, yet these are core components of today's comprehensive peacekeeping.

While the military's 'get the job done' approach is commendable in other circumstances, this attitude is not always conducive to comprehensive, democratisation missions that involve participatory development in post-conflict rebuilding. Many of the DPKO staff have not adequately adjusted to the shift from military to development focus in today's missions. And peacekeepers in the field are not being sufficiently prepared for implementing these new tasks. To redress this does not mean lessening the military

⁵ At 28 March 2005, military personnel and police = 66,918; international civilian personnel = 4,143. This ratio does not include the 8,000 local civilian personnel. See UN website www.un.org/Depts/dpko/dpko/bnote

involvement, but instead enhancing, and giving more recognition to, and preparation for, the non-military / development components of comprehensive missions.

Third, the economic, social and environmental impact of peace missions on the host country, and on neighbouring countries, which may themselves be fragile or post-conflict states, has not been addressed - one notable exception is the study commissioned by DPKO's Best Practices Section on the economic impact of the peace missions in East Timor.

The peace-to-development gap

Development, security and human rights are inextricably linked. Moreover, development is a holistic endeavor combining economic, political, social, environmental and cultural development. Violent conflict is one of the most important obstacles to development and one of the prime inducers of poverty⁶. Armed conflict will negatively impact on the ability of countries to realize the MDGs. Consequently, it has been accepted that a similar holistic approach is needed for conflict prevention, peacekeeping, peacebuilding and post-conflict development.

The UN is a major force in stopping fighting, both intra-state and inter-state, and the 16 current peacekeeping missions could be 16 wars if it were not for military and civilian peacekeepers providing security, disarming soldiers, resettling refugees, registering voters, protecting women and children, investigating human rights violations, etc.

After the peacekeepers depart, development agencies resume their work. However, there is usually a time gap and a much more serious funding gap, and they often resume their normal *modus operandi*, which may not be appropriate for post-conflict circumstances.

Peacekeeping does a good job. Development agencies do a good job. The problem is that they have different actors, budgets, aims and timelines, and are not always sufficiently linked. Peacekeeping and development have been seen as two separate activities. Recovery (the new kid on the block) sometimes falls partly under peacekeeping, sometimes partly under development, but more often it falls through the gap between the two. Yet, a country emerging from war, trying to find its feet and move forward, needs continuity, especially during this so-called transition period.

In recommending the establishment of a peacebuilding commission, the SG's High-Level Panel's 2004 report noted:

Our analysis has identified a key institutional gap: there is no place in the United Nations system explicitly designed to ***avoid State collapse*** and the slide to war or to ***assist countries in their transition from war to peace***... there is a clear international obligation to assist States in ***developing their capacity*** to perform their

⁶ Expert Group Meeting on Conflict Prevention, Peacebuilding and Development, 15 November 2004, United Nations Headquarters, New York, Summaries of the sessions, para 11.

sovereign functions effectively and responsibly... The United Nations needs to be able to act in a coherent and effective way throughout a whole continuum that runs from early warning through **preventive action to post-conflict peacebuilding**.⁷

Rebuilding a country after war – referred to as post-conflict recovery, rehabilitation, or early development – often involves re/establishing governance and administrative structures, reforming the military and police services, rebuilding physical infrastructure, fostering civil society and facilitating private enterprise.

If a post-conflict country does not receive **timely and appropriate** resources and action for these requirements, fledgling political and administrative systems are likely to fracture and perhaps collapse.

Unless a peace process builds solid foundations for sustainable peace and sustainable development, there is a 50:50⁸ chance (now thought to be perhaps closer to 30%⁹) that within five years a newly created country or newly-elected government will cease functioning effectively and the conflict will resume, most likely leading to a redeployment of peacekeeping troops. It is now understood that comprehensive peacekeeping missions require substantial peacebuilding and (post-conflict) development activities, sometimes including capacity building and state-building activities.

The United Nations Peacebuilding Commission is designed to span the peace-to-development gap, and assist countries in the transition period.

The United Nation's Peacebuilding Commission

World leaders agreed at the World Summit in September 2005 to establish a peacebuilding commission and fund. It was envisaged as an institution to bring together all key players to bridge the gap between peacekeeping and development, and hence to reduce the possibility of renewed conflict.

The Commission was established 20 December 2005 by concurrent resolutions of the Security Council ([S/RES/1645](#)) and General Assembly ([A/RES/60/180](#)) as an inter-governmental advisory body. These resolutions established three main functions for the PBC. In practice these can be broken down into the following main tasks:

- extend the period of attention given by the international community beyond the initial post-conflict phase;
- bring together all relevant actors to marshal resources;
- provide recommendations to improve the coordination of all relevant actors;
- focus attention on reconstruction and institution-building efforts;
- advise on and support the development of integrated strategies;

⁷ High-Level Panel's report, Section XV, paras 261, 263.

⁸ Collier, World Bank

⁹ Carolyn McAskie, Woodrow Wilson seminar, 11 June 2007.

- provide recommendations to develop best practices; and
- help ensure predictable financing.

One of the most common calls from PBC members has been for ***relevant and timely information*** on (a) peacebuilding generally, (b) thematic issues, and (c) the countries under consideration. Until recently, the PBSO was not able to provide this information, and is looking at outsourcing some of the research, for example, to policy centers and think tanks. Another challenge for the PBC/PBSO is the development of integrated peacebuilding strategies, in particular benchmarks and monitoring.

Key challenges for the UN in peacebuilding

In the lead-up to the establishment of the Peacebuilding Commission and the Support Office, the Office of the Secretary-General recorded for the first time the peacebuilding capacity of the UN system. The report, finalized in September 2006, identified five key challenges for the UN¹⁰.

1. Agreeing on a clear framework for peacebuilding

As noted above, the Policy Committee agreed in May 2007 on a working description of peacebuilding.

2. Strengthening UN capacity to build sustainable and legitimate state institutions

The UN has focused on achieving and sustaining peace and security in the early post-conflict phase, with little attention on building national and local institutions, which might need reform, support or establishment. To date, the level of UN conceptualization, expertise, know-how, and resources specifically dedicated to building effective, sustainable and legitimate state institutions remains poor. Capacity tends to be organized around thematic areas (health, gender, human rights, etc.) and not articulated around a comprehensive approach in support for institution-building and for a nationally formulated and owned peacebuilding strategy as is the case of the UN's approach for development

3. Harnessing capacities: targeting, streamlining and external linkages

While the UN has capacity across a wide range of post-conflict peacebuilding and recovery activities, these capacities are often scattered throughout the UN. Moreover, they have been developed over different time periods to respond to different needs and for different purposes. This results in gaps and overlaps, and means that, in general terms, *dedicated* peacebuilding capacity is often limited, particularly in terms of backstopping at headquarters. Certain sectors lack a clear lead entity or central resource location, resulting in limited accountability for delivery. Such capacity that may exist varies greatly from one sector to the other, and from country to country.

¹⁰ UN internal document: Inventory, United Nations Capacity in Peacebuilding, September 2006, p6-9.

4. Enhancing integration among UN entities

There is a general lack of integration among UN entities involved in post-conflict reconstruction at each level: strategic planning, operational planning, and programmatic implementation. The many standing and *ad hoc* committees, support and coordination offices, and thematic inter-agency groups are among the mechanisms that are used to encourage coordinated action in the peacebuilding arena. There are also other significant on-going initiatives to enhance the coherence of UN intervention, such as the IASC Cluster Framework and the launch of the System-wide Coherence Panel. While these have, to some extent, contributed towards improving strategic direction and coordination, the UN system's capacity for integrated strategic planning, coherent and overarching policy and analysis, and best practices remains unpredictable, with unclear leadership and accountability. It also lacks guidelines that can cut across existing political, peacekeeping, humanitarian, and development lines at headquarters and country level.

5. Strengthening knowledge and resource management systems; institutionalizing and retaining expertise

One area in which the UN system as a whole and across all sectors exhibits a particularly glaring gap is knowledge and human resource management.

Part II: UNDESA's role in Peacebuilding and Development

Committing to UNDESA's role in peacebuilding and development

The United Nations Department for Economic and Social Affairs (UNDESA) is well-placed to contribute to overcoming some of the challenges to peacebuilding highlighted in the inventory on the United Nations Capacity in Peacebuilding.

UNDESA's four main types of activities, as presented in the *GA's Economic and Social Affairs Strategic Framework 2006-2007*, are to:

- a) compile a wide range of economic, social and environmental data and **information and analyse** them with a view to identifying trends and taking stock of policy options;
- b) review development issues and policies, to **deepen the international community's understanding of global challenges** in the economic, social and environmental spheres and to assist Member States to formulate common responses to these challenges;
- c) advise Member States on the ways and means to **translate globally agreed policies into country-level action** and help build national capacities;
- d) provide a central capacity **within the Secretariat to promote policy and program coherence** among the economic, social and environmental sectors of the Organization, and to organize cooperation and coordination within the UN in the economic, social and environmental area.¹¹

This review of UNDESA's role in peacebuilding, and the accompanying recommendations (see Part III), arose from a recognition that:

- a) UNDESA is already working in the peacebuilding area but this is not always acknowledged, neither within UNDESA nor outside¹²;
- b) UNDESA has comparative as well as absolute advantages and untapped resources that could be used to make a significant contribution to the UN and global work in peacebuilding;
- c) the 2005 World Summit gave UNDESA new mandates and an opportunity to revise its strategy and strengthen its position; and
- d) recent institutional changes within the UN, such as the establishment of the Peacebuilding Commission, offer an opportunity for UNDESA to be more proactive in this area in the UN system.

¹¹ *GA economic and social affairs, strategic framework 2006-2007, 29 April 2004.*

¹² The SG's 23 February 2006 report to the GA on the establishment of the PBSO, for example, makes no mention of UNDESA, yet other UN agencies are acknowledged for their contribution to peacebuilding efforts (e.g., DPKO, DPA, UNDP, HCHR, OCHA, UNHCR, UNICEF, WFP). See also Annex I for key quotes from interviews conducted for this review.

UNDESA could contribute its unique perspective on issues of security and development. For this to happen, the Department needs to make the commitment at the highest level to embrace and implement a peacebuilding strategy.

Traditionally, UNDESA has worked strictly according to specific mandates, i.e., mandate-based, demand-driven. In the absence of a specific peacebuilding mandate and without a peacebuilding strategy, UNDESA's expertise and collective experience in peacebuilding has not been organized in a structured way, and as a result individuals operate in an informal, *ad hoc* manner.

The starting point for any institutional change is (a) recognition of the *need* for change and recognition of the *right* to change, and (b) leadership. The UNDESA-specific mandates and the broader mandates – including the UN's new peacebuilding architecture, the Annual Ministerial Reviews, and the Development Cooperation Forum – provide the need and the right; the appointment of a new USG provides the leadership opportunity.

No matter what route the Department takes, the top priority is to provide inter-governmental, analytical and operational support for the UN Development Agenda. The time is ripe for UNDESA to be proactive, and the new peacebuilding architecture offers an imperative, if not a specific mandate, for UNDESA to participate more actively in this area.

UNDESA's existing work in conflict prevention, peacebuilding and development

Eleven of UNDESA's divisions and offices¹³ are directly or indirectly contributing to or undertaking activities related to conflict prevention, peacebuilding and post-conflict development, and this should increase with the establishment of the UN's new peacebuilding architecture.

A great deal of this work is conducted under other guises, partly because there is no institutional acknowledgement of UNDESA having a defined role in peacebuilding. As one senior staff member commented, "we act in stealth". UNDESA's work in conflict prevention, peacebuilding and development derives from particular mandates, conferences and resolutions.

1. Security Council resolution [S/RES/1625\(2005\)](#), adoption of the Declaration on Strengthening the Effectiveness of the Security Council's Role in **Conflict Prevention**, particularly in Africa;
2. General Assembly resolution Strengthening the Economic and Social Council (A/RES/61/16, 20 November 2006);

¹³ Office of ECOSOC Support and Coordination, Office of the Special Adviser on Gender Issues and the Advancement of Women, Division for the Advancement of Women, Division for Social Policy and Development, Division for Sustainable Development, Statistics Division, Population Division, Development Policy and Analysis Division, Division for Public Administration and Development Management, Financing for Development Office, and Secretariat of the United Nations Forum on Forests

3. Beijing Platform for Action and outcome documents of the twenty-third special session of the entitled “Women 2000: Gender equality, development and peace” (General Assembly resolution A/RES/S-23/3);
4. CSW Agreed Conclusions on **Women and Armed Conflict**, in ECOSOC resolution 1998/12, II Armed Conflict;
5. CSW Agreed Conclusions on Women’s **equal participation in conflict prevention** ECOSOC resolution E/2004/12 (contained in E/2004/INF/2/Add.2);
6. Security Council resolution S/RES/1325(2000) on **women, peace and security**;
7. **Copenhagen Declaration** and Programme of Action for Social Development, adopted at the 1995 World Summit for Social Development;
8. GA 24th special session, World Summit for **Social Development** and Beyond;
9. ECOSOC resolution E/2004/16, Implementation of the Social Objectives of the New Partnership for **Africa’s Development**;
10. Madrid International Plan of **Action on Ageing** which included older persons in conflict situations;
11. General Assembly resolution A/RES/58/133, **Youth and Conflict**;
12. ECOSOC resolution E/2004/43-E/C.19/2004/23), on **Indigenous people and conflict**;
13. The Secretary-General’s 2001 report Prevention of Armed Conflict in General Assembly resolution A/55/985-S/2001/574, Item VII. B.
14. General Assembly resolution on Public Administration and Development, A/RES/50/225, 19 April 1996, Item 13 and 14:
15. Plan of Implementation of the World Summit on Sustainable Development, A/CONF.199/20;
16. *Ad Hoc* Advisory Groups on African Countries Emerging from Conflict: ECOSOC resolution 2002/1, 2002/304 of 25 October, 2002, 2003/16 of 22 July, 2003;

In broad terms, the Department has mandates to contribute to work in peacebuilding, for example, via:

1. the General Assembly / Security Council resolutions;
2. UNDESA’s role as chair of the Executive Committee on Economic and Social Affairs (ECESA); and
3. UNDESA’s membership to numerous inter-agency bodies, which are key entry points that allow the Department to contribute to and influence UN agencies at various levels, including the highest levels, such as:
 - SG’s Policy Committee, represented by the USG
 - SG’s Senior Management Group (SMG), represented by the USG
 - SG’s UN Development Group (UNDG), represented by the USG
 - SG’s Chief Executives Board (CEB), represented by the USG
 - DSG’s High-Level Advisory Group on System-wide Coherence, represented by the USG

- Executive Committee on Economic and Social Affairs (ECESA), chaired by UNDESA
- Inter-Agency Group on MDG Indicators (IAEG), lead by UNDESA
- UNDG's Working Groups and Task teams

Furthermore, at the working level, UNDESA participates in a number of relevant UN coordination mechanisms¹⁴.

Despite all of this, UNDESA is not yet regarded as part of the UN's peacebuilding network, institutionally. Yet, UNDESA has the opportunity to better structure its contribution, by evaluating its commitments and contributions to these groups, and assessing who should be representing UNDESA on these groups, then prioritizing and strategizing the Department's approach, and, finally, developing mechanisms for sharing information.

The primary mandate for UNDESA's **expanded** involvement in peacebuilding derives from the 20 December 2005 concurrent resolutions of the General Assembly (A/RES/60/180) and Security Council (S/RES/1645) that established the UN's new peacebuilding architecture. Three paragraphs pertain to ECOSOC directly (paras 4, 12, 17), and para 22 and some of the preamble are also significant (see Annex II).

In a first step towards mainstreaming work being undertaken on peacebuilding within the Department and integrating socio-economic and governance issues in conflict prevention and peacebuilding, the UNDESA Task Force on Conflict Prevention, Peacebuilding and Development was established in 2004 (see below).

Gaps and challenges in UNDESA's peacebuilding work

Despite the useful work that UNDESA has already undertaken on peacebuilding and development, the Peacebuilding Capacity Inventory noted:

1. in the area of economic foundations for growth and development, UNDESA has "broad **expertise not currently directed towards peacebuilding**";
2. coverage of post-conflict countries is limited, and the wide range of knowledge in UNDESA is not currently being harnessed for post-conflict environments, due partly to mandate restrictions but also to a lack of attention and coordination, and as a result, there is often a **lack of dedicated macro-economic expertise at the field level**.

¹⁴ The Executive Committee on Peace and Security (ECPS) (UNDESA is not a member but attends meetings, including the USG when relevant); the Framework Team (the UN Inter-Agency Framework for Coordination on Preventive Action); the Framework Team's Expert Reference Group, which is currently chaired by a UNDESA Task Force member; the Peacebuilding Contact Group; and various other task forces on specific issues/countries, such as Somalia.

This review has identified additional gaps and challenges that would need to be overcome:

1. UNDESA lacks an institutional mechanism for providing overall **strategic guidance**;
2. most **officers work independently**, so UNDESA's work in this area remains largely *ad hoc* and uncoordinated;
3. there is **uneven leadership/management support** at the director level;
4. there is little or **no forward planning** within each division on peace and development issues, and the choice of activities is random;
5. there is **no common thread** running through the activities of the divisions, making departmental coherence impossible;
6. there is **no inter-division communications** channel on these issues, except for what the Task Force is doing;
7. **interaction with other relevant UN entities is ad hoc**, often at a personal and informal level, without back-up and without adequate preparation or in-house discussion leading to weak contributions, unplanned prioritization, inchoate follow-up, and lack of feed-back to other parts of UNDESA
8. UNDESA has **not used its full potential to drive the agenda** through the multiple bodies that it services and where it has strengths over other UN entities;
9. UNDESA's structure of housing thematic issues divisionally leads to an '**enclave**' **approach**, which: (i) impedes creation of a common platform for issues to be addressed holistically (ii) fragments capacities and expertise (iii) limits coordination inside UNDESA and with other UN departments, (iv) and impedes systemic and systematic follow-up;
10. most divisions are undertaking activities **reactively rather than proactive** (except OSAGI/DAW);
11. there is **no integrated UNDESA-wide annual/biennial work plan**, therefore no indicators of outcomes, and this results in weak follow-up (some technical cooperation outcomes could have been measured but have been of limited quality)
12. most activities present conflict prevention as **a side issue**, for example, holding workshops/seminars where it is one aspect of the discussions;
13. there is **no dedicated training** within UNDESA on these issues;
14. there is **no institutional mechanism for systematic knowledge management**;
15. UNDESA **lacks sufficient communications and PR** capacities to ensure other actors are aware of what UNDESA has to offer and receive timely updates on research;
16. there is a **lack of institutional mechanisms for capturing lessons learned** or best practices;
17. **outcomes and follow-up are difficult to identify**;
18. **substantive outputs are sporadic, occasionally thin**, and very one-dimensional reflecting only the narrow perspective of each division;
19. there are **few influential publications** or reports from UNDESA on peacebuilding;
20. there is **limited research and analysis capacity** on this issue;
21. UNDESA's **lack of accumulated experience on country situations** is an impediment in examining structural causes of conflicts, and to collating lessons learned that could assist policy formulators; and

22. there is **an absence of advocacy and outreach** by each division (except OSAGI/DAW).

UNDESA's untapped potential in peacebuilding and development

If the deficiencies identified above could be rectified, UNDESA could make a strong contribution to the UN's work in peacebuilding and development.

The GA's Economic and Social Affairs Strategic Framework 2006-2007 identified as comparative advantages of the economic and social affairs program: (a) "advancing the implementation of conference outcomes", and (b) in the area of technical cooperation, the "capacity to bring to the country level the experience of other regions by means of advisory services, training and electronic technical cooperation".¹⁵

More specifically, UNDESA has the following comparative/absolute advantages in the area of peacebuilding:

1. **Convening and consensus-building** capacity, especially through UN inter-governmental bodies and regional commissions;
2. **Analytical work**, i.e. flagship reports, and accumulated expertise on governance, public administration, social and economic policy, women, peace and security, and sustainable development including governance of natural resources;
3. **Understanding the structural causes of conflict** (poverty, inequalities, weak institutions, governance), and the root causes of conflict that can assist in both conflict prevention and recovery from conflict;
4. **in-house expertise and research** capacities that can help weak and war-torn countries to develop institutional and human capacities in support of good governance, effective public institutions, natural resource management, and social inclusion;
5. **Technical cooperation** activities, which provide "live" experiences that help shape policy;
6. **Inter-departmental work** where UNDESA provides to relevant UN Departments (e.g. DPKO) and organizations (e.g. UN Framework Team, Executive Committee on Peace and Security) analysis of socio-economic and governance dimensions of conflict;
7. **Outreach activities** through its existing liaison machinery for networking, information dissemination to engage NGOs and civil society actors (a challenge facing the PBSO is facilitating the participation of civil society and private sector representatives in its work);
8. **Communities of practice** and knowledge management systems; and that UNDESA has broad expertise in the area of economic foundations for growth and development.

¹⁵ GA economic and social affairs, strategic framework 2006-2007, 29 April 2004.

The UN Peacebuilding Capacity Inventory also noted that in the area of public administration and government strengthening, UNDESA has a **database of public administration experts**.

It is apparent from this review that UNDESA's strength is not in the field, but in:

1. putting together and integrating national development strategies with other strategies, such as national forest programs, and bringing in other partners, in a multi-sectoral approach;
2. building national capacity and national and local institutions; and
3. generating analysis that feeds into policy development for the UN, for individual governments, and at the intergovernmental level.

The UN's Peacebuilding Capacity Inventory¹⁶ said of UNDESA's potential:

UNDESA has a number of Divisions with expertise relevant to economic recovery, and a small number of staff engaged on conflict issues. Its current in-house capacity lies in **normative and technical assistance** aspects of the UN's work and in leveraging its **networks for analysis and advocacy**. At **regional and sub-regional levels**, it also has the capacity to engage through the support it provides to the ECOSOC machinery, notably the functional commissions and regional commissions.

However, UNDESA's mandates, which do not generally relate to conflict, often preclude it from developing its role, and it **lacks funding to develop a significant operational presence**. (See Annex IV for more detail on the potential and activities of various divisions)

In thematic terms, UNDESA's strengths are in:

1. social, economic and environmental policy
2. statistics
3. governance and public administration
4. women / gender equality
5. social integration
6. sustainable development, including forest management and governance of natural resources.

While UNDESA's strength is in normative and analytical work, the Department could be doing more in terms of technical cooperation, and in developing stronger working relations with other UN agencies working in peacebuilding, especially UNDP, DPKO and PBSO.

Across the Department, many of UNDESA's more than 300 professional staff have advanced degrees and the ability to produce top quality research and technical advice.

¹⁶ p. 144

Indeed, UNDESA has some valuable human resources in the peacebuilding area, and in order to retain them and to increase their capacity, and enhance UNDESA's overall knowledge management, it is important that staff working in the peacebuilding arena be encouraged to upgrade their knowledge and skills, and the Department should facilitate their personal development.

UNDESA's Task Force on Conflict Prevention, Peacebuilding and Development

With the growing emphasis on the peace-development relationship, as mentioned above, the USG in 2004 established the UNDESA Task Force on Conflict Prevention, Peacebuilding and Development and charged it with **developing a strategic framework** to mainstream issues of conflict prevention, peacebuilding and development into UNDESA's substantive areas and working methods; and assisting UNDESA to play a greater role in **integrating socio-economic and governance issues in conflict prevention and peacebuilding** in cooperation and **collaboration with other actors**.¹⁷

The Task Force comprises individuals from UNDESA's 11 divisions and offices who are involved in conflict prevention, peacebuilding and post-conflict development.

The Task Force launched a process of UN-wide consultation which culminated in the Expert Group Meeting held in New York in November 2004. All UNDESA Divisions participated in order to identify core competencies and to build in-house capacity. It also brought together UN departments, funds and programmes, the BWI and academic institutions for a one-day conference.

The Expert Group Meeting made the following broad recommendations¹⁸:

UNDESA's support to ECOSOC, Peacebuilding Commission and Peacebuilding Support Office

- UNDESA should institutionalize its relationship with the Peacebuilding Commission and the Peacebuilding Support Office.
- UNDESA should designate one of its staff members to support the work of the Peacebuilding Commission through Peacebuilding Support Office.
- UNDESA should strengthen its support to ECOSOC as a result of its new functions in post-conflict peacebuilding.
- UNDESA could make a useful contribution by using its expertise to provide the peacekeepers some long-term perspective in post-conflict reconstruction. This should be done with the coordination of national and local government and NGOs.

¹⁷ <http://www.un.org/esa/peacebuilding/>; and internal document UNDESA Task Force on Conflict Prevention, Peacebuilding and Development, 12 March 2007.

¹⁸ Expert Group Meeting on Conflict Prevention, Peacebuilding and Development, 15 November 2004, United Nations Headquarters, New York, para 8.

- The challenge for UNDESA would be to harness internally sufficient capacity to provide a solid analytical underpinning for its support to PC and ECOSOC in this area.

Parliamentary documentation

- UNDESA should ensure that the parliamentary documentation prepared for GA, ECOSOC and its subsidiary machinery include the integration of socio-economic and governance dimensions of conflict. In the preparations of these reports, UN Departments, agencies, funds and programmes active in the peace and security field should be consulted.
- UNDESA should ensure that draft outcomes (resolutions, declarations, agreed conclusions) whenever prepared by the Secretariat include conflict prevention dimension.
- UNDESA should make the nexus between peace and development cross-cutting in the follow-up to the internationally agreed development goals, including those contained in the Millennium Declaration.

UNDESA flagship publications

- Future issues of UNDESA flagship publications should address the *problématique* of conflicts. As a first step, a section or chapter of the publications should be devoted to the issue of conflict prevention, peace-building and development and its linkages to the main theme. The long-term objective should be to imbue each publication with a conflict sensitive dimension.
- Each publication should also issue special editions exclusively focused on conflict prevention, peace-building and development.
- UNDESA could release a one-time publication presenting a conceptual framework for integrated approaches to conflict prevention, which could be followed by a series of “Issues Papers.”
- UNDESA could launch a quarterly chronicle: “The Peace and Security Nexus” (long-term objective) and email based newsletter (short-term objective).
- UNDESA should make better use of its Peacebuilding Website.

UNDESA technical cooperation activities

- UNDESA might consider the possibility of going beyond its engagement in conceptual and policy making effort by developing a limited role at the operational level.
- The accumulated technical cooperation know-how in conflict prevention should be used in providing information to Peacebuilding Commission and ECOSOC to feed the policy development process. This should also help in narrowing the integration lag between operational and normative activities.
- New funding sources should be tapped for activities in post-conflict countries, which would target the prevention of renewed conflict. These sources should include the Development Account and the Human Security Trust Fund.

- Formulation of joint inter-disciplinary projects in prevention and peace-building should be encouraged within UNDESA, including through the pooling of funds to be used for this purpose. A small UNDESA fund may be created to encourage joint Divisional projects in peace-building/conflict prevention.

Following the Expert Group Meeting, Task Force members – individually or in collaboration with each other – have made a concerted effort to include conflict prevention and peacebuilding issues in the work of UNDESA and of ECOSOC machinery (see Annex V for a list of activities).

Despite the good work that has been achieved, Task Force members have identified these challenges:

1. membership of the Task Force is based on individuals' interest in, and willingness to contribute to, this area, i.e., membership has not been institutionalized;
2. membership has not been revised since its inception in 2004, and not all members are active in this area, while other UNDESA staff could/should be included;
3. the Task Force meets irregularly and on an *ad hoc* basis.

If the Task Force is to be operationalizing “the strategic framework to mainstream issues of conflict prevention, peacebuilding and development within UNDESA,” it requires substantial backing from the USG, in both morale and resources.

Part III: Proposed Strategy and Workplan for UNDESA Activities in Support of Peacebuilding and Development

Conceptual recommendations

Seven conceptual recommendations are grouped here as internal and external requirements, then expanded into appropriate workplans in the following section. The seven recommendations, and accompanying workplans, reflect the need for planning, coordinating and communicating:

1. within each **division**,
2. within the **department** as a whole,
3. between UNDESA and the **UN system**, and
4. with **external** groups, which includes:
 - a) **member states**,
 - b) the **peacebuilding community**, and
 - c) the **media**.

Complementing the conceptual recommendations are specific operational recommendations.

A. Internal requirements: Structuring UNDESA'S peacebuilding work

Recommendations:

UNDESA formally operationalize its mandate to work in conflict prevention, peacebuilding and development, and to do that work with a collective, Department-wide approach.

UNDESA institutionalize its peacebuilding capacities.

Institutional changes in UNDESA will require (a) leadership from the highest level, (b) an awareness (perhaps a minor cultural change) among the majority of staff, who are not engaged in conflict prevention, peacebuilding and development, and (c) proportionate human and financial resources.

It is suggested that UNDESA set the following aims:

- ▶ *1. adopt this interim peacebuilding strategic plan for the biennium 2008-2009, within existing or extra-budgetary resources and finalize once the budget proposal on "Strengthening the Development Pillar" is approved,*
- ▶ *2. develop peacebuilding-development workplans for each division,*
- ▶ *3. reconfigure and institutionalize the Task Force,*
- ▶ *4. establish a Peacebuilding and Development Focal Point,*
- ▶ *5. strengthen internal (intra-divisional and intra-departmental) communications in relation to peacebuilding-development activities, and*

► 6. *capture and build human resource capacity, as elaborated in the following sections “strategic guidance and management support”, “intra-departmental collaboration”, “capacity building”, and “knowledge management”.*

The peacebuilding strategy should:

1. be demand driven,
2. ensure that peacebuilding awareness is infused right through the department,
3. allow opportunity for all divisions/offices to have input, and
4. include peacebuilding-oriented workplans for each division/office.

Additionally, the strategy should form a continuous normative-operational-normative cycle, that is, research should guide or assist operational activities (whether they are implemented by UNDESA or other agencies), and operational feedback should guide the next stage of the normative work, be it research or policy development.

Under the proposed strategy, UNDESA’s peacebuilding aim is to mainstream the development dimension into the work of other UN entities and intergovernmental bodies, in particular the PBC and PBSO, and the Peacebuilding and Development Focal Point is the mechanism for facilitating that.

The two key aims of the Peacebuilding and Development Focal Point would be:

- programmatic harmonization within UNDESA; and
- to facilitate mainstreaming the development dimension into the peacebuilding work of other entities (intergovernmental, UN, and non-UN).

The guiding principles for the Focal Point are as follows:

1. it streamlines and catalyses existing work and peacebuilding contacts within UNDESA, ie, programmatic harmonization;
2. it ensures other entities working on peacebuilding make full use of UNDESA’s peacebuilding-development capacities, giving credit to the Department’s efforts;
3. while some activities would be centralized to UNDESA Focal Point (e.g., contacts with legislative bodies), technical and specialized work would continue to be distributed among the divisions;
4. it is the peacebuilding focal point for contact within and outside UNDESA, ie, UNDESA’s peacebuilding-development inter-face;
5. it represents UNDESA at all appropriate fora;
6. when UNDESA is asked to comment on peacebuilding-related reports or proposals, the focal point could seek out the best UNDESA staff to do this;
7. it can coordinate UNDESA-whole advocacy and outreach on peacebuilding-development, but not individual divisions’ advocacy and outreach.

B. External requirements: Enhancing external relations

Recommendations:

UNDESA make a concerted effort to develop new mechanisms and relationships for contributing to the international peacebuilding effort.

UNDESA use its comparative advantage to work with other agencies to bridge the gap between peace and development.

UNDESA identify areas where its own strengths can help overcome deficiencies in the UN's peacebuilding capacity.

UNDESA already makes a substantial contribution to the international peacebuilding effort, to other UN entities, to NGOs and to academic/policy centres, (a) through the committees, working groups and task forces it is a member of, and (b) through its reports and publications. However, (a) this effort is not coordinated or prioritized within the department, and (b) there is more that could be done with the international peacebuilding community generally and with key organizations such as the PBC, the PBSO, UNDP and DPKO, also DPA's Electoral Assistance Division (EAD).

This report recommends UNDESA:

- ▶ *7. to strategize its commitments and contributions to UN system wide peacebuilding efforts, and*
- ▶ *8. identify other areas where the Department could contribute, as outlined in "inter-agency collaboration" and "external relations and communications".*

Recommendation:

UNDESA work more closely with DPKO in capacity building, and in planning and evaluating comprehensive peacekeeping missions to include development aspects.

As peace missions include social and economic activities and consequences, there is a clear need for expert input on this subject before, during and after a peace mission, and UNDESA has a comparative advantage in this area. It is also clear that many of the DPKO personnel involved in planning and implementing missions could benefit from capacity building / training in some of the development aspects of peace.

- ▶ *9. It is recommended that the focal point analyze and identify, drawing upon the Task Force, UNDESA's potential cooperation in already established missions and establish a working relationship with counterparts in DPKO who are responsible for:*

a) planning and managing missions (e.g. Integrated Mission Planning Process), and link them to UNDESA personnel who can provide substantive support,

- b) training or preparing mission personnel and link them with UNDESA personnel who can contribute to capacity building, and*
- c) post-mission evaluations (e.g., Best Practices Unit), and link them with UNDESA personnel who can undertake or contribute to these evaluations, especially with the social and economic and governance aspects.*

Recommendation:

UNDESA become an active working partner of the PBC and PBSO.

PBC members are diplomats, not peacebuilding specialists, and they look to the UN system, as well as their capitals, to provide the context and background for them to make meaningful contributions to, and decision on, post-conflict countries that are on, or proposed for, the PBC's agenda. UNDESA can provide some of the thinking and research on social and economic aspects of peace and development.

The PBSO is under-resourced and the current team members do not have time to prepare sufficient background material for PBC members, and as yet have not commissioned research projects, both of which UNDESA has the capacity to do.

It is recommended that:

► *10. UNDESA establish working relations at the highest level (OUSG and/or OESC) and strengthen substantive support to*

a) the ECOSOC (and where appropriate GA) members on the PBC's Organisational Committee, and

b) the PBC's country-specific committees; and

► *11. FP establish a working relationship with the PBSO and offer substantive support, especially in the area of peacebuilding-development research.*

Workplans for these recommendations are elaborated in "UNDESA and the PBC", and "UNDESA and the Peacebuilding Support Office".

Workplans

The proposed workplans for (1) structuring UNDESA's peacebuilding work, and (2) enhancing external relations are covered in the following 8 categories:

A. Structuring UNDESA's peacebuilding work

1. Strategic guidance and management support
2. Intra-departmental collaboration
3. Capacity building
4. Knowledge management

B. Enhancing external relations

5. Inter-agency collaboration

6. UNDESA and the PBC
7. UNDESA and the PBSO
8. UNDESA and DPKO

The aims:

1. gain UNDESA-wide support for a **peacebuilding strategy**, with peacebuilding-development workplans for each division, and joint division workplans for cross-cutting issues,
2. formalize a USG-supported reinvigorated, pro-active **Task Force**,
3. establish a Focal Point within OUSG, with clearly-defined role,
4. strengthen internal (intra-divisional and intra-departmental) communications in relation to peacebuilding activities, and
6. capture and build its human resource capacity.

A. Structuring UNDESA's peacebuilding work

The appointment of a new USG and the establishment of the UN's new peacebuilding architecture provide the double impetus for UNDESA to adopt a strategic plan for peacebuilding (incorporating conflict prevention, peacebuilding and conflict-limiting development). The benefits would be improved internal communications, coordination and collaboration, and enhanced external contribution and reputation.

1. Strategic guidance and management support

The steps

- ▶ 1.1 OUSG circulate the **strategy and workplan** to directors to garner input and comments from key personnel in their divisions/offices.
- ▶ 1.2 USG convene a division **directors' meeting** dedicated to discussing the proposed strategy and workplan, to amend as necessary, and reach consensus.
- ▶ 1.3 USG, concurrently, formalize the establishment of the focal point within OUSG.
- ▶ 1.4 USG convene, and OUSG focal point organize, a one-day **peacebuilding briefing session** for all UNDESA professional staff.
- ▶ 1.5 OUSG/focal point organize one-day retreats or **workshops for each division** to
 - a) develop workplans, with ***timelines, designated officers, concrete outputs, and verifiable indicators*** for 2008-09;
 - b) establish or revise mechanisms for intra-division sharing of information and contacts on peacebuilding-development; and
 - c) establish mechanisms for gathering, analyzing and sharing/disseminating best practices, based on the experiences of individual staff working in this area.

► 1.6 USG convene a division **directors' meeting** to:
a) further discuss, and perhaps amend, the UNDESA-wide strategy and workplan, and
b) determine which divisions have cross-cutting work, then organize combined division workshops (as in 1.5 above) to develop cross-division workplans.

► 1.7 USG consider including peacebuilding-development aspects in the performance appraisal system (PAS) of all senior staff responsible for peacebuilding-development work. Although it may be difficult to measure the many advocacy outcomes, performance appraisal would give staff some incentive and an opportunity for rewarding their efforts in this area. In addition to tracking outcomes and implementing accountability, the PAS should be also viewed as a tool to identify needs and to recognize achievement.

Expected outputs

1. a UNDESA-wide peacebuilding **strategy and workplans**, developed by the staff, signed by the USG, and distributed to all staff;
2. all staff better aware of peace-development issues and UNDESA's new focus on peacebuilding and how it impacts on their work;
3. agreed workplans for each division/office for 2008-09;
4. an established **Peacebuilding and Development Focal Point**, with well-defined roles and responsibilities; and
5. a reconstituted, reinvigorated, pro-active **Task Force**.

2. Intra-departmental collaboration

After the strategy and divisional workplans have been accepted and the focal point established, the second component of structuring UNDESA's peacebuilding work is to build collaboration between divisions in relation to peacebuilding work, and to establish mechanisms for internal information dissemination and coordination of UNDESA's peacebuilding activities. Facilitating this collaboration will be the Peacebuilding and Development focal point which will become UNDESA's information hub on peacebuilding-development issues. It is proposed that:

► 2.1 Focal Point to facilitate regular **Task Force** meetings, and facilitate follow-ups and tracks outcomes;

► 2.2 FP to gather and analyse **peacebuilding information** from (a) within UNDESA and (b) outside, in particular monitoring relevant events in the Peacebuilding Commission, Peacebuilding Fund, Peacebuilding Support Office, ECOSOC, the Security Council, the SG's Policy Committee, the Inter-agency Framework Team, wearing a UNDESA lens;

► 2.3 FP to disseminate/**circulate UNDESA-relevant peacebuilding information**, in appropriate formats to targeted groups, e.g.:

- a) relevant / specialist UNDESA staff, in particular OUSG and Task Force members,
- b) all UNDESA staff via the intranet,
- c) intergovernmental bodies,
- d) other UN agencies,
- e) the peacebuilding community including NGOs and academic/policy centres.

► 2.4 The FP identifies areas where **UNDESA research and technical assistance** could aid or feed into peacebuilding-development work in other UN agencies or the wider peacebuilding community, as elaborated in the following sections on Inter-agency collaboration, UNDESA and the PBC, UNDESA and the PBSO, and UNDESA and DPKO.

3. Capacity building

To facilitate personal development and formal training among staff working in peacebuilding, it is recommended that the FP:

- 3.1 **assess capacities** of personnel working in peacebuilding-development, by building on the divisional workshops;
- 3.2 through the OUSG, invite staff to **submit proposals** for training programs;
- 3.3 **identify staff** who could most benefit from training, and staff who are prepared to share with other relevant staff some of the knowledge and experiences gained from the training;
- 3.4 **identify training** workshops / programs / centres that are suitable for the staff applying and fit the UNDESA-wide strategy, such as the Staff College's Early Warning and Preventive Measures Project and the Office of Human Resources Management's Staff Development Handbook, found at:
<http://intranet.un.org/OHRM/Training/sdptoc.htm>;
- 3.5 **identify funding** sources and prepare (or facilitate the preparation of) funding proposals for staff to attend training programs outside the UN or outside their home base;
- 3.6 request, process and disseminate **post-training reports**, so other relevant staff can benefit from knowledge and experienced gained through the training program;
- 3.7 keep abreast of new training programs and **opportunities**, within the UN and outside.
- 3.8 undertake (including the UNDESA-DPKO liaison person) -- or, at minimum, be familiar with -- the UN Institute for Training and Research Programme for

Correspondence Instruction (www.unitarpoci.org) course to gain greater familiarity with peace missions and what the UN currently offers.

4. Knowledge management and lessons learned

Under UNDESA's knowledge management program, UNDESA would develop a database of lessons on conflict prevention, peacebuilding and development that compliments existing databases. To do this, FP would:

- ▶ 4.1 develop guidelines for gathering, collating, analyzing and disseminating best practice, based on discussions with other UN entities, in particular DPKO's Best Practices Section, and the Peacebuilding Support Office;
- ▶ 4.2 gather lessons via interviews with appropriate staff, starting with Task Force members and those identified in the workshops as having capacity in this area, also, very importantly for field experience, the Expert Reference Group's Peace and Development Advisors;
- ▶ 4.3 convene thematic focus-group discussions where appropriate to give feedback to further elicit lessons;
- ▶ 4.4 collate and analyse the lessons into two categories, for dissemination (a) to personnel within UNDESA, and (b) to targeted groups outside UNDESA, specifically other UN agencies, Member States, and the peacebuilding community;
- ▶ 4.5 identify aspects of the lessons that might usefully feed into policy, and identify possible recipients (individuals and groups/organizations) who might benefit from policy-oriented lessons;
- ▶ 4.6 share relevant lessons with other UN agencies, and where appropriate Member States, NGOs and policy/academic centres;
- ▶ 4.7 establish a program of continually expanding the best practices database and disseminating lessons where appropriate.

If UNDESA's best practice database of its own staff is regarded as credible, easily accessible and useful, it may be possible for UNDESA to expand this database to encompass other, or all, UN personnel or groups, such as UNDP's Bureau for Crisis Prevention and Recovery (BCPR) and Country Teams with conflict prevention or post-conflict development agendas. It might be that the Peacebuilding Support Office will be the agency responsible for developing a UN-wide best practice database, but PBSO could commission UNDESA to undertake this.

- ▶ 4.8 FP should discuss this with PBSO (or prepare briefing note for the USG if he is meeting with ASG McAskie) as early as possible, to ascertain whether this is a possibility, and if it is, to build it into both UNDESA's and PBSO's workplans.

Potentially, this best practice database could be further expanded to include non-UN personnel and groups such as national governments hosting Peace and Development Advisors, and NGOs working in the field.

If UNDESA does not have personnel to undertake this, this is a discrete activity that could attract external funding, in which case

- ▶ 4.9 FP should prepare TORs and a funding proposal.

B. Enhancing external relations

5. Inter-agency collaboration

There is no structured feedback and sharing of information within the Department. This is a result of lack of prioritizing and poor internal communications, and both can be overcome if (a) the USG and the directors undertake an assessment, and (b) FP is given the role of facilitating internal information sharing.

If FP is to be **UNDESA's internal information hub for peacebuilding**, it is logical that FP would also become **UNDESA's interface for outside entities**, be it UN agencies, the peacebuilding community or the media, wanting information from or engagement with UNDESA on peacebuilding issues. This means FP would be **UNDESA's one-stop-shop for peacebuilding-development issues, internally and externally**.

To assess UNDESA's current commitments and contributions to UN system-wide peacebuilding efforts, this report recommends:

- ▶ 5.1 USG convene a **Directors' meeting**, with preparation and assistance from FP, to:
 - a) confirm who in UNDESA is contributing where and when, by identifying all personnel who represent UNDESA or participate in inter-agency meetings, task forces, conferences, committees, etc.;
 - b) **evaluate** inputs versus outputs, including advocacy and influence;
 - c) **prioritize** in terms of current resources;
 - d) **identify gaps** or other areas where UNDESA is not currently represented but could perhaps contribute.
- ▶ 5.2 FP ensure UNDESA representatives on each of the inter-agency committees or task forces is sufficiently briefed on UNDESA's *department-wide* work on peacebuilding, ie, they have the whole picture.
- ▶ 5.3 UNDESA representatives on these committees provide FP with regular updates and relevant documents, which FP repackages for dissemination internally and externally where appropriate.

Three obvious current gaps are that UNDESA is not a participating member of the **Executive Committee on Peace and Security** (ECPS), does not yet have formal working relations with the **Peacebuilding Support Office** (PBSO), and is not a member of the IMPP.

A compelling argument can be made for UNDESA to join ECPS, on the basis that development (one of the three pillars) is inextricably linked to peace and security.

► 5.4 UNDESA advocate to **join ECPS**, garnering support from other UN agencies, especially the PBSO. At present, UNDESA *attends* ECPS meetings.

► 5.5 UNDESA formally make known its comparative advantages and potential contribution to the **PBSO** at the earliest. It should be conveyed that UNDESA has a capacity and willingness to assist the PBSO. This should be done as a matter of urgency, before the PBSO establishes relations with other entities and engages their assistance.

► 5.6 FP should prepare a proposal outlining what UNDESA could contribute, for example, by providing **background papers** on social and economic aspects of peacebuilding, and by organizing thematic seminars on these issues, keeping in mind that the PBC has already held preliminary (not substantive) thematic meetings on rule of law, security sector reform, transitional justice, youth unemployment, post-conflict elections, compacts, and regional associations.

► 5.7 UNDESA **join the IMPP** and contribute by making available relevant social-economic background data or discussion papers.

UNDESA already has good working relations with **UNDP's BCPR** and sits with BCPR personnel on inter-agency committees (e.g., Framework Team) and the full extent of the inter-agency links will be revealed during the divisional mapping.

► 5.8 FP, together with Task Force members, and using the results of the divisional mapping, explore the possibility of:

a) specific personnel in UNDESA developing or further **developing working relations**, and if possible collaborative work, with BCPR, in particular gathering field experience that might contribute to policy development, and

b) contributing to or undertaking **collaborative research** with BCPR, such as contributing to the Report on Fostering Post-Conflict Economic Recovery (see: http://www.undp.org/cpr/we_do/eco_recovery.shtml).

6. UNDESA and the Peacebuilding Commission

The following recommendations assume UNDESA provides support to the PBC's seven ECOSOC members, in collaboration with the PBSO.

- ▶ 6.1 UNDESA work with these seven Member States, and ensure they have sufficient knowledge, understanding and necessary background information to make meaningful contributions to the PBC's work.
- ▶ 6.2 UNDESA increase its work with the PBC's ECOSOC members, in collaboration with the PBSO, to (a) prepare relevant social-economic information on countries under consideration (e.g., Guinea, Guinea Bissau, Haiti, Liberia, Nepal, Timor), and (b) provide background on some of the social-economic issues in countries that may be on the verge of lapsing into conflict.
- ▶ 6.3 UNDESA enhance its work with the PBC's ECOSOC members, in collaboration with the PBSO, to provide on-going information on (a) social-economic and environmental aspects of post-conflict countries in general, and (b) a specific country on the PBC's agenda.
- ▶ 6.4 UNDESA increase its support to the PBC's ECOSOC members, in collaboration with the PBSO, to provide background papers on the social-economic and environmental aspects of peacebuilding that help the PBC determine the ultimate goal of the PBC's engagement, and the steps that a country should take to reach that endpoint, as well as the social-economic aspects that should be included in the benchmarks and monitoring mechanisms to be used in that process.

Providing information to the PBC

- ▶ 6.5 UNDESA provide research-based **background information** on social, economic and environmental aspects of transitional recovery, to PBC members and/or the PBSO.
- ▶ 6.6 UNDESA organize **seminars**¹⁹ on social-economic and environmental issues relevant to peacebuilding, as (a) closed-door briefings for PBC members, and/or (b) open forums involving UN and civil society representatives.
- ▶ 6.7 UNDESA can provide information covering three areas:
 1. countries already on the PBC's agenda (Burundi and Sierra Leone) or under consideration (Guinea, Guinea Bissau, Haiti, Nepal, Timor);
 2. thematic issues, e.g., good governance and public administration systems and institutions; administrative, security and judicial reform; transitional justice; regional cooperation; the role of civil society and the private sector; and
 3. monitoring of a country's progress during the transition to recovery (a) in general / generic terms, and (b) specifically within the agreed integrated peacebuilding strategies (IPBS) for Burundi and Sierra Leone.
- ▶ 6.8 UNDESA can assist immediately by:

¹⁹ Note: briefings for PBC members and civil society have been organized by the Friedrich Ebert Stiftung, the Institute for Global Policy, and the Missions of Canada and Norway. The PBSO has been discussing the organizing of more formal seminars with the International Peace Academy (IPA) and NYU's Center on Cooperation (CIC).

- a) providing the social-economic and environmental components of the benchmarks and monitoring mechanisms for the IBPS, and
- b) providing its collective experience on the social-economic aspects of consultation and participation.

7. UNDESA and the Peacebuilding Support Office

As outlined in 5.5 above, this report recommends that:

- ▶ 7.1 UNDESA formally make known its comparative advantages and potential contribution to the PBSO.
- ▶ 7.2 Designated UNDESA Task Force member/s, assisted by FP, prepare a concept note on how the Department could contribute in identifying factors that should be taken into account when setting short and medium-term goals, establishing benchmarks, and monitoring progress towards those goals.
- ▶ 7.3 After UNDESA establishes its own best practices database, the Department could offer to share its experiences with PBSO or offer to undertake the task of gathering, analyzing and documenting lessons for PBSO.
- ▶ 7.4 UNDESA can contribute to:
 1. the development of integrated **peacebuilding strategies** by providing the economic and social perspectives;
 2. **institution-building** by providing guidance, by identifying priorities, challenges and pitfalls, and by sharing its considerable experience in this area;
 3. discussions aimed at clarifying what aspects constitute the foundations for sustainable development.
- ▶ 7.5 UNDESA, through the Focal Point, can contribute in five areas:
 - a) join the Management Committee;
 - b) suggest social-economic topics for the on-line discussions;
 - c) provide a list of experts and practitioners, with thematic or country specialties, who can answer on-line queries or facilitating e-discussions;
 - d) provide social-economic experts for the roster; and
 - e) provide social-economic input to the training program.
- ▶ 7.6 FP ascertain who in UNDESA is the most appropriate to write a discussion paper on the role of civil society and private sector in relation to the development aspects of peacebuilding, then work with PBSO to develop an outline for the paper, then liaise with the writer to ensure the final paper would be useful to the PBC/PBSO.

8. UNDESA and DPKO

Development aspects in peacekeeping

- ▶ 8.1 UNDESA's FP become an active member of DPKO's Integrated Mission Task Force.
- ▶ 8.2 UNDESA's FP assess the feasibility of a social/economics officer being seconded to DPKO's planning unit. The ideal would be a staff member who has development / peacebuilding experience and previously worked at DPKO.
- ▶ 8.3 In consultation with DPKO, and PBSO, UNDESA undertake, or commission, a discussion paper on the social-economic aspects of the **conflict-to-peace continuum**, with a focus on how peacekeeping could better fit into this continuum.
- ▶ 8.4 UNDESA's FP discuss with DPKO's Best Practices Unit how UNDESA could add value to, or expand on, the 2006 BPU commissioned study **Economic Impact of Peacekeeping**, which covered 10 missions (see <http://www.un.org/Depts/dpko/lessons> + Economic Impact of Peacekeeping).
- ▶ 8.5 In consultation with DPKO, and PBSO, UNDESA undertake, or commission, an assessment of the **long-term legacies and lessons** of comprehensive peacekeeping / peacebuilding missions, for example, Namibia, Cambodia, El Salvador, Mozambique.

UNDESA and DPKO have held several workshops on national reconstruction and economic recovery to help build capacity among the UN peacekeepers. As a starting point, it is recommended that:

- ▶ 8.6 the FP a) review these workshops (content, participants, outcomes), b) study the training programs that DPKO currently offers peacekeepers, at headquarters and in the field, and identify areas where training on economic and social aspects could be included, then c) prepare a proposal to discuss with DPKO (the Civilian Training Section of DPKO's PMSS) whereby UNDESA could assist in building capacity for DPKO personnel involved in planning, implementing and evaluating peace missions, covering the social-economic aspects of peace and development. This could be done by:
 - i) UNDESA holding workshops for peacekeepers,
 - ii) UNDESA including social-economic briefings in DPKO planned workshops, and
 - iii) UNDESA adding social-economic aspects to DPKO's training materials/manuals.
- ▶ 8.7 FP, with appropriate Task Force member/s, identify personnel in UNDESA who could write background papers / booklets to help peacekeepers going on missions to be more aware of some of the social and economic aspects and impacts of peacekeeping.
- ▶ 8.8 FP discuss possible input to training with DPKO's Training and Evaluation Service (<http://www.un.org/Depts/dpko/training/>), and where appropriate link TES with UNDESA personnel who can contribute to capacity building, through presentations at

TES workshops or training manuals (printed and/or on-line, e.g. at:
(http://www.un.org/depts/dpko/training/tes_publications/list_publi.htm)

► 8.9 FP, with appropriate Task Force member/s, identify personnel in UNDESA who could review DPKO's human development website at http://intranet.un.org/dpkocots/Career_Development/career.htm and offer social-economic input that would enhance this training tool.

► 8.10 UNDESA is in a unique position to undertake, or commission, research that would be the key to an important advocacy project. Many peacekeeping/peacebuilding analysts and senior DPKO officials argue that the Security Council should (a) give longer mandates for peacekeeping and (b) fund peacebuilding activities that do not come under assessed funding (ie, under voluntary contributions). DPKO has made several attempts in the past and it seems that it would like to work with other entities (such as PBSO and/or UNDESA) to advance this argument. Paul Collier's recent research shows the longer the mission the less likely of conflict resuming. Building on Collier's work, further research would show that, in financial terms alone, it would be cost efficient to have longer mandates and fully-funded missions. UNDESA's role could be to undertake or commission such a study, or to work with PBSO to do so, then work with PBSO on the advocacy side of presenting the research to the PBC members.

ANNEXURE

Annex I: A picture of quotes

This report was compiled in part based on interviews with UNDESA personnel working in conflict prevention, peacebuilding and development. Several comments are indicative of where UNDESA is, where UNDESA could be heading, and how the Department is regarded by its own staff. These comments included:

- “We are working in an ad hoc way. Everyone is too busy to do a review.”
- “We don’t have a mandate specific for peacebuilding, but we deal with the whole range of development issues.”
- “We talk about post conflict development, because “peacebuilding” is not declared our area.”
- “It became part of an underground culture in the department.”
- “We do this (youth unemployment, social integration, disabilities) without the label of peacebuilding.”
- “We act in stealth.”
- “We look at disability and conflict, we do work on aging and conflict, Statistics do a lot on development indicators and bring a post conflict look...[It’s a matter of] saying, guys what you are doing is relevant to peacebuilding, take note and take pride.”
- “We are a group of dedicated individuals, we can’t accomplish much. The initiative has to come from the very top.”
- “When you claim you work on development and work on 40 countries, post- or pre- conflict development, UNDESA should not remain quite.”
- “UNDESA does a lot of good work but sits on it.”
- “It would be great if we had more collaborative relations with the PBSO.”
- “We could be doing best practices analysis.”
- “There are a lot of other entities doing this [peacebuilding]. We don’t need to compete. UNDESA needs to find a niche.”
- “What does peacebuilding mean for UNDESA?”

Annex II: UNDESA's mandate for expanded involvement in peacebuilding

The primary mandate for UNDESA's **expanded** involvement in peacebuilding derives from the 20 December 2005 concurrent resolutions of the General Assembly ([A/RES/60/180](#)) and Security Council ([S/RES/1645](#)) that established the UN's new peacebuilding architecture. Three paragraphs pertain to ECOSOC directly (paras 4, 12, 17), and para 22 and some of the preamble are also significant

ECOSOC has seven seats on the PBC's 31-member Organisational Committee:

4... the Commission shall have a standing Organizational Committee, responsible for developing its own rules of procedure and working methods, comprising:... (b) Seven members of the Economic and Social Council, elected from regional groups

ECOSOC can advise placing on the agenda a Member State on the verge of conflict :

12. *Decides* that the Organizational Committee shall, giving due consideration to maintaining a balance in addressing situations in countries in different regions in accordance with the main purposes of the Commission as stipulated above, establish the agenda of the Commission based on the following:... (b) Requests for advice from the Economic and Social Council or the General Assembly with the consent of a concerned Member State in exceptional circumstances on the verge of lapsing or relapsing into conflict and with which the Security Council is not seized in accordance with Article 12 of the Charter

ECOSOC can request the PBC's advice on a post-conflict country:

17. ...the advice of the Commission to provide sustained attention as countries move from transitional recovery towards development will be of particular relevance to the Economic and Social Council, bearing in mind its role as a principal body for coordination, policy review, policy dialogue and recommendations on issues of economic and social development;

The founding resolutions also recognize:

- the need for a dedicated institutional mechanism to address the special needs of countries emerging from conflict towards recovery, reintegration and reconstruction and to assist them in laying the foundation for sustainable development;
- the vital role of the UN in preventing conflicts, assisting parties to conflicts to end hostilities and emerge towards recovery, reconstruction and development; and

- the importance of supporting national efforts to establish, redevelop or reform institutions for the effective administration of countries emerging from conflict, including capacity-building efforts

Annex III: UNDESA's untapped potential in peacebuilding and development – specific examples

The UN's Peacebuilding Capacity Inventory²⁰ examines UNDESA's potential in some detail:

[T]he Division for Sustainable Development (**DSD**), which provides Secretariat support to the intergovernmental processes of the Commission on Sustainable Development, has a team with **specialized expertise** in national sustainable development strategies, **but no mandate** for conflict-related work or dedicated staff.

Likewise, the Financing for Development Office (**FfD**), which provides Secretariat support for follow-up to the International Conference on Financing for Development and other conferences, has **no mandate for peacebuilding or dedicated staff**. The Development Policy and Analysis Division (**DPAD**) provides information and analysis on economic structures, performance, and prospects for conflict-affected countries, as well as analysis of unilateral economic measures and sanctions, and acts as Secretariat for the Committee for Development Policy. Again, however, it indicates **a limited peacebuilding mandate and has only one [peacebuilding] dedicated staff member**. Although some of its work is relevant to post-conflict countries, it has very little operational capacity.

Capacities that may be more easily harnessed include the Office of ECOSOC Support and Coordination (**OESC**), which provides substantive support to the GA and ECOSOC and has **three staff with experience of supporting the ECOSOC Ad Hoc Advisory Groups (AHAGs) on African Countries Emerging from Conflict and on Haiti...** Two staff also service the UNDESA Task Force for Mainstreaming Conflict Prevention, Peacebuilding and Development, in addition to their full-time jobs. The Division for Public Administration and Development Management (**DPADM**) **has dedicated staff** specialized in designing new institutions to cope with the broad challenges of rehabilitation, resettlement, and reconstruction.

UNDESA was also the only entity that highlighted a particularly strong capacity in statistics, with over 60 professionals in its **Statistics Division**. The Division has provided advisory services in planning and conducting censuses in Timor-Leste, Afghanistan, Sierra Leone, and the Democratic Republic of the Congo.

²⁰ p. 144

UNDESA's Division for Social Policy and Development (DSPD)

addresses the longer-term social dimension of peacebuilding, such as mending fragmented social relations...It services the Commission [for] Social Development and works closely with member states in areas such as ageing, youth, and issues affecting indigenous persons, the disabled and other vulnerable groups. [It] provides analysis and reporting on such issues, and engages in some capacity-development and training.

Following is an inventory of activities by Division assembled for this report:

DAW: Division for the Advancement of Women

- Provides substantive servicing to the Commission on the Status of Women (CSW) and the Committee on the Elimination of Discrimination against Women (CEDAW) (until December 2007);
- co-chairs (with UNFPA) the Task Force on violence against women in the framework of the Inter-Agency Network on Women and Gender Equality;
- is developing a roster of experts in the field of gender equality and the empowerment of women, which includes experts on peacebuilding;
- with OSAGI, organized a Third Committee dialogue on women in the peacebuilding process (2005);
- supported the CSW in adopting its Agreed Conclusions in 1998 and 2004, which contained recommendations on the participation of women and incorporation of gender perspectives in conflict prevention, peace processes and peacebuilding;
- in collaboration with OSAGI and DPA, organized an expert group meeting on "Peace agreements as a means for promoting gender equality and ensuring participation of women – a framework of model provisions" in preparation for the 2004 CSW;
- prepared the Secretary-General's 2004 report "Women's equal participation in conflict prevention, management and conflict resolution and in post-conflict peacebuilding";
- developed a model for promoting gender equality in peace processes, containing standards for mediators, parties to the conflict, and funding entities involved in preparing peace agreements;
- supported DDA and OCHA in preparing for their internal consultation processes and the development of action plans on gender mainstreaming;
- initiated some advisory services and technical cooperation programmes in developing countries, including post-conflict and transition countries, including training for women members of the Mano River Peace Network;
- has implemented a technical assistance project on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in countries emerging from conflict, including Timor Leste, Afghanistan, Liberia and Sierra Leone and Haiti. This project targets national machineries for the advancement of women, other lines ministries, parliamentarians and NGOs by conducting workshops in support of implementation, monitoring, evaluation and report writing, and of strengthening institutional frameworks for the promotion of gender equality;

- is a member of the Inter-Agency Taskforce on Women, Peace and Security; compiled UNDESA input to the UN system-wide action plan on implementation of Security Council resolution 1325 (2000).

OSAGI: Office of the Special Adviser on Gender Issues

- provides policy advice on gender analysis and gender mainstreaming (including to the Secretary-General) into all UN activities; advocacy and awareness-raising through the promotion of gender equality in global standards and norms; advisory support and knowledge-sharing on gender issues and gender mainstreaming (for example through the development of tools, guidelines and training); and monitoring progress on the status of women within the UN;
- chairs the Inter-Agency Network on Women and Gender Equality (IANWGE);
- chairs the Inter-Agency Task Force on Women, Peace and Security (IATFWPS);
- with the IANWGE, prepared the Secretary-General's 2002 study *Women, Peace and Security*, which includes recommendations covering the impact of armed conflict on women and girls, the international legal framework, peace processes, peacekeeping operations, humanitarian operations, reconstruction and rehabilitation, and disarmament, demobilization and reintegration;
- is responsible for monitoring of the implementation of Resolution 1325 on Women, Peace and Security through:
 - a. preparation of the Secretary General's annual reports to the Security Council on the implementation of 1325 (2000),
 - b. coordination of the preparation of UN system-wide action plan for the implementation of 1325, the first covering 2005-2007, the second, developed in a result-based framework, covers 2008-2009;
 - c. coordination of the collection of good practices and lessons learnt on the implementation of 1325, and the creation of an interactive database;
- promotes national implementation of 1325 through awareness-raising campaigns and building of national capacities, including through training, such as the UN Regional Commissions project in Latin America and the Caribbean and Africa, which mobilizes governments to develop national action plans for the implementation of the resolution;
- in collaboration with DPA, organized an expert group meeting on "enhancing women's participation in electoral processes in post-conflict countries" (2004), which led to the publication of a guide on "women and elections";
- collaborated with other UN actors in the development of training packages, tools and guidelines, including the DDA briefing notes on gender and disarmament, the *Gender Resource Package for Peacekeeping Operations*, the *Gender Guidelines for Mine Action Programmes*, and the handbook on *Women and Elections*;
- in collaboration with the IATFWPS, has been maintaining a regular 'Inventory of United Nations Resources on Women, Peace and Security';
- prepared the Conference Room Paper "Gender mainstreaming in the work of the United Nations on peace and security" for the 2004 Coordination Segment of ECOSOC;

- in collaboration with NGO working group on women, peace and security and other UN entities, is organizing side-events, panel discussion and round-tables on the issues of women, peace and security on a regular basis; and
- conducts regular briefings to the Member States, including through Friends of 1325 about the implementation of 1325 at the international, regional and global levels.

DSD: Division for Sustainable Development

- is the substantive secretariat to the UN Commission on Sustainable Development (CSD); is the thematic leader on sustainable development within ECESA; is Convener of Small Island Developing States Inter-Agency Consultative Group; serves as secretariat for UN-Water and UN-Energy and plays an active role in UN-Oceans; is Chair of the Inter-agency Network on Women and Gender Equality's "Gender and Water Task Force", and provides secretariat services to the Secretary-General's Advisory Board on Water and Sanitation;
- prepares the reports of the Secretary-General and background documents for the CSD sessions and the General Assembly;
- promotes sustainable development through technical cooperation and capacity-building at the international, regional and national levels;
- supports and implements some technical cooperation projects (for example in Timor Leste, The Gambia, Madagascar, Mauritania, Yemen, Ethiopia, etc) on energy, water, natural resources development, and national strategies for sustainable development;
- has analysed the impact of conflict on resource management and the relationship between natural resources endowments and causes of conflicts;
- provides technical assistance and capacity-building in developing countries, covering several areas relevant to conflict: national sustainable development strategies in countries emerging from conflict, energy (e.g., services, efficiency, renewable energy, and power sector development), water and natural resource management water sector monitoring and developing water operators partnerships;
- has technical cooperation projects with the aim of supporting post-conflict countries in Africa and Asia;
- provided technical advice to the governments in Central Asia and several countries of the Niger Basin on water resource governance and management and on prevention and resolution of conflict over water resources;
- contributed to the Chad-Cameroon Petroleum Development and Pipeline Project by providing independent advisory services on resource allocation;
- coordinated UN inputs to the World Bank work on Governance of Natural Resources and Conflict;
- helped establish and implement an agreement on the international sharing of water resources in the Jordan River basin;
- facilitated the training of DPRK experts in a neutral country in the area of energy planning;
- developed an online database of partnerships for sustainable development (mandated by CSD-13), which facilitates sharing of expertise on achieving sustainable development through partnerships and underscores the inter-linkages between natural resource management and conflicts;

- contributed the chapter on water valuation to the *World Water Development Report II*; and
- manages the UN office to support Water for Life Decade (2005-2015) in Zaragoza, Spain.

DPADM: Division for Public Administration and Development Management

- assists in the UN's efforts to develop strategies for rebuilding a viable public administration in countries undergoing post-conflict rehabilitation and reconstruction²¹;
- promotes efficient, accountable, participatory and transparent public administration;
- facilitates debate on emerging issues and challenges in public administration and socio-economic governance;
- provides data, analytical and policy tools, information, experiences and good practices in public administration;
- strengthens institutional, technical and human resource capacity of national public administrations;
- promotes innovation, diversity, professionalism and ethical standards in the public sector;
- engages in a range of post-conflict technical and advisory support in countries such as Rwanda, Somalia (district-based peacebuilding conferences), Sierra Leone (advice to the establishment of the integrated mission and the Peace Consolidation Strategy), Liberia (consultative workshops on governance structures)²²;
- manages several capacity-building projects in conflict management, including a project assisting governments in sub-Saharan Africa to strengthen their policy-making, institutional and personnel capacities to manage and mitigate conflicts in constructive, non-violent and sustainable ways;²³
- has worked in peacebuilding countries including Mozambique, DRC, East Timor and Angola, and in fragile states such as Guinea-Bissau, Bangladesh, Guyana, Kenya, Nigeria, Zimbabwe on conflict prevention/transformation activities;
- has staff who specialize in: (a) designing new institutions at central and local levels to cope with immediate challenges of rehabilitation, resettlement, and reconstruction; (b) reactivating development-oriented institutions destroyed by conflict; and (c) conducting situational assessments and evaluations of comprehensive and integrated programmes, (d) formulation and management of conflict prevention and peacebuilding programmes;
- staff provide policy advice, training programmes, needs assessments, project formulation, and technical services for the management, implementation and evaluation of projects related to conflict prevention and peacebuilding, to government officials, parliamentarians, Ministries, educational institutions, NGOs, CSOs, and regional and sub-regional organizations;
- chief technical advisors and project staff are posted in the field (e.g. Ghana, DRC, Kenya and Togo);

²¹ A/RES/50/225, Item 13 and 14

²² Peacebuilding Capacity Inventory p79

²³ "Mapping of UNDESA's ongoing activities in Conflict Prevention, Peacebuilding, and Development, December 2005"

- maintains a database of public administration professionals from all over the world on UN Public Administration Network (UNPAN);
- has an on-line knowledge management system that disseminates good practice on public administration and development management to public administration practitioners world wide on UNPAN;
- maintains a database of more than 2,000 NGOs and inter-governmental organizations working in Africa on conflict and peacebuilding issues, and soon expanding to Eastern/Central Europe and CIS, with plans for Latin America also;
- has developed a number of training packages, including several specifically related to conflict prevention on: conflict analysis, mediation and negotiation, conflict-sensitive development and governance and conflict, and several others on ethics in the public service and, the latest, on decentralization;
- has published a policy development document, *Reconstructing Governance and Public Administration for Peaceful, Sustainable Development* (2003);
- held several Expert Group Meetings on Post-conflict Reconstruction of Administrative Machinery and, most recently, Building Capacities for Public Service in Post-Conflict Countries. These emphasize the centrality of restructuring the institutional framework and public service institutions as critical determinants of sustainable recovery, peace and development;
- initiated Peacebuilding and Good Governance Project, a multi-year programme at the University of Ghana offering multiple training workshops annually to strengthen African civilian personnel in peace operations
- has assisted the government of Bolivia prepare a national development plan and to set up a national ECOSOC.

OESC: Office for ECOSOC Support and Coordination

- provides substantive support in the economic and social fields to ECOSOC, the GA and NGOs, also to the UN reform; and facilitates substantive links between ECOSOC, the GA and the UN system;²⁴
- supports the intergovernmental process with a view to achieving a more coherent and integrated approach to social, economic, financial, environmental and development issues;²⁵
- provides substantive advice and support to the ECOSOC Bureau on matters relating to conflict prevention and peacebuilding;
- consults various UN entities on how best to service ECOSOC in its consideration of post-conflict situations;
- supports the ECOSOC *Ad Hoc* Advisory Groups on Haiti, Guinea-Bissau and Burundi;
- strengthens NGO capacities by building networks through the UN NGO Informal Regional Network, for example, in cooperation with NGOs in the Asia-Pacific region, held three meetings addressing issues of peace in the region (2004);
- Maintains UNDESA's knowledge management network site on post-conflict, peacebuilding and development and Bulletin of events.

²⁴ <http://www.un.org/esa/coordination/desc.htm>

²⁵ GA economic & social affairs, strategic framework 2006-2007, 29Apr04

Statistics Division

- transmitted technical manuals and guidelines for the compilation of official statistics to post-conflict countries in order to strengthen their statistical capacities;
- supported such countries in the planning, conducting and technical review of population census in a manner that supports national statistical capacity building, for example, the Division provided support in planning and conducting census in Timor Leste, Afghanistan, Sierra Leone and the Democratic Republic of the Congo;
- organized workshops and fellowship schemes to increase statistical capacity in conflict affected countries, for example, statisticians from Iraq have been trained in activities associated with the ESCWA Development Account and a special training attachment in Bulgaria was also organized for Iraqi statisticians, and countries emerging from post-conflict situation in the ECOWAS region, such as Sierra Leone and Cote d'Ivoire; and in the SADC region such as Namibia and Mozambique are also benefiting from similar Development Account projects.

DSPS: Division for Social Policy and Development

- prepared the SG's report on 'Promoting social integration in post-conflict situations' (A/AC.253/23) (February 2000);
- held an expert group meeting on 'Structural threats to social integrity: social roots of violent conflict and indicators for prevention' (December 2001);
- jointly edited the book *Trauma Interventions in War and Peace: Prevention, Practice and Policy* (Kluwer Academic/Plenum Press);
- compiled data/information on youth peace-builders in more than forty countries;
- held an expert group meeting on "Dialogue in the Social Integration Process: building peaceful social relations by, for and with people" (November 2005);
- published "Participatory Dialogue: Towards a stable, safe and just society for all" (February 2007);
- organized an E-dialogue (May-June 2007) and expert group meeting (September 2007) on "Creating an Inclusive Society: Practical strategies to promote social integration", in collaboration with UNESCO and UN-HABITAT to explore critical elements necessary for creating inclusive societies and identify existing methodology and indicators for measuring social integration/inclusion/cohesion;
- prepared the SG's report: The World Youth Report 2003 addressed issues of Youth and conflict prevention (E/CN.5/2003/4, paras 45-47) and highlighted the role of young people as active agents for building peace, preventing conflict, and promoting a culture of peace;
- prepared the 2005 World Youth Report, (published in October 2005);
- organized a workshop on "Youth and Employment in Post-Conflict Situations in the Arab Region", in Beirut (January 2004);
- prepared the SG's report: The World Youth Report 2005 which addressed the issue of "Youth and armed conflict", (A/60/61-E/2005/7, Part III), Youth at Risk: young people in armed conflict, and highlighted the young people's disproportionately involvement in conflicts over the past decade; *[this par doesn't read smoothly – does it need some rewording? commas, colons, brackets, link words? is the title of the report Youth and Armed Conflict?]*

- collaborated with OSAA in the organization of an expert group meeting on “Youth in Africa: Participation of Youth as Partners in Peace and Development in Post-Conflict Countries” (Namibia, November 2006);
- actively participated in the Policy Committee’s Task Force on “Economic and social elements of peacebuilding, including employment generation and reintegration (October 2006 - September 2007);
- participated in the “International Conference on DDR and Stability in Africa” June 2007 (DRC, Organized by OSAA);
- prepared the 2007 World Youth Report (published in December 2007), which discusses youth and armed conflict, under the chapter “Overcoming the barriers of poverty: challenges for youth participation in sub-Saharan Africa”;
- provides substantive support to the Commission for Social Development’s draft resolution to ECOSOC for adoption by the GA as a “Supplement to the World Programme of Action for Youth to the Year 2000 and Beyond”, which covers five new priority areas of the Programme of Action, one of which is “Armed Conflict”; and
- supported the UN Permanent Forum on Indigenous Issues which has made a number of recommendations to relevant agencies relating to indigenous peoples and conflict prevention/peacebuilding, such as:
 1. indigenous peoples having a central role in dispute-solving arrangements over their lands, territories and natural resources,
 2. concerns regarding the extrajudicial killings of indigenous leaders and activists and lack of subsequent investigations,
 3. the need for assessments of how peace agreements affect indigenous peoples and how these agreements are being implemented,
 4. ongoing developments between governments and armed forces to seek peaceful solutions to conflict that affect indigenous peoples,
 5. the urgent needs of indigenous youth and children in armed forces, and
 6. review and monitoring of violence against women and girls in armed conflict.

DPAD: Development Policy & Analysis Division

- monitors and analyses global economic trends;
- analyses long-term development trends and prepares policy advice;
- advises ECOSOC on emerging cross-sectoral development issues;
- monitors and reports on implementation of the provisions of the UN Charter (Chapter VII, Article 50) related to assistance to third States affected by the application of sanctions and the following specific related activities: (i) to develop the modalities, technical procedures and guidelines on coordination of technical assistance available to third States affected by the implementation of sanctions and (ii) development of a possible methodology for assessing the adverse consequences of sanctions actually incurred by third States;
- monitors and reports on unilateral economic measures as a means of political and economic coercion against developing countries; and
-
- conducts ongoing research for a chapter in the forthcoming *World Economic and Social Survey, 2008* that will be devoted to a discussion of “post-conflict recovery and economic development”.

UNFF: United Nations Forum on Forests Secretariat

- is the substantive secretariat to the UNFF; and serves as the secretariat of the Collaborative Partnership on Forests (CPF), a voluntary partnership of 14 international organizations and convention secretariats active in the field of forests;
- prepares the reports of the Secretary-General and background documents for the UNFF sessions;
- promotes sustainable forest management through technical and scientific cooperation and capacity-building at the international, regional and national levels;
- supports the implementation of the non-legally binding instrument (NLBI) on all types of forests;
- supports countries in integrating their national forest programs or similar strategies for sustainable forest management into national strategies for sustainable development, relevant national action plans and poverty reduction strategies;
- supports country, organization and region-led initiatives, for example, “Practical Solutions to Combat Illegal Logging: Dialogue on Best Practice for Business and Civil Society” and “Decentralization, Federal Systems in Forestry and National Forest Programmes”;
- analysed the impact of conflict on forests and natural resources management and conservation, and the relationship between natural resources endowments and causes of conflicts;
- organized high-level roundtable discussions on Forest Law and Governance for Sustainability;
- organized panel events on regional realities and challenges of sustainable forest management since 2003, highlighting the limitations for development arising from forest conflicts;
- contributed inputs to the World Bank’s work on Forest Law Enforcement and Governance initiatives, as well as the work of other CPF members such as *full name* (ITTO) and *full name* (CBD) Secretariat which address issues of forest conflict and governance; and
- works with the UN Office on Drugs and Crime to address international cooperation in preventing and combating illicit international trafficking in forest products, including timber, wildlife and other forest biological resources.

Annex IV: Activities in peacebuilding carried out by members of the UNDESA Task Force

- The NGO Conference on the **Prevention of Armed Conflict** was held at UN headquarters in July 2005.
- The issue of **youth unemployment and conflict** was highlighted in the preparatory meeting of the High-Level Segment of ECOSOC in 2006; and this issue was also addressed in the 2006 ECOSOC Ministerial Declaration. UNDESA was also an active member of the Policy Committee's task force that developed the policy paper "Employment Creation, Income Generation and Reintegration in Post-Conflict Settings" from October 2006 to September 2007;
- Peacebuilding has been highlighted in several of the ECOSOC President's speeches, including most recently to the Peacebuilding Commission;
- Through the Executive Committee on Peace and Security (ECPS), UNDESA has promoted ways in which ECESA and UNDG could work together in strengthening linkages between **normative and operational work** in post conflict issues.
- UNDESA and DPKO held several workshops on **national reconstruction** and economic recovery to help build capacity among the UN peacekeepers.
- At the 2007 Annual Ministerial Review two of the six case-study countries were ones that have or are overcoming conflict (Cambodia and Ethiopia).
- UNDESA has encouraged private sector and foundations to consider focusing on post-conflict countries as they work with the UN towards the achievement of the internationally agreed **development goals**, including the MDGs.
- UNDESA has contributed to the drafting of **Policy Committee papers**, significantly on the importance of employment generation.
- **Brown bag lunches** are frequently organized, with experts and practitioners in this area to help build capacity and promote new ideas and innovative thinking within UNDESA and other UN agencies.
- As part of the informal outreach network, Task Force members helped found the UN Conflict Resolution **Film Festival** which shows relevant films about once a month.
- Task Force members have made a substantive contribution to UN bodies dealing with conflict prevention through the Inter-agency Framework Team and its subsidiary Expert Reference Group and its country specific working groups.