

*Statement by*  
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***THE UNITED NATIONS PEACEBUILDING ARCHITECTURE***

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**1. Introduction:**

Distinguished guests and participants, Mr. Vice-Governor, Professors, my good friend Oshima-san. Konnichiwa.

It is both a pleasure and honour to address the Hiroshima Peacebuilders Centre at the launch of this important event which represents such a cooperative effort in peacebuilding. The fact that we are gathered together in Hiroshima is doubly meaningful.

The HPC is quickly gaining an international reputation as a Centre of excellence and as a training ground for future peacebuilders, and many of you here today currently occupy, or will assume positions that will play a decisive role in international peace and security, whether in your own Governments, regional organizations, civil society organizations, or the United Nations. In doing so, you will join a community of peacebuilders not only in Asia, but linked to a community of practitioners that spans to the furthest reaches of our world.

I am pleased to see such a high percentage of women among you. You will bring a special perspective and understanding long missing from this work.

**2. Japan and Peacebuilding:**

As a founding nation of the new Peacebuilding Commission, and currently its Chair, Japan is widely respected for its contribution to peacebuilding. My fellow guest speaker, Kenzo Oshima, played a major part in the creation of the new peacebuilding architecture.

Japan's hosting of the G8 Summit and the Fourth Tokyo International Conference on African Development next year is illustrative of this contribution. Japan also supports UN peacekeeping activities: (Timor-Leste and Nepal) and provided US\$ 20 million to the UN Peacebuilding Fund, which I will tell you more about in a moment.

And as the Peacebuilding Commission enters its second year of its work, I am very encouraged by the enthusiasm of the Japanese Government and people to champion the cause of peacebuilding – again exemplified by this initiative --- Human Resource Development in Asia for Peacebuilding.

Ladies and Gentlemen my subject today is the United Nations and peacebuilding.

I come to this issue with several years of experience as a development practitioner; a humanitarian worker; a peacekeeper (in charge of the UN Mission in Burundi); and now as a peacebuilder.

At the outset let me share with you a definition of “peacebuilding.” The UN Secretariat’s recently agreed conceptual basis for peacebuilding, states that:

“ 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 aimed at achieving the above objectives.”

Peacebuilding must encompass a whole range of activities, affecting peacemaking, peacekeeping, and sustainable development for peace.

### **3. Peacebuildings’ Genesis**

The founders of the United Nations could not have envisaged the number and the complexity of the conflicts and crises we now face

Conflicts have grown ever more complex. Since the end of the Cold War, the international community has shown a renewed commitment to peacekeeping, mounting missions to assist countries afflicted with conflicts that carried the characteristics of both civil war and external aggression – state implosion, internal chaos, wars fought by children, warlords masquerading as generals. Add to that global cross-cutting issues ranging from the menace of HIV/AIDS to the drug trade, and international crime and terrorism, and the sustainable solutions, therefore, require increasingly complex multifaceted approaches.

The most prominent institution dedicated to dealing with world turbulence is the United Nations with its mission to address international peace and security.

We all know that the international record in sustainable peacekeeping has been mixed in the past. We need only cite the examples Liberia, East Timor and Haiti.

In Haiti, over the past decade three peacekeeping missions were fielded, accompanied by massive foreign assistance. In Haiti, one can see poignantly the sad results of withdrawal before the job was completed, before institutions such as a professional police force and stable governments were ready to shoulder their responsibilities for good governance and rule of law and equipped to address the needs of their populations.

In the mid nineties, we experienced the tragedies of Somalia, Bosnia and Rwanda. But we acknowledge Namibia, Mozambique, El Salvador and many other countries that realized a genuine peace dividend with effective international support.

The 1990’s was a great learning period for the United Nations.

By the end of the decade, with the surge in UN activities --- from International Administrations in East Timor and Kosovo to the large missions in Afghanistan, Haiti, and across Sub-Saharan Africa—the UN sought to respond better. The Brahimi report brought new approaches and a

new willingness by member states and the secretariat to stay the course, and to address the broader peace agenda.

This meant providing advice on constitutional frameworks; promoting human rights and the rule of law; helping to organize elections and building democratic institutions; and training police and pursuing efforts to stop weapons smuggling; all of it alongside military efforts.

The result is that more and more conflicts, especially in Africa are being brought to an end. My own mission in Burundi was widely regarded as successful and new peacekeeping efforts in Sierra Leone, Haiti, Liberia, Cote d'Ivoire and the DRC are either concluded or showing real progress. The new peacekeeping doctrine being developed meant more complex integrated missions which go well beyond political and security support. In cooperation with a wide range of international partners, the UN is venturing well into the realm of peacebuilding already through its peacekeeping operations.

#### **4. Peacebuilding Blocks and Blockages**

The UN has demonstrated that it can do the job, and do it well, when it is given the right mandate, resources, organizational structure and political support. Three essential peacebuilding blocks emerge as essential elements:

1. An international legal framework. UN Security Council Resolutions, Presidential Statements, and Secretary-General's Reports constitute a legal structure for international assistance and peacebuilding engagement. The commitment of member states to SC Resolutions is critical.

2. Multi-dimensional implementation mechanisms. Multilateral instruments and partners are crucial. Peacebuilding requires flexible mechanisms that adapt to social and political change. The point here is that we must be innovative and adapt our circumstances to keep peace moving forward. Each mission must be tailor-made.

3. Adequate financial resources. Peace is expensive. Elections and referendums often cost hundreds of millions of dollars; and creating a new integrated army and national police force can cost even more. The most expensive peace, however, is still a better deal than the cheapest, bargain-basement war.

These basic building blocks require the cement of long-term commitment to confront the unique challenges facing post-conflict countries, including:

- Limited capacity. Decades of conflict, chronic instability, political and economic malaise means that infrastructure is either non-existent or destroyed, including transport systems, hospitals, schools, and other public services. And how do you determine priorities when everything needs doing.
- The absence of democratic tradition. In many nations, there is a legacy of "one man, one vote, once!" And studies show that it is after the election that the risk of returning to conflict is greatest. No one wants to lose.
- A short international attention span. The persistent challenge is to put forward long-term strategies against one-year donor budgets and competition with "new" crises for scarce resources—both material and human. This is why too often the international community has not stayed to finish the job.

Unless we break through these blockages and address the root causes of instability --- namely, extreme poverty, insufficient education, gender inequality, and a lack of governance --- there exists the distinct threat of relapsing back into conflict.

## **5. The Peacebuilding Architecture**

To address what Secretary-General Kofi Annan called a “gaping hole” in the UN’s ability to support post-conflict countries, the UN began to work on developing coherent peacebuilding architecture, comprising three mutually supportive pillars: the PBC, or Peacebuilding Commission; the PBF, Peacebuilding Fund; and the PBSO, the Peacebuilding Support Office in the UN Secretariat.

### *A. The Peacebuilding Commission*

The Peacebuilding Commission was established on 20 December 2005 by parallel Security Council and General Assembly resolutions. The Commission is an advisory body, to “bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery.” (UNGA Res. 60/180 of 20 Dec. 2005) Where relevant, the PBC should highlight any gaps which threaten to undermine the peacebuilding process.

The Summit agreed that the Commission would do this by:

- Focusing on reconstruction and institution-building efforts necessary for recovery from conflict;
- Advising on integrated strategies to lay the foundation for sustainable development;
- Providing recommendations and information to improve the coordination of all relevant organisations within and outside the United Nations (i.e. including the World Bank, the IMF and regional banks);
- Helping to mobilize resources for peacebuilding and;
- Extending the period of attention by the international community to post-conflict recovery.

The Commission operates in two formations: (1) an Organisational Committee that develop procedures for the running of the Commission (determining the agenda, invitees, ways of working); and (2) Country Specific Meetings, where the substantive work of the Commission is done.

The Commission’s 31 Members comprise:

- 7 Security Council members (including all permanent members);
- 7 Economic and Social Council members;
- 5 top providers of assessed and voluntary contributions to the UN;
- 5 top providers of military personnel and civilian police to UN missions; and
- 7 seven additional members that help to ensure adequate regional representation selected by the General Assembly.

This past June, the Peacebuilding Commission celebrated its first anniversary and selected the Permanent Representative of Japan to serve, during its second year, as Chairperson of the Commission’s Organizational Committee. Mr. Oshima launched the year, and is now succeeded by Ambassador Yukio Takasaku.

To be most effective, the PBC’s work must make an impact at the country level. The test of relevance for all of us is bringing results for Burundi and Sierra Leone – the first two countries before the Commission.

To date, the Commission has engaged both Burundi and Sierra Leone to prepare Integrated Peacebuilding Strategies (IPBS) akin to a strategic compact or framework between the PBC and countries under its consideration, which will define the medium to long term relationship between the Commission and countries on its agenda.

This past June, a Strategic Framework for Burundi was adopted as a central part of the country's Integrated Peacebuilding Strategy. The Commission has not made as much progress in Sierra Leone, however, following last week's second round of elections in Sierra Leone, we expect preparations to begin in earnest towards the completion of the countries Integrated Peacebuilding Strategy before the end of this year.

These two countries continue to experience setbacks, but this demonstrates why the Commission is engaged in the first place.

Peace is a long, hard road. Dag Hammarskjöld once said, "The pursuit of peace and progress cannot end in a few years in either victory or defeat. The pursuit of peace and progress, with its trials and errors, its successes and setbacks, can never be relaxed and abandoned."

The critical challenge is to build and sustain local ownership, which is essential to the implementation of commitments both governments and the Commission will make in these compacts. Here, a carefully designed monitoring mechanism is needed to facilitate national leadership and convene regular meetings of international partners to identify and respond to bottlenecks in implementation on both sides.

### *B. The Peacebuilding Fund*

The work of the PBC is supported by a second pillar of the architecture, the Peacebuilding Fund – a multi-donor trust fund that responds to the reality that, all too often, peacebuilding had been hindered by a scarcity of resources, especially financing. The Fund serves as a first financial input on the road from conflict to recovery – it is not intended, however, to fill the major peacebuilding funding gap. A point of comparison: the target for the PBF is \$250 million; the annual budget for peacekeeping is now projected at \$8 Billion.

Through its emergency window, the PBF can also support interventions designed to respond to imminent threats to any ongoing peacebuilding process.

The Fund is available for both countries before the PBC and those that the Secretary-General may otherwise designate as eligible for its funding.

#### *The PBF in a Nutshell:*

Pledges:	\$226,451,000
Donors:	35 Member States
Commitments:	\$186,782,000
Deposits:	\$143,822,000
Number of Projects:	24 (as of 12/09/ 2007)
Countries:	Sierra Leone, Burundi, Cote d'Ivoire; * Central African Republic*

*Emergency Fund*

### *C. Peacebuilding Support Office*

The Peacebuilding Support Office (PBSO) was created as part of the new peacebuilding architecture along with the peacebuilding Commission and Peacebuilding Fund to enhance a coherent and integrated approach to peacebuilding and reconciliation.

PBSO helps to sustain peace in conflict-affected countries by garnering international support for nationally owned and led peacebuilding efforts. This includes providing support to the work of the Peacebuilding Commission and catalyzing the UN System, on behalf of the Secretary-General, and partnering with external actors to develop peacebuilding strategies, marshal resources and enhance international coordination. This support is firmly based on PBSO's function as a knowledge centre for lessons learned and good practices on peacebuilding.

The PBSO itself is non-operational, but it must work closely with the operational actors. There will be operational implications for the departments, programmes, and agencies as we start developing these new types of strategic tools to try to better align all of our work in the area of peacebuilding. If not, we will not meet the test implicit in the creation of the new PB entities.

The Office is well positioned to convene the system to undertake strategic discussions around peacebuilding, whether in the context of integrated peacebuilding strategies or during the planning of Integrated Missions through the Integrated Mission Planning Process.

## **6. Conclusion**

These new systems will need trained people to run them; people who understand the complexities of peacebuilding; who know how to bring the partners together; who know how to identify and focus on priorities; priorities that will make the difference between losing the peace or staying on track; people like you.

Important strides have been made in recent years in fostering ever greater levels of coordination, but the challenge remains to build a cohesive approach to peacebuilding that can be operationalized across the entire UN system.

The new UN peacebuilding architecture will help to meet this challenge and to facilitate the sharing of useful knowledge about lessons—both positive and negative—from the practice of peacebuilding in recent years in countries, both large and small.

The United Nations remains the essential form for the harmonization of all states, but it remains an organization of member states, not as someone said: “ a chorus of angels” It can only do what members agree to give it the power to do.

The Peacebuilding architecture represents a symbol of both hope and perseverance: hope for the many millions of people throughout the world who are striving to keep their societies on the fragile road to peace; and perseverance, for Member States and the United Nations System, to find creative means to overcome the difficulties that impede sustained support o end suffering and ensure sustainable peace and security.

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