

**Peacebuilding Commission
Working Group on Lessons Learned**

**Relationship between the PBC and the Security Council:
Possible areas and situations for advice**

Transition of UN Missions in PBC agenda countries

November 2012

I. Introduction

In paragraph 16 of the PBC's founding resolutions [A/RES/60/180 – S/RES/1645 (2005)], the General Assembly and the Security Council underlined that “..... in post-conflict situations on the agenda of the Security Council with which it is actively seized, in particular when there is a United Nations-mandated peacekeeping mission on the ground or under way and given the primary responsibility of the Council for the maintenance of international peace and security in accordance with the Charter, the main purpose of the [Peacebuilding] Commission will be to provide advice to the Council at its request.”

Given the centrality of this task, the Working Group on Lessons Learned (WGLL) had explored preliminary ideas during its meeting on 14 Dec 2011 for strengthening the advisory role of the PBC to the Security Council. At the Security Council's Open Debate and Informal Interactive Dialogue convened on the occasion of the review of the PBC report on its fifth session (held on 12 and 13 July 2012 respectively), many Member States reaffirmed the importance of this aspect of the PBC's advisory role.

In view of the envisaged drawdown of Security Council mandated missions in three countries on the Commission's agenda, namely Burundi, Liberia and Sierra Leone; there is an increased need for clarity on the scope of the PBC's advisory role to the Security Council. At the same time, and in response to increased demand from the field, headquarters and Member States for improved planning and management of UN transitions, the United Nations Integration Steering Group (ISG) has recently considered a system-wide policy on transitions in the context of mission drawdown and withdrawal. The Policy outlines key principles and roles and responsibilities that should apply to the UN system at headquarters and in the field across all transitions.

With these processes simultaneously taking shape, the WGLL has initiated an exercise by which it attempts to generate and improve knowledge and understanding of the lessons learned from past UN experiences in conducting transitions of missions and of how the PBC can support a more integrated and coherent transition processes in countries on its agenda. The WGLL exercise has also explored measures which the PBC could undertake to sustain political and financial, national and international support to long-term peacebuilding efforts throughout and beyond the mission draw-down in the three countries concerned. The exercise has further explored possible ways that go beyond periodic formal briefings to the Security Council, in which the PBC's advice in support of transition in these countries could be reflected in the corresponding decisions taken by the Security Council.

II. Transitions in the context of draw-down and withdrawal of UN missions

Main issues and findings:

- Transition decisions and timelines are heavily influenced by conditions in the host country and by the views of host governments. Consequently, mission transitions are diverse and specific to context.
- Transition planning must start early, even from the mission start-up, with national and international actors, aligned to national plans, and remain flexible throughout.
- Integration of United Nations in the field is essential in order to help build national peacebuilding capacities and for the preparedness of the reconfigured United Nations presence to support national actors in key peacebuilding objectives for the longer-term.
- National ownership is crucial for a successful transition process, and national leaders must be involved in decision-making throughout, reflecting the needs of the society. National capacity development, therefore, is vital, for the success of the mission and to ensure effective handover of peacebuilding tasks to national actors.
- Communication is critical to managing expectations and anxieties of national stakeholders, UN staff and Member States.

III. Possible role and potential added value of the PBC

Continuing peacebuilding efforts throughout and beyond the lifespan of United Nations missions requires the sustained and aligned political and financial commitment of national and international actors. A major task to be undertaken jointly by the United Nations, wider multilateral system and Member States is to ensure sustained support for national peacebuilding priorities in a coordinated manner. In this regard, in view of the mandate of

the PBC to help sustain attention and resource of the international community to long-term post-conflict peacebuilding objectives and in the context of its advisory role to the Security Council, the added-value of the PBC has been identified as follows:

- Promoting and advocating a more coherent understanding of short and long-term peacebuilding objectives on the ground, thus ensuring sustainability, focus, and coordination of United Nations and other partners' engagement beyond the draw-down of the missions.
- Becoming a vehicle through which the views and perspectives of all relevant actors (national, international, United Nations) are factored in the Security Council decision on transitions and that these decisions are grounded in country level realities.
- Advising the Security Council on national preparedness for assuming key functions performed by the Mission with support of development actors from within and outside the United Nations.
- Supporting UNCT preparedness to respond to emerging challenges in post-mission scenarios by initiating early analysis of critical national capacity gaps. This analysis could help inform the Council's design of the transition process and draw early attention to these gaps.
- Helping to strengthen local financial governance and to mobilize partnerships within and outside the UN system including IFIs, private sector, and foundations which could in turn help in addressing eventual funding gaps following the draw-down and withdrawal of United Nations missions.

In order to enhance constructive partnership between the Security Council and the PBC, the Chair believes that the above-mentioned findings will serve as guidance to the work of the CSCs, which could also yield new mode of interaction between the two organs.
