

ACTION COPY ^{AL}
^{DSG}
^{CDC}

UNCLASSIFIED

Immediate

Note to the Secretary-General
through the Deputy Secretary-General

RECEIVED

DEC 17 2015

15-11016

EOSG/CENTRAL

2015 Review of the UN Peacebuilding Architecture: Presentation of zero draft resolution

1. The Co-facilitators of the 2015 Review of the UN Peacebuilding Architecture have convened a meeting this morning to officially release to the UN membership a zero draft text that should form the basis of parallel resolutions to be considered and acted upon by the UN Security Council and General Assembly. The text of the zero draft is attached.

2. The Co-Facilitators have sought to present a comprehensive and ambitious text framed around and commensurate to the level of ambition of the report of the Advisory Group of Experts (AGE). The draft text particularly reflects the recommendations that have received consistent support during the Co-facilitators' broad-based consultations with the membership. This includes acknowledgment that 'sustaining peace' is a core UN Charter responsibility; the inter-linkages between the UN's development, peace and security, and human rights pillars; the political nature of peacebuilding; that effective peacebuilding aims to prevent the outbreak, recurrence, and continuation of conflict; the importance of inclusive national ownership; the need for better coherence within and outside the UN system; the importance of refining the role of the Peacebuilding Commission; the need for predictable and sustained resourcing of UN peacebuilding activities; the importance of partnerships between the UN and other actors, including international financial institutions and regional and sub-regional organisations; and the importance of women's and youth participation in peacebuilding.

3. The text incorporates proposals aimed at strengthening intergovernmental coherence, refining the role of the Peacebuilding Commission, improving operational and policy coherence within the UN system, developing the UN's relationships with external stakeholders, and improving the predictability of financing to the Peacebuilding Fund. This, for the time being, includes acknowledging the AGE report proposal for a symbolic one percent of the value of the total UN peace operations budgets to be directed to the PBF on an annual basis.

4. On strengthening operational and policy coherence within the UN System, the text invites the Secretary-General to report back to the UN membership on efforts to implement a number of key recommendations from the Advisory Group Report directed at the UN system, including on: strengthening strategic planning in efforts to sustain peace; improving UN leadership, capability and accountability for peacebuilding; ensuring continuity of leadership and personnel for smooth transitions; strengthening partnerships with key stakeholders; providing options to the UN membership to ensure adequate, predictable and sustained financing for UN country operations; and supporting the participation of women and youth in peacebuilding processes.

5. The text also proposes a series of next steps aimed at embedding the importance of peacebuilding within the UN system, including through the creation of a new General Assembly agenda item of 'Sustaining Peace' during the 71st session (to capture the 'change of mindset'

FILED

DEC 31 2015

PEB/04/003

UNCLASSIFIED

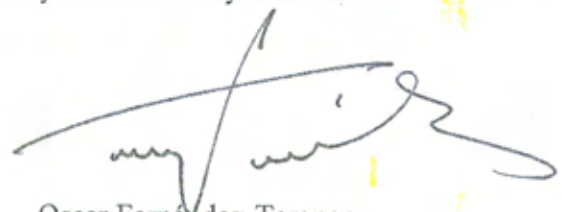
MOITOA
COPY

needed within the UN to sustain peace); a High-Level General Assembly meeting during the 72nd session to discuss efforts underway to strengthen the UN's peacebuilding work; and a further comprehensive 5-year review of the UN's progress in implementing peacebuilding at the 74th session.

6. In terms of process, the Co-Facilitators intend to present a single text to both the General Assembly and Security Council reflecting the agreed recommendations of the UN membership. This outcome is consistent with the outcomes of the 2005 and 2010 processes, where parallel and substantively identical resolutions were adopted. It is also consistent with a key finding of the AGE Report that the acute fragmentation within the UN needs to be overcome, and for the internal silos to be broken down. The attached zero draft text is structured as a draft General Assembly resolution. Once there is consensus on the core elements, they plan to produce two substantively identical resolutions, one for the General Assembly and one for the Security Council, and submit them to the respective bodies for consideration.

7. The Review Secretariat has continued to provide strong substantial and technical support throughout the process, and my office has also provided substantive support as requested by the Co-facilitators. Moving forward, the Co-facilitators are sensitized to the need for engagement with the ongoing reviews and processes, in order to reflect the developments within the UN system related to sustaining peace accurately in the draft text(s). The UN Senior Peacebuilding Group will convene in early January to provide the Co-facilitators a consolidated UN system feedback on the zero draft.

8. The Co-Facilitators plan to convene another open informal meeting of the General Assembly in mid-January, at the Permanent Representative level, to hear the general views and responses of the delegations to the zero draft text. Immediately after this meeting, they plan to begin expert-level, informal consultations on the text. On the basis of the feedback they receive during informal consultations, the co-facilitators will put out revised versions of the drafts as we proceed. A second informal session should be convened by the end of January, with the process continuing into February, as needed. The Co-facilitators will aim to present final text to both organs by March 2016, when Angola will hold the presidency in the Security Council.



Oscar Fernandez-Taranco
17 December 2015

cc: Mr. Mulet
Mr. Ra'ad Al Hussein
Mr. Feltman
Mr. Ladsous
Mr. Hongbo *wa*
Ms. Clark

Review of the United Nations peacebuilding architecture

The General Assembly,

1. *Reaffirming* its resolution 60/180, 60/287 and 65/7, *recalling* its resolutions 69/313, 70/6 and 70/1, and *recalling* United Nations Security Council resolutions 2171 (2014), 1325 (2000) and its subsequent resolutions, and 2250 (2015) and the Statements of the President of the Security Council S/PRST/2001/5, S/PRST/2011/4, S/PRST/2012/29 and S/PRST/2015/2,
2. *Guided by* the principles and purposes of the Charter of the United Nations,
3. *Taking note* of the report of the High-Level Independent Panel on Peace Operations¹ and the report of the Secretary-General², welcoming the report of the Secretary-General of 17 September 2015 (S/2015/716) submitting the results of the Global Study on the implementation of resolution 1325 (2000)³,
4. *Recalling* resolution 70/1, entitled “Transforming our world: the 2030 Agenda for Sustainable Development”, and in particular the call for the promotion of peaceful and inclusive societies providing access to justice for all and building effective, accountable and inclusive institutions at all levels,
5. *Deeply concerned* by the high human cost and suffering caused by the significant number of simultaneous security and humanitarian crises facing the world, and the unprecedented strain that this is placing on the United Nations’ system,
6. *Recalling* the determination of the peoples of the United Nations to save succeeding generations from the scourge of war, and in this regard, recognizing that sustaining peace is a core principle of the Charter of the United Nations which should flow through all the organization’s engagements before, during and after violent conflict,
7. *Recognizing* that development, peace and security and human rights are interlinked and mutually reinforcing,
8. *Reiterating* the need for a comprehensive approach to sustainable peace, the prevention of conflict and addressing its root causes, including through strengthening the rule of law at international and national levels and promoting sustained economic growth, poverty eradication, social development, sustainable development, national reconciliation, good governance, democracy, gender equality and respect for, and protection of, human rights,
9. *Recognizing* that peacebuilding is an inherently political process aimed at preventing the outbreak, the recurrence or continuation of conflict, and therefore encompasses a wide range of political, developmental, humanitarian and human rights programmes and mechanisms,
10. *Reaffirming* the primary responsibility of national authorities in driving and directing priorities, strategies and activities for peacebuilding, that take into account the needs of all segments of society, and that inclusive national ownership of these efforts is key to effective national peacebuilding processes,
11. *Recognizing* that sustainable peace and security requires an integrated and coherent approach among political, security and developmental actors, within and outside of the United Nations system, and which is essential for improving respect for human rights, advancing gender equality, strengthening the rule of law, and advancing economic development in conflict-affected countries,

¹ A/70/95 – S/2015/446.

² A/70/357 – S/2015/682.

³ S/2015/716

12. *Recognizing* also the vital role of the United Nations in sustaining peace, preventing conflicts, assisting parties to conflicts to end hostilities and move towards recovery, reconstruction and development and in mobilizing sustained international attention and assistance,
13. *Recognizing* that effective peacebuilding is the responsibility of the entire United Nations system, and in this regard, emphasizing the importance of joint analysis and effective strategic planning across the United Nations system in its engagement with conflict-affected countries,
14. *Recognizing* that sustaining peace requires coherence, sustained engagement and coordination between the General Assembly, the Security Council, and the Economic and Social Council, consistent with their mandates as set out in the United Nations Charter,
15. *Welcoming* the work of the Peacebuilding Commission as a dedicated intergovernmental advisory body to bring a strategic approach and coherence to international peacebuilding efforts, and recognizing the valuable work of the country specific configurations in this regard,
16. *Emphasizing* the importance of strong leadership in United Nations country operations in bringing together the United Nations system around a common strategy for sustaining peace, and in this regard, stressing the need for more coordinated, coherent and integrated peacebuilding efforts, including between United Nations missions, United Nations country teams and other regional and development actors, in ensuring greater efficiency and effectiveness in the delivery of critical peacebuilding tasks,
17. *Recognizing* the need for United Nations' peacebuilding work to have adequate, predictable and sustained financing in order to effectively carry out its core function of assisting countries to sustain peace and prevent them lapsing or relapsing into conflict,
18. *Welcoming* the valuable work undertaken by the Peacebuilding Fund as a catalytic, rapid-response and flexible pre-positioned pooled fund providing financing to activities to sustain peace in conflict-affected countries, and in advancing strategic alignment within the United Nations system and between the United Nations and the international financial institutions,
19. *Recognizing* the importance of strategic partnerships and pooled funding between the United Nations, bilateral and international donors, multilateral financial institutions, and the private sector in order to share risks and maximize the impact of peacebuilding efforts,
20. *Recognizing* that the scale of the challenge of sustaining peace requires close strategic and operational partnerships between the United Nations and other key stakeholders, including international, regional and sub-regional organizations, international financial institutions, civil society organizations, women's groups, youth organizations and the private sector,
21. *Reaffirming* the important role of women in the prevention and resolution of conflicts and in peacebuilding, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security and the need to increase their role in decision-making with regard to conflict prevention and resolution and peacebuilding,
22. *Reaffirming* the important role youth can play in the prevention and resolution of conflicts and as a key aspect of the sustainability, inclusiveness and success of peacekeeping and peacebuilding efforts,

OPI *Welcomes* the report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture entitled the 'Challenge of Sustaining Peace'⁴;

⁴ A/69/968-S/2015/490

OP2 *Emphasizes*, acting concurrently with the Security Council, in accordance with Article 7 of the Charter of the United Nations, and recalling UN General Assembly resolution 60/180, that the main purposes of the Peacebuilding Commission, as an intergovernmental advisory body, should be:

- a) To provide political accompaniment and advocacy, and bring sustained international attention to countries at risk of lapsing or relapsing into conflict,
- b) To promote an integrated, strategic and coherent approach to peacebuilding and to ensure that relevant development, human rights, political and security-related activities of the United Nations are mutually reinforcing,
- c) To serve a bridging role between the three principal organs of the United Nations in the area of peacebuilding,
- d) To bring together all relevant actors to marshal resources for sustaining peace,
- e) To serve as a forum to convene all relevant actors within and outside the United Nations, including from national authorities, Member States, United Nations missions and country teams, international, regional and sub-regional organizations, international financial institutions, civil society, women's groups, youth organizations and the private sector,

OP3 *Encourages* the Peacebuilding Commission to diversify its working methods in order to enable it to consider with flexibility a wider array of countries, regions and relevant cross-cutting issues, with a greater emphasis on contributing to conflict prevention, and with a view to, *inter alia*, further strengthening the relationship between the Peacebuilding Commission and Peacebuilding Fund, promoting the importance of gender sensitive peacebuilding, and sharing good practice, in line with the present resolution and the recommendations of the Advisory Group of Experts' report,

OP4 *Also encourages* the Peacebuilding Commission to review its rules of procedure to strengthen the continuity of its leadership and the role of its membership,

OP5 *Requests* the Peacebuilding Commission to include in its annual report information on progress in implementing the provisions of this present resolution relating to its working methods and rules of procedure,

OP6 *Acknowledges* the importance of strong coordination and coherence between the Security Council and the Peacebuilding Commission, and in this regard, *notes the intention of the Security Council* to regularly draw upon the specific, strategic and targeted advice of the Peacebuilding Commission, including to assist in ensuring that the formation, review and drawdown of peace operation mandates reflect the longer-term perspective required for sustaining peace,

OP7 *Emphasizes* that the advice of the Peacebuilding Commission should be drawn on when agreements that govern decisions on United Nations mission mandates and transitions, such as peacebuilding compacts, are agreed between the United Nations, the national authorities and other stakeholders as relevant,

OP8 *Recognizing* the important contributions of the United Nations development system and operational activities for development in sustaining peace, *decides to* include, in subsequent quadrennial comprehensive policy reviews, a specific focus on sustaining peace,

OP9 *Invites* the Economic and Social Council to pursue closer cooperation with the Peacebuilding Commission in support of the broader effort of promoting coherence and complementarity between the UN's development, human rights, humanitarian and peace and security efforts in conflict-affected countries,

OP10 *Recommends* the Human Rights Council consider dedicating an annual day to review the human rights dimensions of sustaining peace, with the participation of national human rights institutions, relevant civil society and, as appropriate, United Nations missions, United Nations country teams, including field offices of the Office of the United Nations High Commissioner for Human Rights, and United Nations gender advisers and other appropriate entities of the United Nations system,

OP11 *Encourages* the Human Rights Council to consider including a specific discussion on sustaining peace during the universal periodic reviews of conflict-affected countries,

OP12 *Decides* that the Peacebuilding Support Office should be revitalized, and reinforced as necessary, to support the enhanced Peacebuilding Commission, and to provide strategic advice to the Secretary-General, drawing together the expertise of the United Nations system to facilitate coherent system-wide action and support partnerships for sustaining peace,

OP13 *Welcomes* the Secretary-General's decision to request the United Nations Development Group to take forward a review of the current capacities of agencies, funds and programmes and looks forward to its finding,

OP14 *Reaffirms* the importance of inclusive national ownership in peacebuilding, whereby the responsibility to drive and direct efforts is broadly shared by the Government and all national stakeholders,

OP15 *Requests* the Secretary-General to explore options for strengthening the United Nations – World Bank collaboration in conflict-affected countries, in order to:

- a) marshal resources, and align regional and country strategies, to promote sustainable peace
- b) assist countries in creating an enabling environment for economic growth, foreign investment and job creation, and in the mobilization and effective use of domestic resources in conflict-affected countries, underscored by the principle of national ownership,
- c) support the creation of enlarged funding platforms bringing together the World Bank Group, bilateral donors and regional actors to pool resources, share and mitigate risk, and maximize impact for sustaining peace,
- d) enable and encourage regular exchanges on priority peacebuilding areas,

OP16 *Requests* the Secretary-General, in consultation with the Peacebuilding Commission, to invite international financial institutions to participate in an annual high-level working meeting with United Nations Member States and the United Nations system to discuss and assess joint approaches to sustaining peace and propose new initiatives for strengthening these efforts,

OP17 *Urges* the Peacebuilding Commission to consider holding an annual dialogue with regional and sub-regional organizations engaged in efforts to promote sustainable peace,

OP18 *Requests* the Secretary-General to pursue options to strengthen the United Nations' partnerships with regional and other development banks on strategic cooperation around efforts to sustain peace,

OP19 *Emphasizes* the need for predictable and sustained financing to United Nations peacebuilding activities, including through increased contributions, and strengthened partnerships with key stakeholders,

OP20 *Welcomes* the contributions made to the Peacebuilding Fund, *takes note* of the proposal in the Advisory Group of Experts' report to direct to the Peacebuilding Fund, on an annual basis, a symbolic one percent of the value of the total United Nations peace operations budgets, and *urges* all Member States, including non-traditional donors, to consider making voluntary contributions to the fund, including by building on the practice of making multi-year commitments to the fund,

OP21 *Decides* to strengthen its engagement with the Security Council to ensure that the peacebuilding components of peace operation mandates are accompanied by appropriate resources from UN budgets during missions and for ongoing peacebuilding activities, for a transitional period, after mission drawdown,

OP22 *Encourages* the Secretary-General to prepare country-by-country estimates of the overall funding needs for sustaining peace in conflict-affected countries over the long term, in order to help peacebuilding stakeholders better understand current investments, identify funding gaps, and promote global fundraising,

OP23 *Requests* the Secretary-General to promote gender-sensitive peacebuilding, including by meeting and surpassing the Secretary-General's target of allocating 15 percent of United Nations managed

peacebuilding funds to women's empowerment and gender equality, through the delivery of gender-sensitive and targeted programming, through the strengthening of women's participation in peacebuilding, supporting women's organizations and through monitoring, tracking and reporting achievement,

OP24 *Calls upon* relevant United Nations bodies to work towards improving national capacities for domestic revenue generation, including through cooperation with the World Bank Group, regional development banks, and other regional and international partners, and to keep the Peacebuilding Commission informed of efforts, opportunities and challenges requiring broader Member States' attention,

OP25 Decides to include in the agenda of its seventy-first session an item entitled 'Sustaining Peace',

OP26 *Decides* to convene at its seventy-second session, under the agenda item 'Sustaining Peace', a high-level meeting of the General Assembly to discuss efforts undertaken and opportunities to strengthen the United Nations' work in this regard and decides to consider the modalities of the high-level meeting at its seventy-first session,

OP27 *Invites* the Secretary-General to report to the seventy-second session, at least sixty days prior to the high-level meeting on sustaining peace, on efforts to implement the present resolution, including in the following areas:

- a. To strengthen operational and policy coherence within the United Nations system towards sustaining peace, from preventive action to peacemaking, peacekeeping, and post-conflict recovery, reconstruction and development, including through strategic planning and priority setting,
- b. To enhance the capacity of the Secretariat, to conduct strategic planning across the United Nations system in order to promote unity of United Nations action on sustaining peace,
- c. To improve internal United Nations leadership, capability, and accountability – at Headquarters, and in the field – on efforts to sustain peace,
- d. To ensure continuity of senior leadership and personnel, as appropriate, through the different phases of United Nations engagement, in order to improve mission transitions,
- e. To strengthen partnerships between the United Nations and key stakeholders, including international, regional and sub-regional organizations, international financial institutions, and civil society organizations,
- f. To provide options on increasing, restructuring and better prioritizing funding dedicated to United Nations peacebuilding activities, including through assessed contributions,
- g. To provide options to ensure adequate, predictable and sustained resourcing of the peacebuilding activities of the UN Country Team and components of peace operations during missions, and of ongoing peacebuilding activities, for a transitional period, after mission drawdown,
- h. To improve mission transitions, including by ensuring continuity of relevant programmes and by strengthening the capacity and authority of the Resident Coordinator to absorb relevant political and peacebuilding functions following the drawdown of Security Council mandated missions,
- i. To support the participation of women and youth in peacebuilding processes, including through advocacy with national stakeholders and support to women's and youth organizations,
- j. To revitalize, and reinforce as necessary, the Peacebuilding Support Office in line with the present resolution,

OP28 *Calls for* a further comprehensive review of United Nations peacebuilding at its seventy-fourth session.