

Peacekeeping and Peacebuilding: Clarifying the Nexus

What peacebuilding is

- Peacebuilding is primarily a *national* challenge and responsibility, and national factors will largely shape its pace and sequencing. An early and sustained focus on national capacity development is a central theme of the UN system's engagement in peacebuilding.
- Peacebuilding is a fundamentally political process requiring ongoing political mediation, the strengthening of national capacities at several levels for conflict management, and sensitivity to the political, historical, economic and cultural context and dynamics.
- Peacebuilding entails a range of activities aimed at making peace self-sustaining and reducing the risk of relapse into conflict. Peacebuilding may begin prior to the arrival of a peacekeeping mission and always continues beyond its departure. It is supported by a variety of national and international actors, happens at different levels (political, operational, technical, national, sub-national, etc.) and across many closely linked sectors.
- Peacebuilding priorities vary in response to the demands of each context, but typically include support to (i) basic safety and security including protection of civilians and rule of law, (ii) inclusive political processes, (iii) delivery of basic services, (iv) restoring core government functions, and (v) economic revitalization. The restoration or extension of legitimate state authority, including a basic degree of political consensus and financing, is typically one of the fundamental conditions for sustainable peace.
- While the above reflects the concept as articulated in numerous Secretary-General's reports (starting with 'Agenda for Peace' in 1992 through to the 2009 report on peacebuilding in the immediate aftermath of conflict), the roles and responsibilities of different actors and inter-governmental organs within the UN system and the relative importance of different types of support remain the subject of discussion among Member States. For this reason, different constituencies continue to use the term 'peacebuilding' in ways that may diverge from each other and from the concept as articulated in reports of the Secretary-General.
- In addition, the fragmented international system to support peacebuilding creates a number of systemic obstacles to coherence, continuity and predictability. This includes the need to draw from disparate financing streams of varying reliability and with different funding cycles across different parts of the UN system and beyond.

Peacekeepers as early peacebuilders

- Peacekeeping has evolved from a primarily military model of observing cease-fires and separating forces to incorporate a mix of military, police and civilian capabilities to support the implementation of comprehensive peace agreements and help lay the foundations for sustainable peace and legitimate governance.

- Over the last 20 years, UN multidimensional peacekeeping therefore has become an important international peacebuilding instrument, usually playing a more prominent role at the early stages of a post-conflict peacebuilding effort, which can last decades. Ten of the current 16 UN peacekeeping operations are multidimensional in nature and have been mandated by the Security Council to perform a broad range of peacebuilding activities.
- Within the UN, effective support requires integrated action across the peacekeeping, development, human rights and humanitarian pillars of the system. Integration arrangements on the ground ensure that peacekeeping missions and UN agencies work in close partnership and maximize the UN's overall contribution. Beyond the UN, close collaboration with key partners, such as international financial institutions and regional organizations, has become critical.
- In some areas, such as economic revitalization and the delivery of basic services, peacekeeping missions may play a supporting role. However, peacekeeping operations have to be mindful of unintended consequences in these areas, such as effects on the local labor market, and can make a positive contribution when they work effectively with key partners.
- Peacekeepers are 'early peacebuilders'. They contribute to the overall peacebuilding effort in three key ways. They:
 - **articulate** peacebuilding priorities by supporting consensus among national counterparts and the broader international community, and guiding overall strategy development and implementation
 - **enable** other national and international actors to implement peacebuilding tasks, by providing a security umbrella, monitoring commitments entered into by parties to the conflict, expanding and preserving political space, coordinating assistance efforts, delivering administrative and logistical enabling support and coordination or direct management of various resource streams
 - **implement** certain early peacebuilding tasks themselves, including engaging in early capacity building in certain areas, in close collaboration with other partners

a. Articulate peacebuilding priorities and guide overall strategy development and implementation

- Led by the SRSG and UN leadership team on the ground, UN peacekeeping works with national counterparts and international partners to articulate strategic priorities and a critical path towards their achievement.
- The SRSG and leadership team drive this process in the UN system through the Integrated Strategic Framework and related assessment and planning processes. They also bring together other international actors through diplomatic and aid coordination mechanisms across the security, development, human rights and humanitarian spectrum.

- The SRSG reports through the Secretary-General to the Security Council and engages with regional and other actors at the political level, and thereby helps generate and sustain the international political support that is critical to keeping the parties on track.
- In the case of countries on the agenda of the Peacebuilding Commission, relevant peacekeeping missions and DPKO also provide support to the Commission's work, in cooperation with the Peacebuilding Support Office.
- Peacekeepers support effective consultations and communication between state and society and, working closely with UN agencies and other partners, assist both central and local government in articulating priorities, plans and programmes, including through public dialogue and public information.

b. Enable others to implement peacebuilding tasks

- Peacekeeping missions provide a security umbrella through uniformed peacekeepers (troops as well as police deployed under executive policing mandates).
- They work with national counterparts to create and maintain political space to enable the implementation of peacebuilding activities. This includes political and civil society facilitation and a continuous peacemaking role between the parties at central level, as well as fostering political dialogue and conflict management at the local level; logistical and other support may be offered to bring government officials out to districts and strengthen the "connective tissue" of state and society.
- Peacekeeping missions help coordinate the efforts of the broader international community in key peacebuilding areas, such as civil affairs, SSR, DDR, rule of law, and return and reintegration of displaced populations. They also help strengthen national coordination mechanisms that should ultimately lead in these and other areas.
- They help mobilize assistance to fill critical peacebuilding gaps in areas within the mission's mandate (e.g. justice and corrections) and beyond the mandate and capacity of the mission, both from UN and external partners (e.g. civil administration, governance, employment generation, and economic revitalization). This role is enhanced in those integrated operations where the Resident and/or Humanitarian Coordinator also serves as Deputy SRSG.
- Peacekeeping missions deliver, within available military and logistical capacity, repair and maintenance support to public infrastructure on which the mission must rely. In some cases, this is also done in a labour-intensive manner with partners (e.g., UNDP, World Bank).
- They provide a broad range of logistics and other support to UN and other international partners engaged in peacebuilding activities, including transport, air-lift and communications.

c. Implement certain peacebuilding tasks directly

- In some limited areas, peacekeeping missions are mandated to perform critical peacebuilding tasks themselves, in close collaboration with national and other partners. These often include catalytic tasks that generate momentum and lay the foundation for the broader peacebuilding effort.
- Areas in which peacekeeping missions are often mandated to implement peacebuilding tasks directly include support to basic safety and security (e.g., security sector reform at sector-wide and component levels of defence and police reform), DDR, mine action, justice and corrections, protection of civilians and civil affairs at the local level. They also include facilitation of political processes, democratic institution building, electoral support, and the protection and promotion of human rights.
- In many of these areas, one of the core objectives of the mission is to lay the early foundations for the development of the capacity of national actors. This may entail conducting assessments of existing capacities, supporting national strategic planning and, in some cases, training or other capacity-building programmes, in close collaboration with UN agencies and other partners. The extent to which missions get involved in capacity development varies from area to area.
- Peacekeepers also help to build confidence in the early phase through good offices and impartial monitoring of commitments entered into by the parties, including for example ceasefires, border arrangements, and agreed division of power or assets.
- Successful implementation requires reliable resources: peacekeepers must be able to rely on rapidly deployable capacities, uniform standards, guidance and training, and interoperability with other international, regional and bilateral actors, as well as flexible and adequate funding to perform core peacebuilding functions.

Next Steps

A number of initiatives are ongoing that will further elaborate the issues outlined in this paper. DPKO/DFS will work closely with relevant partners to ensure that these initiatives are well coordinated. They include:

- A strategy for the critical early peacebuilding tasks undertaken by peacekeepers is being prepared, as requested by the Special Committee on Peacekeeping Operations (C34).
- DPKO is conducting an analysis of trends in peacebuilding related aspects of Security Council mandates for UN peacekeeping operations.
- The Review of International Civilian Capacities will address issues related to civilians in UN peacekeeping missions.