THE PRESIDENT
OF THE
GENERAL ASSEMBLY

04 November 2014

Excellency

I have the honour to transmit the attached letter and its annex from H.E. Mr. Antonio de Aguiar Patriota, Permanent Representative of Brazil and Chair of the Peacebuilding Commission, on the scope, terms of reference and modalities for the upcoming 2015 review of the United Nations 'peacebuilding architecture'. As indicated in the letter, the proposal reflects the outcome of an extensive consultative intergovernmental process.

During this month, I intend to consult with Member States concerning the proposed Terms of Reference with a view to consolidating the consensus reached among Member States within the framework of the Peacebuilding Commission. I will also coordinate closely with the President of the Security Council to advance the process towards the formal launch of the review in a timely manner.

Please accept, Excellency, the assurances of my highest consideration.

Sam K. Kutesa

All Permanent Representatives
and Permanent Observers to the United Nations
New York

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03 November 2014

Excellencies,

I am writing in my capacity as the Chair of the Peacebuilding Commission.

In its resolutions A/RES/65/7 of 23 November 2010 and S/RES/1947 (2010) of 29 October 2010, which welcomed the recommendations of the first five-year review (2010 review) of the United Nations 'peacebuilding architecture', the General Assembly and Security Council requested the Peacebuilding Commission to reflect progress made in taking forward the relevant recommendations from that review in its annual reports. In the same resolutions, the General Assembly and the Security Council called for a further comprehensive review to be conducted in 2015.

The Peacebuilding Commission decided to complete the five-year reporting cycle on the implementation of the 2010 review by submitting a proposal for the scope, terms of reference and modalities for the upcoming comprehensive review (2015 review) to the General Assembly and the Security Council, for their

His Excellency
Sam Kahamba Kutesa
President of the General Assembly
New York

His Excellency
Mr. Gary Francis Quinlan
President of the Security Council
New York

respective consideration.

This proposal is included in the attached document, which reflects the outcome of an extensive consultative intergovernmental process.

As indicated in the attached proposal, members of the Peacebuilding Commission agreed that the analysis underpinning the 2015 review should be anchored in three to five country case studies. This was deemed of significant importance in order to ground the review in the challenges facing countries emerging from conflict, as well as the current approaches of operational actors with whom these countries engage.

It was further agreed, that the case studies should be conducted in countries that are on the Commission's agenda, as well as other countries emerging from conflict. Member States were of the view that the choice of the case studies should take into consideration the need for the review to extrapolate broader lessons on both progress made in peace consolidation, as well as recent cases of relapse into conflict.

To this end, I wish to place before the General Assembly and the Security Council an indicative list of countries that may provide an appropriate basis for the selection of three to five studies, namely: Burundi, the Central African Republic, Guinea, Guinea-Bissau, Liberia and Sierra Leone, from among the countries on the Commission's agenda; and Côte d'Ivoire, Haiti, Nepal, Timor Leste and South Sudan from the countries that are not on the Commission's agenda.

I stand ready to work with the Presidencies of the General Assembly and the Security Council towards the identification of two countries from each of these categories that would also meet the general criteria suggested in the attached proposal. I also stand ready to work with the Presidencies towards the formal launching of the review

I would be grateful if you would bring the present letter and its attachment to the attention of the members of the General Assembly and of the Security Council.

Please accept, Excellencies, the assurances of my highest consideration.

Antonio de Aguiar Patriota
Chair of the Peacebuilding Commission

Ten-year Review of the Peacebuilding Architecture (2015)

31 October 2014

Proposal for suggested Terms of Reference

Introduction

1. Since its establishment in 2005, the Peacebuilding Architecture (PBA) -- comprising the Peacebuilding Commission (PBC), the Peacebuilding Fund (PBF) and the Peacebuilding Support Office (PBSO) -- has sought to find effective ways of supporting countries emerging from conflict and to establish a clear understanding of its own role in relation to diverse forms of international engagement with countries emerging from conflict. In 2010, the Co-Facilitators' report on the review of the peacebuilding architecture (A/64/868–S/2010/393) concluded that while the commitment of Member States to the PBC remained strong, the Commission had yet to realize its full potential. Since 2010, the PBC organized its annual work programmes in a way that would enable it to address and measure progress in taking forward relevant recommendations from the 2010 Review.

2. Following the release of the Co-Facilitators' report, the General Assembly and Security Council adopted identical resolutions on 29 October 2010 (A/RES/65/7 and S/RES/1947 (2010)) calling "... for a further comprehensive review five years after the adoption of the present resolution", i.e. in 2015. The 2015 review offers an opportunity to assess the original vision and purpose behind the establishment of the PBA in 2005 with a view to strengthening it and enable it to realize its full potential. The review should examine the continuing relevance of that vision in view of the developments in the UN and the international systems since 2005. Building on recommendations from the 2010 review and the progress made in its implementation, the 2015 review should generate recommendations on ways to reorient and adapt the functions and structures of the PBA to the current and emerging needs of and existing gaps in the UN peacebuilding practice.

Objective

3. In recommending the establishment of the PBA in 2005, former UN Secretary-General, Kofi Annan, noted in his report "In larger freedom: towards development, security and human rights for all", that "there is a gaping hole in the United Nations institutional machinery: no part of the United Nations system effectively addresses the challenge of helping countries with the transition from war to lasting peace". The gaping hole was further described by the lack of collective and coherent action to address the complex challenge of sustaining peace, reflecting the need for reinforcement from the UN as well as other parts of the international system. The PBA was established to address this systemic gap.

4. Since then, policies guiding UN and international peacebuilding efforts and engagement in countries emerging from conflict, as well as operational responses, have evolved. The 2015 review should examine the significance of this evolution in addressing the elements of the

"gaping hole" defined in 2005, and their implications for the role and positioning of the PBA and the operational entities of the UN system.

5. Based on this analysis, the review should propose ways to strengthen the performance and impact of the PBA, with a view to realizing its full potential. To this end, the review should provide recommendations on PBA's functioning, resources, and modes of engagement and on its links with the UN system entities that engage with it.

Key Elements of the Analysis

6. In order to meet this objective, the analysis underpinning the review should be based on the following elements:

i. The general developments in the policy frameworks and operational responses of the UN and international actors since 2005 in support of peacebuilding efforts and engagement in countries emerging from conflict;

ii. The original vision behind the establishment of the PBA in 2005 and the expectations for its functioning and impact. The analysis should address whether and how the mandate, resources, structures and authority given to the PBC have responded to the vision and matched these expectations;

iii. The extent to which the diverse membership structure of the PBC, including the role of regional actors, was effectively leveraged in support of broader peacebuilding objectives. The analysis should explore ways to improve the PBC working methods and decision-making in order to allow for greater involvement of its members and to facilitate inputs from various peacebuilding actors;

iv. The areas of potential complementarity between the PBC and relevant UN operational entities, considering the former's role, orientation and positioning *vis-a-vis* the latter. The analysis in this regard should also address the situations and settings which are most suitable for the PBC's engagement and where it can most effectively support national, regional and international efforts; and the areas of its existing and potential strengths and limitations.

v. The continuing and/or emerging gaps and constraints that limit the effectiveness and ability of the United Nations to prevent the recurrence of conflict. The analysis should also address the continuing and/or emerging challenges in the mobilization and coordination of necessary political, technical and financial support from other international organizations or Member States in support of post-conflict peacebuilding;

vi. The potential utility and limitations of mutual accountability and commitments frameworks (including in the context of the PBC's country-specific engagement). The analysis should also address the implications of these frameworks for the nature of UN support to countries emerging from conflict; and

vii. The implications of the developments and continuing gaps in the aforementioned areas for the PBC's advisory role to its mandating bodies, the General Assembly and the Security Council, in support of broader peacebuilding objectives in the countries concerned.

Suggested Methodology

7. The analysis underpinning the 2015 review should be anchored in three to five country case studies (a combination of PBC and non-PBC agenda countries), from which broader lessons on progress, effectiveness and failures can be extrapolated. The analysis should also be undertaken in conjunction and synergy with the upcoming Secretary-General's review of peace operations. The case studies will be combined with a broader policy and institutional review. The analysis should shed light on:

i. the factors that led to notable progress or relapse of the countries in question;
ii. the evolution in regional, international and UN responses in post-conflict situations since 2005; and
iii. the nature and impact of the PBA's contribution to these responses, where it was involved.

Suggested Modality

Main principles

8. The selected modality for conducting the review should meet all of the following main principles:

i. Adherence to the condition set out in paragraphs 5 of A/RES/65/7 and S/RES/1947 (2010) and 27 of A/RES/60/180 and S/RES/1645 (2005) by ensuring that the outcome of the process is ultimately the product of an inclusive intergovernmental process in the General Assembly and the Security Council;
ii. Adherence to and compatibility with the pre-determined overall objectives, ToRs and methodology;
iii. Integration of views of existing and former government officials, as appropriate, as well as other national and local stakeholders, in the countries subject to the case studies; as well as the countries on the agenda of the PBC, as the basis for the analysis and recommendations;
iv. Integration of the views and perspectives of the African Union, and other relevant regional and sub-regional organizations, UN and non UN stakeholders (e.g. International Financial Institutions); and
v. Engagement of relevant expertise and experiences from within and outside the UN, including the expertise of former government officials, in informing the institutional and policy review developed on the basis of country studies.

Structure and process

9. Based on these principles, a two-staged process is proposed whereby:

i. The country studies and the corresponding analysis undertaken in accordance with the ToRs will be carried out by experts/advisors. On the basis of the information and analyses drawn from the country studies, as well as inputs from within and outside the UN that would inform the institutional and policy review, the experts will prepare a synthesis report of key findings and actionable recommendations.
ii. The experts/advisors will submit the synthesis report to the General Assembly and the Security Council. The Presidents of the two principal organs will jointly initiate an intergovernmental process that will consider the recommendations submitted by the

experts/advisors and generate agreed recommendations for consideration and final decision by the Assembly and the Council.

10. The General Assembly and the Security Council are requested to set a timeline for the completion of the two staged process, in accordance with their respective calendars in 2015.

11. Accordingly, the following process is recommended to the General Assembly and the Security Council for consideration:

i. The General Assembly and the Security Council will request the Secretary-General to nominate no more than seven experts/advisors that will form an advisory group. The experts will be of relevant and professional backgrounds and expertise, following established practice and regulations for hiring external experts. They will represent a diverse geographic balance, drawing in particular on relevant expertise from Africa. During the process of identifying the members of the advisory group, the Secretary-General will be expected to consult with Member States, including with the relevant membership caucuses and groupings in New York, as well as with the Chair of the Peacebuilding Commission, with a view to ensuring full transparency of the process.

ii. The advisory group will oversee the process of undertaking case studies and to generate findings and recommendations on the basis of the ToRs and methodology established by the General Assembly and the Security Council. The advisory group will be supported by a small secretariat appointed by the Secretary-General. The Secretary-General will inform the General Assembly and the Security Council of the financial arrangement to support the work of the group. In addition to the integration of views and perspectives of actors and stakeholders, as set out in the 'main principles', the advisory group is expected to consult with Member States, including with the relevant membership caucuses and groupings in New York, during the process of developing the synthesis report outlining key findings and recommendations.

iii. The advisory group will submit its findings and recommendations to the General Assembly and the Security Council.

iv. Upon receipt of the findings and recommendations from the advisory group, the General Assembly and the Security Council will jointly appoint no more than two Permanent Representatives to co-facilitate an inclusive intergovernmental process that will review the findings and consider the recommendations. The co-facilitators will subsequently summarize and submit the outcome of the intergovernmental process for consideration and decision by the General Assembly and Security Council.

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