



THE REPRESENTATIVE  
OF THE  
UNITED STATES OF AMERICA  
TO THE  
UNITED NATIONS

August 29, 2005

Dear Colleague:

Creation of a UN Peacebuilding Commission (PBC) continues to be a priority for the United States. I wanted to take this opportunity to explain the parameters of a PBC that we believe the Outcome Document must reflect.

We believe strongly that a Peacebuilding Commission must be established as an intergovernmental advisory body under the direction of the Security Council. Its main purpose is to bring together relevant actors to assist and mobilize support to countries emerging from conflict. The Peacebuilding Commission is not a long-term development body. Its scope of work must focus on reconstruction and institution building in the immediate aftermath of conflict.

The mandate of the PBC will primarily concern issues relating to maintaining peace and security in post-conflict areas. Because Article 24 of the UN Charter confers on the Security Council primary responsibility for the maintenance of international peace and security, we propose that the Peacebuilding Commission function as a subsidiary organ of the Security Council.

With such carefully defined focus, we believe the Peacebuilding Commission will effectively fulfill a critical function. The PBC will compile information from all relevant sources, including international financial institutions, UN experts, NGOs and those in the field, to formulate its recommendations. Any member state should be able to request through the Security Council the advice of this central body. The PBC's recommendations and reports should be made publicly available as UN documents in order to improve coordination and information sharing through the UN system, promoting transparency and accountability in this process.

The PBC should operate on a consensus basis. The Organizational Committee of the PBC should develop its own procedures. Its membership, including representatives of the P-5 and five members elected through ECOSOC on an annual basis, is reflected in the attached U.S. draft. Member states that are chief providers of resources, both financial and human resources for peacebuilding activities, must be included. The Organizational Committee must have the flexibility to invite other states and parties to discussions as appropriate.

The Outcome Document appropriately recognizes the vital role of the United Nations in addressing the special needs of countries emerging from conflict towards recovery and reintegration. The United States would also emphasize the need to support

reconstruction. We support the establishment of a Peacebuilding Commission after the conclusion of the High Level Event and no later than December 31, 2005.

The following explanations are keyed to Paragraphs 76-87.

**Paragraph 76**

With respect to paragraph 76, we strongly support a coordinated approach to peacebuilding. However, the Commission's scope of work should be limited to recommendations on how the UN-system can better coordinate post-conflict stabilization and reconstruction efforts. It is not appropriate for the Commission to consider long-term political/economic development, which includes many actors outside the UN system. Additionally, we believe the Outcome Document is not an operational document, and thus has no legal authority to create a new body. As a political declaration, the Outcome Document cannot go beyond expressing support for establishment of the Commission. Finally, the Commission will be primarily concerned with issues of peace and security in post-conflict areas. Since the UN Charter confers the responsibility of international peace and security on the Security Council, it is only appropriate that the Commission take its direction from that body.

**Paragraph 77**

We believe that the Peacebuilding Commission should limit the scope of its work to post-conflict stabilization and reconstruction, not development. The Peacebuilding Commission will also not be providing information from the field, rather it will be formulating recommendations based on available information from UN actors and others in the field. With respect to the final sentence of this paragraph, we feel strongly that the Commission should operate in all matters on the basis of consensus, to ensure that only those issues with broad support among Commission members are acted upon.

**Paragraph 78**

The Security Council, acting under its Charter responsibilities to maintain international peace and security, should be able to refer matters to the Peacebuilding Commission at any time. Accordingly, individual Member States which seek the advice of the Commission should do so through the Security Council.

**Paragraphs 79 and 80**

In the interest of improving coordination and information sharing within the UN system, we believe all of the Commission's reports should simply be made publicly available as UN documents. This process will also promote transparency and accountability in the UN's post-conflict peacebuilding activities.

**Paragraph 81**

Since the Outcome Document will not itself be creating the PBC, we propose to use "should create" rather than "shall create."

**Paragraph 82**

We believe the PBC's membership should strike an appropriate balance between size and representativeness. Therefore, we prefer that members of the Organizational Committee be limited to five each from the Security Council, ECOSOC, troop contributors and financial contributors. Since the Organizational Committee will need to convene before any country-specific meetings take place, its membership should be outlined first. We believe that the criteria for membership should be as transparent as possible, and therefore we prefer the formula "top five" rather than "5 of the top 10" troop and financial contributors.

**Paragraph 83**

We believe it is important to specify that the Organizational Committee will invite non-member state parties to attend meetings of the PBC.

**Paragraph 84**

We believe that the scope of activities of a standing fund for post-conflict peacebuilding should be discussed further before articulating a detailed definition of its objectives. We prefer to strike the second sentence of the paragraph.

**Paragraph 86**

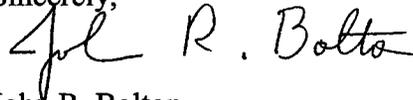
We believe that the Organizational Committee should itself define the PBC's rules of procedure and other modalities of its operation, and choose its Chair, based on the consensus principle. Financial arrangements for its functioning are properly the domain of the General Assembly, and therefore need not be mentioned in this paragraph.

**Paragraph 87**

We propose that the Security Council create the PBC. Any changes to the arrangements made at the PBC's creation would be made by the Council. Paragraph 87 is therefore unnecessary.

The following line-by-line edits to the Outcome Document reflect these key concepts. We remain committed to working with you to realize this important initiative.

Sincerely,

A handwritten signature in black ink that reads "John R. Bolton". The signature is written in a cursive style with a large initial "J" and "B".

John R. Bolton  
Ambassador

Enclosure:

Paragraphs 76-87 W/ Edits

## Peacebuilding

76. Emphasizing the need for a coordinated, coherent, ~~comprehensive~~ and integrated approach to conflict resolution and post-conflict peacebuilding with a view to achieving sustainable peace, and recognizing the need for a dedicated institutional mechanism to address the special need of countries emerging from conflicts towards recovering, reintegration and ~~development~~reconstruction, and recognizing further the vital role of the United Nations in this regard, we ~~hereby support~~ establishment of a Peacebuilding Commission under the direction of the Security Council as an intergovernmental advisory body, ~~which should be equipped with the appropriate mandate, functions, composition and technical capacity to assist and mobilize support~~ to assist and mobilize support to countries emerging from conflict.

77. Its main purpose is to bring together all relevant actors to marshal resources and advise on and propose ~~comprehensive~~integrated strategies for peacebuilding and post-conflict recovery. To that end, the mandate of the Peacebuilding Commission should be to ~~it will provide necessary information in the immediate aftermath of war and focus attention on development~~reconstruction and institution-building efforts necessary for recovery from conflict and should~~will~~ support the development of integrated strategies for countries emerging from conflict, in order to prevent them from relapse into conflict. In addition, it ~~should~~will provide recommendations and information to improve coordination of all stakeholders in and outside the United Nations, develop best practices, help to ensure predictable financing for early recovery activities, and extend the period of attention by the international community to post-conflict recovery. The Peacebuilding Commission should act in all matters on the basis of consensus of its members.

78. The Peacebuilding Commission ~~should~~will consider matters brought before it by ~~on the Security Council's agenda brought before it by that body.~~ In addition, with respect to matters of which the Security Council is not seized, a ~~Any~~ Member State of the United Nations in an exceptionally difficult situation on the verge of relapsing into conflict should be able to request through ~~ECOSOC~~the Security Council ~~the advice of that the Peacebuilding Commission decide to consider its situation, if the Security Council is not seized of the situation in question. The Peacebuilding Commission's Organizational Committee should consider the relevance of the request.~~

79. The Peacebuilding Commission should make ~~the outcome of its discussions~~its advice and recommendations available as UN documents to all relevant bodies and actors of the United Nations including the international financial institutions.

80. The Peacebuilding Commission should provide advice on Peacebuilding strategies for countries emerging from conflict to such bodies as are ~~actively seized of the issue, in accordance with the Charter. In the initial stages of conflict recovery, and for as long as the Security Council is actively seized with the situation, the Peacebuilding Commission should provide advice to that body. Thereafter, the Peacebuilding Commission should provide advice to the ECOSOC.~~

81. The Peacebuilding Commission ~~should~~ shall submit an annual report to the General Assembly.

82. The Peacebuilding Commission ~~should~~ all meet in variable configurations according to the matter at hand. The Peacebuilding Commission should have an Organizational Committee, responsible for developing its procedures and organizational matters, comprised of:

- (a) The five permanent members of the Security Council;
- (b) Five members of the Economic and Social Council, to be elected through ECOSOC on an annual basis;
- (c) Of the States not included in (a) and (b), the top five providers of assessed and voluntary contributions (to the UN funds, programs and agencies), as identified by the Secretary-General;
- (d) Of the States not included in (a), (b) and (c), the top five providers of military personnel and civilian police to UN missions, as identified by the Secretary-General;

Country-specific meetings of the Peacebuilding Commission should upon invitation of the Organizational Committee ~~comprise~~ include, in addition to the members of the Organizational Committee, representatives of:

- (a) the national authorities of the country under consideration, as appropriate;
- (b) countries in the region engaged in the post-conflict process, as well as relevant regional and sub-regional organizations;
- (c) the major financial and troop contributors involved in the recovery effort;
- (d) the senior United Nations representative in the field and other relevant UN representatives;
- (e) — (e) — such regional and international financial institutions as may be relevant;
- (f) other parties directly relevant for the country under consideration

~~The Peacebuilding Commission should have an organizational committee, responsible for developing its procedures and organizational matters, comprised of:~~

- ~~(a) 7 members of the Security Council, including 5 permanent members and 2 non-permanent members;~~
- ~~(b) 7 members of the Economic and Social Council, elected from regional groups, and giving due consideration to those countries that have experienced post-conflict recovery;~~
- ~~(c) 5 of the top 10 providers of assessed contributions (to the UN regular budget) and voluntary contributions (to the UN funds, programs and agencies), to be selected according to procedures to be developed from a list provided by the Secretary General;~~

~~(d) 5 of the top 10 providers of military personnel and civilian police to UN missions, to be selected according to procedures to be developed from a list provided by the Secretary-General;~~

~~Members in the above categories will be identified in the order set out above, with no double representation, and taking due account of geographical representation.~~

83. Representatives from the World Bank, the International Monetary Fund and other institutional donors should be invited by the Organizational Committee to participate in all meetings of the Peacebuilding Commission in a manner suitable to their governing arrangements, as well as well The Secretary-General or as a representative his representative should also be invited to participate by the Organizational Committee from the Secretary-General.

84. We request the Secretary-General to establish a multi-year standing fund for post-conflict peacebuilding, funded by voluntary contributions, and taking due account of existing instruments. ~~The primary objective of the Peacebuilding Fund will be to ensure the immediate release of resources needed to launch peace related activities and arrangements, pending the convening of an international donor conference, as appropriate, and the subsequent release of pledged funds through existing bilateral and multilateral financing channels.~~

85. We request the Secretary-General to establish within the Secretariat and within existing resources a small Peacebuilding Support Office to assist and support the PBC. It should draw on the best expertise available within the UN system.

86. ~~We request the President of the General Assembly, assisted by the Secretary-General, to conduct consultations with Member States in order to develop~~ Members of the Organizational Committee should decide on the necessary modalities for the effective operation of the Peacebuilding Commission including its rules of procedure, with a view to ensuring the financial arrangements for its functioning, and selection of the Chairs, so that the body Peacebuilding Commission can begin operations no later than 31 December 2005.

87. ~~The arrangements set out above will be kept under review, with a view to ensuring they are appropriate to delivering the agreed functions of the PBC. Future proposals to change the arrangements, hereby agreed, should be forwarded jointly by the Security Council and the ECOSOC for approval by the General Assembly.~~