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DISCUSSION PAPER

Mobilizing the resources required for conflict prevention and peacebuilding

Input to the Financing for Peacebuilding-discussions

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Five suggestions from UNDP for improved resourcing for peace

- Tap the full peace potential of all large development investments and invest in both immediate and generational peace needs.*
- Mobilize a broad range of resources for conflict prevention and peacebuilding including financial, human resources, partnerships and advocacy.*
- Put national capacities, locally-led processes and local actors at the center of all investments and engagements in conflict prevention and peacebuilding.*
- Apply integrated and flexible approaches to conflict prevention and peacebuilding, grounded in long-term visions and partnerships.*
- Invest in a multilateral system with capacity to support member states in their endeavor for sustained peace, making use of and developing the resources and tools that are required.*

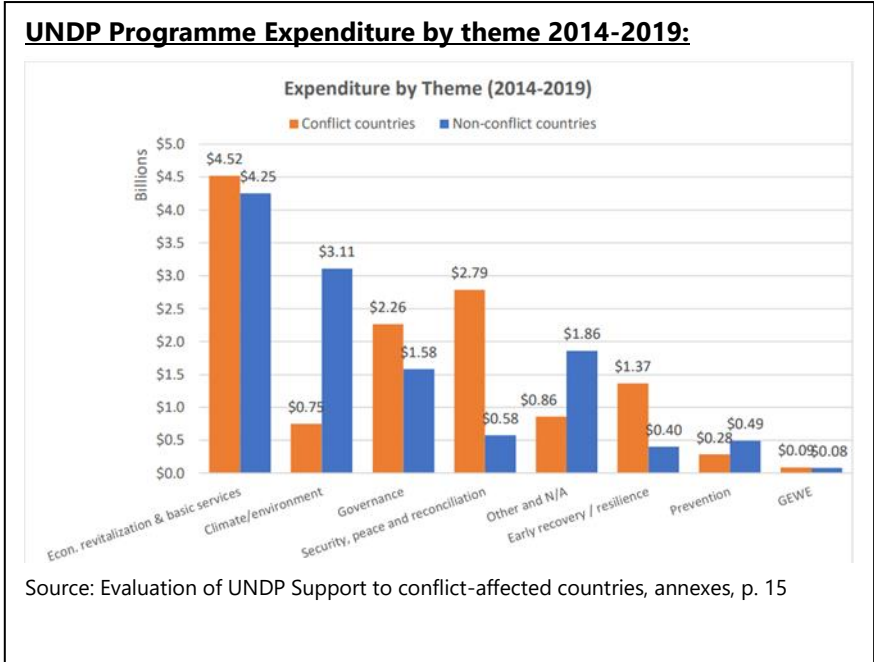
Introduction

Evidence shows that shifting investments towards **prevention of, from mainly focusing on response to violent conflicts will save resources, lives and protect development gains.**¹ It is also critical for achieving the sustainable development goals. As emphasized in our new strategic plan 2022-2025 and with a view to deliver towards the 12 commitments of Our Common Agenda UNDP will continue to apply a developmental approach to conflict prevention and peacebuilding.²

With roughly 10 per cent of world's economic activity consumed by violence in 2019,³ prevention is also the **most cost-effective approach to addressing conflict and fragility risks.**⁴ Despite this evidence, only 4 per cent of official development assistance (ODA) was spent on prevention and 13 per cent on peacebuilding in 2018, while the share of humanitarian assistance had doubled to 25 per cent from 12 per cent in 2007.⁵

The Covid-19 pandemic has further reinforced this trend with the decline in available development resources from national budgets and ODA as available resources are re-directed towards immediate response and recovery. At the same time, the pandemic and the failure of some Governments to adequately respond to the crisis has fed social tensions and risks for conflict. The weaknesses of the public sector, social contracts and service delivery manifested by this crisis all call for a stronger imperative of **accelerating efforts and mobilizing resources for conflict prevention and peacebuilding.**

Within the context of the UN Common Agenda, UNDP finds the upcoming **General Assembly High-level meeting on Financing for Peacebuilding** timely and calls for re-doubling the global investments in conflict prevention and peace-building. In this paper, UNDP advances five recommendations for improving resourcing for conflict prevention and peacebuilding. The recommendations draw upon the organization's



¹ See for example UN/WB Pathways for Peace.

² UNDP Strategic Plan, 2022-2025, p.9

³ Institute for Economics and Peace (2020). IEP further estimated that translated to a cost of \$1,909 per person. https://www.visionofhumanity.org/wp-content/uploads/2020/10/GPI_2020_web.pdf

⁴ The UN – World Bank Pathways for Peace Report (2018) estimated expected annual savings ranging from \$5 billion to \$70 billion per year <https://www.pathwaysforpeace.org/>

⁵ OECD (2020) <https://www.oecd-ilibrary.org/sites/ba7c22e7-en/1/3/2/index.html?itemId=/content/publication/ba7c22e7-en&csp=89578a182071559ff79c670c40753038&itemIGO=oe&itemContentType=book>

extensive experience of supporting development solutions as key peacebuilding and conflict prevention strategies across its 170 partner countries and a total portfolio for peace, conflict prevention, resilience and early recovery of approximately 6 billion USD during the period 2014-2019 (see table below).⁶ They are based on an understanding that while development and poverty alleviation could address some conflict drivers, inclusive solutions and investments in dialogue, local mediation, social cohesion, institutional reform and inclusive policies are also essential for development to contribute to preventing violence and conflicts.

UNDP and the Peacebuilding Fund

UNDP is the largest implementing organization of the Secretary-General's Peacebuilding Fund (PBF), implementing projects in 35 countries and receiving \$57.5 million, i.e. 33.1% out of total PBF budget in 2020.

In some contexts the funding from PBF complements other long-term peacebuilding financing, partners and strategies. In other contexts PBF's funding has allowed UNDP to enter the peacebuilding field. With PBF-funding UNDP has been able to respond rapidly to emerging peacebuilding needs and to get entry points to strategic processes, arenas and new partners and has strengthened collaboration within the UNCT. It has also allowed UNDP to develop its cross-border work. PBF has also proved catalytic in helping mobilize new resources for peace building. Close UN Country Team collaboration and joint conflict analysis have proved to be critical success factors.

1) We must tap the full peace potential of all large development investments and invest in both immediate and generational peace needs.

The time is long overdue to move away from siloed approaches to address complex, multidimensional challenges such as violent conflict, development failures and fragility. In a dynamic, interconnected world with volatile resource streams the international community needs to pool collective resources and existing expertise better. We need to be able to **embrace more integrated and context-adapted approaches** across actors and funding streams to deliver and respond jointly to the humanitarian, recovery, stabilization and development needs in a specific context.

Increased investments are required both for the more **immediate needs of ending violence** and the more **long-term needs relating to sustaining peace**, but different strategies and tools are required to reach those goals. While there is a need to have a multilateral architecture in place to respond rapidly and adequately to violent conflict and risks thereof, there is also a need to invest more broadly, consistently and innovatively in strengthening peace capacities and infrastructures as well as societal resilience at all levels.

In short, there is both a need **to increase the support for targeted prevention and peacebuilding initiatives and accelerate the efforts to ensure conflict sensitivity is applied and prevention is integrated** in all policy decisions and programming, including in humanitarian programming,

and **that opportunities to support peace outcomes are seized** when they appear in programming across sectors and actors. The latter is essentially about identifying more win-win situations where large investments such as those for climate action or recovery after Covid-19, as two examples, if well-designed also contributes to peace through addressing root causes of violent conflict, addressing vulnerabilities and building cohesion among communities.

⁶ Evaluation of UNDP Support to conflict-affected countries, annexes, p.15

2) A broad range of resources must be mobilized for conflict prevention and peacebuilding including financial, human resources, partnerships and advocacy

The urgent need to mobilize more resources for conflict prevention and peacebuilding to achieve the goals of the 2030 Agenda requires **1) enhancing existing financing mechanisms** for peacebuilding and conflict prevention, **2) mobilizing new resources** (such as international development association (IDA), private sector contributions as well as domestic resources) and **3) ensuring synergies among** the tools at hand to support **peacebuilding, diplomacy, development support, humanitarian activities and security actors**.

While increased funding and financing for peacebuilding is critical, UNDP suggests that the conversation also focuses on how to increase the **broader resources for peacebuilding and conflict prevention, which besides financing include human resources, partnerships and advocacy**.

Financial resources must be accompanied by **strengthened human resources at all levels – local, regional, national and international** – to work on conflict prevention and peacebuilding and in a conflict-sensitive way. These human resources should be easily deployable, include a broad spectrum of expertise and experience and be able to operate across and within regions to provide technical accompaniment to national actors to peacefully manage conflict.

Domestic resources including domestic revenue mobilization is critical for building national capacities for conflict prevention and peacebuilding. Development actors such as UNDP along with International Financial Institutions (IFIs) and Development Finance Institutions (DFIs) have a supporting role to play in this area. With sufficient human resources and critical capacity for conflict prevention and peacebuilding, development actors such as UNDP can have a reach and an impact on peacebuilding priorities far beyond their own activities and programmes. The budget of for example UNDP is often small in relation to the total available development funding in a country, including the Government budget, loans, remittances, and private sector investments. With sufficient human resources and capacity UNDP could work more with partners and government agencies much beyond its own deliveries, for example by supporting the mainstreaming of conflict sensitivity in Government programmes or into the programmes of other development actors.

There is also a need to allocate **more resources for analysis, data gathering, implementation and impact measurement to ensure that the gap between early warning and early actions is closed.** This includes more joined-up, multidimensional and risk-informed analysis as recommended by, for example, the United Nations Sustainable Development Cooperation Framework (UNSDCF) Guidance and its companion pieces on Common Country Assessment (CCA) and the Humanitarian-Development-Peace (HDP) nexus, as well as the OECD/DAC recommendation on the HDP nexus.

Mobilizing resources is about **mobilizing capacity and engagement from a broad set of actors, including governments, multilateral organizations (including international financial institutions), civil society, the private sector, academia, media, and where, relevant religious and tribal leaders.**

There is untapped potential for increased private sector engagement in conflict prevention and peacebuilding, for example **making use of local private sectors' knowledge of contexts, its role in generating revenue and other non-financial resources and the role it plays in innovation including the use of technology for peacebuilding.** While there is need for caution on the prospects of large-scale impact of private sector engagement in prevention and peacebuilding, there are promising policy areas UNDP aims to bolster in partnerships between governments and the private sector. For UNDP, this includes engaging the private sector in prevention and peacebuilding through active and responsive networks, supporting the private sector to develop and utilize tools such as conflict sensitivity and conflict analysis and to promote investments that produce peace dividends in addition to financial profits.

Digitalization and social media have demonstrated their effectiveness as tools for both peace messaging and hate speech during the past decade, but their full potential in working for peace needs to be tapped, and here the engagement of **youth peace actors can lead the way.** Young peacebuilders across the world are using technology to prevent conflict and shift narratives of how young people, women, and vulnerable communities can be agents of peace as technology is increasingly connecting people.

Strengthening the ability to respond quickly and effectively in the recovery phase after a conflict or natural disaster

One example of easily deployable resources is SURGE, a programme launched by UNDP in 2006 which ensures that specially trained staff, with extensive experience in their technical field and in crisis situations, can be deployed within days of a crisis to help UNDP Country Offices get back on their feet as quickly as possible. These rapid deployments are backed by UNDP's Standard Operating Procedures for Immediate Crisis Response, which provides the operational framework necessary to make quick decisions and take swift action in times of crisis. Depending on the severity of the crisis a SURGE Advisor or a SURGE Planning Team, which can be on the ground within 48 hours, could be deployed. There are 18 different SURGE profiles and expertise is tailored to respond to the needs of the affected Country Office.

Building on the experiences of the Recovery and Peace Building Assessments (RPBAs), a joint initiative of the EU, UN and the WB the collaboration between the **UN, economic unions such as the EU, and the IFIs can be enhanced** in support of national governments. Basing on the respective organization's investment models, comparative advantages and technical expertise, the objective is to maximize development and peace outcomes for countries. Systematically attaching a financing strategy to the RPBAs could be one useful way of taking this forward in line with the guidance on RPBA implementation.

3) All investments and actors engaged in prevention and peacebuilding must put national capacities, locally-led processes and local actors at the center.

Societies' own capacities for preventing and addressing contested issues through mediation and dialogue are at the heart of conflict transformation. From the most conflict-ridden to the most peaceful country, **a multitude of formal and informal mechanisms and institutions on local and national level are in place to prevent and manage conflicts**, to build peace and social cohesion - though with varying degrees of success. It is important to have in mind, that depending on how elevated conflict prevention and peacebuilding are on the national policy agenda, these institutions may not always be framed within the language of prevention.

As the country-owned planning and delivery tool, more support should be provided to ensure that the **Integrated National Financing Frameworks (INFFs)** consider the contribution of the full range of financing sources available in a country to peacebuilding and conflict prevention results as part of integrated development solutions. Tailored financing strategies can help build on the INFFs to ensure that international and domestic, private and public resources are targeted at priority peacebuilding and prevention actions in a phased and sequenced, and sustainable, manner.

What is often **lacking are the structures to systematically and continuously gather, analyse and share information on conflict and tensions** in a timely manner for decision makers to take appropriate action or the elevate decisions to another level when beyond their capacity or mandate.

Successful conflict prevention and peacebuilding needs to build on these insights, **on the**

Examples on support for peace capacities at different levels

UNDP supports infrastructures for peace and peacebuilding efforts with a focus on enhancing capacities of institutions and civil society and creating synergies between national, regional and community levels. In the Philippines, UNDP's sustained accompaniment to national counterparts throughout the peace processes, including at critical transition and decision-making points, has helped to prevent conflict. Through its presence in Yemen, UNDP has, despite many challenges, leveraged its capacities to support prevention. This includes a Peace Support Facility project to support implementation of the peace process in Hodeidah governorate, including support for elections and drafting the constitution. In Nigeria, UNDP supported the creation of a national peace commission and peace infrastructure, including

infrastructures for peace in place and on the effort of **stakeholders on the ground, including women peacebuilders, youth and religious leaders** that are too often left outside the formal peace processes. There is an urgent need to **invest more resources in development of capacities for conflict prevention and peacebuilding within these institutions and actors - at community, sub-national as well as national level** - including supporting them in their function as **insider mediators**. Of vital importance is also building their resilience to cope, manage and recover from shocks and stress.

With corruption and broken social contracts as a key driver both for fragility and conflict, there is a need to accelerate the work with and invest more in **transparency and accountability, and on social cohesion more broadly**, both in partnership with national institutions and the private sector. Depending on the context very different private sector actors, both domestic and foreign, may be present, and strategies for collaboration need to be adapted to that context.

4) More integrated and flexible approaches to conflict prevention and peacebuilding are necessary, grounded in long-term visions and partnerships

In the dynamic contexts facing many UN partner countries, there is a need to ensure our actions - and resources - are **targeting the actual current needs** and are not mainly driven by the supply or current existing offers and toolboxes. Due to complexity and multi-dimensional nature of conflicts, there is a need for **comprehensive and integrated solutions for conflict prevention and peacebuilding** that combines mediation, dialogue, inclusion, reform to rule of law and peace institutions and cross-thematic approaches such as climate security.

This requires **more flexibility of our financing instruments for peace**. One possible example would be to allow **assessed contributions** (for peacekeeping operations) to be used for conflict prevention and peacebuilding. The use of assessed contributions for joint programming during peace operation drawdowns provides a useful model. Another example to allow **reprogramming within a development portfolio** to increase the potential impact on peace. A third example to **allow that resources are set aside within a development and humanitarian programme for making a thorough conflict analysis** and, when appropriate and relevant, for adding **peace outcomes and objectives**.

It requires more integrated approaches where reprioritization is a possibility, and getting away with siloed

Investments in analysis strengthened capacity to respond

In Lebanon, UNDP introduced a tension mapping mechanism and systematic conflict analysis to guide programming and implementation. This has allowed the Country Office to build in-house conflict-sensitivity capacity, which enabled a stronger multidimensional response to the Beirut blast and to Covid-19, simultaneously addressing immediate needs and the underlying drivers of conflict.

approaches, where funding is locked in through earmarking. This also requires **long-term partnerships between financing and implementing organizations** that are **built on** considerable amounts of **trust**.

Increasing investments in prevention and peacebuilding means expanding working in high-risk environments and with high-risk issues, and thus also requires considerable **investments in risk mitigation as well as monitoring and evaluation capacity, and** an acceptance that these areas may use larger share of total programme funding.

5) Continued investments are needed in a multilateral system with capacity to support member states in their endeavor for sustained peace, making use of and developing the resources and tools that are required.

While recognizing that local, sub-national and national institutions and actors constitute the backbone of conflict prevention and peacebuilding, the importance of the **multilateral system, global and regional**

infrastructures and accountability mechanisms for peace should not be underestimated. They continue to be particularly important in addressing conflict-dynamics that are of cross-border, transnational or regional character and in supporting local and national institutions and actors by establishing and sharing of good practices and tools both for conflict management and data and evidence gathering for conflict prevention and peacebuilding purposes.

Finally, while building on the capacities and multilateral system already in place, the urgent need to **invest more in innovative approaches, digital solutions and technology for peace** to address some of the current shortcomings of the approaches for peace at hand should be reiterated. This is linked to something raised earlier; mobilizing a variety of actors which needs to include both research and innovation communities and the tech industry. As an example, how can we make sure critical values relating to social cohesion building and conflict sensitivity are built into AI, among other.

What broader lessons can be drawn from the evaluation of UNDP's support to conflict-affected countries?

In 2020 the Independent Evaluation Office carried out an evaluation of UNDP's support to conflict-affected countries. These were some of its findings, that UNDP is now working on addressing:

"Considering that traditional donor contributions are the primary source of UNDP programme resources, there has been insufficient diversification of funding sources."

"Conflict-sensitive, inclusive processes would have further enhanced the UNDP contribution to stabilization programmes."

"In the absence of defined stabilization principles, UNDP is predisposed to comply with different donor requirements, which often do not pay attention to institutional strengthening."

"There is scope for further investment in youth as agents of peace and youth-led solutions to the prevention of conflict and violence, including violent extremism."

"UNDP is yet to balance short-term inventions with medium to long-term engagement to address key drivers of peace and development."

"Examples of success show the importance of nurturing the enabling environment for private sector development and investment. Supporting the business environment is most challenging in conflict contexts, which therefore require a more collaborative approach."

" (...) there is acknowledgement of the critical importance of support to women, peace and security, this is not reflected in resource allocations for GEWE-related programmes."

Source: Evaluation of UNDP support to conflict-affected countries, p.78-81